

REPORT
ON THE
REORGANIZATION
OF
SECONDARY EDUCATION
IN THE ⁽³⁰⁾
UNITED PROVINCES

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Report on the Reorganization of Secondary Education in the United Provinces

CHAPTER I

PROLOGUE

IN August, 1934, Government in the United Provinces issued a Resolution no. 1083-G./XV—562. This resolution started with a summary of the views of several eminent authorities on the present system of education calling attention to its weaknesses and defects. These views were supported by the findings of the Conference of Indian Universities of March, 1934, and of the Punjab University Enquiry Committee, 1932-33. It was remarked that wastage and stagnation marked the primary stage. In the higher stages there was a failure to provide a course of education complete in itself and suited for the middle classes. As a result there was an aimless drift to the universities. The universities were crowded with students unfitted for higher literary or scientific education. Worst of all the educated young man emerging from the Universities was faced with unemployment.

United Provinces
Government
resolution no.
1083-G.—562.

The resolution went on to advocate a revision of the educational system designed to check this aimless drift of over-age students. It proposed a secondary course of general education complete in itself and untrammelled by university requirements. The High School course should be reduced and the Intermediate course extended by one year. Only those students who had a bent for literary studies should prolong them beyond the High School stage. The Intermediate course should provide Industrial, Commercial and Agricultural training as well as Arts and Science. Manual training or handicraft in some form should be compulsory in the lower classes. The resolution was published with a view to elicit public opinion.

This resolution of Government was the prelude to similar action on the part of Government in other provinces. The Government of Bengal issued in July, 1935, resolution 2517 Edn., in which they reviewed the system of education in that province and suggested thorough revision especially in primary and secondary education.

Meanwhile in the United Provinces Government had in October, 1934, appointed a Committee with the Rt. Hon'ble Sir Tej Bahadur Sapru as Chairman to go into the question of unemployment among educated young men and to suggest ways and means for reducing the same.

Unemployment
Committee.

Parts III and IV of their report deal with Education and in Chapter XII there are recommendations regarding primary education, secondary education and university education. These recommendations are under the consideration of Government.

In December, 1935, the Central Advisory Board of Education at its first meeting in Delhi passed a series of resolutions five of which are quoted below :

(1) While conscious of the great debt which is due to education hitherto provided in India and of the part played by universities in promoting higher study and research and in training men and women for the service of India, the Board is of opinion that the following considerations, among others, necessitate a new attitude towards educational problems :

Central Advisory
Board Resolutions.

(a) The increasing desire among educationists and others to bring about changes in the educational system in view of the altered conditions of life;

(b) the growing volume of unemployment among the educated classes;

(c) the emphasis laid on a purely literary form of instruction in schools;

(d) the inadvisability of too frequent examination;

(e) the large number of "over-age" pupils in the senior classes of high schools;

(f) the increasing number of students in universities, who are unable to benefit by university instruction and, in consequence, the difficulty in making satisfactory provision for the better qualified students and for research;

(g) the need of developing training of a more practical type than at present and of making provision for such training, especially for those with little or no literary bent, and of adjusting it to the scheme of general education;

(h) the advisability of developing a suitable scheme of rural education by which boys and girls in rural areas shall be given such training as would develop in them a capacity and desire for the work of rural reconstruction.

(2) The Board is of opinion that a radical readjustment of the present system of education in schools should be made in such a way as not only to prepare pupils for professional and university courses, but also to enable them, at the completion of appropriate stages, to be diverted to occupations or to separate vocational institutions.

(3) These stages should be :

(a) *The primary stage*, which should aim at providing at least a minimum of general education and training and will ensure permanent literacy.

(b) *The lower secondary stage*, which will provide a self-contained course of general education and will constitute a suitable foundation either for higher education or for specialized practical courses.

In rural areas, the courses at this stage should be attuned to rural requirements.

Some form of manual training at this stage should be provided, which would aim at the development of practical aptitudes, and be made compulsory.

(c) *The higher secondary stage*, in which would be included institutions with varying length of courses;

(i) preparing students for admission to universities in arts and science;

(ii) for the training of teachers in rural areas;

(iii) for agricultural training;

(iv) for clerical training; and

(v) for training in selected technical subjects which should be chosen in consultation with employers.

Where separate institutions are not possible for the diversified courses, some of them might be incorporated in a higher secondary course of enlarged scope which would permit a choice of alternative groups of subjects and would end in leaving certificates.

(4) At the end of the lower secondary school course there should be the first public examination.

(5) Candidates desirous of joining the subordinate clerical services of Government and local bodies should pass such qualifying examinations as might be prescribed by proper authority and should not be more than 19 years of age at the date of their examination.

The United Provinces Intermediate Board at its meeting in February, 1935, considered Government Resolution no. 1083-G/XV--562 and passed a series of resolutions.

I. (a) That at the University stage there should not be a separate university for teaching vocational subjects such as Engineering, Agriculture, Medicine, etc., but vocational education of the University standard should be given by each University and there should be no separate vocational or technical University.

United Provinces
Intermediate
Board Resolutions
of February, 1935.

(b) That the attention of the Universities should be invited to the fact that it is desirable that they should bear in mind while framing vocational courses that the course should be so designed as to enable the student to earn his living at the completion of his studies.

II. With reference to primary stage :

(a) That the primary stage should comprise a five years' course (Infant and classes I--IV).

(b) That it is not possible to teach vocational subjects in primary schools.

(c) That primary education should not be merely literary but should also give training to the senses, body and hands by means of handwork, physical training and games.

III. That the *Secondary Stage* should comprise a four years' course beginning from class V and terminating at class VIII.

IV. (a) That the Board by a majority is of opinion that the Education Department should take over from the Industries Department all its educational work at the secondary stage from class V to class VIII or IX.

(b) That in every secondary school every boy should be required to do some kind of Manual work at this stage, such as gardening, carpentry, metal work, spinning and weaving, poultry, farming, agriculture, etc.

(c) That vernacular middle schools should have a four years' course and it should be the aim to bring these schools into a line with the general secondary education.

(d) That any reorganization of secondary education will involve additional expenditure of which some portion at least should be met by increasing fees at the secondary stage and above.

V. Regarding the Higher Secondary Stage :

(a) That on the basis of a total course of nine years up to the end of the secondary stage including the primary stage, the Higher Secondary Stage should comprise a three years' course beginning from class IX and terminating at class XI.

(b) That it is not desirable to take away from any existing institution the vocational courses which it at present teaches in order to start the same in a separate vocational school. Vocational institutions of the type of the Agricultural College, Cawnpore or the Agricultural Institute, Naini, Allahabad, should continue; where possible they should for the sake of economy obtain their teaching in subjects other than the specialized vocational ones from a University or an associated institution. Separate vocational institutions with a full staff for teaching subjects other than the specialized ones are expensive, as their staff for the non-specialized subjects is not fully occupied. The Committee would, however welcome, where circumstances permit, the possibility of establishing more such vocational institutions.

(c) That previous to the reorganization of secondary education, there should be a survey of the facilities existing in each centre and that the secondary and higher secondary stages should be definitely planned. Government may consider the relative sufficiency of the provision for each of the secondary and higher secondary stages in each area and decide what facilities for each stage can be financed with the help of provincial revenues in each centre.

(d) That whatever funds may be available for the reorganization of secondary education should be used mainly to develop facilities for vocational education rather than in extending literary education in Arts and Science colleges.

VI. Regarding the University Stage :

(a) That the course for the first degree should comprise three years.

(b) That it is desirable to increase facilities for vocational training in all institutions at the Higher Secondary and University stages.

(c) That Universities should also increase their fees but that adequate facilities should be provided so that scholars who are both poor and meritorious and who would be likely to benefit themselves and the state from University education should not be shut out from it.

The Board was also of opinion that any reorganization of secondary education on the lines proposed will clearly involve a consideration of what facilities for University education are available and that a reorganization will not be necessary in the universities.

VIII. That the following suggestion by Dr. R. D. Wellons be accepted :

“That on whatever lines the Secondary education may be reorganized the existing nomenclature of all classes from the Primary stage to the Higher Secondary stage be altered by dropping the Infant class and re-arranging the classes as follows :

PRIMARY STAGE

Classes I—V

SECONDARY STAGE

Classes VI—IX or X

HIGHER SECONDARY STAGE

Classes X—XII or XI—XIII

His Excellency Sir Harry Haig in his speech to the Legislative Council, 27th February, 1936, said :

“Another of our problems, and I fear one which is more deeply seated and can only be treated by sustained effort from many directions is that of unemployment among the educated classes. The whole question has been examined with the utmost care and marked ability by a Committee which was set up by this Government in October, 1934, under the Chairmanship of the Rt. Hon'ble Sir Tej Bahadur Sapru. The composition of the Committee was such as to command complete confidence and the distinguished Chairman threw all his great powers into the task of suggesting remedies based on a most careful examination of the facts of the Province and of the methods by which similar problems are handled elsewhere. The people of the Province as well as my Government owe a great debt of gratitude to Sir Tej Bahadur Sapru and his Committee. The problem is one which

affects the future development of this Province and indeed I believe of the most parts of India in a vital matter. No State can thrive unless suitable employment can be found for the majority of young men as they grow up and step over the threshold of responsible life and if the conditions of unemployment are particularly pronounced as they are here among those whose education has gone furthest, it is inevitable that feelings of discontent will be roused which must have an unsettling effect on the whole life of the Province. Education opens up new ideas and new hopes. If the hopes are disappointed and the ideas turn sour, we are in danger of poisoning the life of the community. There need be no apprehension that we as a Government do not appreciate fully the importance of this problem, which is linked up with far-reaching question of educational re-organization that has been for some time under close examination and discussion. But as soon as we begin to consider action we find in nearly every case that it involves expenditure, and as I have already stated, instead of having money available for expenditure, we have a serious deficit."

There are in the United Provinces five Universities—Allahabad, Benares Hindu, Muslim University, Aligarh, Lucknow and Agra.

Statement of
present situation,
Universities and
Degree Colleges.

(1) *Allahabad University*, was founded in 1887 and was re-organized in 1922, and again in 1927, when it was relieved of all affiliated colleges.

(2) *Benares Hindu University*, came into existence in 1916. Its special Hindu feature lies in the extensive departments of Sanskrit Learning and Hindu Theology. It has special departments of teaching and research besides a large Mechanical and Electrical Engineering College, a department of Mining and Metallurgy and a College of Ayurveda.

(3) *The Muslim University, Aligarh*, began to function in 1920. It grew out of the Muhammadan Anglo-Oriental College founded at Aligarh in 1875 by Sir Syed Ahmad. It has just completed the construction of excellent laboratories for the various branches of science and has an Oriental Department for the fostering of Islamic studies.

(4) *Lucknow University*, which dates from 1920 owes its inception to the recommendations of the Calcutta University Commission. It is a unitary and residential University and the funds to establish it came largely from the Taluqdars of Oudh. The Canning College with its strong staff was raised to the status of a University College and equipped with the heavy demands of University centre.

A special feature of Lucknow University is the incorporation into its scheme of King George's Medical College. The University also recognizes Isabella Thoburn College maintained by the American Methodist Mission as the women's section of the university.

(5) The reorganization of Allahabad as a unitary and residential university necessitated the constitution of the *University of Agra*, which in 1927 took over the affiliated colleges dropped by Allahabad. It has a very extensive jurisdiction extending over Rajputana, Ajmere-Merwara, Gwalior, Central India as well as the United Provinces. The constituent colleges of Agra University are 15 of which 9 are in the United Provinces, viz. Meerut, Bareilly, Agra College, St. John's College, Sanatan Dharma College, Cawnpore, D. A.-V. College, Cawnpore, Christ Church, Cawnpore, St. Andrew's College, Gorakhpur and the Agricultural College, Cawnpore.

These five universities are all autonomous bodies deriving their powers from Acts of the legislature and constituted in accordance therewith.

Secondary Education.

Secondary Education in the United Provinces is, subject to the local Government, controlled by the Intermediate Education Act, passed in 1921. Under this Act the Intermediate Board has recognized for boys 35 Intermediate Colleges and 232 High Schools. It has instituted two examinations :

The High School Examination.

The Intermediate Examination.

The Board has also instituted Intermediate courses in Agriculture and in Commerce and grants certificates in the same. It also grants a Diploma in Indian Music.

English Middle Schools.

Below the High School stage there is the English Middle School comprising classes III—VIII. Recognition as a Middle School is granted by the Circle Inspector under paragraph 153 of the United Provinces Educational Code but the curriculum and books for study are prescribed by the Intermediate Board. In the English Middle School, English is a compulsory subject but the teaching in other subjects is through the medium of the vernacular. There are 100 recognized English Middle Schools.

Vernacular Middle Schools.

Parallel to the English Middle Schools are the Vernacular Middle Schools with classes V, VI and VII. These schools are controlled almost entirely by local boards, District and Municipal. They are granted recognition by the Circle Inspector under paragraph 166-A(b) of the Educational Code.

Below the Vernacular Middle Schools there is the vast array of Primary and Preparatory schools teaching the whole or part of a five years' course known as Infants, I, II, III and IV. These schools are largely administered by District and Municipal boards and it is on this foundation that the superstructure of education rests. As in other provinces, the primary stage of the United Provinces is marked by wastage and stagnation resulting in the expenditure of over 40 lakhs for which there is no return in the shape of literacy. Here most of all reorganization and reform are required but the subject is too large to be taken up in this report.

Enrolment.

The enrolment of these institutions is difficult to state as they overlap considerably, university colleges having Intermediate classes and Intermediate colleges classes of all grade from class I upwards in some cases. The following statement will however give an indication of the enrolment in the classes generally found in universities and the degree colleges of these provinces for the year 1934-35 :

Enrolment in Universities and Degree Colleges

M.A.				M.Sc.
2nd year 495 .. .. .	..	..	..	210
1st year 538 .. .. .	..	..	..	205
B.A.				B.Sc.
2nd year 1,671.. .. .	..	..	..	668
1st year 1,661 .. .. .	..	..	..	647
B. A. (Honours)				B.Sc. (Honours)
192				36
LL.B.				B. Com.
2nd year 832 .. .. .	..	..	..	98
1st year 1,054 .. .. .	..	..	..	153
Class XII				
Arts and Science .. .. .	..	..	..	1,951
Class XI				
Arts and Science .. .. .	..	..	..	2,046

The total excluding classes XI and XII is 8,460. D. P. I.'s report for 1935 gives the enrolment at 8,488. It was the original intention that the degree colleges should drop classes XI and XII when the Intermediate Act was passed. In addition to the eight degree colleges and the Universities of Benares and Aligarh which have classes XI and XII there are in the Intermediate stage 16 aided colleges and eight Government Intermediate Colleges. The enrolment in the 16 aided colleges is :—

Class XII	..	..	..	..	1,635
Class XI	..	..	..	..	1,645

In the 8 Government Intermediate Colleges :—

Class XII	..	..	..	..	597
Class XI	..	..	..	..	650

There are thus in these provinces in

Class XII $1,951 + 1,635 + 597 = 4,183$.

Class XI $2,046 + 1,645 + 650 = 4,341$.

Below the Intermediate Stage comes the High School. Intermediate Colleges have high school classes tacked on them but there are exceptions. Ewing Christian College, Allahabad, has classes XI and XII only. Lucknow Christian College has classes IX, X, XI and XII. Queen's College, Benares, has shed classes III, IV and V to provide accommodation for the higher classes. One College, the Anglo-Bengali Intermediate College, Allahabad, has the complete gamut of twelve classes. Generally classes III to XII are found in Intermediate Colleges. The Intermediate Board in 1931 saw the need for the separation of young men of over 20 years from boys of 8 or 9 years and resolved that where the enrolment exceeded 500 separation should take place, the junior classes III to VI being put under the control of a headmaster in a separate building while the senior classes came under the control of the Principal. This resolution has been held in abeyance as the colleges generally had not the necessary funds.

The enrolment in Class X is	..	..	11,572
in Class IX	..	..	12,731

These two classes constitute the High School group.

In the Middle stage there are four classes in the Anglo-Vernacular group and three classes in the Vernacular group. The separate enrolment is not available but the following figures are close approximations :—

Class	Anglo-Vernacular (High and Middle)	Vernacular	Total
VIII	13,661	Nil.	13,661
VII	14,500	25,000	39,500
VI	14,000	28,000	42,500
V	10,500	35,000	45,500

Classes III and IV in Anglo-Vernacular Schools account for a small number 5,000 and 6,000 respectively. The Primary schools of the district and municipal boards are the places where effort and money are alike spent in vain. The enrolment of boys are :

Class IV	..	..	..	..	82,548
.. III	..	..	..	..	1,17,107
.. II	..	..	..	..	1,66,855
.. I	..	..	..	..	2,63,724
Infants	..	..	..	..	4,83,996

Expenditure on Education.

The problems involved in this section of education have been commented on by individuals by public bodies and by committees and in 1934, Mr. R. S. Weir was placed on Special Duty in this connexion and submitted a report on Primary Education.

Owing to the overlapping in institutions of different stages of education it is difficult to state exactly the cost of a student in a stage. For the universities Mr. Harrop worked out that the yearly cost per student at three universities of the United Provinces in 1930-31 was as follows :—

Allahabad, Rs.626, of which the tax-payer paid Rs.440.

Lucknow, Rs.760, of which the tax-payer paid Rs.518.

Agra, Rs.370, of which the tax-payer paid Rs.190.

The cost of education in lower institutions is below :—

		Per annum		
		Rs.	a.	p.
Intermediate College	.. Classes III—XII	75	0	0
High School	.. Classes III—X	65	0	0
English Middle School	.. Classes III—VIII	36	0	0
Vernacular Middle School	.. Classes III—VII	21	0	0
Primary Education	.. Infant—IV	7	6	0

During 1934-35 the total expenditure from all sources on education (both male and female) was Rs.3,80,41,838, made up of—

		Rs.
Government funds	.. ..	2,01,76,130
Local Bodies	.. ..	50,19,322
Fees	.. ..	76,94,033
Other sources	.. ..	61,52,353
Total		3,90,41,838

The distribution on the various heads is most interesting.

		Per cent.
University education	.. ..	12.5
College do.	.. ..	2.6
Secondary do.	.. ..	32.7
Primary do.	.. ..	24.4
Special do.	Training, Engineering	6.4
Other items, Scholarships, Inspection, Buildings		21.
Total		100

The already disproportionate expenditure on Universities and secondary education continued to grow, advancing 0.8 per cent. on that for 1933-34.

The following figures show for the last ten years the allocation of Government funds to the various stages of education. (000, omitted.) :

	University	Secondary	Primary	Special	General charges	Total
1925-26 ..	2,611	4,709	7,290	496	2,032	17,138
1926-27 ..	2,588	4,938	7,782	518	2,095	17,920
1927-28 ..	2,528	4,966	7,481	532	2,123	17,631

	University	Secondary	Primary	Special	General charges	Total
1928-29 ..	2,921	5,779	8,103	603	2,291	19,697
1929-30 ..	2,968	5,837	8,356	702	2,342	20,204
1930-31 ..	2,757	6,055	8,146	710	2,427	20,096
1931-32 ..	2,761	6,139	8,265	727	2,444	20,337
1932-33 ..	2,287	5,654	8,107	663	2,245	18,956
1933-34 ..	2,511	5,994	7,819	676	2,264	19,264
1934-35 ..	2,613	6,188	8,156	692	2,290	19,940
1935-36 ..	2,717	6,447	8,414	705	2,401	20,685

The following table shows the expenditure and average cost per male scholar in the major provinces on universities and arts colleges :

Province	From provincial funds	Expenditure from other sources	Total	Percentage of (2) on (4)	Number of male scholars	Average cost
1	2	3	4	5	6	7
						Rs.
Madras ..	1,528	2,840	4,368	35	11,470	164·
Bengal ..	2,288	4,214	6,502	35	24,148	154·
Bombay ..	596	2,806	3,402	18	9,544	332·
United Provinces.	2,910	2,497	5,407	54	8,310	174·
Punjab ..	937	2,833	3,770	25	12,187	181·

For secondary education similar figures are :

Province	From provincial funds	Expenditure from other sources	Total	Percentage of (2) on (4)	Number of male scholars	Average cost
1	2	3	4	5	6	7
						Rs.
Madras ..	2,762	7,637	10,399	27	178	45·
Bengal ..	2,604	12,772	15,376	17	434	51·
Bombay ..	2,133	6,691	8,824	25	110	81·5
United Provinces.	6,130	5,877	12,007	51	192	76·5
Punjab ..	7,288	7,368	14,656	50	591	42·5

For the same provinces the expenditure from Government funds on education and the percentage of this on Government revenue is given below :

	Expenditure on education in lakhs			Percentage to revenue		
	1922	1927	1935	1922	1927	1935
Madras ..	158	202	251	13·4	13·3	15·3
Bengal ..	135	148	132	16·3	14·0	11·3
Bombay ..	170	199	180	12·9	13·6	15·3
United Provinces.	156	196	207	15·5	17·2	17·2
Punjab ..	87	151	159	12·2	13·9	15·2

These three tables show that not only are the United Provinces spending on education a higher proportion of their revenue than are the other major provinces but the proportion of this provision devoted to University and to Secondary education stands well above that of the other provinces. It is therefore reasonable to urge that no immediate enhancement of expenditure from Government revenues on either universities or on secondary education should be made.

Literacy.

As literacy is the basis of all education it is of interest to state comparative figures for the different provinces. These are :

Literacy per 1,000 of 5 years and over

	Males	Females	Average
Madras	188	30	105
Bombay	176	31	104
Bengal	182	33	108
United Provinces	94	11	53
Punjab	100	17	59
All India.. .. .	156	29	95

These low figures of literacy in our provinces are a standing reproach to the Education Department and a clear indication of where effort and money are required. That illiteracy can be reduced is abundantly clear from the figures for the United Provinces from the Census of 1921 and that of 1931 :

	Literate males	Per 1,000
1931	20,43,410	80
1921	15,56,625	65
	Literate females	Per 1,000
1931	2,16,228	10
1921	1,32,246	6

There has been welcome increase of 31 per cent. in literacy in the United Provinces during the last decade.

It is more than interesting to consider at this point what relation there is between literacy and the higher stages of education. From the Year Book of Education, 1935, representative figures for several countries are :

Country	University students per 10,000 of population
Austria	34
Scotland	31
Czecho Slovakia	24
Germany	22
Belgium	20
France	18
Hungary	18
Sweden	14
Norway	12
Denmark	12
Italy	12
England	11

The average is somewhere round 16 to 18 per 10,000. In Scotland and in Germany illiteracy is practically unknown. In Scotland one in 455 of the population is a student. In Germany one in 690. If we take one in 500 as an average and apply this figure to the literate population of the United Provinces we find a challenging figure :

Literate males in United Provinces ..	20,43,410
Divide by 500	4,087

But the enrolment in the Universities of the United Provinces is 8,460 or if the figures quoted in the Sapru Report (page 183) are taken 11,818. In either case it is established that in the United Provinces the proportion of University students to the literate population is twice the normal in western countries and far above that in England. This disproportion can be adjusted in two ways. Of these the obvious way is to increase the literate population.

In view of the prevailing illiteracy it is essential therefore to consider the resources of the province and to ensure that sufficient provision is made within funds available for the education of the masses. Taking Rs.2 crores as a round figure appropriated to education by Government from its revenues it is clear that higher education cannot be given to the masses when the individual costs are those quoted above.

Education in an English Middle School up to Class VIII costs Rs.46 per boy per annum and with an average of 5 lakhs of boys for each year of age to be educated the cost of providing education up to the standard of the English Middle for all boys of the age to attend such schools far outruns any provision possible within the near future. Education in a Vernacular Middle School at Rs.21 per boy per year would cost Re.1 crore per year of school age and is clearly out of the question for all boys of an age to attend these schools. At the same time Rs.7-6 the cost of education of a boy for one year in a primary school is an inadequate sum. Madras spends Rs.8.36, Bombay Rs.16, Punjab Rs.10.1, Bengal spends only Rs.3.7 but the efficiency is very low. Rs.10 per boy per year is not an extravagant figure. The cost of a scheme to educate all the boys in the United Provinces, not

mentioning the girls, can be estimated by considering the number of boys per year which may be taken approximately as shown below :

Age ..	5-6	6-7	7-8	8-9	9-10	10-11	11-12
Lakhs of boys ..	6.8	6.5	6.3	6	5.8	5.6	5.4

Age ..	12-13	13-14	14-15	15-16	16-17	17-18
Lakhs of boys ..	5.3	5.2	5	4.8	4.7	4.6

The figures are based on the 1931 Census.

For primary education Classes Infants to IV, ages 6—11, the possible available enrolment of boys per year may be taken at 6.5 lakhs. For the Secondary Stage, Classes V—VIII, 5.3 lakhs per year and for the Stage IX, X and XI 4.5 lakhs per year. The finances of the United Provinces preclude any attempt at universal education of such numbers to any very high level. The sums available and the low standard of living in these provinces are alike an incentive to keep the costs of education within modest limits. Education for masses must be cheap; some people incline to say free. Those who desire higher education should themselves pay a reasonable proportion of the cost.

Aims of reorganization.

The foregoing paragraphs have been devoted to an account of the existing system in these provinces, an indication of the defects of the system and an appreciation of the difficulties to be faced. Reorganization of education is called for. In any scheme of reorganization the following aims should be clearly kept in view :

A. Mass Uplift. Literacy for the masses.

B. General education on a higher level for the bulk of the literate.

C. Training of boys and young men to fit them for jobs available.

D. The production—but not the over-production—of specialists for professions demanding special education.

Informal report, 1917.

The present need for reorganization arises from the lack of a defined policy in Education. In 1917 an informal committee was appointed to consider the question of reform in education with special reference to the creation of an adequate electorate in a future system of responsible Government. The report is marked Confidential but it passes under review the entire educational system and makes suggestions for reform along lines which recent experience now shows to be extremely desirable. It is indeed a great pity that the main features of the scheme propounded in that document were not adopted. In the absence of a clearly defined plan, growth in education has been haphazard. Education has not been ill planned. It has not been planned at all and as shown by Dr. Kotschnig in his book "Planless Education" this absence of plan has led alike in India as in every country, to overcrowding in the institution of higher learning and to acute unemployment amongst the graduates of these institutions.

Planless Education.

Dr. Kotschnig says—(Planless Education, page 16) :

"The astounding increase in student enrolments is an important element contributing to the appalling measure of unemployment amongst young intellectuals. In other words one of the most powerful causes of the overcrowding of the professions is to be found in the universities themselves or rather in the educational system with which they are identified", and later, page 19 :

“Perhaps as the most important factor making for overcrowded universities we must record *the wrong organization of the secondary schools*. In a whole series of countries in Eastern Europe and in the Near and Far East the secondary schools are far too concerned solely with preparation for the ‘University’”.

The Bengal Government in paras. 47 and 48 of their resolution “School Education in Bengal” state that their reorganization proposals are based on two facts: First, that the real objects of different stages of education have been till now confused or neglected and secondly, that the quality of instruction now given is so unsatisfactory that in many cases it does more harm than good. Without restricting the supply they propose to offer a wider variety, a better distribution so that every boy may be able to obtain what is best adapted to his capacity. In particular they propose the ruralization of the primary and middle vernacular schools which will keep the average village boy in the village, the provision of alternative courses at the different stages in the vocational, technical and professional institutions, the organization of each stage of general education as a unit more or less complete in itself and better teaching and greater care for the pupil.

As instances of unplanned growth the following figures may be considered :

	Enrolment in Allahabad University	Number of High School and Intermediate Colleges recognized		Expenditure on Secondary Education from Government funds
		High School	Intermediate Colleges	
1923-24 ..	..	178	28	..
1924-25 ..	1,030	186	32	49,12,600
1925-26 ..	1,153	189	32	47,08,581
1926-27 ..	1,279	190	32	49,37,735
1927-28 ..	1,300	188	33	49,66,280
1928-29 ..	1,443	191	34	57,78,795
1929-30 ..	1,659	197	34	58,37,337
1930-31 ..	1,650	205	35	60,55,352
1931-32 ..	1,746	212	36	61,39,054
1932-33 ..	1,689	216	36	56,54,404
1933-34 ..	1,883	227	37	59,94,300
1934-35 ..	2,096	235	38	61,87,771
1935-36 ..	..	251	40	64,47,387

In 1920 there were 7,356 students reading in Colleges; in 1933 the number in the five Universities and Intermediate Colleges had arisen to 17,693. The number of scholars in the Secondary schools rose from 108,490 in 1920 to 222,954 in 1933. Against this the number of scholars in primary schools rose from 801,559 to 1,206,174 in the same period. The standards of the Universities also have fallen distinctly.

The financial changes in these years merit attention

	1920	1933
I--(a) Total expenditure on Public Instruction.	2,28,59,766	3,71,20,587
(b) Expenditure from Provincial Revenues.	75,84,572	1,99,48,584
II--(a) Total expenditure on University and Intermediate Education.	21,87,456	70,03,642
(b) Expenditure from Provincial Revenues.	10,40,745	41,74,892
III--(a) Total expenditure on Secondary Education (High and Middle Schools).	48,89,262	93,32,059
(b) Expenditure from Provincial Revenues.	16,00,726	46,77,676
IV--(a) Total expenditure on Primary Education.	43,30,522	91,86,811
(b) Expenditure from Provincial Revenues.	11,36,712	59,66,181

Statement of Policy.

Any policy worthy of the name must provide for—

- (a) Increase in Mass Literacy.
- (b) Raising of the general standard of education among the literate.
- (c) Provision, for those who need it, of that education necessary for admission to the special training they desire.
- (d) Diversion from the Universities of those who are not likely to benefit by that type of education.
- (e) Imparting to all some form of practical training giving general education for life and disclosing aptitudes for particular callings.

These ideas are endorsed by all responsible authorities. It is the aim of this report to bring them into practice.

Specific proposals.

Towards that end the following specific proposals are submitted :

- (a) Regradation of education in stages 5, 4, 3, 3 years.
- (b) Introduction of the first public examination at the end of the present class VIII (United Provinces Nomenclature).
- (c) Diversion at this point by means of certificates.
- (d) Organization of Vernacular Education so that students taking a vernacular course are as well able to go on to higher education as students taking the Anglo-Vernacular course.

The difference between urban and rural needs is likely to remain :

- (e) Vocational training to be compulsory in classes V—VIII.
- (f) Creation of new boards of control.

(1) to control the group V—VIII where education is for life in general.

The Board will be largely laymen. and

(2) to control IX—XI. Here the aim being largely university entrance and higher studies, the Board will largely be specialists.

(g) Control of the output in the higher stages.

(h) The creation of a new Inter-University Board for the five Universities of the United Provinces to control—

(a) Admissions to the universities.

(b) Co-ordination in the subjects taught.

(i) Recasting of curricula to fit—

(a) The three-year course in the University.

(b) The three-year course in the Collegiate stage.

(j) Revision of the Acts where necessary, in particular the Intermediate Board Act and that of Agra University admitting post-graduate teachers to the Faculties.

(k) Placing the onus of control on the Universities jointly.

CHAPTER II

SECONDARY EDUCATION

Primary
Education.

The need for reform in Primary education is too well known to need mention in this report. The wastage of time, money and effort are ever present in the thoughts of those responsible for education in these provinces. The unit of primary education, is however, clearly defined and comprises the five classes, Infants and Classes I to IV making a unit and there is no proposal to alter this unit. What is required is efficiency within the unit and this is a matter requiring more than a report of this character.

Secondary
Education scope.

Above primary education comes secondary education comprising schools teaching subject between the Primary and the University stage. The position in secondary education, not only in these provinces but all over India can well be gathered from the following long extract from an article "Education in India" in the Year Book of Education, 1935 :

"Of late there has been a growing dissatisfaction between the system of secondary education, which is more or less uniform all over India. In spite of a marked increase in the number of pupils and of schools, secondary education suffers from very serious qualitative defects. It is true that some of these defects have a long history and that Ministers and legislators cannot be held in any way responsible for them. It is a healthy sign, however, that enlightened opinion now realizes that the whole system requires to be radically remodelled and brought more closely into contact with the needs and aspirations of the times. It is universally agreed that the education imparted in secondary schools is of poor quality and is of a predominantly literary type. It is sometimes argued that the courses have been framed to meet the wishes of the middle classes, who aspire mainly to Government employment or a legal career. It is perhaps truer to say that a system which was devised about a hundred years ago with the object of supplying suitable recruits for subordinate posts in the public service has outgrown its original purpose and is now glutting the market with poorly qualified clerks, lawyers and teachers, or else swelling the ranks of the unemployed.

The whole system is dominated by the Matriculation examinations of the various Indian Universities, which is almost the only goal to which secondary education leads. This domination has a paralysing effect on the educational progress of the country and is responsible for the fact that Indian Colleges are filled with students, many of whom are unfitted in any sense of the term to pursue university work. The whole structure of secondary education needs to be overhauled and made, not only broader and less academic, but also well balanced and complete in itself.

In another respect secondary education is ill balanced. As had already been pointed out, the poorer classes are overwhelmingly illiterate; but the middle classes are educated in a proportion equal to that of other countries whose social and economic conditions are more highly developed. In 1921, the first year of the Reformed Constitution, only 3.42 per cent. of the population was under instruction. The percentage enrolled in primary schools was 2.5, while that for secondary schools was 0.5. An abnormal figure comparing very favourably with the 0.6 per cent. which has been estimated as the pre-war figure in Great Britain'. Considering that the number of girls in

attendance at secondary schools was very small, it would seem that this figure might be increased by almost 50 per cent. with the result that the proportion of secondary pupils exceeded the figure for Great Britain—a fact which will probably come as a surprise to most readers. Characteristic, however, of this top-heaviness are (1) the expenditure, out of the total funds available for education, of a disproportionate amount on institutions which cater chiefly for the benefit of the intelligentsia, (2) the reluctance of educational authorities to curtail expenditure on secondary education and to divert funds towards the establishment of a sound system of primary schools, and (3) the continuance of the dominance of the universities over the whole educational system of the country. Hence it is that the literary classes continue to have almost a monopoly of education, that the claims of the masses are ignored. Even today, it is the ambition of almost every town which has two or three secondary schools to develop a college affiliated to a local university; in many of these towns local bodies are neglectful of their duties in the matter of promoting mass education.

In spite of many obvious defects, there is no need to be too pessimistic about the future. Local Governments have long been aware of the need for reform and Ministers have endeavoured, to the best of their financial resources, to introduce remedies which have long been overdue.

It is becoming more widely recognized that it should no longer be necessary for an Indian boy who desires a decent education to pass from the secondary school to the university, and there are grounds for believing that at no very distant date the secondary schools of the country will be in a position to provide what is so badly needed—a real training, not only for citizenship, but for leadership. The expansion of secondary education on reformed lines and the extension of mass education for the lower orders will involve expenditure to a figure hitherto undreamt of. Unless India can find the money for the reconstruction and proper articulation of her whole school system, her ambition to realize responsible government will be endangered by a peril which is far from negligible even in more advanced countries—an uneducated democracy. The abolition of the inherent defects of an outworn secondary system would enable the schools to make a valuable contribution to the social and political life of the country.”

Secondary education is a most important section of the educational system. In these provinces, secondary education takes first place financially. Secondary education absorbs almost one-third of the entire expenditure on education and the management of its numerous schools and colleges includes the leaders and the distinguished members of the entire educated community. But as has been stated in the extract and as has been repeated in numerous resolutions, serious defects have developed in the system and the time has come for an examination of these and for suggestions towards improvement.

The numbers and the enrolment of all secondary schools in 1934-35 are given below :

			Numbers	Enrolment
Government .. ..	..	..	65	24,201
District Boards .. ..	..	..	647	75,871
Municipal Boards .. ..	..	..	42	7,205
Aided .. ..	..	..	276	76,717
Un-aided .. ..	..	..	59	6,075
		Total	1,089	1,90,069

The expenditure on these institutions was Rs.95,07,934 made up of :

		Rupees in thousand	
Provincial Revenues	49,39
District Board Funds	2,86
Municipal Board Funds	2,41
Fees	31,90
Other sources	8,51
Total		..	95,07

Secondary education is divided into two branches. English and Vernacular. This division goes back at least forty years but class VII was added to the Vernacular system after the Piggott Committee Report in 1914. English education is given in Intermediate Colleges, in Anglo-Vernacular High Schools and English Middle Schools. The numbers, enrolment and expenditure in 1934-35 are given below :

Intermediate Colleges

—	Number	Scholars	Expendi-	Provin-	Fees	Other
			ture (in thousand)	cial (in thousand)	(in thousand)	sources (in thousand)
			Rs.	Rs.	Rs.	
Government ..	8	1,254	7,06	5,41	1,60	6
Aided ..	21	4,830	16,11	3,27	4,94	1,91
Un-aided ..	1	99	43	..	18	25
Total ..	30	6,183	17,60	8,68	6,72	2,22

During 1935-36 two more Intermediate Colleges were recognized and there are now 32 in the following groups :

Government 8, Agra Degree Colleges 8, Aided 16. To these we should add the four European Intermediate Colleges.

A-V. High and Middle English Schools

—	Number	Scholars	Expendi-	Provincial	Fees	Other
			ture (in thousand)	Revenue (in thousand)	(in thousand)	sources (in thousand)
			Rs.	Rs.	Rs.	
<i>High—</i>						
Government ..	48	21,145	19,52	15,19	4,23	10
Municipal ..	5	2,100	1,39	24	42	73
Aided ..	152	60,677	32,55	13,59	14,16	4,80
Un-aided ..	1	641	10	..	5	5
Total ..	206	84,563	53,56	29,02	18,85	5,68

—	Number	Scholars	Expenditure (in thousand)	Provincial Revenue (in thousand)	Fees (in thousand)	Other sources (in thousand)
			Rs.	Rs.	Rs.	
<i>Middle—</i>						
Government ..	1	115	14	12	2	..
Boards ..	5	584	25	4	11	9
Aided ..	50	6,597	3,39	1,27	1,27	85
Un-aided ..	44	4,406	1,59	..	81	78
Total ..	100	11,699	5,36	1,43	2,21	1,72

The cost per student in an institution with classes III to XII was Rs.75 per annum; with classes III to X, Rs.61 and with classes III to VIII, Rs.46.

The numbers and enrolment in Vernacular Middle Schools in 1934-35 were :

	Number	Enrolment	Vernacular Middle Schools.
Government ..	8	1,690	
District Boards ..	647	75,871	
Municipal Boards ..	32	4,521	
Aided ..	53	4,613	
Un-aided ..	13	929	
Total ..	753	87,624	

The expenditure was Rs.18,54,885, made up of—

	Rs.
Provincial Revenues ..	10,25,024
District Board Funds ..	2,84,024
Municipal Board Funds ..	87,469
Fees ..	4,14,200
Other sources..	44,168
Total ..	18,54,885

The annual cost of a student was Rs.21.

Table IV-A of Director of Public Instruction's report for 1934-35 gives the following enrolments :

V ..	45,413
VI ..	42,137
VII ..	39,531
VIII ..	13,661
IX ..	12,731
X ..	11,572

Taking the total Vernacular Middle School enrolment at 87,624 and the classwise distribution in classes V, VI and VII at 40, 32 and 28 per cent. respectively as given in Director of Public Instruction's report, page 18, the classwise enrolment of these classes may be given as—

V	VI	VII
35,000	28,000	24,500

We are thus able to set down the two systems of education side by side approximately :

				A.-V. and Middle Schools	Vernacular
X	..	..	..	11,572	..
IX	..	..	..	12,731	..
VIII	..	..	..	13,661	..
VII	..	..	..	15,000	24,500
VI	..	..	..	14,000	28,000
V	..	..	..	10,400	35,000

The jump between the enrolment in classes V and VI is due to the influx from Vernacular Middle Schools for boys who having passed their Vernacular Final Examination join the special class in Anglo-Vernacular High School. The total enrolment in all the special classes at present does not exceed 1,500. If they have taken English in their Vernacular Final Examination they join class VII which accounts for the large figure in that class. It is in class VII that these Vernacular Final passed boys really enter the current of the Anglo-Vernacular stream.

High School too long.

The Hartog Report calls attention to the long unbroken sequence of classes III to X in High Schools and says that it has become the normal idea to traverse the complete system when once the boy has entered the course. That this is both unnecessary and wasteful hardly needs proof. Boys drift on into classes IX and X largely because there is not in the Anglo-Vernacular side a break marked by a public examination. Wherever there is public examination there is a distinct drop.

Class X	..	..	..	..	11,572
Class XI	..	..	..	..	3,906
For again Class XII	..	..	..	..	3,919
First year University	..	..	..	..	2,291

Of the 24,500 boys in the vernacular class VII only some 2,500 come over to the Anglo-Vernacular side. Not only does this drift into classes IX and X add two years to a boy's school life, it adds more for less than 66 per cent. pass the High School Examination and class X contains many boys appearing for the second and the third time. At this point I give the age distribution in classes VII to X quoted from the Director of Public Instruction's latest quinquennial report :

Class	12	13	14	15	16	17	18	19	20 ⁺ and over
X ..	10	115	504	1,140	1,483	1,489	1,479	1,407	1,902
IX ..	169	604	1,361	1,988	2,287	1,852	1,515	1,053	763
VIII ..	877	1,571	2,175	2,631	2,293	1,665	1,084	449	273
VII ..	3,035	4,301	6,231	7,562	6,220	4,131	2,487	1,153	604
VI ..	4,976	7,374	8,306	7,407	4,460	2,419	1,249	544	275

It will be noticed that in class X there is piling up in the last column of those boys who have failed to get through their examination at the first try. A survey in Lucknow circle in 1933-34 gave the following ages in Anglo-Vernacular classes, VI, 12.6 yearly, VII, 13.8, VIII, 15, IX, 16.3, X, 17.6.

The unbroken sequence of classes in the high school is against educational practice elsewhere. In Britain a break is made at 11 and there primary education ends. The bulk of the children thereafter continue their education in ordinary schools which they leave at the age of 14 without any public examination. Special classes are added to the final years to interest the scholars in vocations. The minority some 15 per cent. are deflected to secondary schools where they begin a course of higher education ending at 15 or 16 with the school certificate. In this way the burden of specialized and advanced education is not imposed on every scholar but only on such as are going to benefit thereby. The average boy or girl is freed from school at fourteen years of age and told to look for work.

The need for reconstitution of our educational system has been in the forefront of educational discussion for years. The Educational Commissioner with the Government of India in his report for 1933-34 says: "It is significant that nearly all provinces show signs of a desire for a complete reorganization of the secondary school system and of dissatisfaction with the present domination of the university. Some provinces have also had under consideration the weeding out of the unfit from the pre-university and university classes. I now quote recent pronouncements from bodies whose views command attention :

- (1) Central Advisory Board.
- (2) Inter-Universities Conference.
- (3) Intermediate Board, United Provinces.

The Central Advisory Board at its meeting held on 19th/20th December, 1935 was of opinion that a radical readjustment of the present system of education in schools be made in such a way as not only to prepare pupils for professional and university classes but also to enable them, at the completion of appropriate stages, to be diverted to occupations or to separate vocational institutions. These stages should be (a) the primary stage to ensure literacy, (b) the lower secondary stage which will provide a self-contained course of general education and will constitute a suitable foundation either for higher education or for specialized practical courses. Some form of manual training should be provided and be made compulsory. At the end of the lower secondary course there should be the first public examination, (c) the higher secondary stage preparing for the Universities for training as teachers for clerical training and for technical subjects.

The Inter-University Conference think that the period during which a pupil is under instruction should be divided into four definite stages of (1) Primary, (2) Middle (in both of which stages the medium of instruction in non-language subjects should be exclusively the vernacular), (3) High—Secondary in which stage the medium of instruction should be vernacular (wherever this is practicable), and (4) University Education, covering five (or four) four (or five), three years and at least three years respectively.

The United Provinces Intermediate Board in its meeting of February, 1935, resolved—

(a) that the secondary stage should comprise a four years course beginning from class V and terminating at class VIII.

(b) that in every secondary school every boy should be required to do some form of manual work at this stage, such as gardening, carpentry, metal work, spinning and weaving, poultry farming, agriculture, etc.

(c) that vernacular middle schools should have a four years course and it should be the aim to bring these schools into a line with the general secondary schools,

(d) that any reorganization of secondary education will involve additional expenditure of which some portion at least should be met by increasing fees at the secondary stage and above.

I submit that in view of these opinions a break must be introduced in the high school sequence. The break may be at the end of class VII or of VIII or of IX. My view is that the break should be at the end of class VIII. Let me quote at this point from a note by Sir George Anderson to the Central Advisory Board :

“I would first refer to the opinion, which is often advanced that a solution can be found by measures of a restrictive nature; by imposing restrictions on University entrance; by raising Matriculation standards, by prescribing an upper age limit for Matriculation; by raising fees; by instituting the practice of superannuation and so forth.

These proposals, taken by themselves are open to objection. Their acceptance would be tantamount to denying educational facilities to boys merely on the ground that they had little or no bent for literary education. If, however, a suitable alternative were provided, in the form of practical and vocational training, the objection would be removed.

I do not like the idea either of superannuating boys from school at a time when they are in the middle of a course. Unfortunately, in the present scheme of education, there are no definite stages of education, each with its own clearly defined objective; there is therefore no suitable place at which to apply a scheme of superannuation.

As has already been pointed out, Matriculation comes too late in the lives of these boys; the harm has already been done and they have become embedded in the literary rut. If, however, there were a definite stage of education ending at about the age of fifteen, there would be no objection to superannuating boys above a given age from proceeding to the next stage of literary education. It would be more prudent for them either to join a vocational institution or to seek some practical occupation.

My main objection to these proposals, however, is that they would merely aggravate the evil in the schools by prolonging still further the literary studies of these boys for the purpose of passing Matriculation. Even as it is only about 50 per cent. of the candidates are successful in the easy Matriculation test; and many candidates persist in their attempts until they are past twenty years of age. Why increase the congestion in the schools? The problem must be tackled at that stage.

I do not therefore challenge the main contention that the number of entrants to the university should be drastically reduced. I agree wholeheartedly with that contention. But I criticise such proposals because they would be applied too late to become effective, and because it is essential to go deeper and to tackle the problem at the root in the schools.”

I give below the pros and cons for a break at the end of classes VII, VIII and IX respectively.

Points in favour of ending at the end of VII—

- (a) It is the end of the Vernacular Middle School.
- (b) At least 25,000 boys look on this class as a definite break in their schooling.
- (c) The age at the end of VII is 15.

Where should the
break be.

(d) Bengal proposes a three-year course.

Points against :

(a) The teaching in classes V, VI and VII in Vernacular Middle Schools is given by Vernacular Teacher Certificates whose mental equipment is poor. Such boys could not go on to higher studies without additional preparation.

(b) The cut at the end of VII in Anglo-Vernacular Schools breaks into the course of studies leaving sections only half covered.

(c) One hundred English Middle Schools would be upset. Their class VIII would be in the air.

(d) The next stage could only be VIII, IX and X or VIII, IX, X and XI both of which unsuitable, the first because it means an examination again in X and perpetuates the examination at XII prior to entering the University. The latter group VIII to XI is too long a stage, definitely directing its pupils also into literary studies.

(e) It is not favoured by any authority.

Points in favour of the break being at the end of VIII :

(a) The previous existence of the Middle School Examination at this point.

(b) The unit V, VI, VII and VIII is not unduly long.

(c) It is approved by the Inter-University Conference, by the Intermediate Board, United Provinces and by the Punjab Enquiry Committee.

(d) The age of boys in VIII is also 15, the same as in VII. This anomaly is explained by the ages at which boys enter their studies in the two sections.

(e) Education up to the end of VIII covers all the vital items required for life or for further studies. The boy is fully educated for his life into a town or village without being definitely made a *babu*. He is not too old to become an apprentice nor too uneducated as to need further schooling.

(f) This stage corresponds to the stage in western countries.

(g) Education after VIII enters a new phase. It becomes definitely literary. Class IX is definitely High School.

(h) It is reasonably cheap. Rupees 46 for an Anglo-Vernacular Middle School and Rs.21 for a Vernacular Middle School.

(i) Girls' education has a break at the end of VIII.

Points against the break at VIII :

(a) It is not recommended in the United Provinces Government resolution of August, 1934.

(b) It will—if coupled with restriction—mean dislocation in classes IX and X causing severe unemployment in High Schools.

(c) It will be easier to get laymen to accept the break in IX.

(d) The analogy with western practice does not hold as boys have to acquire a foreign language.

Points in favour of a break at IX :

(a) This is the recommendation of the United Provinces Government resolution.

(b) The Sapru report has not opposed this policy.

(c) A cut at the end of IX leaves a nice unit, X, XI and XII which fits in very well with the existing system of Intermediate Colleges.

(d) This will cause minimum disturbance in 200 High Schools and the existing organization.

Points against the break at IX :

(a) It is one full year too late. The age in IX is 16-17 and the young man after completing IX is too old to take up ordinary work.

(b) The course must definitely be literary in the final stages, thereby perverting the young man.

(c) The education is of a type unnecessary for the bulk of the pupils and barren of value in their life.

(d) It enters on but does not complete a stage in education.

(e) Financial reasons operate strongly. The cost rises to that of the present High School. This is utterly beyond the means of the many.

(f) A cut at the end of IX will disorganize the High Schools.

(g) The perpetuation of education to the end of IX will definitely postpone the possibility of amalgamating the Vernacular and Anglo-Vernacular system in classes V to VIII. It will definitely establish two systems of education which have recently tended to coalesce. It should be our aim to have one system of education into which the whole of population can be fitted. This cannot be achieved with a break in IX. Even with VIII it is just feasible.

The break should be at the end of VIII.

Considering all the arguments I recommend that the break be at the end of class VIII and here should occur the first public examination in the Anglo-Vernacular side.

Possibility of one system of Secondary Education.

I have examined the numbers, the state of teachers and the buildings and the costs of education in Vernacular Middle Schools with a view to formulating one system of education which should apply to all classes V, VI, VII and VIII. There has been a steady approach between these two systems of recent years. In the Anglo-Vernacular side teaching through the medium of English has disappeared. In the Vernacular side English is now an optional subject in 227 out of 753 Vernacular Middle Schools. It is my recommendation that there should be ultimately one system of secondary education wherein the teaching is in the vernacular but facilities for learning English should be within reasonable reach of all. This is not immediately practicable nor likely to come to pass for many years but as a step towards this I propose to retain the Vernacular Middle School with its present curriculum which approximates to that of classes V to VIII in Anglo-Vernacular Schools; also for the time being, the Vernacular Final Examination. In districts where there is a demand and as funds permit I propose to add to the Vernacular Middle School a class VIII whose function will be to provide in the Vernacular Middle School the teaching now given in the special class in Anglo-Vernacular Schools, to give the additional teaching to bring the Vernacular Final passed boy up to the stage reached by the boy in VIII in the Anglo-Vernacular School, to enable the boy to appear in the public examination which will admit to post-secondary education. This class would correspond to the present "Special Class" but would be held in the middle school and so obviate the need for the boy to proceed to a town.

Extension of the Vernacular Middle School.

It is not practicable at present to add class VIII to every Vernacular Middle School. Seven hundred and fifty-three schools with 753 additional rooms will cost at a bare minimum of Rs.7.5 lakhs and 750 additional teachers would cost at least Rs.4.5 lakhs recurring. These sums are not in sight for some years to come but by 1945 it should be possible to consider taking the final step and making one system of education for classes V to VIII without differentiation.

In this final system optional English would be available in all schools and there would be a unit of four classes in every middle school. For the present the addition of class VIII in every vernacular middle school at tehsil headquarters or at least one vernacular middle school per tehsil should suffice. Two hundred and forty furnished rooms will cost Rs.3,60,000 non-recurring, 240 teachers, roughly Rs.1.5 lakhs recurring.

The attitude of the rural public to such a scheme may be gauged by the following extract from Mr. M. L. Darling's Book "Wisdom and Waste in the Punjab".

* * * * *

As number of schoolmasters were present, I asked them what effect education had upon the peasant. All agreed that the Primary and Vernacular Middle courses had no bad effect, but that the Anglo-Vernacular Middle tended to dissociate him from the land and that the High School was worse. "It is the boycott of the land", said the president expressively. To a question why the boys do not help their parents in the fields during the holidays he replied: "They in the Primary and Vernacular Middle School help: in the other schools they have much home work. Also their parents are to blame. When they go to School they take too much care of them; they look upon them with anxiety and do not like to let them do anything which may make them fail in their examinations". Some of those present said that boys who had matriculated could not do farm work, but they admitted that if they set themselves to it they would develop the necessary strength in a year or so.

The enrolment in classes VII and VIII at present is approximately : Numbers to be educated.

		Anglo-Vernacular	Vernacular
Classes VIII	..	.. 13,661	Nil.
.. VII	..	.. 14,500	25,000

Not more than 2,500 boys yearly drift over from the Vernacular to the Anglo-Vernacular side after passing the Vernacular Final Examination. The enrolment in all the "Special Classes" in United Provinces is under 1,500 in 1934-35. With the provision of more sections in Anglo-Vernacular schools (120 of these will be reduced high schools) and with the addition of class VIII at selected Vernacular Middle Schools the number in class VIII, viz. 13,661 will rise rapidly to 15,000 and by degrees to 20,000 and over. This is earnestly to be desired. To ask for the secondary education up to class VIII of 30,000 boys out of the 5 lakhs available is a modest request. With the new constitution impending it is all the more desirable that the voters should not only be literate but should be sufficiently educated to understand the issues before them. Class VIII also is the threshold of technical education. Without the subjects required for the Secondary School Examination the prospects of real advance in subsequent training are small.

The Secondary School Examination then will be held at the end of class VIII. It will be controlled by the board which will be constituted to control classes V—VIII with the present staff and Secretary of the Intermediate Board. This board should consist of laymen. This type of education is not intended to suit boys for university careers and therefore the universities should not in this board be in a prominent position. The board should however include businessmen, selected chairmen of district and municipal boards, headmasters of schools, people who have to deal with boys in the apprentice stage of life. The curriculum will be modified but not necessarily drastically revised. The main innovation will be the introduction in each class from V. to VIII of some form of handicraft as a compulsory subject. The secondary School Examination.

The Vernacular system to remain.

The Vernacular side with its series V to VII under the control of the Vernacular Board should continue at present. The Vernacular Final Examination at the end of VII should also continue. This stage suits thousands of boys who desire merely a modicum of learning sufficient for the bare needs of village life. The Vernacular Final Examination marks a stage in their life and eliminates from the rush towards higher education many who would be tempted to go on if class VIII were at their door. When in ten years time finances have improved and better teachers are available the possibility of a further approach towards the union of these two systems should again be examined.

Fees.

Here the question of fees in these classes arises. In the Anglo-Vernacular side the fees prescribed at present are :

V and VI

VII and VIII

Rs.2

Rs.3

but with the introduction of handicraft these must rise by 8 annas per month in VII and VIII and by 4 annas per month in V and VI. In the Vernacular Middle Schools of the district boards fees are prescribed by rule 45 at 6 annas per mensem at headquarters and annas 6 in the district as a minimum, but statement XIX of Mr. Weir's report shows that fees now charged range from 12 annas to 4 annas. For the English class a minimum of annas 8 is prescribed but most boards generally levy Re.1 or annas 12 per month. I propose that for classes V, VI and VII in district board and municipal vernacular middle schools the class fee be annas 8 per month as a minimum and that as the compulsory handicraft classes are opened the monthly fee should become Re.1. The enhancement of fees in vernacular middle schools while not being excessive will provide the funds to pay the Handicraft master. The average enrolment of a vernacular middle school is 120. From fees in vernacular middle schools in 1933-34 the district boards had an income of Rs.3,53,576.

English as an additional subject in vernacular middle schools should cost Re.1 per mensem above the fees quoted and, as at present, there should be no granting of free or half rates to the students who take English. Each boy should pay his Re.1.

Allocation of students.

The absorption of those who appear in the examination at the end of class VIII is a matter of considerable interest. The number will not be far short of 15,000 and will rise. Of these 5,000 will fail. The remaining 10,000 may be classified roughly as :

I	II	III	
500	3,500	6,000	= 10,000

The needs of the province will be fully met if for the present not more than 6,000 are admitted to class IX. This will absorb the entire 4,000 in the I and II classes and leave room for at least 2,000 of the third class. Not all of those in classes I and II will elect to go on to class IX but the majority will. Their admission should however be secured. In addition, to this class, i.e. boys who pass in the first or second division and to this class alone, should any concessions be allowed. Freeships and half-rate-ships should not be granted to those of the third class who are allowed to join. Not only is it reasonable to exclude this third class from privileges it is even defensible to make them pay an enhanced fee. The third class student makes heavier demands on the teachers' time and just as in insurance a damaged life has to pay higher premium, similarly here a higher fee might be demanded. At the same time provision for admission at the ordinary rates or under privilege to class IX must be made for those who belong to a community such as the depressed class or to a minority or to a section having special claims such as kinship with founders or donors. For such, a reservation not exceeding 10 per cent.

of the enrolment should suffice. A further 15 per cent. making 25 per cent. in all should cover the third class boys admitted. It is important that diversion should take place here. The continuance of third class boys in the higher secondary stage has in their own interests to be prevented. There are no openings for them at the end of class XI and they by their numbers prevent the educational machine from functioning. On grounds of finance alone it is essential that they be diverted into non-literary pursuits.

The admission of 6,000 to class IX leaves another 4,000 to 5,000 to be dealt with. The bulk of these will be third class boys.

Openings for those who pass the examination.

For them the following openings exist :

Recruitment in Police	..	..	..	800
Do. Army	..	..	..	500
Recruitment as patwaris and other minor Government officials	..	..	..	1,000
Recruitment as teachers in primary and vernacular middle schools	..	..	..	1,200

Industrial classes will absorb 500. I do not propose to account for the entire 5,000. It is no duty of the state to provide for them all. Those who fail will add to the numbers available for general work in shops and in general trade.

One feature of secondary education in future will be the introduction as a compulsory subject of some form of handwork. Many of the schools both Vernacular and Anglo-Vernacular are at present lacking in this type of instruction. In the Vernacular Middle Schools for instance there are two curricula. Curriculum II is purely literary and this is the curriculum followed by the majority of schools. It is essential therefore, to set this right by providing in every school some form of handicraft. The common forms are Agriculture, Woodwork, Metal work, Leather work, Weaving, teachers for this do not exist. They will have to be trained and this section of teaching will absorb many of the younger men rendered superfluous when classes IX and X are re-graded under the scheme.

The basic idea in this handicraft instruction is to give practical bias to education and here a quotation from the Hadow Committee apposite :

Aims of vocational education.

“We propose to use the term ‘practical bias’ to denote the emphasis laid in the school curriculum on practical aspects of certain subjects without involving work in the technicalities of any one specific trade or occupation. The aim which we suggest is that while no pupil in the modern school with a taste for Industry, Commerce, or Agriculture should be educated with a view to any specific calling, he should nonetheless receive such a training as will make it easy for him in leaving the school to adapt himself to any occupation in the group of occupations to which the bias is related.”

In the re-graded high schools which by the loss of classes IX and X revert to a position more suited for the education of Indian boys than the present array of High Schools room for the handicraft instructor will easily be found. In this re-grading the Government High Schools will take their place with the aided schools. Such as Government High School, Hathras, Hapur, Hamirpur, etc. will not be required to teach classes IX or X in future. With their new status should come a new salary scale for headmasters of such schools. The heads of such schools will not have the same responsibilities as the headmasters of the post of secondary schools and a lower salary is indicated for future entrants.

CHAPTER III
HIGHER SECONDARY EDUCATION
Stages IX, X and XI

The boy's aspirations.

I have in the foregoing Chapter envisaged a mass of boys some 15,000 to 20,000 in number appearing for the Secondary (the old Middle) Examination. They were 15 years of age and all anxious to make their way in life. Hitherto, there being no barrier at the end of class VIII the bulk of this mass has drifted on towards High School education without consideration whether this type of education was likely to be of use to them. They saw ahead the High School Examination with the possibility of a Government appointment, higher education and wealth and fame in the vista. What they did not see was the crowd of disappointed students aged 17 to 18, some looking for a post that was not forthcoming, others in a forlorn hope taking up further studies hoping that there might be better prospects further up the educational ladder and others sitting idle and unhappy at home, unwilling to take up the burden of their father's life or to share in his toil.

Views of educational authorities.

It is because older people have seen these things and have realized the tragedy of these lives that authoritative, serious and reputable bodies have passed resolutions urging drastic changes in the education system and Vice-Chancellors almost without exception have of late warned the young student to think twice before taking up higher studies. Deviation and direction are more than justified at this stage; policy of *laissez faire* is an evasion of one's duty.

Need for planning.

Planning is required; planning which seeks to guide the young man into paths where his labour will bring him a reasonable livelihood and make him a contented and useful citizen. Uncontrolled admission to higher studies will perpetuate the present unsatisfactory condition among the educated unemployed and add to the difficulties alike of the teacher and the taught. For these reasons, limitation in the admissions to the unit of education-higher must be instituted.

The unit in Higher Secondary Education should be a three-year stage as recommended by the Intermediate Board, United Provinces, and the Inter-University Board comprising classes IX, X and XI. The strength of the classes in this section is determined by the functions expected of them. The whole unit is designed to impart post-secondary education for the following purposes :

- (a) University entrance.
- (b) Employment in ministerial posts.
- (c) Preparation for the teaching profession.
- (d) Technical training of a grade higher than the artisan.

The average age per class will be 16, 17 and 18 so that the boy at the end of this course is a young man on the threshold of life. He should at that time have definite ideas of what he wants to be.

Enrolment to be limited.

All the students required for the purposes mentioned above will be supplied in full if the enrolment is kept near the following figures :

Class XI	..	..	..	..	5,000
Class X ..	..	..	..	..	5,500
Class IX..	..	..	..	..	6,000

Of 5,000 pupils in class XI some 3,500 will pass. Of these between 2,000 and 2,500 (mostly first and second class) will go on to University studies and the remaining 1,000 are available for purposes (b), (c) and

(d). As shown in the Chapter on secondary education the figure of 6,000 in class IX can easily and reasonably be maintained. If and when larger numbers are required they can at once be had. I expect that there will be loud outcry that whereas the present enrolment in IX is 12,731 and in X 11,572 the proposed enrolment is IX 6,000, X 5,500. The outcry will be raised by two parties (a) teachers and school managers who see in this reduction a drop in the status of the school, (b) parents who are bent on sending their boys in for post-secondary education regardless of the boy's ability or the prospects of suitable employment at the end of this stage. This selfish outcry ignores the full and expanding provision for a sound secondary education ending with class VIII, that this is the end of a stage, that higher secondary education is costly and is not needed by everyone, that uncontrolled admission in the past has led to overcrowding in the universities to a drop in standards, to unemployment and financial ruin, and that improvement can come only when the boy turns his attention to trade, commerce and farming instead of literary pursuits.

A reduction of 13,000 boys in classes IX and X—6,500 each year—is not a thing to be undertaken lightly but it has to be undertaken.

If there is any section of the educational system to which Dr. Kotschnig's strictures regarding "Planless Education" apply, it is the section of the present High School and Intermediate Education. The Universities are in part victims of the uncontrolled growth of High Schools and Intermediate Colleges and as I have promised above it is essential to tackle the problem of unemployment not in the universities so much as in the schools. The *Times Educational Supplement* of 11th April, 1936, says :

"The hard facts are that it is no kindness either to the individual or to the community to continue to turn young men, who are potential wage-earners as artisans and hereditary workers into a band of ill-equipped and dissatisfied unemployed graduates. It is a matter of common knowledge, attested by employers of labour, that the educated young men turned out of the Indian Universities, whether they come from town or village, are nearly always unwilling to start at the bottom and go through a hard apprenticeship of manual labour in order to qualify themselves subsequently to supervise work on machinery and labour generally. For such work a secondary school education is sufficient and would find the student less reluctant to begin at the beginning."

I do not apologise, therefore, for urging a reconstitution of the secondary and the post-secondary system which will by diverting boys at the age of 15 and young men at the age of 18 prevent this drift into futile study and disheartening unemployment.

The Intermediate Education Act, 1921 was passed in reply to suggestions in the Calcutta University Report. It was hoped to create units of education complete in themselves and sufficient to keep young men from entering the Universities in unnecessary numbers. But the Act has not succeeded in this. The degree colleges of Agra have retained classes XII and XI and the Intermediate Colleges have not shed the middle school classes. There has been in addition an increase in the number of high schools out of all proportion to the importance of this section of education.

In 1926-27 there were 153 High Schools and 57,433 enrolment. In 1932, 181 schools—75,269 enrolment and the list of recognized High Schools for 1936 includes 206 High Schools for boys, enrolment 84,563. In the year 1934-35 twelve new high schools were recognized. Expenditure on this side has increased enormously as is shown in Chapter I. This exuberance in growth was made possible because (a) the Recognition Committee and the Intermediate Board are not responsible for

Need for
limitation.

Failure of the
Intermediate Act.

Uncontrolled
growth of High
Schools.

the financing of the institutions which they recognize, (b) the managers and committees of these schools are persons of standing, men of education and outlook. They were able to make out a case for the establishment of a High School to meet local needs and so insistent have they been that the Board-acting probably from the best of motives-accorded recognition.

The result of this misplaced kindness has been spread throughout these provinces of an array of High Schools many of which are financially unsound and where a large number of boys receive an education which ultimately unfits many of them for the life that lies before them. To many of these schools which have thrust themselves into the rank of High Schools, a regression to the Middle School stage will be a blessing. As Middle Schools they will supply that education which is sufficient for the bulk of boys in towns and in villages. They will not add to the stream of literate unemployables. Yet I know that under a mistaken idea of the function of education nearly every school will try to cling to the superior status and will be unwilling to take up the essential but ordinary work of providing sound secondary education.

Classes IX, X and XI to be a unit.

The three classes IX, X and XI with an aggregate enrolment of some 16,000 must be treated as a unit and as a unit complete, self-contained and self-supporting. There should be clean break between class VIII and this higher secondary education. It is most essential to mark the cleavage between secondary and post-secondary education and this cannot well be done if these classes are taught in the same building and by the same staff. The co-existence of Secondary classes V—VIII and also of higher secondary classes IX—XI should for schools seeking recognition in the future be allowed only when these classes have a separate administration and an independent budget. It will hardly be possible for most of the existing schools and intermediate colleges to effect this break at any early date.

The present average enrolment in aided intermediate colleges and in Government intermediate colleges is shown below :

	XII	XI	X	IX
Aided Intermediate Colleges ..	102	103	67	69
Government Intermediate Colleges	75	82	73	73

Number of Schools required.

A unit of 300 seems indicated as an economic group in classes IX, X and XI. This indicates the need for 50 Intermediate Colleges teaching classes IX, X and XI as against the present 8 Government Intermediate and 16 Recognized Intermediate Colleges. The figure 50 is, however, on the low side. In many cases especially in the country it will not be possible to get so many as 300 boys together for class IX, X and XI. Town conditions are specially favourable to Intermediate Colleges but this drift to the towns is precisely one of the things which must be combatted. Large cities like Benares, Cawnpore and Lucknow act like magnets on the country youth and he leaves the village seldom to return. In selecting schools, therefore, for Higher Secondary work care must be taken to keep them where possible in the country. The difficulty is to find enrolment and finances happily combined but high-schools such as those at Balrampur, Mahmudabad and Tirwa are to be found in nearly every circle and the Inspector should see that when he is submitting his recommendations for the schools that are to teach these classes IX, X and XI, the claims of the country are not forgotten.

Need for Schools in the country.

Need for economy in optional subjects.

A further difficulty is the tendency for colleges to attempt to maintain a long string of optionals. Therein they but follow the example of the degree colleges. The Dharma Samaj Intermediate College, Aligarh, is recognized in 12 subjects, as is also the N. R. E. C. College, Khurja, Christ Church College boasts of 14 while the Ewing Christian can count 16 optionals. All this is very absurd. It adds to the expenditure by bringing down the classes below economic levels and it does not add to the efficiency of the institution. As in degree colleges,

so here, I advocate the restriction of choice to a few optionals so chosen as to give a clear bias to the teaching of the school. If a boy does not find the subject he wants, the answer is for him to seek a different college.

So long as a school can find sufficient boys to make in classes IX, X and XI economic and self-supporting units objection should not be raised to the number of schools catering for the Intermediate Examination. But it is to be remembered that only some 6,000 are to be admitted in IX, so that at most there will not likely be many more than 100 schools in all teaching the unit IX, X and XI. This means that some 75 of the 206 recognized High Schools will rise in status by adding class XI to the present classes IX and X and as each class XI means at least two masters, work will be provided for 150 teachers.

But a reduction of 13,000 boys means a drop of some 650 teachers out of the 5,214 at present in the High Schools cadre. In 1933-34 there were in the aided schools 3,000 teachers for 57,363 boys. Some 500 teachers will therefore be surplus and it is clear that some provision should be made for these men. The quality of teaching in the schools both Government and aided, leaves much to be desired.

Provision for surplus teachers.

It will therefore be to the good if the teachers who are at present teaching IX and X, in future teach VII and VIII and so on down the chain. The last joined recruit a young man should be sent to the Government Carpentry School, Allahabad or to the Agriculture School, Naini or Bulandshahr there for six months to learn a handicraft and later to be posted to the 200 A.-V. Middle Schools which will be looking for handicraft instructors. For the others I hope to see an appointment as class VIII increases. There is every prospect of a considerable increase in the enrolment and consequently the sections in class VIII and this should absorb the balance of those teachers thrown out of employment when the schools are reorganized.

The course of the present classes IX to XII should be covered in the three years IX—XI. There is nothing very difficult in this. The present practice in our High Schools is to work through class IX steadily but to do only six months work in class X. After December the time is spent in one month's revision, one month's preparation leave (a feature I never heard outside India) and then comes the examination in March. The same happens in classes XI and XII. The total is three years work and with picked boys and a course remodelled (but not reduced) there should be little difficulty in traversing the ground. The third class boy and the overage boy who at present form a high proportion of classes IX and X will be weeded out and there will be no occasion for the present repetition and revision which wastes so much time in these classes. The boys therefore who come up to the University at the end of the three years' course will be 18 years of age, i.e. one year younger than at present but they will have as much in their head as the present boys. All to the good.

Four years' course to be compressed to three years.

The present fees in classes IX and X are in Government schools Rs.3 per mensem and in classes XI and XII Rs.6-8. Aided Schools have for the last five years been steadily raising their fees and now Rs.4 is common and Rs.5 is found occasionally. It is in keeping with educational practice the world over, to demand a fee that will make this section more or less self-supporting. I suggest a uniform fee of Rs.5 per mensem for classes IX, X and XI. This fee will be needed because Government grants cannot increase and the expenditure on these new Intermediate Colleges will certainly rise. The additional revenue will be required in the existing Intermediate Colleges both Government and aided for they will lose class XII and with it a large part of their income.

Fees.

Some 120 to 130 of the present High Schools will become Middle Schools. This will be decided by the new Higher Secondary Board who will also determine which schools should give Higher Secondary Education. In this new Middle School group I include the Government High

Schools to be regraded.

Schools equally with the aided schools. The Allahabad University Committee were sound in their suggestion that the time has come "for Government to transform yearly some of their present High Schools into Modern Schools and some into vocational schools". To their suggestion I will add that in some cases the Government High Schools should become the girls' school. Government High Schools have been like a tree guard while the young tree of private effort in education was growing. Now that the tree is well established the guard can in many cases—but not in all—be removed. Schools like Government High School, Hathras, Hapur, Hamirpur could become middle schools without any harm to education. Government should certainly give a lead in this matter of regrading of their own schools.

Special difficulties in Bareilly, Meerut, and Cawnpore.

As a set off against re-gradation of schools it must be remembered that the Agra Degree Colleges present us with a problem of their own. There is no intermediate college in Bareilly beside Bareilly College. The same is true at Meerut and though Cawnpore has some intermediate colleges, these should not accommodate the numbers involved when class XI is removed from the degree colleges. In Bareilly the most suitable school to take on class XI is the Government High School. Again the same is true in Meerut. In Cawnpore there are several High Schools capable of adding on class XI.

The control of this Higher Secondary unit will vest in a new board which will necessitate an amendment of the Intermediate Board Act, 1921. The Intermediate Board has succeeded in as much as under its care High School and Intermediate Education has flourished in an unprecedented fashion. Schools have been recognized and numbers risen, and funds for this section of education have been secured while others were less fortunate, in a way that must have gratified every member of the board. It is now clear that High School and Intermediate education has outgrown its immediate usefulness. The numbers now appearing for the High School Examination, some 13,000 correspond to those of a highly literate community. When these provinces become highly literate there can be no objection to such numbers but for the present attention has to be focussed on a plane much lower than the high school. The production of hundreds of literate boys in the village is more important than the creation of an army of high school boys. For each boy in an Intermediate College ten village boys could be taught and little harm will ensue if in future funds are so allotted that the village boy and his sister get their share of education.

New Higher Secondary Board.

The unit 6,000, 5,500, 5,000 is still a respectable number and the direction of their education, the prescription of curricula and the control of examinations will give scope for men who have studied education. As the trend of these classes will be towards university entrance it is but reasonable that the preponderance of University opinion so noticeable in the existing board should continue in this section of the reconstituted board. There will thus be a sharp distinction between the board to control Higher Secondary education and that to control Secondary education. The latter should be composed of persons who have to deal with boys at the apprentice stage of life, millowners, railway and post office officials, inspectors, schoolmasters and successful contractors and folks who have to take the knocks in the jostle of life. The Higher Secondary board might continue to be much the same as the existing board but with half the personnel. The existing staff and Secretary should remain to give liaison between the boards.

Classes III and IV to remain.

There is no need at the present juncture to dissociate classes III and IV from the English Middle School. The state of the average municipal primary school is such that the self-respecting citizen will hesitate to send his son to such an institution. The tuition is poor, the buildings unsightly if not insanitary and the equipment rudimentary. Classes III and IV in the English Middle School furnish for Re.1 per mensem an

excellent education, trained teachers, decent buildings and more or less healthy surroundings. It would be a retrograde step to dissociate these classes from the Middle School and throw the boys into the ordinary vernacular school. There is also room to question the policy on which the move to abolish these classes is based. It is urged that at the age of 9 or 10 a boy does not know his own language and he therefore should not be taxing his brain acquiring a foreign tongue till he has at least mastered his own. This seems sound on the face of it but bilingual children have proved to be smarter than those who know only one tongue and it has long been known that children have an aptitude for picking up words and phrases which diminishes with age. Classes III and IV should therefore remain as at present.

It remains to account for those who appear in the final examination at the end of class XI. Of the 5,000 who appear only 3,500 will generally pass. The Universities at present take 2,300. It is not desirable that this figure should be exceeded. It is more than these provinces can absorb at present. The universities have to decide whether they should continue to admit these numbers or whether a smaller number of selected students would not both meet the economic needs of these provinces and also satisfy the aims for which universities the world over have been founded. There are over 1,000 still to account for. The C. T. course in Agra Training College and the two training classes in Lucknow will absorb 100. The B. Com. at Cawnpore will take 60—80 and the B. Ag. at least 20. There remain the Technical Schools at Lucknow, weaving in Benares and Dyeing in Cawnpore, and the School of Engineering at Roorkee. These will take 100 and the Sapru report shows that Government either directly or through local bodies absorb 560 yearly mainly in ministerial posts. The residue joined with the failures will supply any demand for a well read young man who is still not too old to be trained. It is from such as these that Japan has been able to build up the commercial fabric that has made her the power she now is in the commercial world in the East.

CHAPTER IV

UNIVERSITY EDUCATION

The most powerful factor operating in favour of the uncontrolled growth of education is the belief that education is good in itself, that education cannot harm a person; and that institutions which provide education must therefore be beneficent. Educational institutions are careful not to combat this idea. In fact, they are always ready to extol their virtues and to seek means to multiply and to extend. It is but slowly dawning on the public that education has its limitations and may not be altogether an unmixed blessing. Water is essential to life. Canals are a boon and the salvation of many a district. But zamindars have been known to complain of waterlogging. A trip to the hills would do much good to thousands of dwellers on the plains but if a company were to be formed to tap the stream of traffic at Bareilly and by advertising the delights of Naini Tal were to induce simple folk to abandon their business and to visit the heights, and further if such a company were to come before the Legislative Council seeking a grant to enable them to transport thousands of travellers at uneconomic rates, to have concessions on tolls, and ignoring the accommodation and mode of life in Naini Tal to dump these passengers by the hundred on the lake side, the vote of the Council could be easily foreseen. Yet the position in the world of education is not altogether dissimilar.

There are five universities in these Provinces. Year after year their reports inform us that the enrolment has increased. No University seems to have asked itself the serious question "Quo Vadis?" but has welcomed the crowd at the gate without discrimination. Now like the old woman who lived in a shoe the universities have so many children they do not know what to do. The obvious step of pooling their resources and adjusting their output to the demand has not received sufficient attention. Funds with Government do not allow any hope of an increase on the already liberal grant to the universities. Private benefactions are rare, so rare in fact as to show that the public look to Government for the maintenance of these autonomous institutions. Each University and even each degree college has in the matter of admissions followed the policy dictated by its own private interests. The larger interests of education as a whole and the needs of the province have not been considered by the individual bodies. It is not unreasonable therefore if Government as a subscribing partner to their ventures should now ask these bodies to give to the problem of enrolment their serious consideration bearing in mind the requirements of the province, the undoubted existence of unemployment on a very serious scale amongst graduates and the need for a definite uplift in literacy among the masses and in the general standard of education among the literate.

That substantial economies are possible without detriment either to the standards within the universities or to the service they render the public is undoubted. The following note traverses the main faculties of the Universities and indicates where such readjustments seem both feasible and desirable.

First in the Faculty of Law—Law Classes exist at nine centres in these provinces. The strength of the classes is given in the table on page 44. The course is a two-year one and the enrolment is—final year 832, previous 1,054. Now there are in these provinces 10,781

lawyers according to the 1931 census. In view of the longevity of distinguished members of the bar and of the absence of any age limit to practice wastage is not higher than 3 per cent. Thus 300 per year is an ample supply and this would be met if the Final year were 400 strong and the Previous 500. Here then is an obvious beginning. The Sapru report has made several recommendations for the improvement in the teaching of Law. It will not perhaps be essential to insist on a three years course when in future the B.A. course itself is of three years but there are other considerations. The teaching of law should be given only where there are legal practitioners of standing in sufficient numbers to take under their patronage the young students. Preferably the teaching of law should be confined to the two cities where the High and the Chief Court are situated. But as Benares and Aligarh Universities have numbers of students from other provinces for whom law training is desirable, law classes should continue at those centres. It will be an invidious distinction if the Agra University have not at its headquarters provision for legal teaching also. The Agra University may defend the claim to retain the teaching of law at Agra College on the following grounds :

- (1) It is the headquarters of the University and law classes are found at the headquarters of other universities.
- (2) Law classes here have been established for many years.
- (3) The enrolment (105; 82) shows that a picked class of economic size could be provided even when numbers are reduced.
- (4) Agra is the third city in the United Provinces and has a number of barristers.
- (5) The College has substantial endowments.

One reason for the popularity of these classes with the Universities is their capacity for raising income. The profit from these classes may be estimated from the following figures in law section :

University	Enrolment		Estimated income	Expenditure	Profit
	Final	Previous			
			Rs.	Rs.	Rs.
Lucknow ..	253	289	86,000	27,848	58,152
Allahabad ..	189	201	49,500	30,000	19,500
Benares ..	129	141	23,677	12,056	11,621

The profit per student is over Rs.80 per year. It is however for the universities as a body to consider if they are justified in maintaining this flood of Law graduates. The Sapru report-(page 68) gives the production as 3,957 in the six years 1930—35. Surely considerations of the reaction of such numbers on the standard of life and practice amongst these men must induce the universities and colleges to consider whether the demands of their budget justify the maintenance of this traffic in Law degrees. The profit on these law classes has been the cause of the growth in their number and it is not unreasonable to expect that a policy of concentration would extinguish these classes in the smaller and more recent centres. Considerable loss of fee income would result in these cases. The four degree colleges of Agra University mentioned below would have a net drop of Rs.18,000 should they abandon the teaching of law. Details :

College	Enrolment	Net drop
		Rs.
Meerut	135	6,500
Bareilly	57	3,000
Sanatan Dharma	70	3,500
D. A.-V.	91	5,000

But these would not be alone in the general drop in revenue associated with the reorganization of law teaching. If numbers were restricted to those necessary to yield a final output of 300 per year a redistribution would have to be considered. Something on the lines of the following figures can be envisaged in the final year in the law classes in future :

Allahabad	Lucknow	Benares	Aligarh	Agra	Total
150	110	60	40	40	400

The present enrolments are :

189	263	129	60	201	842
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Thus the enrolment would be roughly halved and this would deprive the Universities of large sums which they at present use in the maintenance of uneconomical classes in other sections. Not only so, but the tuition of those law classes calls for improvement. Legal education has to become more thorough. Better instructions and additional subjects have to be provided. The profits on law classes will in future be much less than at present. This may console those centres which decide to abandon the teaching of law.

As a consequence of this drop in fee income the universities and colleges will be forced to consider whether they can afford to maintain uneconomical classes such as exist in many subjects for the M.A., and M.Sc. Before I take up this section, however, I wish to deal with another faculty where the need for reorganization is plainly indicated and where financial results are obvious. I mean the Faculty of Commerce.

Commerce teaching is provided at five centres in the United Provinces. The enrolment of each is shown below :

	Final	Previous	Total
Allahabad	24	35	59
Lucknow	18	40	58
St. John's	18	16	34
Sanatan Dharma	21	41	62
D. A.-V.	17	21	38
Total ..	98	153	251

The B. Com. is a heavy subject. The syllabus for the B. Com. in Agra University occupies 23 pages and deals with the most abstruse and complicated questions met with in banking, trading and in civil life. The B. Com. who emerges triumphant from such a course does look with disdain on the petty affairs and day to day routine of the small bank, factory or office which may offer him a post on Rs.40 per mensem. As a result the B. Com. is as mentioned in the Sapru report *Be Kam*—looking for a job.

This subject has been started in many cases only of recent years. Its economic value is small. Its graduates do not readily find remunerative employment. Despite the enthusiastic boast quoted in paragraph 103 of the Sapru report the Unemployment Committee close in paragraph 105 on a despondent note. Between the years 1928-29 and 1933-34 the B. Coms. produced in these provinces numbered 690. An idea of the cost of producing these young men may be got from the Faculty of Commerce at Lucknow.

	Final	Previous
Enrolment	18	40
Income	Total ..	Rs.6,748
Expenditure .. .. .	..	Rs.47,710

Thus some 60 young men cost the University Rs.40,000 in that year.

Loss on this scale can be reduced by reasonable concentration. The province does not need a large number of B. Coms. each year. The Allahabad University Committee reporting on the Sapru report say, "It has been our experience that the students are not somehow prepared to recognize the fact that an academic degree in commerce does not by itself entitle them to secure highly paid and responsible positions at once in business". The same Committee very rightly point out the difficulty and the futility in the training of many of the Bachelors of Commerce.

A supply of 60 B. Coms. per year will meet all demands and this can be met by the concentration of the B. Com. in one place. The most suitable place is Cawnpore. The Sanatan Dharma College has had classes in Commerce since 1921.

The disappearance of Commerce from Allahabad and Lucknow Universities will do no harm. Both Benares and Aligarh do very well without this commerce faculty. Savings will result which can be used for the needs of the Universities. The Blunt Committee (*vide* Harrop Teyen report) was inclined to abolish Commerce first at Allahabad and subsequently at Lucknow but ultimately both universities managed to retain their commerce classes. The proposed Inter-University Board, United Provinces might reasonably take into consideration the possibilities of concentration and produce proposals to effect this.

We come next in the scale to the M.A. and M.Sc. classes. Here for a grip of the problem a full analysis of the provision in each university and college is required. The following table gives it:

Provision of M.A. and M. Sc. teaching in Degree Colleges and Universities of the United Provinces.

Name	English		His.		Pol.		Econ.		Phil.		Pers.		Sans.		Arab.		Hindi		Urdu		Phy.		Chem.		Bot.		Zoo.		Math.		Geog.	
	F.	P.	F.	P.	F.	P.	F.	P.	F.	P.	F.	P.	F.	P.	F.	P.	F.	P.	F.	P.	F.	P.	F.	P.	F.	P.	F.	P.	F.	P.		
Lucknow University ..	35	48	19	23	24	22	27	39	4	6	9	2	6	..	..	1	..	..	..	..	15	15	8	14	6	9	1	6	8	16	..	..
Allahabad University ..	27	30	26	19	16	12	11	24	4	6	5	3	3	3	2	2	1	3	6	1	15	15	17	24	6	8	4	8	30	45	..	..
Aligarh University ..	3	4	5	7	..	..	6	8	4	3	3	1	..	..	5	3	..	..	..	..	8	5	4	3	3	1	2	1	4	2	26	38
Meerut College ..	6	8	2	5	..	..	7	7	1	2	1	2	..	3	..	..	..	..	..	..	..	..	..	..	..	..	..	..	4	1	..	..
Bareilly College ..	2	6	..	..	..	..	3	3	..	..	..	..	..	..	..	..	..	5	..	..	..	..	..	..	..	..	..	5	6	..	..
St. John's College, Agra ..	2	10	7	1	..	..	5	3	2	1	1	..	..	..	..	..	..	..	..	..	..	5	1	..	..	1	3	2	5	..	..
D. A.-V. College, Cawnpore ..	Economics and Philosophy only are taught in M.A. Enrolment is 3 : 4.																															
Agra College, Agra ..	3	13	4	7	..	..	2	3	2	..	..	..	..	..	..	..	..	..	..	..	4	6	7	2	2	3	1	1	1	4	..	..
Christ Church College, Cawnpore ..	..	..	..	..	2	9	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1	5	..	..
S. D. College, Cawnpore ..	1	17	3	8	..	..	5	6	..	..	..	..	..	..	..	..	4	6	..	..	..	..	..	..	..	..	..	..	..	..	..
St. Andrew's College, Gorakhpur ..	No M.A. and M.Sc. classes exist here.																															
Benares Hindu University ..	(Information not forthcoming.)																															

Even a casual study of this table reveals the multiplication of small and inefficient classes. These classes have in several cases been started recently and clearly sufficient care has not been given to the consideration of the need for the class, the finance involved, the efficiency of its working or the absorption of the graduate. This consideration should now be given. The universities are autonomous bodies but their finances have been causing them anxiety. I suggest that an Inter-University Board be formed for the United Provinces and that to it should be referred the question of specialization in subjects. I believe that the universities are sufficiently alive to the situation to see that such a board—created by themselves and manned by their own officers—will be helpful to them all. It is not immediately the province of Government, far less of this report, to select and to prescribe where concentration and specialization should take place. But I submit that a class of 15 to 20 should be the minimum to justify the existence of M.A. tuition in any subject. For the M.Sc. a smaller number, 10 for instance or even 8 might justify the provision of instruction. Where such numbers are not forthcoming the Inter-University Board should consider the advisability of concentrating the classes at one centre and if even then sufficient numbers are not forthcoming the need for the class should seriously be considered.

The Van Der Horst Commission in 1929 in South Africa urged a reduction in the number of universities as well as restriction of faculties and departments. (Year Book 1935, page 290).

Here I draw attention to the proportion between the enrolment of the M.A., M.Sc. sections and the B.A. and B.Sc., sections.

M.A. 1,033

M.Sc. 415.

B.A. 3,332

B. Sc. 1,315.

One-third of the B.A. and B.Sc. men go forward to M.A., and M.Sc. work. The Lucknow University report 1934, says :

“The large increase in admission to post-graduate classes each year indicates the rapid appreciation of higher teaching and research work done in this university.”

I do not agree. I am persuaded that the graduates go on the higher studies largely because no job has been available. Many young men have told me that they took the M.A. to fill in the time while they appeared at Civil Service Examinations. The students in some cases gain little from the two years additional study. How far they are divorced from the actualities of life may be shown from the following three passages which have actually occurred within the last three years between myself and M.Sc. who had taken Physics and Chemistry and professed to know their subject well :

(1) I asked the young man to distinguish between direct and the alternating current. He replied, “Sir, direct current comes direct to your house from the Karkhana (sic) where they make it but alternating current you only get now and again”.

(2) After talking about planes and balloons I asked the candidates to name the thing which revolved in front of the plane. “Sir,” said he “You mean the punkah”. “Well”, said I, “Call it the punkah. Why is the punkah placed there?” “Sir, it is placed there to cool the engine”.

(3) I took a young man from a laboratory where he was playing with a large coil. Lifting the bonnet of my car I asked him to tell me how many cylinders were in the engine. “I do not see any cylinders”, he said. “Well count the sparking plugs”, said I. “Sir, What is a sparking plug”?

At the risk of appearing irrelevant I have given these incidents to show how ignorant of common facts and divorced from the realities

of life these young men are. It is not wonder that such men are unemployed. Yet on their education large sums have been expended. Lucknow University, for instance, spends close on Rs.2,90,000 to educate some 90 M.Sc.s. and 200 B.Sc.s. I do not know the relative incidence between the two groups but it gives an average of Rs.1,000 per head per year.

It is not therefore tresspassing on the rights of the universities to ask them to come together and formulate a scheme to secure that only the promising and obviously suitable B.A. and B.Sc. goes forward to M.A. and MSc. work while the ordinary young man is definitely advised to be about his business. Other universities do not encourage one man in three to go in for advanced work. In England 19,688 men were taking a first degree but only 1,873 were in advanced work. One in ten is nearer their figure and if the universities of the United Provinces were to adopt a figure of one in five there would be a distinct improvement in the quality of the M.A. and M.Sc. A drop of at least 400 men taking M.A. or M.Sc. work would result if this mild suggestion were adopted and only about 1,000 M.A.'s and M.Sc.'s. would be found in our universities in place of 1,445 at present. Such a drop would relieve the pressure on the laboratories and help to solve the difficulties of accommodation which will arise when the first year of the new three year course enters the residential universities.

In Agra University there is, I am informed, a special inducement for the Colleges to go in for a long string of M.A. and MSc. studies. Paragraph 7 of the Act provides that the Faculty shall consist of "One post-graduate teacher from each affiliated college representing each subject of post-graduate study elected by the teachers in the college of the subjects comprised in the Faculty". As the Faculties have considerable power in the administration of the Universities, the colleges tend to multiply their post-graduate subjects in order to strengthen their position in the University. This section of the Act should therefore be revised.

I come now to the core of University work the B.A. and B.Sc. group. Hitherto I have dealt with the LL.B., B. Com., M.A., and M.Sc., and have contemplated adjustment of the numbers in these classes to the needs of the province by a United Provinces Inter-University Board constituted for the purpose. In the case of the B.A. and B.Sc. two problems immediately arise :

- (a) What should be duration of the course?
- (b) What should be the numbers in these classes?

The answers to these two questions affect the whole of the educational system down to class VIII where middle education ends.

The consensus of opinion is now in favour of a three year course in the universities. The proposition has been discussed by all bodies interested in University education and the resolution of the Conference of Indian Universities of March, 1934 indicates the attitude of the universities themselves to the subject :

"That while the conference favours the extension of the study for the degree examination over three academic years instead of two at present, it is at the same time strongly of opinion that it would not be desirable to add one year to the ordinary study for the Degree examination from four years after the High School stage to three unless and until the standard of instruction in secondary schools is materially improved.

"That with a view to effecting such improvement in secondary education and thus making possible a higher standard of university education, the Conference is of opinion that the period of study in a University for a pass degree should be at least three years, although the sessional length of the period during which a

pupil is under instruction should not be increased, but they are of opinion that this period should be divided into four definite stages of (1) Primary, (2) Middle (in both of which stages the medium of instruction in non-language subjects should be exclusively the Vernacular), (3) High Secondary—in which stage the medium of instruction should be vernacular (wherever this is practicable) and (4) University education, covering five (or four) four (or five), three years, at least three years respectively—there being a formal examination at the end of each stage only thus avoiding the abuse of too frequent formal examinations.

“The Conference is further of opinion that until this reorganization is effected, the total period of study after the passing of the Matriculation, prescribed for a pass degree, should not be reduced from four years (which is the period usually prescribed by Indian Universities at the present time) to a period of three years.”

This opinion is supported by the Resolution (a) passed by the Intermediate Board, United Provinces, on February, 1935.

(a) “That the course for the first degree should comprise three years”.

The Allahabad University Committee on the Sapru report says :

“We are clearly of opinion that a three year period of study for an Undergraduate at a University is very much more essential in the interests of higher education and of greater efficiency among our graduates.

The Delhi University has pronounced in favour of the three year course.

I endorse the views that the University course should be one of three years. If this is accepted, then the next question to answer is where this year is to come from. Is it to be added to the University Course in addition to the existing two years or is it to come from absorbing the present class XII of the Intermediate Stage? It is not desirable to keep the young man in the University one year longer than necessary. At the age of 21 the young B.A. or B.Sc. should be free to leave the University and take up his life's work. This can be effected if class XII becomes a University class and class XI is definitely non-University. The implications of this decision are discussed at length in a later paragraph.

Now as to numbers in the B.A. and BSc. classes. The present numbers in the first and second years are B.A. 1,671, 1,661. B.Sc. 668, 647. Totals 2,339, 2,308. The figures for 1934-35 in the Director of Public Instruction's tables are 2,377 and 2,291 respectively.—The Unemployment report, the addresses of Vice-Chancellors, the notes of the Educational Commissioner leave no doubt that such figures are in excess of requirements. In “Education in India 1933-34” the case is well put as follows :

“Occupational planning in education has become a common feature in Europe and other countries, and some countries like Germany have even legislated in order to secure the restriction of numbers in arts and professional colleges. The deliberate restriction of numbers by the raising of standards or by the increasing of fees or by other means has been the cause of much controversy. But it would appear that the time is coming in India when the question of deliberate restriction must be seriously considered both in the interests of efficiency and in the interest of lessening educated unemployment. It is usually argued that such restriction will particularly adversely affect poor scholars and those coming from backward communities. Actually this objection is not a very valid one, since an extension of the present system which exists in many colleges of reservations, free places and

scholarships should meet any difficulties which stand in the way of clever but poor scholars and of scholars from educationally backward communities. An analysis of the figures of failures at the Matriculation, Intermediate and Degree examinations of most of the universities will show how much of the unfit material in the universities is confined to students who come from a class of community who can ill-afford to waste time and money on high academic education. It is common to find that the least mentally equipped student, who fails several times at the Matriculation, again several times at the Intermediate and again several times at the Degree Examination, comes from a family hitherto occupied in manual employment, artisan employment or some form of lower middle class employment, a family which has sacrificed everything in order, as the family thinks, to raise the family by the higher education of at least one of its members. Actually in the great majority of cases exactly the reverse process takes place and families, which had been maintained by successful petty shop-keepers, artisans and hereditary workers, have been financially ruined. But more tragic than the financial loss is the actual waste of material in so far as the student who eventually achieves his degree finds it quite impossible to obtain suitable clerical or professional employment and is utterly unwilling and also utterly unfit to go back to the hereditary family occupation. In this sense the universities in India are year by year producing more and more unemployable persons. While nobody would want to deny the benefits of higher education to any person competent to make a profitable use of it, the hard facts are that it is no kindness either to the individual or to the community to continue to turn young men, who are potential wage earners as artisans and hereditary workers, into a band of ill-equipped and dissatisfied unemployed graduates. It seems fairly obvious that the more highly educated the unemployed the greater the waste of material and the greater the mental distress must be. It is, so to speak, a greater waste and tragedy to the individual and to the community if an M. A. student can obtain no suitable employment and is unwilling or unable to turn to some form of manual labour than it is if a School Final student is similarly unemployed. During times of world depression there must always be a large incidence of unemployment at some stage, but it is less wasteful and less resultant in tragedy if the incidence of unemployment occurs mainly at the bottom of the scale, and even in times of economic depression there is always the possibility that the young men with comparatively little education will be able to obtain employment in some form of manual labour.²²

It is possible to consider the problem of numbers from the utilitarian point of view viz. how many persons need a degree of a University in order to supply the wants of society. The Sapru report, Appendix VI, shows that the new recruits by Government of United Provinces for gazetted and non-gazetted posts, average just under 200 per year over the last five years. The legal fraternity with a strength of 10,000 need 300 per annum. The degree training colleges will not usually absorb more than 150, King George's Medical College takes only 48 graduates to train. Engineers are a mere handful, say 50 per year. Clearly 1,000 graduates per year will supply all this demand. Add to this a generous allowance of 200 representing such as are well-to-do and seek University education for culture and the stamp of a college man. 1,200 graduates per annum seem to cover all that the Universities should be called on at present to supply to society. To produce 1,200 passing the class enrolment must be 1,700 and this is a basic number in the final year of the B.A. plus B.Sc. class of the universities of the

United Provinces. It does not include students of other provinces attending Aligarh or Benares University.

A three year course with 1,700 in the final year demands an enrolment as follows :

Third year	..	..	..	..	1,700
Second year	..	..	..	..	1,800
First year	..	..	..	..	2,000

and if the universities of the United Provinces admit to the first of their three year course about 2,000 United Provinces students they will be meeting in full all the demands for University graduates in these provinces. The fixation of this number is one for the consideration of the United Provinces Intermediate Universities Board, whose constitution I mentioned above. The Universities being autonomous it is for themselves to decide what numbers shall be admitted but these bodies are aware that the Universities are burdened by a load of unsuitable students whose presence adds alike to the burden of the teaching staff and to the administration. The presence of these unprofitable students strains the resources of the universities, degrades the standards of teaching, destroys the tone of the University and brings its good name into disrepute.

It is therefore with hope that I suggest that representatives of the five Universities should meet to plan the constitution, the method of functioning and the limitations of a Committee which would deal with mischievous competition between the universities, would guide where specialisation and concentration are needed, would control the output in the post graduate classes and would determine the numbers to be admitted to the universities and indicate the share of each constituent. This United Provinces body will be a smaller replica of the Inter. University Board.

I have given, as my opinion, the basic strength of the first year of the Universities at 2,000 United Provinces students. Class XII of Intermediate Colleges has 4,206 students. My proposal thus cuts in half the present XII enrolment.

These 4,206 students are found in several types of institutions :

	Class XII	Class XI
(a) Degree Colleges of Agra University ..	1,207	1,177
(b) Government Intermediate Colleges ..	597	650
(c) Aided Intermediate Colleges ..	1,635	1,645
(d) European Intermediate Colleges ..	23	45
(e) Aligarh Muslim University ..	245	222
(f) Benares Hindu University ..	499	647
Total ..	4,206	4,386

(b), (c) and (d) have together in XII 2,255 and in XI 2,340 students while (a), (e) and (f) have in XII 1,951 and in XI, 2,046. I propose that University and Degree Colleges should not teach class XI. Further class XII should be removed from the group, "Government Aided, and European Intermediate Colleges" and should become the first year of the three year course in the B.A. and B.Sc. in universities.

The reconstitution of these universities and colleges means an overhaul of the admission to these institutions. The present numbers are :

B.A. II year	..	..	..	..	1,671
B.Sc. II year	..	..	..	..	668
Total	..	..	..	..	2,339

B.A. 1st year	..	..	..	..	1,661
B.Sc. I year	..	..	..	..	647
				Total	2,308
<hr/>					
Class XII in University and degree colleges	..			..	1,951
Class XII in Government, aided and European Intermediate Colleges	..	..	..	..	2,255
				Total	4,206

The needs of the province will be met if the enrolment in the B.A. and B.Sc. classes is in the region of the following figures. Final year 1,700, Middle year 1,800, First year 2,000. I do not, however, suggest any drop in the enrolment unless it comes about spontaneously. In the Report for 1934 of Lucknow University under the head "New Admissions and Enrolments" is a passage. "The time has now come when the University authorities should prescribe the limits that can be dealt with by the present staff effectively. The policy of drift relating to enrolment appears to be leading to diminishing standards of efficiency. With every year I hope to see a strengthening of this critical attitude to new admissions. I would suggest that there should be no increase in the present enrolments while the avenues for employment remain restricted and the literacy of the Province is so low. When in future the literacy of these provinces has doubled the question of increasing University enrolments can be reconsidered. If the Universities should decide that a reduction in numbers is desirable this can be effected by means similar to those applied in the first public examination at the end of class VIII, viz. (a) selection of the best appearing in the examination at the end of class XI while making provision for the admission of some who may have special claims, such as sons of taluqdars, founders, etc. and of communities, (b) by prescribing an age limit for admission and (c) enhancing the fees. Here it is to be borne in mind that there will not be 4,206 in class XII or eligible for class XII. The selection and diversion effected at the end of class VIII will result in some 5,000 being in class XI. Of these, some 3,500 only, will pass and of the 3,500 not more than 2,000 will be in the first or second division. Thus automatically the numbers to be admitted to the Universities will be adjusted. But this depends on co-operation between all the universities. If Benares and Aligarh stand out and admit United Provinces candidates independently the control will vanish and those who fail to secure admission to Allahabad, Lucknow or Agra will be able to secure admission in these universities and thus inflate the B.A. and B.Sc. output beyond reasoned limits. The need for a United Provinces Inter. University Board here becomes apparent. One point which will require adjustment will be the recouping of examination fee income to Aligarh and to Benares if they adopt the common University entrance examination :

Analysis of enrolments in all University Institutions

				Final	Previous
LL.B.					
Allahabad University	..	..	..	189	201
Lucknow University	..	..	..	253	269
Benares	..	..	..	129	141
Aligarh	..	..	..	60	104
Meerut College, Meerut	..	..	..	44	91
Bareilly College, Bareilly	..	..	..	14	43
Agra College, Agra	..	..	..	82	105
S. D. College, Cawnpore	..	..	..	24	46
D. A.-V. College, Cawnpore	..	..	..	37	54
				<hr/>	<hr/>
			Total	832	1,054
				<hr/>	<hr/>

Analysis of enrolments in all University Institutions

M.A.			Final	Previous
Allahabad University	..	..	138	99
Lucknow	..	..	131	144
Benares	..	..	96	83
Aligarh	..	..	52	64
Meerut College, Meerut	..	..	22	32
Bareilly College, Bareilly	..	..	7	17
Agra College, Agra	..	..	11	27
St. John's College, Agra	..	..	16	21
Christ Church College, Cawnpore	..	..	6	10
Sanatan Dharma College, Cawnpore	..	..	13	37
D. A. V. College, Cawnpore	..	..	3	4
Total			495	538

B. Com.			Final	Previous
Allahabad University	..	..	24	35
Lucknow University	..	..	18	40
St. John's College, Agra	..	..	18	16
S. D. College, Cawnpore	..	..	21	41
D. A. V. College, Cawnpore	..	..	17	21
Total			98	153

M.Sc.			Final	Previous
Allahabad University	..	..	61	71
Lucknow	..	..	41	48
Benares	..	..	64	46
Aligarh	..	..	21	12
Meerut College, Meerut	..	..	1	4
Bareilly College, Bareilly	..	..	3	13
Agra College, Agra	..	..	15	12
St. John's College, Agra	..	..	4	5
Christ Church College, Cawnpore	..	..	..	4
Total			210	215

	Final	Pre-vious	XII	XI B.S.	Final	Pre-vious
B.A.						
Allahabad University	461	430	..	..	150	147
Lucknow	215	247	..	..	104	96
Benares	243	262	499	647	193	187
Aligarh	115	116	245	222	47	40
Meerut College, Meerut	144	168	272	271	45	26
Bareilly College, Bareilly	107	103	204	169	28	14
Agra College, Agra	102	106	196	212	52	76
St. John's College, Agra	49	48	134	108	25	27
Christ Church College, Cawnpore.	46	26	76	65	..	..
S. D. College, Cawnpore	51	53	77	114	..	..
D. A. V. College, Cawnpore	86	70	145	133	24	34
St. Andrew's College, Gorakhpur.	52	32	103	105	..	..
Total	1,671	1,661	1,951	2,046	668	647

at Lucknow, Allahabad and Aligarh.

The drop of 1,177 in the degree colleges of Agra when class XI is sent down to the Intermediate Stage IX, X and XI will mean a drop of nearly Re.1 lakh in their income.

It is this drop in income with the consequent curtailment of staff that will be urged against the proposed scheme of reorganization. Allahabad University submitted a considered note to the Sapru Committee. Later they appointed a Committee to note on the Sapru Report. It is more than surprising to find that on both occasions the University while dealing with the section of University education failed to recognize the fundamental points that—

(a) there are already more graduates being produced than can be absorbed and their offer to produce still more is to say the least not opportune,

(b) that their ever recurring demand for more and higher Government grants could only be made by deliberately ignoring the knowledge common to all that the Universities and degree colleges of the United Provinces are already receiving a percentage of the Government revenue for education higher than in other provinces and that putting it plainly there are no funds with Government to give,

(c) that the University would function to better purpose if many of those now in it had initially been diverted to Non-University studies.

Dr. Kotschnig's Book "Planless Education" is known to the University authorities. The Committee replying to the Sapru report quote from it. From Dr. Kotschnig's book it is clear that not only in India but all over the world there has been an unprecedented rise in the number of students in Universities and in consequence there is clogging of the University machine and unemployment among the graduates. Dr. Kotschnig lays down five theses in this connexion :

(1) In as far as higher education is an end in itself and serves the advance of knowledge and understanding no restrictions can be justified debarring able men or women from institutions of higher learning.

(2) In as far as higher education serves to prepare man for earning a livelihood restrictions in student enrolments are admissible. These restrictions ought to be based on an occupational plan.

(3) The Secondary Schools in most countries are ill adapted to the degree of technological development characterising the society within which they exist and this is the main cause of overcrowding of the institutions of higher learning.

(4) The secondary schools, as well as the colleges and universities, adhere to obsolete social concepts which tend to increase the unemployment in the professions.

(5) The most important step to relieve the overcrowding of the institutions of higher learning and the unemployment in the professions must be the establishment of an educational plan for each country, adapted not only to the quantitative, but also to the qualitative needs of the country and to the possibilities given by technical progress to meet these needs.

These five theses, to which few will take exceptions, seem to have escaped the notice of the University Committee. Especially in a poor country like India, in provinces like ours, where the standard wage does not exceed Rs.10 per month, and where the literacy is below 5.5 per

cent. there is no sense in multiplying the graduate on whose education at least Rs.2,000 are expended that he may be either out of work at the end of his studies or taking a post which he could have filled equally well without University education. The problem of unemployment cannot be solved by an appeal to ideals, to sentiment or to rhetoric. It must be solved by calm, considered, and balanced planning as stated in thesis no. 5 above. Hitherto a plan, a policy, has been lacking; it is the purpose of this report to submit a plan. This plan is the diversion to non-literary pursuits at the end of class VIII of such as are not likely to benefit by literary studies and the further diversion to Non-University studies at the end of class XI of the student who has not shown an aptitude for higher education. In the United Provinces, thesis no. 2 applies. The students of the universities, almost to a man, are there with the hope if not the intention of getting a degree, with a view to earning a livelihood. Culture for itself is the aim of a very small minority. This is the position which the universities of the United Provinces must recognise and meet.

The demand for a third year for the B.A. or B.Sc. degree is supported by opinion both in and outside the universities. The B. A. course of so-called "two years" dwindles down to a bare eighteen months and with holidays deducted to a poor fifteen. The imminence of the final examination prevents steady work. Cramming is the order of the day. The student has, "no time to stand and stare". He has no time to browse, to soak in the learning, to turn up odd references or go off in the library reading up a subject that interests him. He acquires a veneer—a very thin veneer—of knowledge. Repeatedly I have been informed by students under interview that they had forgotten the main features of the course they had taken two years previously. Graduates in English could not quote a few lines or even recognize common quotations. In Mathematics they had forgotten simple definitions and fundamental theorems. Logic, History, Science, all yielded similar results. The student had rushed through the course and like a dog through a pond had given himself a shake and got rid of it. Time, then, to absorb is essential. Time to let the bogey of the final examination sink below the mental horizon. Three years.

And what is to be done with this additional year? The professors of the University complain and rightly too of the poor stuff coming. They say that the first year is spent in getting these youths into a state when they can be educated. "If", they say "the new scheme is to bring in still rawer youth the functions of a University will be defeated". This contention is correct. The youth entering the University in future must not be *uncouth* in the literal sense of that word and for that reason the scheme has been so planned that in the section IX—XI the work now done in classes IX—XII will be covered by picked boys and again at the end of class XI a further weeding out will take place. In future the undergraduate will be worthy of the education imparted to him. This education should be the present B.A. or B.Sc. honours course. The B.A. and B.Sc. Honours course as we know it now should disappear and every student should take his first degree in the honours standard. The term "honours" would however no longer apply. It would be the normal course for all. If honours are sought the M.A. or M.Sc. degree remains.

The introduction of this third year is sure to create difficulties in Lucknow and in Allahabad University. The solution on the usual lines would lie in new hostels, new rooms, new laboratories. But funds do not exist for these. Nor should they be provided by Government. It is not the intention to swell the enrolment of the universities and there is no need to employ any large numbers of fresh staff at either of these centres. The limitation of the enrolment in the LL.B. classes and the abolition of the B.Com. should provide whatever lecture rooms are required and as the classes in the higher stages shrink to

their proper dimensions lecturers should be available to cope with the fresh year. In science however I foresee difficulties which cannot be so met. Laboratory accommodation is limited and the course demands practical work. It is here that the colleges in Allahabad and Lucknow come to the rescue. The Kayastha Pathshala and the Ewing Christian Colleges in Allahabad have in very close proximity to the University a college and a hostel respectively. Prior to 1922 both of these colleges were degree colleges. The University has very jealously guarded its rights and has not encouraged these bodies to take part in the teaching work of the University. But now these two colleges are in a position to come to the aid of the University by providing University tuition and accommodation. For years they have had on their staff teachers capable of giving instruction on the university standard and both feel sore that they have been deprived of their university status.

A federal university is already in existence in Delhi. The constituent colleges of Oxford and of Cambridge are a ready precedent. It is therefore possible to add the additional year to the B.A. and B.Sc. course in Allahabad without incurring large expenditure. In Lucknow, the Lucknow Christian College furnishes a similar solution. Already the Isabella Thoburn College is recognized as part of the University. The extension of this principle to the Lucknow Christian College will give to Lucknow University the relief which will be necessary when a third year is added to the B.A. and B.Sc. group.

The introduction of such changes demands careful planning. This cannot be done in one year. But it seems to me that if in July, 1938, the boy entering class IX begins the first year of the new three year intensive course he will in July, 1941 be ready for admission to a University which by that time will have adjusted itself to the future. That year 1941-42 will be a high tide year because the boys who started in class IX in July, 1938, will qualify for admission to the University at the same time as those who started on the present course in July, 1937. This latter boy will of course enter the second of the years in the new B.A. course of three years. The high tide will run through the universities of the United Provinces and it will take three years for normal conditions to assert themselves. There is here ample time for the universities and the degree colleges to adjust themselves and their staffs to the future.

It is not improbable that when normal conditions prevail there will be in the universities fewer students than at present. As students realize that trade, commerce and agriculture offer prospects better than those in the literary sphere there will be a falling off in enrolment. The numbers enrolled this year in the B.A. and B.Sc. are actually some 80 below those of last year. Budget figures will give rise to anxiety. There is no use looking to Government to come to the rescue. Education of a University grade must be paid for within reason by those who seek it. An analysis of the income of universities and Arts colleges for the major provinces for the year 1933-34, gives the following percentages :

	Madras	Bengal	Bombay	United Provinces	Punjab
Government	34	35	17.5	53.8	24.8
Local Board	0.4	..	0.1	0.1	..
Fees	45.5	53.7	66.7	26.4	60.9
Other sources	19	10.9	15.6	19.5	14.0

This table makes it clear that in these provinces Government are being vastly more generous to university education than are the other Governments. The percentage of income arising from fees in the United Provinces is also conspicuously low being actually less than half the average of the four other provinces. If then, budget difficulties arise the answer is obvious. Fees must keep pace. The fee at present is stated in paragraph 59 of the Educational Code but times have changed since this figure was determined. In the Appendix will be found a summary of fees charged in the various colleges and universities. I suggest that Educational Code paragraph 59 be amended. The fee for the B.A. should not be less than Rs.120 per annum and for the M.A. not less than Rs.150. An additional Rs.30 per annum should be charged for the B.Sc. and M.Sc. degree to recoup the University for its expenditure on material.

A large percentage of University students manage to meet their college expenses by taking up tuitions. This petty slavery leads to the dissipation of their time and energy. While they should be playing games, attending extra mural lectures or reading subjects outside their course they are solving sums in arithmetic and quadratic equations for some miserable high school boy who would be all the better if his tutor were dismissed and he had to rely on his own efforts. This tuition system is responsible for the low standard of achievement in the degree examinations and for the poor physique noticeable in many of the students. If a student cannot pay his way he should not be in a University. Freeship, Sizarships and Scholarships exist in sufficient numbers to give the deserving boy the chance he should get, but the University authorities should look into the finances of their students and advise those who cannot keep the pace without taking up tuitions to look elsewhere for their advancement. The University proctors know numerous cases every year where students through insufficient food and lack of proper living quarters do their health irreparable injury. Students of this class do not do themselves or the University justice. Far better for them if they are gently but firmly shepherded elsewhere.

CHAPTER V

EDUCATION AND INDUSTRY

This chapter cannot open better than with a reference to Note I in the Sapru report by Sir T. Gavin Jones. In that note the fundamentals of this problem of the unemployment of the educated classes are clearly stated. The argument is carried to its logical issue; the educated classes must find employment and a livelihood among the working classes; a higher standard of living of the masses is desirable and would give substantial relief; primary education must be improved while secondary and higher education must be reorganized. I do not discuss the methods by which Sir Gavin proposes to meet the situation for I am not a financial expert, but I agree with him that the problem of unemployment among the educated classes is an economic problem and I accept wholeheartedly the proposal to raise the standard of living in the masses. If the 260 crores of gold that have left India since 1931 had been employed in trade and industry in India instead of lying buried, many of the young men now unemployed would have been earning a good wage. Expansion of trade and consumption, circulation of money, development of industry are all essential before any fundamental relief to the unemployment of the educated Indian can ensue. While this province has a literacy of 5.3 per cent. I do not see any of the above likely to happen. Mass education, i.e. literacy for at least 20 per cent. of the population and a sound education up to class VIII for several thousands more must come before the province can lift itself out of the depression in which it lies.

Another feature of the problem is the menacing growth of the population. While families and children increase in India at the rate of 3½ millions in 2 years it is hopeless to try to find employment for this surplus. Here again education would give some relief. All over the world it is the uneducated portion that has the large family. The literate section does not tend to have six or eight of a family.

In the 1935 Year Book of Education, Chapter II, is a stimulating article on the expansion of education. The writer after detailing the advances and improvements in every branch of education says that he observes a feeling of uneasiness and even a reaction against education. He asks pertinent questions and gives plain answers, e.g.—

I.—Is the upward extension of education exaggerated in relation to the students practical needs?

His answer is Yes. The balance of employment has been upset. The students (having skipped any stage of hard practical work) aspire to start as directors, overseers, foremen. Too much intelligence and practical ability are directed into too exalted channels.

Stephenson is quoted as saying:

“I cannot describe my discovery but I can make it. Today every young person can explain, describe, reckon up and organize everything, but can he make anything?”

II.—Does the expansion of the school system correspond to the needs of vocational life?

“In many countries”, says the writer, “the answer must be a plain and decided negative. We have, especially in the West, a system of education adequate to the needs of three or four continents but the opportunities for careers as teachers, engineers, officials and directors are daily shrinking. Youth is revolting as it realizes that the paper

currency of academic diplomas is depreciated almost to nothing in the markets of life. Even in the great vocational school movement, he says one may well counsel caution rather than an excessive optimism."

The Industries Reorganization Committee, 1934 published a report of which Chapter VII deals with Industrial and Technical education. The gist of that Chapter is to be found in paragraph 155 from which the following extract is taken :

"Unemployed men who have received general education are already a problem but the unemployment of young men who have received technical and industrial training in a particular industry and cannot find employment therein is an even more serious problem. For, general education is given with a cultural object, in order to create a body of useful and active citizens and not with a definitely utilitarian motive. Industrial and technical education on the other hand, is imparted with a specific purpose, and if that purpose is not served, and the person trained is not absorbed in the industry concerned he is useless for anything else. As against this it is argued that the students trained at least imbibe an industrial bias. We consider, however that if the aim is to turn the minds of young men from thoughts of employment under Government or other bodies, it is necessary to create an interest and disposition towards industry and trade by imparting manual training in general educational institutions, carpentry, weaving, soap-making, etc. may be taught there side by side with general education and spread over a period of several years so that the education may prove interesting to the boys and create in them a vocational sense. But to make a few hundreds of them waste four or five years of valuable time in receiving training for some particular industry and then turn them adrift on the world without any prospect of employment or business is inadvisable and even risky. Hence we consider it essential that the number trained should be regulated bearing in mind the extent to which they can be absorbed. At the same time close co-ordination should be maintained between the Education and the Industries Departments."

The two principles stated in this extract are :

(a) the need for vocational instruction in ordinary schools, and

(b) the need for regulation of the output of trained specialists to the rate at which they can be absorbed.

The latter proposition is essentially one for the Industries Department. There has been a suggestion made that Education should take over and run the schools at present run by Industries. Many of these schools up to 1922 were managed by Education. Several difficulties however have to be overcome :

(1) Education Department have not the staff to administer these schools,

(2) they have not technical officers competent to decide, advise or control; on the contrary they would be laymen in the hands of the specialist and the expert,

(3) Education is already borne down by the double administration of the largest section of the budget and to add to the burden of this Department the schools of Industries is to run the risk of the machine breaking down,

(4) Education Department despite any argument to the contrary cannot but be pedagogic in its outlook. They cannot acquaint themselves with the developments in the paint, steel,

railway, spinning and tanning industries, the needs and the special features of these callings and at the same time mind their own business, which is the education of the youth.

I think that despite the recommendations of the United Provinces Intermediate Board, Industries Department must retain and administer their own schools as at present.

But Education Department can and should know what opening Industries provide for the school boy and the young man. Employment Bureaus are good in their way and have been recommended. One of the duties of these bureaus should be the circularization to all suitable schools, of information regarding classes run by Industries. Head masters of schools should know not from a circular but from a visit to the Industrial school—what courses are taught, what are the conditions of entry, what kind of boys are expected to join, what wages they may ultimately hope to get. He would then be in a position to advise and to guide his boys. The head master of the school should come out of his office and come into the world. Too many of our head masters live a cloistered existence and do not know how the world runs around them.

The Government of India propose to engage the services of experts on vocational training and to send these on tour to advise not only on Manual Training but also on the even more difficult problem of providing for Vocational and Practical training. In the meantime Government may prepare to meet the future demand for handicraft teachers and agriculture teachers by putting under training as many men as funds permit. In the Vernacular Middle Schools 753 in number only 31 have manual training, 36 agriculture and 126 rural knowledge. Thus only one quarter of these schools have the vocational education which they will in future be required to provide. In the English Middle School stage conditions are similar. There are only 88 High and 4 Middle Schools with some form of vocational training.

For the remaining 118 High and 96 English Middle this has to be provided.

Bengal Government in their resolution "School Education in Bengal, paragraph 42 says :

"An integral part of the scheme of Government is the diversion at different stages of general education of such boys as wish to go further to such institutions as can give them the particular type of training for which they are best fitted. This involves the provision of a carefully graduated series of technical vocational and professional schools and colleges which will work in co-operation with the general institutions. Vocational training can be given either in the ordinary schools as a part of or an alternative to the general courses or in special vocational schools. Educational opinion at the present time appears to incline to the view that vocational training is best given in separate schools. On the other hand it is important that in general schools there should be some kind of manual training or handicraft. This has not only a high educative value as a splendid training for the eye and the hand and as a method of self-expression and creation, but it may help boys to discover and test their aptitudes and may predispose some of them to technical careers."

The above may be taken as substantially correct. The position in the United Provinces is that vocational education is provided by Industries Department in special schools but Education Department has still to provide in every middle school (English and Vernacular) the handicraft training. Appendix VII, Table I of the Report of the

Industries Reorganization Committee gives a list of Government institutions where technical education is given. There are 25 institutions covering most branches of technical training. Appendix VII, Table II gives details of the courses and the minimum qualifications for admission. These range from no qualification up to B.Sc. In addition to the 25 Government institutions there are 45 aided institutions under various managements giving instruction in carpentry, weaving, leather working, etc.

Frequent recommendations have been made that Government should open large numbers of vocational schools. The reply to this is that the statistics of employment among ex-students of the existing institutions are not such as to encourage the opening of more new schools at present. Neither education in itself nor the multiplication of such schools, technical or general, will substantially relieve the situation in unemployment. Schools cannot make jobs for their students. But trained men can and must do something to force their way in the world by creating the market for wares they have to offer. Dentists for instance can prevail upon people to have teeth attended to. Agriculturists can grow better crops and persuade farmers to improve their seed. Weavers can by improving their output induce the public to wear and to buy more.

The introduction of Handicraft training in every English and in every vernacular middle school is going to cost large sums both recurring and non-recurring. For 200 English middle schools the recurring cost may be taken as below :

For 200 English middle Schools

	Rs.
One master Rs.30—2—60 per mensem ..	} 2,20,000
One bearer Rs. 15 per mensem ..	
Material Rs.200 per year ..	

For vernacular middle schools (560 of them).

One master Rs.30—1—10 ..	} 3,80,800
Material Rs.200 ..	

The recurring cost will be in the neighbourhood of 6 lakhs. This can be met by fee income and for this reason I have suggested a fee of annas 8 per mensem in classes VII and VIII and annas 4 per mensem in V and VI of English Middle Schools and a fee of annas 8 in vernacular middle school classes V, VI and VII. The fee income in English schools from these additions will be Rs.2,16,000 after allowing for freeships. Similarly the fee income in the 560 vernacular middle schools will rise by some Rs.3,60,000 or Rs.4,00,000. Thus the bulk of the recurring charges can be met from fees.

In the Vernacular schools the non-recurring charges will be heavy. At Rs.2,000 for a room to be built and Rs.1,440 for equipment the cost amounts up to Rs.13,66,400. The English middle schools where accommodation and equipment are lacking and where they will have to be provided will be 100 schools cost at least Rs.2,50,000 non-recurring. In the regraded high schools a room can be found. 100 sets of equipment will cost Rs.1,44,000 or say Rs.1,50,000. I do not see where Government is to find Rs.17,00,000. Perhaps the Government of India may encourage the move to make education practical by a

grant extending over five years or so. This is a matter in which we may await the arrival of the experts. The introduction of Agriculture at selected centres will cost even more than the sums quoted above. The charges will be :

For Agriculture

	Rs.
Non-recurring—	
Land 5 acres	2,000
Bullocks	200
Shed or quarter	1,000
Implements	600
Total	3,800

Recurring—

Teachers 30—2—60 (for English Schools)

Teacher 30—1—40 (for vernacular middle Schools)

	Rs.
Seed, etc.	40
Feed of bullocks	20 per mensem

This gives Rs.1,000 per annum recurring approximately for the English Middle and some Rs.750 per annum for the Vernacular Middle school.

For rural knowledge (in a Vernacular Middle School)

	Rs.
Non-recurring—	
Land, 1 acre	350
Implements	200
Quarter for teacher.. .. .	500
Total	1,050
Recurring—	
Teacher Rs.30—1—40	480
Contingencies	180

This rural knowledge will cost Rs.660 per annum recurring in each centre.

Spinning and weaving will cost some Rs.700 per annum recurring and Rs.2,500 non-recurring.

I append a diagrammatic table giving a clear idea of the system as it exists at present and as it will be when reorganized. I show the various professions and trades which will be available to the young man at the separate stages, also a list of the schools and institutions to which these candidates can go if they wish for technical training.

Vide D. P. I's Report, 1934-35.

Class	Age	Enrolment in 1934-35		Enrolment which would supply present needs	Enrolment necessary to maintain present figure of University enrolment	Stage	Remarks
Post-Graduate.	22	1,598		1,000 to 1,200	1,598	Examination University	Law Post-graduate work L.T., B.T., Government employ.
II Year ..	21	2,377		1,700	2,377		
I Year ..	20	2,291		1,800	2,291		
XII ..	19	3,919		2,000	2,500	Examination Higher Secondary	Government Employ C. T. Technical Training. B. Com. B. Ag.
XI ..	18	3,906		4,500	5,000		
X ..	17	11,572		4,800	5,500	Examination	V. T. C. Police Army, Patwaries. Artizan. Training.
IX ..	16	12,731		5,000	6,000		
VIII ..	15	13,661		15—20,000		Secondary	
		A.V.	Vern.				
VII ..	14	14,500	25,000				
VI ..	13	14,000	28,500				
V ..	12	10,500	35,000				
IV ..	10-11	6,000	82,548	100,000			
III ..	9	5,000	1,17,109				
II ..	8	1,66,805					
I ..	7	2,63,724					
Infants ..	6	4,83,996					

CONCLUSIONS AND RECOMMENDATIONS

CHAPTER VI

SUMMARY

UNEMPLOYMENT among the educated classes is undoubted. It has been recognized by Government United Provinces, by the Inter. Universities Board, by the Central Advisory Committee and by the Intermediate Board, United Provinces. These bodies have all urged reorganization of the educational system. The present position is 5 universities, 32 intermediate colleges, 206 High Schools, 100 A.-V. Middle Schools, 753 Vernacular Middle Schools. These rest upon a very inefficient system of primary education. Literacy is very low 5·3 per cent. but it can be and has been raised substantially. Emphasis has to be laid on a marked increase in literacy. It is remarkable that of the literate population a very high percentage, exceeding that in England, is to be found in secondary education and this high percentage is very marked in University studies.

The state of affairs has arisen because Secondary and University Education have been very favourably treated by Government. In the United Provinces Universities get a higher proportion of Government revenue than in other provinces. Also Government in United Provinces spend a higher proportion of their revenue on education. There is no justification for an enhancement in expenditure from Government funds on High School, Intermediate and University Education. Funds if available should be devoted to an increase of literacy.

Universal education with or without compulsion to raise literacy is impossible for financial grounds. About 6 lakhs of boys for any one year of age have to be educated and the cost of primary education of one boy for one year is about Rs.8.

Planning of education is required in which a system will run through from the Infant class to the University broken into stages, each stage being complete in itself and meeting a need of society both in numbers and the type of education given.

The following principles have been followed in compiling this report :

- (a) Increase in Mass Literacy.
- (b) Raising the general standard of education among the literate.
- (c) Provision, for those who need it of that education necessary for admission to the special training they desire.
- (d) Diversion from the universities of those who are not likely to benefit by that type of education.
- (e) Imparting to all some form of practical training giving general education for life and disclosing aptitudes for particular callings.

The following specific proposals are made :

- (a) Diversion of education into grades.
 - Primary 5 years.
 - Secondary 4 years.
 - Higher Secondary 3 years.
 - University 3 years.

(b) Introduction of a public examination at the end of class VIII.

(c) Diversion of unfit boys at this point.

(d) Organization of vernacular education so as to enable the Vernacular School boy to proceed to higher studies as well as the boy who takes Anglo-Vernacular education.

(e) Compulsory vocational training in classes V, VI, VII and VIII.

(f) Creation of separate boards to control—

(a) Secondary Education.

(b) Higher Secondary Education.

(g) Creation of an Inter-Universities Board to control admissions to the Universities and to effect co-ordination of studies.

The long course of eight years in A.-V. Schools, classes III to class X is too long. All authorities demand a break and they favour a break at the end of VIII. Arguments can be adduced in favour of a break at the end of VII or at the end of IX. These latter are based more on expediency than on educational principles.

At present if a break is made at VIII some 10,000 boys aged 15, will shortly be passing this examination. There is no need to give them all Higher Secondary Education. Only 4,000 will be in the first or second class and these with 2,000 more of the third class—admitted under conditions—will meet all demands of industry teaching or the universities. The remaining 4,000 third class boys should be absorbed by the police, army, patwaries or teachers in Primary and Middle Vernacular Schools.

Following a break at the end of class VIII should come a unit of three years classes IX, X, and XI with a strength of 6,000 in class IX. In this term of three years these boys should absorb all that is taught at present in classes IX, X, XI and XII and when aged 18 should sit for the Higher Secondary Examination.

This proposal to have a Higher Secondary unit of education means that about 75 High Schools will have to add one class XI while 130 High Schools (including Government Schools in some cases) will drop classes IX and X. An increase in the enrolment in the residual classes of these Middle Schools is to be expected. The present numbers in VIII (13,661) will rise to 15,000 and on to 20,000. This will absorb surplus teachers. Other teachers will be trained as Handicraft or Agriculture instructors or if specially qualified will teach class XI in selected schools.

To the Vernacular Middle Schools in selected places will be added class VIII which will enable a boy without leaving the country to appear in the examination leading to Higher Secondary studies.

In all schools teaching classes V, VI, VII or VIII some form of hand training will be introduced. The recurring cost will be Rs.6 lakhs and this will be met by enhancing fees. Annas 8 per month will be charged for this subject. Non-recurring expenditure for buildings and equipment will be Rs.17 lakhs. The Government of India may here give a grant to help to make education practical.

Classes IX, X and XI should be a unit of education and efforts should be made to separate these classes from the other classes in cases where schools have a complete gamut of classes III to XI.

The creation of this unit will mean—

(a) the handing over of class XII to the university stage.

(b) the shedding of class XI by the Agra University degree colleges.

To meet the rise in the cost of education a standard fee of Rs.5 per month should be charged in each classes IX, X and XI. This means a 20 per cent. increase, viz. from Rs.12 (Rs.3, Rs.3, Rs.6-8) to Rs.15 (Rs.5, Rs.5, Rs.5).

The numbers appearing for the examination at the end of class XI will be even higher than those at present in that class. Some 5,000 will appear and of these 2,500 will be eligible to go on to Universities.

An Inter-Universities Board should be formed to control admission to the five universities of these provinces. The Board should also advise on the co-ordination of studies between the Universities.

It is possible to state a basic figure necessary to meet the demands for persons with a university degree.

For a three-year course the numbers are—

Final year, 1,700.

Middle year, 1,800.

First year, 2,000.

The figure 1,700 is reached by an examination of recruitment of Government servants and members in selected professions with an allowance for those who come to the University for culture and for those who fail.

The Inter-University Board should consider such figures. Re-organization along basic lines with planning of enrolment to meet requirements could yield substantial economies. The LL.B. course could be restricted to the five University head quarters. B.Com. teaching is not required at more than one centre, viz. Cawnpore.

For the B.A. or B.Sc. degree a three years' course should be the minimum. Degree colleges should not retain class XI. Fewer M.A.'s and M.Sc.'s should go on to advanced studies.

Fees should be raised to Rs.120 for the B.A. and Rs.150 per annum for the M.A. Rs.30 per annum extra should be charged for the B.Sc. or M.Sc. degree classes.

Liaison.

The unemployment of educated persons is an economic problem. Industries and Education should have a closer liaison. Schools cannot make industry and it is wrong to spend large sums in educating specialists for whom there is no opening. Education can help (a) by raising the standard of education and thus the standard of living among the masses, (b) by indirectly favouring birth control.

To encourage boys to take to industry handicrafts or agriculture in some form should be introduced in every A.-V. Middle School (classes V--VIII) and every Vernacular Middle School. This will cost Rs.17 lakhs non-recurring and Rs.6 lakhs recurring. The latter charge can be met by charging additional fees 8 annas or 4 annas.

The existing Intermediate Board should be abolished. In its place should be substituted two boards, the higher with strong university representation to control Higher Secondary education, the lower with strong lay representation to deal with the unit V, VI, VII and VIII in A.-V. schools. The existing office to remain and serve both boards.

R. S. WEIR,
Deputy Director of Public Instruction,
United Provinces.

NAINI TAL :
The 5th May, 1936.

Statement showing the tuition fees charged in the various universities and degree colleges of these provinces

Name of institution	Classes								Remarks
	M.A.	M.Sc.	B.A. Pass	B.Sc. Pass	B.A. Hons.	B.Sc. Hons.	B.Com.	LL.B.	
Allahabad University ..	15	15	9	9	..	..	9	15	The fees are payable for 10 months in the year.
Lucknow University ..	15	15 (Math.) 16 2/3 (others)	12	14	12	14	12	16 1/9	The fees are payable for 9 months in the year.
Aligarh University ..	10	10	8	8	..	..	..	10	Rs.15 for both M.A. and LL.B.
Benares University ..	10	10	8	8	..	..	..	..	The fees are payable for 10 months.
Agra College, Agra ..	12	13	9/8/-	11 (Math.) 11/8 (Bio.)	..	..	..	*7 †9/8/-	*For College students. †For outsiders.
Meerut College, Meerut ..	10	..	8	9	..	..	..	..	Payable for 10 months. Rs.16 for M.A. and LL.B. both.
Bareilly College, Bareilly ..	12	12	9	11	..	..	..	12	Fees are payable for 10 months.
D. A.-V. College, Cawnpore	8	..	7/8	7/8	..	..	..	8 (Previous) 10 (Final)	
St. Andrew's College, Gorakhpur.	..	..	11	..	..	..	..	..	Fees are payable for 10 months.
Christ Church College, Cawnpore.	10	10	8	..	..	..	..	..	Ditto.
St. John's College, Agra ..	12	13	9/8	11 (Math.) 11/8 (Bio.)	..	..	9/8	..	Ditto.
Sanatan Dharma College, Cawnpore.	10	10	8	8	..	..	8	8 (Previous) 10 (Final)	

*List showing the names of various Technical and Industrial Schools
and Institutions in the United Provinces*

GOVERNMENT

1. Harcourt Butler Technological Institute, Cawnpore.
2. Technical School, Lucknow.
3. Technical School, Gorakhpur.
4. Technical School, Jhansi.
5. Textile School, Cawnpore.
6. School of Dyeing and Printing, Cawnpore.
7. Central Weaving Institute, Benares.
8. Weaving and Cotton Printing School, Bulandshahr.
9. Model Weaving School, Almora.
10. Model Weaving School, Agra.
11. Model Weaving School, Khairabad (Sitapur).
12. Model Weaving School, Mau (Azamgarh).
13. Model Weaving School, Muzaffarnagar.
14. Model Weaving School, Najibabad (Bijnor).
15. Wood Working Institute, Bareilly.
16. Carpentry School, Allahabad.
17. Carpentry School, Naini Tal.
18. Carpentry School, Fyzabad.
19. Carpentry School, Dehra Dun.
20. Leather Working School, Meerut.
21. Leather Working School, Cawnpore.
22. Tanning School, Fatehpur.
23. Metal Working School, Aligarh.
24. Batuk Prasad Khattri Industrial Institute, Benares.
25. School of Arts and Crafts, Lucknow.

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26. Muslim University Weaving School, Aligarh.
27. Hewett Weaving School, Bara Banki.
28. Salvation Army Industrial School, Bareilly.
29. District Board Weaving School, Karanprayag, Garhwal.
30. District Board Weaving School, Gonda.
31. District Board Weaving School, Gorakhpur.
32. District Board Weaving School, Mahoba (Hamirpur).
33. District Board Weaving School, Orai, district Jalaun.
34. District Board Weaving School, Jhansi.
35. Mission Weaving School Jayi, Meerut.
36. Municipal Weaving School, Muttra.
37. Roman Catholic Mission School, Partabgarh.
38. District Board Cloth and Carpet Weaving School, Jalalabad, Shah-jahanpur.
39. District Board Carpentry School, Almora.
40. Muslim Orphanage Carpentry School, Cawnpore.
41. District Board Carpentry School, Srinagar, Garhwal.
42. Aman Sabha Carpentry School, Gonda.
43. Hadi Carpentry School, Hardoi.
44. Din Hitkarni Sabha Carpentry School, Jhansi.
45. Sri Ram Industrial Orphanage, Lucknow.

46. Dayanand Orphanage, Lucknow.
47. Municipal Leather Working School, Allahabad.
48. Mason Leather Working School, Rudauli, district Bara Banki.
49. Municipal Tailoring Class, Bareilly.
50. Arya Samaj Tailoring School, Lucknow.
51. Church Mission Society Industrial Mission Boys' School, Agra.
52. St. Joseph's Orphanage Industrial School, Agra.
53. Technical College, Dayalbagh, Agra.
54. Arya Samaj Orphanage, Bareilly.
55. Islamia Orphanage, Bareilly.
56. Wesleyan Mission Industrial School, Benares.
57. Benares Hindu University Ceramics (Pottery) Class, Benares.
58. Depressed Class Industrial School, Khurja, Bulandshahr.
59. Hindu Orphanage, Cawnpore.
60. Chaube Gur Narain Trust Industrial School, Manikpur, Etawah.
61. District Board Industrial School, Naugawan, Farrukhabad.
62. Muslim Muntaz Orphanage, Lucknow.
63. All-India Shia Orphanage, Lucknow.
64. Kunwar Lal Singh Man Singh Industrial School, Mainpuri.
65. Vaish Orphanage Technical School, Meerut.
66. Lalkurty Hosiery School, Meerut.
67. Muslim Orphanage, Meerut.
68. Municipal Industrial School, Moradabad.
69. American Presbyterian Mission Industrial School, Saharanpur.
70. District Board Weaving School, Kalpi, district Jalaun.