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Government of Bombay

# A Review of Education in the Bombay Presidency

June 1930



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BOMBAY

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## I. INTRODUCTION.

### Scope of Review.

1. As announced by H. E. the Governor in his speech to the Legislative council on the 17th February 1930, it is the intention of Government to examine the whole administrative machinery in order to ensure that it is being conducted as efficiently and economically as possible and that it is designed to meet present day requirements. In order to achieve this and to get a clear view of the needs of the future it is necessary to overhaul each Department and it has been with these objects in view that this Review has been prepared.

The present position regarding Education in the Presidency is unsatisfactory and an endeavour has been made in this Review to explain what are the objects at which Government are aiming, what are the difficulties which stand in the way of their realisation, the questions of policy under consideration and to assist in arriving at the necessary decisions.

### Beginnings of educational policy.

2. The history of education in the Presidency is in brief as follows. In 1854 the Government of India decided to create an articulated system of education from the primary school to the university. Their policy included the constitution of a separate department for the administration of education in each province with an adequate system of inspection, the institution of universities in the Presidency towns, the establishment of training institutions, the maintenance of the existing Government colleges and high schools and the increase in their number where necessary, closer attention to vernacular schools, both primary and secondary, and the introduction of a system of grants-in-aid. In accordance with this policy, a department of public instruction was set up in 1855 and the University of Bombay was founded in the year 1857. In the same year a system of grants-in-aid was introduced. Local funds were created in 1860 by means of special all-India taxation ear-marked for local purposes and in 1863 it was decided that one-third of the local cess should be devoted to maintaining primary schools in rural areas. This sum was supplemented by a fixed contribution of about Rs. 2½ lakhs from the provincial revenues, which was later increased to one-third of the total cost incurred by the District Local Boards on primary education.

### Subsequent developments.

3. As a result of the Education Commission appointed by the Government of India in 1882, the policy of entrusting the local bodies, set up at the instance of Lord Ripon's Government in Bombay in 1884, with powers relating to the management and expansion of primary education was adopted. In 1903, the Government share of the cost of primary education was raised to one-half and since the amount realised from local cess increased very slowly, the cost of further expansion of primary education had to be met from provincial revenues.

In 1904 the Government of India issued a resolution reviewing the whole policy. They accepted the principle that in each branch of education Government should maintain a limited number of institutions both as models for private enterprise to follow and in order to uphold a high standard of education. They also emphasised that in withdrawing from direct management, it was essential that Government should retain general control by means of efficient inspection. Such control is the only means of securing economy and efficiency and preventing waste especially in a period of expansion and is as a rule best exercised by a system of grants-in-aid, regulated in the light of the results of a thorough and independent inspection. They also endorsed the main recommendations of the Commission of 1902 that the Senate should be limited in size, that the University should be given teaching powers in addition to their examining powers and that they should be required to demand a high educational standard from their affiliated colleges.

In 1913 the general policy was laid down of concentrating the bulk of available resources on the improvement and expansion of primary education on a voluntary basis. The necessity of improving facilities for the training of primary and secondary teachers and for training women teachers for girls' schools was emphasised. The improvement in the condition of the Bombay University as a result of the Act of 1904 was recognised.

#### Recent legislation.

4. In 1923 the Primary Education Act was passed transferring control to the District Local Boards and Municipalities on the basis that they should continue to receive grants from Government on the same basis and approximately equal in amount to those paid in the year preceding the taking over of control; but the District Local Boards had to provide one-third of all fresh expenditure due either to expansion or increase in cost from their own resources, the remaining two-thirds being provided by Government. In the case of Municipalities fresh expenditure is halved. The Local Boards Act of 1923 invested the Boards with power of levying local cess at an enhanced rate not exceeding 2 annas for local purposes and 17 Boards have already availed themselves of this opportunity.

#### Reconstitution of University.

5. In 1928 the Bombay University was reconstituted so as to enable it to provide greater facilities for higher education and conduct post-graduate teaching and research in all its branches of learning including technology, while continuing to exercise due control over the teaching given by colleges affiliated to it. The constitution of the Senate was reorganised so as to bring the University into closer touch with the commercial and industrial leaders in Bombay and public life generally in the Presidency.

### III.—ADMINISTRATION.

#### (a) Control.

6. General.—Government exercise their control over public instruction through a Director. He, as head of the Educational Department, controls all Government educational institutions as well as the Government inspecting agency and carries on the administration in accordance with the general principles laid down by Government. Government, however, correspond direct with the University, while Medical, Agricultural and Veterinary education are controlled by Government through the heads of the departments concerned. The general system of the control of education and the relations of the various authorities concerned to each other have been set out in the diagram which forms section II of this review.

7. The Director is assisted by a Deputy Director in the Indian Educational Service and an Assistant Director and by 3 Superintendents in the Provincial Service, Class II, with a clerical staff of 43 and one Assistant Superintendent. As a direct result of the Primary Education Act, 1923, it has been found that the staff of the Director of Public Instruction is inadequate and after an expert enquiry one Assistant Superintendent and six clerks have been temporarily added in his staff.

8. The Director is also assisted by a staff of Inspectors and Inspectresses to enable him to see that Government's Educational policy is carried out, that proper standards are maintained, and that public funds are expended to the best advantage. The serious falling off in the Inspectorate consequent on the recruitment to the Indian Educational Service having been stopped, the delay in constituting the service to take its place, and the transfer of inspecting staff to Local Authorities, has produced a situation which is causing grave concern. It is on the central inspecting agency that Government must rely to see that due economy is observed and that funds are not wasted, and the present staff is inadequate for this purpose.

9. Government also has under consideration a proposal for the reorganisation of the Department, including a reorganisation of the inspectorate, into

three separate branches to deal respectively with Primary Education, Secondary Education, and Administration and Finance; the idea being that, subject to the general supervision of the Director, each of these branches should be under separate officers in the Director's office. With regard to the separation of the Inspectorates it is doubtful, apart from all other reasons, whether a fundamental reorganization of this type could be undertaken at a time when the Inspecting staff is at such a low ebb and it has been decided to postpone the question for the present. The reform is not recommended by the Hartog Committee and has not been tried in any other Province. Also it seems undesirable to take administrative work from the duties of the Inspectors. To do so would preclude the possibility of any decentralisation. Nor, in practice, is it possible in the Director's office to separate administration and finance from Primary and Secondary Education since they are interwoven. The present organization of the office, which places Secondary Education and its administration under one Indian Educational Service officer and Primary Education with its administration under another, the Director being referred to in all doubtful cases and on matters affecting policy or expenditure, is said to work satisfactorily.

10. **Primary Education.**—Government control over Primary Education is exercised through a very small staff of inspectors. With the exception of the Mulla Schools in Sind there are comparatively few privately managed Primary Schools, the majority being under District Local Boards or Municipalities. Before the passing of the Primary Education Act, 1923, the control of all Primary Schools was vested more or less entirely in the Educational Department, and there is no question but that this Presidency was at the beginning of this century considerably ahead of the rest of India in the domain of Primary Education.

This position is now being challenged, and it is one of the objects of this review to determine how it can be retained. While allowance must be made for the fact that it is more easy to increase the numbers of pupils when these numbers form only a small proportion of the children of school-going age, it must be admitted that the increase in expenditure consequent mainly on the rise in pay of the teachers has not produced proportionate results either in efficiency or in actual output, but other important factors enter into the question, notably the transfer of control and the decrease in the Government inspecting staff.

11. That Government do not maintain an effective control over Primary Education is evident from the fact that the Deputy Inspectors, who were formerly posted in each district, have been discontinued and only one Assistant Deputy Inspector is posted by Government in each district. This officer also has to inspect Secondary Schools which do not teach above Standard V, and help in conducting the Government Departmental Examinations.

12. It is true that Government can exercise control over Primary Education by refusing or withholding grants in case of misuse or misapplication, but without an adequate Inspecting staff to investigate matters on the spot and see where things are wrong, it is difficult to make effective use of this control. Previous to the passing of the Act Government gave grants to District Local Boards to supplement their own resources, which were confined almost entirely to one-third of the local cess of one anna in each rupee of Land Revenue as assessed. The grants were allotted according to the needs of the different districts, not in proportion to the expenditure. The distribution of grants between the different Boards was in the early days left to the Divisional Inspectors to decide. In 1903 Government increased the grants and determined their distribution on the new principle of expenditure. The grants were on that occasion brought up to the one-half basis. After that date Government continued to give additional grants, which were assigned for special purposes. The assignments of the Boards, however, remained practically stationary, their resources being inelastic. At the time of the transfer of control to the Boards under the Primary Education Act of 1923 Government were contributing no less than 87 per cent. of the total expenditure by District Local Boards on Primary Education. Under the Act and under the Statutory Rules Government

have left themselves very little option regarding the proportion in which they should contribute towards Primary Education in the cases of District Local Board Schools and Municipal Schools, and do not take into consideration the relative wealth and poverty of different Districts and Municipalities.

It is perhaps worth while considering whether there should not be some differentiation in the proportions of expenditure given to advanced and prosperous areas as compared with those given to areas which are backward or necessitous, and whether something more should not be done to see that available funds are distributed between Districts so as to ensure, as far as may be practicable, equality of development.

13. Secondary Education.—Control over Secondary Education is twofold; viz., the University and Government.

The former exercise control over Secondary schools by recognising schools for the school-leaving examination but before doing so satisfies itself that the school is up to the required standard and by their control of the Matriculation Examination. Government control is exercised through their power to recognise and register non-Government schools and through their grants under the conditions laid down in the grant-in-aid Code, the principle underlying the requirements insisted on being to secure efficiency.

14. Of the 535 recognised Secondary schools in the Presidency 345 are registered for grant. The majority of those not registered have applied for grant, registration being refused on the sole ground that the allotment at the disposal of the Department for grant-in-aid is entirely inadequate. To give to all schools the grants they have a right to expect under the Code an additional sum of about 6 lakhs would be required.

Grants to Secondary schools are awarded by the Director of Public Instruction on the recommendation of the Divisional Inspectors, who submit annual inspection reports. All full High Schools are inspected by the Educational Inspectors themselves, and schools which do not teach above Standard V, by the Assistant Deputy Inspectors, of whom there is now one only in each district. The inspection in Drawing and Science is conducted separately by the Inspector of those subjects, while the Deputy Inspectors of Urdu Schools assist in the inspection in Persian and Urdu. Girls' Schools are inspected by the Inspectress of Girls' schools of the Division concerned.

15. Government are further in a position to influence secondary education by the maintenance of Secondary schools of their own. In accordance with the policy advocated by the Government of India they decided long ago that they would maintain in each District a High School which would serve as a model. Though it cannot be claimed that the Government High Schools are perfect models, they are markedly superior to the majority of schools under private management. Not only is the education given in them better, but their discipline and general tone is superior. Their staffs contain over 66 per cent. of trained teachers, against 17 per cent., in non-Government schools, while the scale of pay is practically double. The maintenance of a satisfactory standard is of such importance to the welfare of the community that Government cannot afford to divest themselves of responsibility in the matter.

16. University.—The Bombay University was reconstituted under the Act of 1928. The chief changes introduced by this Act were to enlarge the Senate from 100 to 150 and to make it a more widely representative body. In the present system 40 members only are nominated, against 80 under the former Act. Such special functions as the fixing of syllabuses for the examinations have been transferred to a newly constituted body, the Academic Council, which is composed of persons directly connected with higher teaching. A measure of control is exercised over the University through the requirement that the Governor of the Province shall be the Chancellor, and through the power of the Chancellor to nominate 40 members. It is also provided that the Chief Justice, the Minister of Education, the Director of Public Instruction, the Surgeon General, the Director of Agriculture, and the Secretary to Government, Public Works Department, shall be *ex-officio* members of the Senate.

It is further enacted that all Statutes passed by the Senate require the sanction of the Chancellor, that the affiliation of Colleges shall be subject to the sanction of Government and that the accounts of the University shall be submitted to Government for audit.

17. Government further exercise a direct influence over higher education through the colleges maintained by themselves, and also through the grants-in-aid given by them to non-Government colleges. Of the 13 non-Government colleges, 8 are in receipt of a grant from Government. There are no rules laid down for the award of grants to colleges, but the principle observed in practice has been to aim at grants equal to one-fourth of the admitted expenditure. There is no inspection of aided colleges other than a scrutiny of their accounts, by Government.

18. In view of the fact that the Government Secondary Training College in Bombay is the only College so far affiliated by the University for the B. T. degree, the training of teachers still remains in the hands of the Educational Department though it is the University that prescribes the syllabus (which dominates the curriculum) and assesses the results. The college has reached a high degree of efficiency and has been a very potent agent for the improvement of Secondary education throughout the Presidency. An *esprit de corps* among the teaching profession and a general recognition of the need for training, which a few years ago was not only ignored but frequently denied is among the achievements of this College.

19. Technical and Industrial.—Apart from the education given in Colleges of University standard, and in the Victoria Jubilee Technical Institute, which has been recognised by Government as the chief technological institution of the Presidency, and in the Diploma Classes attached to the Engineering Colleges at Poona and Karachi, the control of Technical and Industrial Education is exercised through a special Committee appointed by Government, of which the Principal of the Victoria Jubilee Technical Institute is Secretary. The Committee prescribes courses of instruction and issues certificates, and arranges for the inspection of schools through the agency of members of the staff of the Victoria Jubilee Technical Institute. The Committee submits recommendations for grants to the Director of Public Instruction, who awards grants from the allotment placed at his disposal for the purpose.

#### (b) Direction.

20. Administrative Staff.—The Educational Department which as has been stated in paragraph 7 is administered by the Director of Public Instruction who is assisted by a Deputy Director and an Assistant Director of Public Instruction, 3 Superintendents in the Provincial Service, Class II, and a clerical staff of 43 and one Assistant Superintendent with some additional staff sanctioned on a temporary basis.

The University however corresponds with Government direct, that is, with the Secretary to Government, Educational Department, while the Principals of Medical, Agricultural and Veterinary Colleges correspond directly with the Secretary to Government, General or Revenue Department as the case may be.

21. Inspecting Staff.—The Educational Inspectors were formerly Europeans, appointed by the Secretary of State to the Indian Educational Service and were invariably men who possessed an Honours degree of a British University. Even though they did not all possess a diploma or degree in teaching they had usually had practical experience before coming to India, and their general education, aided by that experience, enabled them on the whole to conduct the inspection of secondary schools in an efficient manner, even though their Reports were not perhaps always based on a knowledge of the latest educational theory. Recruitment from Europe has been discontinued for some years past and the present Inspectors in the Presidency excluding Sind are all Indians who have been promoted from the subordinate ranks or appointed by direct recruitment in India. In some cases they are men who hold a teaching degree of a foreign University, and even without such a qualification it may be possible for a man promoted from B. E. S. Class II to perform satisfactorily the



technical work involved by the inspection of a High School. As a rule, however it will not be possible in this way to secure for the work men possessing the necessary qualifications. Secondary education has of late years become more and more a specialist subject, with a technique which requires special study and special training, such as are not usually possessed by the men forthcoming nowadays for the inspection of Secondary schools. The schools are employing increasing numbers of trained teachers, while many of the privately managed High Schools now have Head Masters who have been trained in England or America. It is essential that for the inspection of such schools the inspecting officers should be men and women who have undergone special training. As already shown, it is not possible to secure this knowledge and training in the persons forthcoming for appointment to the posts of Educational Inspectors, and it is a fact that the Department, and thereby Government, have lost, and are daily losing, prestige through the inability of some of their inspecting officers to inspect Secondary schools in an efficient manner.

22. **Reorganisation of Inspectorate.**—The question of inspection is particularly difficult in the case of primary schools. The skeleton staff retained by Government is wholly insufficient to carry out a thorough and efficient inspection. The Inspecting staff employed by local authorities is answerable to those authorities and under the existing law and rules cannot be regarded as supplying that measure of independent and protective supervision which at the present stage it is the duty of Government to afford. The problem of evolving a system which will enable Government to maintain such supervision and guidance as they think necessary without unduly limiting the freedom of local authorities or incurring unreasonable expense is one that must be faced in the near future. An efficient inspecting staff form the eyes and ears of Government and without them there can be no assurance that the money voted is being wisely spent and that full value is being received. The strength of the staff must bear a reasonable relation to the number of the schools to be inspected; and their qualifications must be adequate. The basis on which the strength of the staff should be calculated, the future organisation and system of recruitment, and the qualifications required in the various grades, are matters which are engaging the close attention of Government.

23. **Collegiate Staff.**—The staff in Government Colleges ordinarily consists of members of the Imperial, Provincial and Subordinate Educational Services.

Recently owing to the impending reorganisation of the Services, Professors have been employed on contract. No difficulty is anticipated in recruiting young men with brilliant degrees for the higher posts and with adequate qualifications for the less important posts in the Colleges.

Principals of Arts Colleges have been urging for some time the necessity for the employment of a lady on their staff to look to the interests of the lady students.

24. **Services.**—The Educational Department is divided into three cadres :—

- (a) Indian Educational Service.
- (b) Provincial Educational Service.
- (c) Subordinate Educational Service.

These three cadres are divided further into Men's and Women's branches.

The Indian Educational Service as an All-India Service was recruited by the Secretary of State and dates back to 1896. Recruitment was stopped in 1924 in accordance with the recommendations of the Royal Commission on the Superior Civil Services In India. The old cadre contains 45 posts and up to 1919 all posts were held by Europeans, which included 3 Headmasterships of High Schools. There are now 15 Europeans in these posts which are as follows :—

1 Director of Public Instruction.

1 Deputy Director of Public Instruction, who is also acting as Inspector of European schools in addition.

- 1 Educational Inspector in Sind.
- 1 Inspector of Drawing and Craftwork.
- 4 Principals of Art Colleges.
- 1 Principal of Science College.
- 2 Professors of English (1 on contract for limited period).
- 1 Professor of History.
- 1 Principal of Engineering College.
- 1 Professor of Structural Design.
- 1 Director, School of Art.

It will be seen that, apart from the Director of Public Instruction, the Deputy Director of Public Instruction, the Inspector of Drawing and the Educational Inspector in Sind, there are now no Europeans left in the Administrative Branch. As already stated, all the Educational Inspectors in the Presidency excluding Sind are Indians either promoted from the Subordinate ranks or appointed by direct recruitment in India and four of the five hold European qualifications.

25. The Provincial Educational Service consists mainly of Indians and is recruited by Government.

The cadre consists of :—

	Posts.
Teaching, Inspecting and General ... ..	77
Collegiate Branch ... ..	41
	118

The Subordinate Educational Service consists wholly of Indians and appointments to the teaching and clerical staff are made by the Educational Inspector concerned and the remaining appointments are made by the Director of Public Instruction. The cadre consists of :—

	Posts.
Inspecting ... ..	138
Teaching ... ..	684
Clerical ... ..	367
Others ... ..	27
	1,216

26. The old Educational Services are now to be replaced by the following :—

Bombay Educational Service ... ..	Class I
Bombay Educational Service ... ..	Class II
Bombay Subordinate Educational Service.	

Class I will practically replace the Indian Educational Service.

The most important object to be kept in view in such a reorganisation will be to preserve the special qualifications which marked the old type of officer in recruiting for the new service. Government have already laid down that for Class I, European educational qualifications with an Honours degree will ordinarily be required, and that for Administrative Officers a Diploma in Education will be required. Whether the new service is filled by Europeans or Indians these qualifications should maintain, during the transition, and afterwards, the essential characteristics of the old service.

27. Indian Staff.—When it was decided to admit Indians to the Indian Educational Service in 1919, effect was given to that measure by promoting a number of men from the Provincial Service. These were all men with long service, and they had all risen from subordinate positions. Few of them had high academical qualifications, and it cannot be said that in all cases the ability they had shown justified their preferment. In future it may be necessary by the grant of study leave to Europe or otherwise to give officers, marked out for promotion from Class II to Class I, special opportunities of improving their qualifications before they are invested with higher inspectional or administrative responsibilities.

It may be of interest to discuss here the need for a careful selection of candidates for special appointments and the proposed method of recruitment.

28. **Headmasters of High Schools.**—The Headmasters of High Schools have hitherto been appointed entirely by promotion from the ranks of the assistant masters. The appointments have been determined chiefly by seniority, the number of men passed over being comparatively few. One or two direct appointments to Headmasterships have recently been made, while in filling all posts the Director has recently disregarded seniority to an extent that had been unusual previously and has made appointments chiefly by selection, special value being given to a European Teaching qualification. It would appear that the needs of Secondary education demand that the Headmasters should be picked men and that for promotion undue importance should not be attached to the claims of seniority. At the same time it would appear to be undesirable to promote a very young man as headmaster as it would most probably cause discontent among other and senior members of the service and is likely to make a man who has been promoted early slack in the middle or later years.

29. **Women's Branch.**—In the Women's Branch of the Service Indian women graduates are now coming forward in sufficient numbers, and the Department has several Indian ladies with high qualifications and of proved capacity to replace the European ladies whom it was necessary to employ in earlier days.

30. **Inspectors of Primary Schools.**—The Inspecting staff for Primary Schools, now greatly depleted, has hitherto been recruited from the ranks of the Secondary school teachers. This method has been fairly satisfactory but service in a training college is a better qualification for Primary School Inspection.

31. **Method of Recruitment.**—The Lee Commission in 1923-24 declared that to secure an efficient civil service it is essential "to protect it as far as possible from political and personal influences and to give it that position of stability and security which is vital to its successful working". They therefore recommended the establishment of a Statutory Public Service Commission as an all-India body with the function of determining in consultation with local Governments, in respect of provincial services "the standards of qualification and methods of examination". Though this body has been established for some years, it has not yet been employed by this Government for provincial purposes and after mature consideration it was decided to set up an authoritative and impartial body to act as a selection board and to lay down standards.

The Bombay Civil Services Recruitment Rules which have recently been published lay down the methods of recruitment, the qualifications necessary and prescribe the constitution, functions and procedure of the Permanent Boards of selection.

In the case of the Educational Service the Selection Board consists of—

- (1) The Secretary to Government, General Department,
- (2) The Director of Public Instruction,
- (3) A Principal of a Government College to be nominated by Government.

It has been suggested that this Selection Board might with advantage be linked up with the Public Services Commission especially in selection for the most important posts.

#### IV.—PRIMARY EDUCATION.

32. **Aim of Government.**—The preamble to the Bombay Primary Education Act of 1923 declared that the policy of Government, which was that universal, free and compulsory Elementary Education for boys and girls, should be reached by a definite programme of progressive expansion.

33. **Course proposed by Committee of 1921-22.**—The Compulsory Education Committee (1921-22) recommended that compulsion for boys should be introduced into all city municipalities by stages within five years, and into all non-city municipalities and all villages (excluding Sind) which already

possessed a school within seven years, and that schools on a voluntary basis should be opened each year in one-tenth of the school-less villages in the Presidency, which were able to produce 30 children of school-going age (*i.e.*, ages of 5 to 10). By this means they expected that the total attendance of boys of school-going age would be increased by 500,000 in 10 years and that at the end of the period 80 per cent. of such boys in the Presidency proper and 60 per cent. in Sind would be at school. The same Committee's proposals regarding the expansion of the education of girls were unfortunately so vague that nothing material has been done. They contemplated an increase of 200,000 at school in 10 years.

34. **Objects of the Primary Education Act, 1923.**—The Primary Education Act of 1923 which provides merely an outline of a system of educational administration is based on the report of the Compulsory Education Committee of 1921-22, and was passed in order to carry out their recommendations and to provide for the transfer of control of Primary Education to Local Authorities. The Act provides for the administration of the Primary Educational system of each District Local Board and of such Municipalities as are considered by Government to be fit to perform the functions of a separate Local Authority being entrusted to a School Board consisting of from 7 to 16 members elected by the members of a Local Authority itself, but not necessarily from the members of a Local Authority. The School Board exercises the powers and performs the duties of the Local Authority in respect of Primary Education, but it exercises and performs such powers and duties subject to the general control of the Local Authority. The Local Authority has the power to appoint, subject to the approval of Government the Educational Administrative Officer, who is the Executive Officer of the School Board and exercises certain other powers given to them by the rules prescribed. This dependence of a School Board on the Local Authority has in many instances given rise to friction which has unfortunately impaired the efficiency of the education imparted in schools. One remedy that has been suggested is an amendment of the Act whereby all members of the School Board shall be chosen from the members of the Local Authority itself in which case the appointment of the Administrative Officer might be made by the School Board. The danger, however, of all members of the School Board being members of the Local Authority is that there may not be a sufficient number of educated persons available who are interested in Educational work and can spare the time for it and that difficulties may be experienced in ensuring that minorities and depressed classes are adequately represented.

35. The Act of 1923 not only provided for the transfer of the direct control of Primary Education from Government to the Local Authorities, but also created a system by which compulsion might be gradually introduced with the consent and on the initiative of the Local Authorities themselves. Government were also given the power to compel Local Authorities to submit schemes for compulsion and Government declared, when the Bill was under consideration, that it was their intention to make use of this power. Local Authorities were required to work out schemes in detail and to submit them to Government for scrutiny. If they accorded sanction to such schemes, Government bound themselves to bear half the recurring and non-recurring extra cost in the case of municipalities and two-thirds in the case of District Local Boards in addition to the amount of the datum line grant, *i.e.*, the amount of grant paid by Government to the Local Authority in the year prior to the year of transfer. They undertook no statutory financial liability with respect to expansion on a voluntary basis. Each proposal was to be considered on its merits and aid was promised, if finances permitted, on the same scale as to compulsory schemes. It has however been urged that aid to expansion on a voluntary basis should not be on the same scale as on compulsory attendance. In reckoning Government grants an increase of 1 per cent. over the expenditure of the previous year is admitted as allowable for normal expansion on a voluntary basis.

36. **Control.**—In order to give effect to the provisions of the Primary Education Act the first step was to hand over the control of Primary Education to those District Local Boards and Municipalities which had been

declared Local Authorities. It was expected that such local bodies would not be slow to seize this opportunity, but many Boards, however, proceeded with extreme caution, especially in Gujerat where in spite of persuasion only Surat, Panch Mahals and Broach, the latter from 1st January 1930, have taken over control of their schools. The response in other parts of the Presidency has been good, as only one (Umarkot) of the 51 Municipalities which have been constituted as Local Authorities under the Act has not taken over the management of its schools. The total number of Local Authorities which manage their own schools is 74.

37. Growth of Primary Education.—The number of primary schools increased on the above basis from 12,546 in 1923-24 to 14,606 in 1928-29.

The following table shows the increase in the number of pupils:—

	1923-24	1928-29
Lower primary stage, <i>i.e.</i> , up to standard IV ...	763,582	957,158
Upper primary stage, <i>i.e.</i> , standards V to VII ...	69,412	92,946
Total ...	832,994	1,050,104

The following table shows the growth of expenditure on Primary Education under the various heads from 1923-24 to 1928-29:—

Year.	Provincial revenues.	Local cess.	Municipal Funds.	Fees.	Subscriptions.	Endowments.	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1923-24 ...	1,10,28,017	6,35,913	31,28,931	5,75,359	10,26,777	2,52,200	1,66,42,197
1928-29 ...	1,19,20,437	14,80,198	41,87,824	5,16,986	17,16,222		1,98,23,667

Out of 18 schemes for compulsory education put up 7 have been sanctioned, 5 within municipal areas, *viz.*, Ahmednagar, Sholapur, Broach, Jalgaon and Poona City, and 2 submitted by the Local Boards of Larkana and West Khandesh. These cost Government Rs. 59,679 recurring. Two more, *viz.*, Karachi Municipality and District Local Board, expected to cost Rs. 46,907 have recently been sanctioned. Out of 61 schemes submitted for expansion on a voluntary basis 39 have been sanctioned. Their total estimated cost is Rs. 7,27,503 and the cost to Government is Rs. 4,86,347.

38. The following statement\* shows the number of pupils (boys and girls) enrolled in 1922 and 1927, by provinces:—

Provinces and population (in millions).	1922.	1927.
	Pupils.	Pupils.
Madras (42·3) ...	1,546,785	2,215,707
Bombay (19·3) ...	798,508	984,726
Bengal (46·6) ...	1,435,906	1,741,504
United Provinces (45·3) ...	832,940	1,092,965
Punjab (20·6) ...	318,337	454,658
Burma (13·2) ...	200,648	238,837
Bihar and Orissa (34·0) ...	688,188	941,675
Central Provinces (19·9) ...	260,412	291,099
Assam (7·6) ...	169,202	213,675
British India (247·3) ...	6,810,451	8,256,760

The above figures require some explanation owing to the classification in this Presidency being different from that in other Provinces. The Vernacular standards V to VII, classified as Primary in Bombay, are classified as Middle in other Provinces.

\* Hartog Committee's Report, Chapter IV.

39. The following statement† shows the population of boys and girls of school-going age (6 to 11), by provinces, (in thousands):—

Provinces and population (in millions).	Boys.	Girls.
	1921.	1921.
Madras (42·3) ... ..	2,922	2,998
Bombay (19·3) ... ..	1,425	1,284
Bengal (46·6) ... ..	3,381	3,156
United Provinces (45·3) ... ..	3,330	3,022
Punjab (20·6) ... ..	1,583	1,313
Burma (13·2) ... ..	946	904
Bihar and Orissa (34·0) ... ..	2,347	2,413
Central Provinces (13·9) ... ..	973	975
Assam (7·6) ... ..	555	510
British India (247·3) ... ..	17,762	16,818

40. The following statement‡ shows the percentage of population of school-going age who are receiving primary instruction, by provinces:—

Provinces and population (in millions).	Boys.			Girls.		
	1917.	1922.	1927.*	1917.	1922.	1927.†
Madras (42·8) ... ..	39·2	42·5	59·0	10·1	11·8	17·5
Bombay (19·8) ... ..	37·2	45·1	49·2	9·7	12·9	16·8
Bengal (46·6) ... ..	39·8	37·2	45·1	9·2	10·6	13·2
United Provinces (45·8) ... ..	19·2	23·1	30·5	1·9	3·0	3·9
Punjab (20·6) ... ..	20·5	28·9	44·7	2·4	4·5	6·8
Burma (13·2) ... ..	28·2	20·9	23·0	14·0	12·3	18·4
Bihar and Orissa (34·0) ... ..	25·7	26·3	37·3	4·1	4·3	4·8
Central Provinces (13·9) ... ..	29·1	27·3	30·7	3·7	3·8	4·3
Assam (7·6) ... ..	36·5	29·5	36·4	6·0	5·1	6·8
British India (247·3) ... ..	30·3	31·5	42·1	6·7	7·7	10·4

41. The above statistics afford material for estimating the advance made during the period 1922-27 towards the goal of universal primary education. As far as boys are concerned, it will be seen that the Bombay Presidency has progressed considerably; but in the case of girls the progress has been very slow though this Presidency is behind only Burma and Madras where the education of girls has always been more popular than elsewhere. Bombay has however been more successful than Madras in keeping girls at school. (See paragraphs 45-46.)

42. Advance towards Compulsory education.—The Compulsory Education Committee (1921-22) estimated that the cost of the programme proposed by them for 10 years, which would result in an addition of 700,000 pupils, would be 110 lakhs of which the Government share was computed at 77 lakhs, on the basis of a *per capita* cost of Rs. 20 per pupil in the first year, declining by 8 annas in each year, to Rs. 15-8-0 per pupil in the 10th year. The anticipated reduction has, however, not materialised, as the cost per head of pupils in primary schools in 1927 was still:—

Boys	...	...	...	...	19·2
Girls	...	...	...	...	26·0

\* The percentages are for all pupils in primary stages, minus all girls in all institutions. The real figures should be a little higher.

† The percentages are for all girls under instruction. The real figures should be a little lower.

‡ Hartog Committee's Report, Chapter IV.

or 4 per cent. less than the estimate as regards boys and 30 per cent. more for girls. The same committee estimated the ultimate total number of extra pupils under a system of compulsion at 770,000 boys and 992,000 girls. On the basis of the present cost per head this would involve an additional expenditure of Rs. 4,05 lakhs recurring, exclusive of the cost of inspection and administration. Of this total they estimated that 60 per cent. would fall on Provincial revenues. Though the Department has been working on the lines indicated by the Committee yet the advance has been slower than anticipated in 1921, the total direct expenditure on Primary Education having increased by only Rs. 49 lakhs between 1922 and 1927.

43. The following table shows summarily the growth of expenditure on primary education and the increase in the number of schools and pupils during the two decades immediately preceding the passing of the Primary Education Act :—

Year.	Number of schools.	Number of pupils.	Cost to Government.	Total cost including cost to local bodies, etc.
			Rs.	Rs.
1903-04	7,033	849,469	Figures not available separately.	
1913-14	11,217	668,671	30,35,798	58,34,422
1923-24	12,546	832,934	1,10,28,017	1,66,42,197

These figures reveal the fact that while between 1913-14 and 1923-24, the number of schools and pupils increased by only 12 per cent. and 25 per cent. respectively, the cost increased by 185 per cent. District Local Boards were charged with the obligatory duty of providing suitable accommodation for primary schools and for their maintenance and the training of teachers and the general development and extension of primary education, and were required to set aside one-third of their total revenue for this purpose. But the schools were managed directly by Government who exercised their control through the Director of Public Instruction and the Divisional Educational Inspectors who had a deputy under them in every district.

44. Wastage.—It may be taken for granted that primary education is ineffective unless it produces literacy, and it is assumed that on the average no child who has not completed a primary course of 5 years (including the infant stage) will become permanently literate. The following table\* follows the progress of one year's batch of boys at school in all Presidencies and provinces for a period of 5 years :—

Province.	Class I, 1922-23.	Class II, 1923-24.	Class III, 1924-25.	Class IV, 1925-26.	Class V, 1926-27.
Madras	765,772	344,172	243,838	196,702	24,330
Bombay	352,274	134,513	121,607	102,506	90,686
Bengal	769,080	277,235	167,912	87,116	56,654
United Provinces	498,094	149,807	108,951	86,218	69,139
Punjab	277,120	98,194	78,517	67,968	49,416
Burma	146,852	88,256	30,197	24,953	12,891
Bihar and Orissa	351,194	145,750	56,032	36,486	31,491
Central Provinces	102,852	57,458	48,593	46,700	15,854
Assam	119,078	29,863	27,538	19,874	7,644
British India	3,458,046	1,218,768	897,512	655,101	393,465

\* Hartog Committee's Report, Table XXV, page 46.

45. The following table† gives the corresponding figures for girls' schools :—

Province.	Class I, 1922-23.	Class II, 1923-24.	Class III, 1924-25.	Class IV, 1925-26.	Class V, 1926-27.
Madras ... ..	116,615	35,725	26,091	18,402	10,075
Bombay ... ..	48,069	25,863	18,816	14,728	11,241
Bengal ... ..	195,534	51,675	16,653	4,239	2,014
United Provinces ... ..	42,705	9,078	5,636	3,275	2,428
Punjab ... ..	36,488	10,075	7,933	5,752	4,203
Burma ... ..	22,984	13,546	4,608	4,161	1,570
Bihar and Orissa ... ..	40,646	10,551	5,128	1,091	799
Central Provinces ... ..	9,452	5,022	3,041	2,174	619
Assam ... ..	10,258	1,745	1,199	918	419
British India ... ..	533,878	161,228	86,846	55,794	33,563

† Hartog Committee's Report, Table XXVI, page 47.

It will be seen that the diminution year by year is very great and that, as judged by the standard of literacy, more than half the expenditure and effort in the Presidency is wasted, owing either to the premature withdrawal of children from school (an evil for which compulsion is the most obvious remedy) or to their stagnation for more than one year in the same class.

46. On this point however the following figures,\* reducing the above statements to percentages, show that serious as the evil is in Bombay, it is less so than elsewhere :—

Province.	Boys' schools.			Girls' school.		
	1922-23 Class I.	1925-26 Class IV.	1926-27 Class V.	1922-23 Class I.	1925-26 Class IV.	1926-27 Class V.
Madras ... ..	100	26	11	100	16	9
Bombay ... ..	100	41	36	100	31	23
Bengal ... ..	100	11	7	100	2	1
United Provinces ... ..	100	18	15	100	8	6
Punjab ... ..	100	25	18	100	16	12
Burma ... ..	100	17	9	100	18	7
Bihar and Orissa ... ..	100	14	9	100	3	2
Central Provinces ... ..	100	16	16	100	23	7
Assam ... ..	100	17	6	100	9	4
British India ... ..	100	19	11	100	10	6

\* Hartog Committee's Report, Table XXIV, page 46.

This result is perhaps not unconnected with the higher scale of pay which teachers receive in this Presidency, which would tend to make them more contented and interested in their work, and more capable of carrying their pupils to the higher classes, but still the question is worthy of further examination.

47. Teachers.—The adoption of the representative system of Government in this country renders the education of the masses a measure of paramount political importance. It is recognised that the chief objective of our educational policy should be to secure the greatest amount of literacy for the funds available, the goal in view as laid down in the Primary Education Act being universal literacy. The funds at the disposal of Government and of the Boards being limited, it is necessary to secure the strictest economy in the expenditure of those funds. The problem is thus primarily an economic one,



the economic index being the cost per pupil. This figure varies greatly in different parts of the Presidency, being Rs. 16-6-0 in the Deccan and Rs. 31-3-0 in Sind (for District Local Board teachers). With a view to securing the maintenance of economy Government have found it necessary to control the output of trained teachers, who are paid at rates far in advance of those for untrained teachers. This step is deprecated as the training of teachers is the key to efficiency and through it to economy in Primary Education. As a measure of economy instead of controlling the output of trained teachers it may be possible to reduce the rate of pay of newly trained recruits.

At present the training of teachers is conducted in training institutions maintained or recognised by Government. All training institutions follow the curriculum prescribed by Government, and the certificates of training are awarded by the Department on the results of examinations conducted by the Department with the assistance of non-Government educationists. Government regulate the number of trained teachers employed by the Boards, and have fixed 50 as the percentage of trained teachers to be ordinarily maintained. In most Divisions the percentage is in advance of this figure which is one reason for the high cost of Primary Education in this Presidency. In the Southern Division a large proportion of the teachers hold Second and Third Year Certificates, with the result that there are many one-teacher schools teaching the Lower Primary standards *only* with Third Year trained teachers. Such a practice involves unnecessary and unjustifiable expenditure, and is directly opposed to the principle of securing the greatest amount of literacy for the funds forthcoming.

48. Training of Women Teachers for Primary Schools.—The restriction of training applies to the training of both men and women. Though undoubtedly necessary as an economic measure in the case of male teachers, it is open to doubt whether such a procedure is either desirable or necessary in the case of women teachers. It is generally agreed that Indian women of the class who take to teaching in Primary Schools are, with the rarest exceptions, unfit for such work, without at least one year's training in a training institution. It would be possible to secure the fulfilment of this need without additional cost (other than that involved by the training itself) by the introduction of a rule that no woman teacher shall be regarded as qualified to teach unless she has satisfactorily completed at least one year's training in a recognised training institution. There would appear to be cogent grounds for the enactment of such a requirement.

49. Progress of Literacy by Provinces.—Remembering that the total increase in expenditure from all sources on primary schools in the Presidency between 1917 and 1927 has amounted to Rs. 135 lakhs (by far the highest figure in India, the Punjab for the corresponding period having increased by Rs. 22 lakhs, Madras by Rs. 100 lakhs, United Provinces by Rs. 55 lakhs and Bengal by Rs. 23 lakhs), the following table† which shows the actual net results in the form of literacy per province is instructive :—

Province.	Number of pupils in Class IV in 1917.	Number of pupils in Class IV in 1927.	Number per 10,000 of population in 1917.	Number per 10,000 of population in 1927.
Madras	184,042	230,362	44	54
Bombay	90,382	123,099	46	64
Bengal	126,057	96,342	27	21
United Provinces	59,619	100,869	12	23
Punjab	41,729	82,911	20	41
Burma	38,207	90,020	31	29
Bihar and Orissa	22,953	45,974	6	14
Central Provinces	49,835	50,854	35	37
Assam	29,309	22,018	44	29

✓ 50. **Revision of Curricula.**—The curriculum has been criticised on the ground that it is unrelated to the conditions of village life and is not likely to fit a boy for life in rural areas. A committee was appointed to consider this subject amongst others and has issued its Report which is now being considered by Government. The aim of every school should evidently be not only the attainment of literacy but also the raising of the standard of village life in all its aspects, better sanitation, better medical arrangements, freedom from debt, and so forth. This awakening can be brought about by the master if he is properly trained, and the Department are now experimenting in this direction. A special training school for masters to take charge of rural schools has been established in the Deccan. An alternative curriculum, known as the agricultural bias course, has been sanctioned for villages and is being tried in 64 schools. A few middle schools of a vocational character have been established but have not proved successful and have been condemned by the Royal Commission on Agriculture. It is possible that short practical courses in the management of cattle or similar subjects might prove advantageous in carrying on the work done in the bias schools a step further. This matter is being kept in view.

51. ✓ **Inspection**—When the control of Primary Education was transferred to local authorities, the services of some of the former trained supervising staff were transferred but the cost continued to be entirely borne by Government. Subsequently when this transferred staff retire or revert, the local authorities will have to contribute their share, i.e. 1/3rd of the pay of their successors with the result that local authorities will appoint the supervisors and Government will pay 2/3rds of their salaries.

It has been noticeable that the School Boards have not realised the importance of a strong Inspecting Staff, especially in view of the low average qualifications of the teachers as in many cases they have made no attempt to fill vacancies caused by retirements. Inspectors are the only persons who can keep the local authorities fully informed as to the work which is being done and whether value is being obtained for the public money which is being expended.

The present primary inspectorate maintained by Government consists of 5 Divisional Inspectors together with one Assistant Deputy Inspector in each district, and this staff is quite inadequate for the purpose. As an example, there are 900 Schools in one district in the Central Division and the inspecting staff consists of one Administrative Officer and seven supervisors employed by the Local Authorities, together with the Government Assistant Inspector for the district. It is therefore clear that the existing staff is unable to see that the Government money is usefully spent and the teaching is efficiently carried out.

52. **Dividing line between Primary and Secondary Education.**—In comparing the fact and figures of Primary Education in this Presidency with those of other Provinces it is necessary to bear in mind that all education which is solely in the vernacular is classed as Primary, the term Secondary being reserved for schools in which English is taught. The Primary course is one of eight years and comprises an Infant class and seven standards. The Infant class and standards I-IV are classed as Lower Primary (or Elementary, the term employed in the Primary Education Act) and standards V-VII as Upper Primary. In other Provinces the latter would be classed as Secondary and would be financed under that head. This question is now under consideration as the Government of India are continually moving the Bombay Government to adopt the classification followed elsewhere. No ✓ doubt, for purely educational as well as for statistical purposes, there are grounds for classing these standards as Secondary. There are, however, fundamental reasons, of far greater importance than those of mere convenience of classification why the old system should be adhered to. Our primary schools, including standards V-VII, represent a form of education which is self-contained and homogeneous, and is entirely separate in purpose, outlook, and method from the "English" education given in the secondary schools. It is generally admitted that one of the most important problems in this country is to keep within reasonable bounds the tendency of the masses to forsake manual

labour and to swell the ranks of the unemployed, and to some extent unemployable, English-knowing classes. It is said that the education given in our Upper Primary standards is too literary and is not adapted to the needs of either the agricultural or the artisan classes. This criticism, no doubt, is largely true. But efforts are being made to remedy the defect by the provision of alternative courses such as the Agricultural-bias curriculum, by the employment of a preponderating proportion of teachers from the less advanced classes and by adapting the training of teachers to the special needs of the rural population. Secondary education, which involves the teaching of English, is kept apart as a separate thing with different aims and different methods.

53. **Amendment of the Act.**—For the last six years efforts have been made to build up a complete and detailed administrative system by means of a code of rules under the Act which have necessarily still to be amended and expanded and have become cumbrous and in some cases ambiguous. Experience has shown that the Act as drafted left the Department and Local Authorities in uncertainty about many questions and the process of discussing them as they arose and passing orders on them led to confusion and delay in many directions.

54. As the Act stands at present the only important powers which Government have retained are to approve the appointment of the Administrative Officer, to approve scales of pay of teachers, to regulate the proportion of untrained teachers, to fix the curricula and to sanction schemes of expansion and of compulsion. It would appear necessary that the Act should be revised in order to lay down more clearly the qualifications, powers and duties of administrative officers, to protect them from interference on the part of the Boards and their Chairman, to secure that their powers are not dependent on delegation by the Board, and to enable Government to insist on the local authority making a fresh recommendation for the appointment of a suitable officer in cases where a previous recommendation has not been approved. It is necessary also to define more clearly the relations between the School Board and the Local Authority and to restore the power of Government to step in when things are going wrong and to enforce their requirements when necessary. Cases have occurred where a School Board has arbitrarily transferred over 100 Masters in the course of a month and neither the District Local Board nor Government have been able to interfere. It is admitted that the Education policy has been to encourage the growth of educational institutions dependent on substantial grants from Government and it has been suggested that Government can exercise control by withholding or reducing grants. The Hartog Committee remark :—

“ We think it is to be regretted that a system of Primary Education which has been framed on sound lines should have been handed over to the control of local bodies, without the insertion in the statutes or rules of sufficient safeguard to ensure that Government, working through its Ministers and the Education Department, would be able at least to guide future developments.”

This latter would appear to be of the greatest importance and it has even been suggested by an eminent educationalist that Government should not only have the right of inspection but also the means of planning the future development of vernacular education. Government should have power to impose additional taxation, suspend or supersede a School Board in any case of mal-administration and also possibly to sanction compulsory schemes on the basis of a contribution lower than that prescribed in the Act.

55. **Finance.**—The Government contribution towards the cost of compulsory schemes has been fixed at half or two-thirds, as the case may be; and they have bound themselves by rules under the Act to contribute on a similar scale to schemes of voluntary expansion, if their financial condition permits. The Boards are given as an annual datum line grant the full amount paid as annual grant in the year preceding the year of transfer. The exact amount of these grants has not yet been finally determined and the delay has caused inconvenience to audit and uncertainty to the Boards themselves. The voted grant for University and collegiate education remains stationary at about 17 lakhs, and for Secondary Education at about 24 lakhs. It is the policy of Government to devote any additional funds available to Primary

Education. But it may be questioned whether it is justifiable to refuse to assist reasonable development of Secondary and Higher Education and whether such a policy will not result in a falling off in the standards of Education in its higher branches, which will react to the disadvantage of the Presidency as a whole.

56. The voted grants for Primary Education in 1929-30 were Rs. 1,36,60,000 out of which Rs. 1,33,69,000 were grants to local bodies. This is equal to two-thirds of the total grant to the Educational Department (Rs. 2,02,18,000). Taking the total revenue of Government (excluding the various debt heads and services) at 14 crores, one-seventh of the total revenue of the Presidency is being spent on education. Since the revenue is not expanding at present, four courses are open :—

(1) To impose fresh taxation. The Honourable Minister for Education held a conference at Mahabaleshwar at which this question was considered; but no practicable proposal was put forward. Unless fresh sources of revenue are made available by the impending constitutional changes, it seems that the Educational Department, like other Departments, must await a revival of general prosperity before any material advance in income can be recorded. The proposal to raise school and college fees, which at present amount to only Rs. 13½ lakhs and are considered by Government to be too low, has twice been rejected by the Legislative Council.

(2) To reduce the share which Government have bound themselves to contribute to schemes of expansion. This, however desirable or otherwise, would only affect future liabilities in respect of expansion that may be sanctioned.

(3) To reduce the cost of education. It would appear from the following statistics that this might be possible.

(4) To reduce the number of teachers in all schools which are overstaffed.

57. The average annual cost per pupil in 1927\* in the various Provinces was as follows :—

	Primary schools.	
	Boys.	Girls.
Madras	7.2	12.6
Bombay	19.2	26.0
Bengal	4.0	3.2
United Provinces	7.6	10.7
Punjab	8.9	11.9
Burma	7.8	12.4
Bihar and Orissa	5.8	7.3
Central Provinces	10.8	16.7
Assam	5.1	6.9

\* Hartog Committee's Report, Table CXV, page 255.

The main cause of this disparity between Bombay and other provinces lies in the higher cost of teachers. This is shown in the following statement† :—

*Average monthly pay of teachers in boys' and girls' primary schools.*

	Rs.	a.	p.
Madras	15	4	0
Bombay	47	0	0
Bengal	8	6	0
United Provinces	18	8	0
Punjab	25	8	0
Burma	33	1	0
Bihar and Orissa	11	5	0
Central Provinces	24	8	0
Assam	14	4	0

† Hartog Committee's Report, Table XXXVI, page 4.

The disparity is not due to the fact that more trained teachers are employed in this Presidency in primary schools than elsewhere, as the proportion is 48 per cent. for all classes of primary schools against 48 per cent. in Madras, 66 per cent. in the United Provinces, 53 per cent. in the Punjab and 44 per cent. for all India. The point is one that calls for investigation and is the crux of the present situation. It seems possible that some reduction in the cost to Government or to the Boards of employing trained teachers can be effected. In this connection the Hartog Committee have observed that the above figures cover upper primary schools which carry pupils up to Standard VII and which are obviously not comparable with ordinary village schools with three or four classes. The difference in pay between Bombay and other provinces is therefore exaggerated and partly due to the difference in classification in the classes treated as primary.

58. The above figures indicate that the average monthly pay of a Bombay teacher is more than three times the pay of a Madras teacher, six times that of a Bengal teacher and four times that of a teacher in Bihar and Orissa. It has to be admitted that the cost of living in Bombay City is high, but it is doubtful if it is so high in the Mofussil as to warrant the great discrepancy in the cost of the teaching staff. It is possible that the high rate of pay in this Presidency has attracted better teachers and has had effect in the form of less wastage and longer school life, but the contrast between Bombay and the Punjab and Burma is too striking. A compulsory system may secure regular attendance and a proper length of school life, but it does not necessarily demand teachers on such a high rate of pay and it is evident that teachers' scales of pay must be reconsidered at all events for new candidates if development in other directions is to be made. In the Punjab it has been found possible to obtain the services of the "pick" of those who pass the Vernacular Final Examination on lower scales of pay than are given in this Presidency.

59. The following table shows what proportion of the average cost of a pupil in a Boys' Primary School under each class of management during 1928-29, is pay of teachers and illustrates more clearly the need for reduction in expenditure under this head:—

Management.	Average annual cost per pupil.			Pay of Teachers.			
	Rs.	a.	p.	Rs.	a.	p.	
Government ...	...	27	7	0	25	9	0
District Local Board ...	...	17	2	0	15	5	0
Municipal ...	...	26	7	0	24	6	0

*Note.*—Urdu and Girls' Education has not been discussed in this section as both have been dealt with in detail under separate heads in Section VII.

## V.—SECONDARY EDUCATION.

60. Introduction.—The term "Secondary Education" connotes education given in schools in which English is taught.

This education may be English or Anglo-Vernacular. It is exclusively English in the case of European and English Schools which are designed for members of the European, Anglo-Indian, Goanese, East Indian and other communities, who speak English at home and claim none of the Indian vernaculars as their mother tongue. It is Anglo-Vernacular in the large majority of schools for English-learning children. Anglo-Vernacular schools, which teach the full course of VII Standards leading up the School-leaving certificate examination which qualifies for matriculation to the University, are known as High Schools. Some Anglo-Vernacular schools teach up to Standard III only. Such are known as Middle Schools. Other schools teach up to Standards IV or V only, and are generally known as Anglo-Vernacular schools. No pupil is admitted to Anglo-Vernacular Standard I until he has passed Vernacular Standard IV, *i.e.*, after the completion of 5 years in a Primary School.

61. **Aim of Government.**—It is the policy of Government to maintain one full High School in each District as a model. Of the 27 Districts in the Presidency 23 Districts have such a High School. Schools are not recognised unless they are conducted by a responsible body. Endeavours are also made to secure the establishment of a permanent endowment fund, especially in the case of full High Schools.

62. **Control.**—Though it has been generally recognised by Government that it is desirable that they should exercise control over secondary education, they possess no statutory means of doing so directly. The standard of secondary education is determined chiefly by the Matriculation examination, which is controlled by the University. Government, however, have the power to influence secondary education through their recognition of non-Government schools and through their registration for grant-in-aid. Schools are registered for grant-in-aid under the conditions laid down in the Grant-in-aid Code, the principle underlying the requirements insisted on being to secure efficiency. Schools which do not desire a grant-in-aid may be recognised if they satisfy generally the requirements of the Code. Recognition by Government entitles a school to send up candidates for Government examinations, and to admit Government scholars. An unrecognised school suffers the further disability that its leaving certificates are not recognised for admission to a recognised school. There is, however, no bar to the admission to a recognised school of a child from an unrecognised school unless the teaching in the latter has been specially declared by Government to be of an inferior nature. In practice, owing to the prestige attaching to Government recognition, it is a disadvantage to a school not to be recognised by Government.

63. The University also recognises schools for the purpose of the Matriculation examination. Hitherto, as already stated, it has exercised this power through the School Leaving Examination Board, which conducted an inspection of all schools applying for recognition through a committee formed from its own members. Recognition of schools by the University for the Matriculation Examination does not seem to be necessary if the University would accept the Departmental recognition.

There is thus an overlapping of functions.

There is a tendency to develop this control of the University over secondary education, and also a desire on the part of certain persons to secure for the University, or for some other non-Government body, the control of secondary education, including the distribution of the Government grant. It was with this end in view that an Advisory Committee for Secondary Education was proposed some years ago. The proposal was rejected by Government.

64. In 1927 there were 357 Anglo-Vernacular Schools for boys in this Presidency, with a total number of 77,679 pupils. The following table gives the distribution by management :—

	Schools.	Pupils.
Government	28	9,705
District Local Board	4	481
Municipal	59	8,634
Aided	214	48,694
Unaided	52	10,165

There are also 80 European and English teaching schools.

65. Before a grant-in-aid is sanctioned for any school it has to be inspected by an Inspector who is directed to consider the following points :—

(1) Whether the conditions on which the school was registered, and the attendance, are duly maintained ;

(2) Whether the school premises are sufficiently sanitary, well lighted and ventilated, and whether they contain sufficient accommodation, furniture, and appliances for the instruction and recreation of the pupils ;

(3) Whether the arrangements for registering the admission, attendance, and age of pupils, for management, and for keeping accounts of income and expenditure, are effective ;

(4) Whether the teaching staff is adequate and well qualified ;

(5) Whether the education given is satisfactory in range and quality ;

(6) Whether the discipline and behaviour of the pupils, especially their manners and regularity of attendance, are satisfactory ;

(7) Whether the school records are properly maintained, and all statistical returns and formal certificates given by the masters or school managers are trustworthy ;

(8) Whether admissions and promotions are well regulated.

66. The principle followed in making a grant-in-aid is that it is based on the expenditure during the previous year, the maximum grant being 1/3rd of the admitted expenditure. Failure to comply with any of the above conditions may involve a reduction of the grant, but a grant once given shall not ordinarily be reduced without due warning so long as the expenditure is maintained. This system has on the whole worked well, as in Indian schools efficiency is in most cases in direct relation to expenditure. Its great merit is that it leaves the maximum of discretion to the management, and does not induce the schools to specialise in certain subjects, or to cram special pupils. The aim is to give deserving schools a grant not exceeding 1/3rd of their expenditure, though in the present state of finances it is not possible to sanction grants for many deserving schools.

67. Examinations.—It has been reported that with every increase in the numbers of those taking Secondary Education, there is a fall in the standard of efficiency, owing chiefly to the fact that lower and lower strata are being tapped, and the majority of those who pass the School-leaving examination are altogether unfit for higher studies. It has been suggested that as an alternative method there should be a restriction on the numbers qualifying at the various examinations instead of a fixed percentage of marks though it is doubtful if this would be satisfactory. At the present time there is a marked tendency to regard the passage from the lowest primary class to the highest class of a high school as the normal procedure for every pupil and there is practically nothing to correspond with the exodus from many English Secondary Schools either into practical life or into a vocational institution. The reason may be that in particular cases the Matriculation examination is laid down as the minimum qualification for employment. There is one remedy to prevent many pupils wasting time, effort and money and that is by diverting boys to industrial and commercial careers at the end of the middle stage by means of an examination which might be called the Anglo-Vernacular Middle School Examination. The chief objection to such a course is the practical difficulty which the Department would have in conducting an examination for such a large number of pupils spread over so large an area. That this system is worthy of consideration by Government is shown by the special classes conducted by the P. W. D. at Dapuri for apprentices who have completed the middle anglo-vernacular stage. It has been reported that the demand for good craftsmen has been so large that many of the apprentices have left before completing their course owing to their being able to command a good salary after only two or three years' apprenticeship.

In 1927, out of 9,708 who appeared for the School-leaving examination in the Bombay Presidency only 4,121 passed. It is further estimated that there were some 1,650 pupils in the VII Standard of the 303 schools recognised by the University who were not considered fit to appear for the examination. It must be recognised that the dominating factor as to whether a boy or a girl is considered fit to take Higher studies is the School-leaving examination. The majority of pupils hanker after the School-leaving examination certificate as it appears to be of some commercial value. It would therefore seem desirable to prevent the retention and promotion from class to class of pupils unable to profit by higher studies. This is a very serious source of waste which can only be overcome by inspection.

68. The attached statements show the progress from 1923-24 of pupils who sat for the School-leaving Examination up to the M.A. Examination.

It will be seen therefrom that of the 8,305 pupils from Secondary Schools who sat for the School-leaving Examination less than one-half took the 1st Year Arts Examination, less than two-thirds of their number took the Inter Arts, while only 585 took the Pass Examination for the degree of B.A. Of these 49 per cent. passed. If however both the Pass Examination and the Degree Examination (Pass and Honours) for the B.A. are considered it will be found that 1,739 candidates took these examinations and 1,112 passed.

It has been urged that the standard of the Matriculation Examination does not need to be further raised but that the quality of the teaching should be carefully examined and "cramming" should be discouraged. The control of the Matriculation Examination rests with the University which is primarily responsible for its character. Government could however assist by intensifying and improving their system of Inspection which is at present open to the criticism that it is superficial. An efficient standard might be assured if Government grants could be given only to schools where the system of teaching is efficient and in every way suitable for the examinations.

It is further interesting to note that in 1927-28 of the 11,552 candidates who took the School-leaving Examination only 4,165 passed for the Matriculation, *i.e.*, 197 less than in 1923-24 when there were only 8,305 candidates.

This result may point to the fact that the teaching in Secondary Schools has depreciated or that the material to be taught is of a lower intelligence:—

	School-Leaving Examination.			First Year Arts.			Inter Arts.		
	Candidates.	Passed for Matric.	Passed for Government service.	Candidates.	Pass.	Per cent.	Candidates.	Pass.	Per cent.
1923-24 ...	8,305	4,362	768	...	...	...	...	...	...
1924-25 ...	8,924	3,912	685 <i>Certif.</i>	8,782	2,318	61	...	...	...
1925-26 ...	8,590	3,408	659	8,604	2,157	60	2,202	881	47.7
1926-27 ...	10,297	4,121	1,128	8,208	2,018	62	2,229	872	38.5
1927-28 ...	11,552	4,165	1,800	8,809	2,041	62	2,139	905	58
1928-29 ...	12,044	6,780	2,411	8,341	2,119	68	2,044	841	58

	Pass B.A.			Degree Examination B.A.			M.A.		
	Candidates.	Pass.	Per cent.	Pass Candidates.	Honours Pass.	Per cent.	Candidates.	Pass.	Per cent.
1923-24 ...	...	...	...	...	...	...	...	...	...
1924-25 ...	...	...	...	...	...	...	...	...	...
1925-26 ...	...	...	...	...	...	...	...	...	...
1926-27 ...	585	288	49	1,154	824	71	...	...	...
1927-28 ...	823	116	36	1,052	645	61	100	66	66
1928-29 ...	880	97	25	1,118	747	66	122	86	70.5



1923-24.		1924-25.		1925-26.	
School Leaving Examination.		1st Year Arts.		Inter Arts.	
Candidates.	Passed.	Candidates.	Passed.	Candidates.	Passed.
8305	4863	3782	2318	2202	881

October 1926.		April 1927.		April 1928.	
Pass Examination B.A.		Examination for B.A. degree (Pass and Honours).		M.A.	
Candidates.	Passed.	Candidates.	Passed.	Candidates.	Passed.
585	288	1154	824	100	66

69. Finance.—The total expenditure on all Secondary Schools, except European Schools, amounted to Rs. 71,80,862 in 1928. The average cost of an Anglo-Vernacular school for boys and of educating a pupil attending one was Rs. 12,395 and Rs. 85 respectively.

The following table shows the average gross cost per pupil in schools under different managements:—

					1928-29.
					Rs.
Government	...	...	...	...	109
Board	...	...	...	...	48
Aided	...	...	...	...	63
Unaided	...	...	...	...	65

There is always a keen demand for admission to Government schools, and there is no doubt that with the exception of a small number of schools under specially capable management, Government high schools are superior to other schools as their staffs are as a rule far better qualified. Government schools are, however, handicapped to some extent by having to admit a large number of boys of the educationally backward communities, which impedes the progress of the best boys.

*Note.*—Urdu and Girls Education has been dealt with in detail under separate heads in Section VII.

## VI.—UNIVERSITY EDUCATION.

70. Constitution.—When the University of Bombay was established in 1857 it was purely an examining body and not till 1904 was it given a measure of control over affiliated colleges. Originally the governing body was the Senate which consisted of not less than 26 Fellows and as many more as the Chancellor thought fit.

The Syndicate, which was an executive body created by the Senate, consisted of the Vice-Chancellor and 7 Fellows.

71. In 1904 by Act VIII the constitution was slightly changed in that the Senate might consist of not more than 10 ex-officio members and not less than 50 or more than 100 other Fellows. The control of Government was increased as 80 per cent. of the Fellows were still to be nominated by the Chancellor and the election of 20 Fellows was still subject to the Chancellor's approval. During the next 20 years the developments have aimed chiefly at making the University a teaching University. Various recommendations were made by a Committee which was appointed in 1912 but no amendment of the constitution was recommended. Another Committee was appointed in 1924 to consider the question of University Reform and after Government had carefully examined their recommendations a Bill was drafted in order to give effect to such proposals as required legislation and was passed in 1928.

This Act amended the constitution so as to bring it into closer association with the industrial, commercial and civic life of the people.

72. The Senate still continues to be the governing body but is given greater independence by the reduction of the nominated element from 4/5ths to 1/4th. The number of Fellows is increased from 100 to 160 and the Chancellor is given the power to nominate 40 Fellows to correct inequalities of representation.

73. **Faculties.**—When the University opened there were 4 Faculties—Arts, Medicine, Engineering and Law. Subsequently Science was separated from Arts and combined with Engineering and Agriculture including Veterinary Science.

74. **Functions of University : The Academic Council.**—The main functions of the University are to confer degrees, to prescribe syllabuses for examinations for its degrees, to affiliate colleges, and to provide for post-graduate teaching. The syllabuses for examinations are determined (in the form of Regulations) by the Academic Council, after the expert advice of the Boards of Studies and the Faculties has been obtained. All Regulations require to be ratified by the Syndicate, which must pass or reject them but cannot amend. The Senate has the power to require Regulations thus passed to be submitted to it for ratification. This power enables the Senate to obstruct measures considered necessary by the Academic Council and the Syndicate.

75. **The Syndicate.**—The executive body of the University is the Syndicate, which conducts the business of the University and supervises the working of the whole machine. It arranges for the inspection of affiliated colleges and takes action on the reports of its Inspection Committees, it appoints the examiners for all examinations, regulates and controls the examinations, and controls the finances of the University. It must here be noted that no College is affiliated without the previous sanction of Government.

76. An important function of the Syndicate is the control of the Matriculation, which fulfils the dual function of a test for admission to a University institution, and of a qualification for certain grades of Government service and for public life generally. The history of this examination with its dual function, is a long and complicated one. There were formerly two separate examinations, the Matriculation and the School Final, with separate syllabuses, both conducted by the University. Of these two examinations the School Final alone was recognised as a qualification for Government service. In 1905 the Department took over the School Final examination and conducted it on lines distinct, both in respect of the subjects to be studied and the method of the examination, from the Matriculation examination. Owing to the want of support given by the public to this examination the two examinations were in the year 1918 amalgamated under the control of a Joint Examination Board appointed partly by the University and partly by Government. The period for which the Board was constituted terminated in 1925 and Government then decided to recognise the University School-leaving examination (with certain conditions) as a qualification for Government service.

77. **Defects.**—Firstly, the standards are not altogether satisfactory. Their level cannot fairly be judged by the percentage of failures, since there are 3 factors to be considered—(a) the standard of matriculation, (b) the standard of university teaching, and (c) the standard of attainment required at the examinations. A decrease in the percentage of passes (72 per cent. in 1912, 56 per cent. in 1927) may show that the University is admitting in increasing numbers students who are incapable of profiting by the University courses. The Hartog Committee remarks "the Universities are overcrowded with men who are not profiting either intellectually or materially by their University courses. To many hundreds the years of training mean a waste of money and of precious years of youth; nor is it only private money that is wasted. Every student in a university or college costs in each country far more than his fees. The overcrowding of universities and colleges by men of whom a large number fail and for whom there is no economic demand has vitally affected the quality of University education."

Secondly, the University is at present not turning out graduates of the type who can all find employment. This is partly due to trade depression and to the fact that industries are still comparatively undeveloped and commerce does not require a large number of highly trained men. The openings in law, medicine and Government service are strictly limited. But besides this it must be admitted that the University tends to make the educational system top-heavy by failing to concentrate on giving good advanced education to those students only who are fit to receive it and by attempting to diffuse its benefits over a wider field than can at present be successfully covered.

The tendency to recognise isolated Colleges scattered over the mofussil and not capable of creating alone a real university atmosphere is another example of this lack of concentration.

78. Discipline.—Difficulties are being experienced in the matter of discipline in Colleges. The student population have inevitably been affected by events that are taking place around them. Nevertheless it is essential that in their own interests they should be made to realise that the claims of the courses of study on which they have embarked are paramount and that Government in co-operation with the University should take such measures as may be necessary to secure that the work of the Colleges proceeds without interruption and that Principals are placed in a position to maintain in their Colleges such order and discipline as is required to enable them to function properly and to achieve the educational objects which they have in view.

79. Statistics.—In 1860 the Elphinstone College, the Grant Medical College and the Law Class were affiliated, the Wilson College in 1861 and St. Xavier's in 1869; in 1927 there were 18 Arts and 11 Professional Colleges affiliated to the University of which 11 were maintained by Government, 4 by Indian States, 13 by private bodies and one was under the Bombay Municipal Corporation.

The total number of students was 11,201 in 1928. The following table shows the number of candidates who passed the various degree examinations during the quinquennium 1922-27 :—

	1922-27.		
	Number who appeared.	Number who passed.	Percentage of passes.
B.A. ... ..	6,808	3,746	55.02
B.Sc. ... ..	1,211	667	55.07
LL.B. ... ..	3,382	1,568	46.30
B.Ag. ... ..	255	194	76.04
B.Com. ... ..	434	203	46.70
M.B.B.S. ... ..	3,110	935	30.06
B.T. ... ..	155	131	84.50
B.E. ... ..	525	306	58.30
Total ... ..	15,880	7,750	48.80

80. Inspection.—All Colleges are inspected every three years by Committees of three persons usually comprising Principals and Professors of Colleges and others possessing a good knowledge of the work. In order to secure the benefit of the experience of prominent educationists of other Provinces, Dr. Macphail of Madras University was invited to join the Committees.

These Committees have worked well and in addition a Committee of scrutineers has been appointed to bring to the notice of the Syndicate the steps taken by the Colleges for the removal of the defects pointed out by the Inspection Committees.

81. Courses : (i) First year.—The first year course still remains the same for all students.

The University has been considering the possibility of admitting the principle of specialisation in the first year by introducing optional groups of subjects, but no change has yet been made.

At the end of the year the students are examined by the colleges themselves. This has many defects, the worst being inequality of standard. Usually the worse the College the lower the standard and the higher the percentage of passes. Uniformity would be obtained if the University conducted the examination.

(ii) Intermediate.—Undergraduates have the opportunity of specialising during the second year. They can choose either Arts, Science, Commerce or Agriculture.

(iii) B.A.—The third year is for the B.A. degree for which there are two separate examinations—the Pass and Honours. The number of candidates who take the Science Course is declining and it seems to be the opinion that the course for this degree is too limited in scope. In the Honours examination candidates have to take three additional papers and under the rules an Honours candidate who fails to get the required percentage for the Honours degree may be awarded a Pass degree if he secures the required percentage for the Pass papers. The majority try to master the additional subjects and appear for the Honours degree and thus tend to lower the standard of the examination.

During the last quinquennium only 9·2 per cent. obtained Honours. It has been suggested that an Honours student should be one whose course of training aims at the outset of his University career at a distinctly higher standard than the Pass student and his examination should be on a different standard and set of papers.

(iv) Post-Graduate Work.—The University provides a course of public lectures of general academic interest by inviting eminent scholars from Europe and elsewhere and utilizes the staffs of affiliated colleges to provide tuition for certain post-graduate degrees. It supplements the inter-collegiate lectures by courses delivered under its own auspices, encourages original investigators by special grants from its Research Fund and also maintains its own School of Economics and Sociology. During 1927-28 there were 38 students in the School of Economics in the first term and 30 during the second term; of these 11 were engaged in research. There were 35 students in the School of Sociology during the first term and 22 during the second term. Of these 18 were engaged in research work.

In addition there were 18 public lectures delivered under the auspices of the University.

It has recently been decided to open a College at Andheri where Persian, Arabic, Urdu and Pehlavi should be taught as the facilities for the study of these languages are not found in all the Colleges.

82. Technology.—A criticism which has been levelled at the University for many years is that it has not been in touch with industry and commerce even though the B.Com. courses have been instituted. The reason for this is that too large a proportion of its graduates consists of students of literature and thus it does not attempt to fit men to enter a commercial business or industry.

The need of technical and industrial education in places like Bombay and Ahmedabad is great. Usually such training is controlled by professional organisations but there is no reason why it should not be undertaken by the University.

83. The Royal Commission on University Education in London was of opinion that the City University ought to find a place for technological studies besides those of pure science. This would appear to be equally applicable to Bombay as it is to London, yet there is but one technical institute in Bombay and one middle technical school in Bombay, Surat and Ahmedabad, respectively.

Both the majority and minority reports of the Bombay Committee on Technical and Industrial Education in 1922 recommended the creation of a Faculty of Technology and the institution of a College of Technology.

84. The Victoria Jubilee Technical Institute in Bombay is the Central Technical Institute in the Presidency. It was founded in 1887 and is under the management of a Board consisting of 18 members, 8 of whom are appointed by Government the remainder being nominated by various public bodies and other interests. It trains apprentices, workmen, foremen, etc., and holds examinations in Technology with diplomas in Mechanical Engineering, Sanitary Engineering and Electrical Engineering. All the departments are equipped with modern tools and appliances.

In 1926-27 the number of candidates admitted was 503 of whom the majority are from this Presidency; 66 per cent. of the candidates who appeared for the City and Guilds of London Examinations passed.

The various courses are :—

Mechanical Engineering,  
Textile Engineering,  
Electrical Engineering,  
Technical Chemistry,  
Sanitary Engineering and Plumbing.

Special classes are also arranged in consultation with the Railway Companies and the Mill-owners' Association.

The Institute moved in 1923 to commodious and up-to-date buildings at Matunga which cost over 17 lakhs, out of which Government contributed Rs. 6,80,000.

85. The other institutes are similar and are controlled by the Committee of Direction for Technical Education which was formed in 1913. This Committee regulates the courses and standard of instruction in the technical schools and classes under its control, arranges for their inspection and examination and recommends grants-in-aid.

There are 28 schools under its control most of which provide for instruction in carpentry, furniture-making, hand-loom weaving, etc. There are 2,134 pupils in the schools under the Committee and the grants paid to them amount to Rs. 38,600.

86. A proposal was made in 1921-22 by the Technical and Industrial Education Committee to combine a Technological College with the Royal Institute of Science and divide the training between the two institutions. Admission to the proposed college was to be after the first year's study in an Arts College and a 3 years' course for a Bachelor's degree in Technology was to be provided. The Committee on University Reform considered this question and were of opinion that the situation of the Royal Institute of Science and the land and buildings available were not suitable for a full Technological College. Technological instruction in Engineering and Textile industries could better be given in the neighbourhood of the railway workshops at Matunga, and a college at Matunga working in conjunction with the Royal Institute of Science might be opened. An estimate of the cost of the buildings and equipment for such a college at Matunga has been put at 45 lakhs and maintenance and staff at 3½ lakhs.

Though the Victoria Jubilee Technical Institute does not desire affiliation with the University the proposal that it should be enlarged and formed into a College of Technology might be considered.

87. Finance.—During 1927-28 the total receipts of the University were Rs. 7,92,990 which includes the Government grant of Rs. 1,22,500 and the expenditure Rs. 6,86,504.

The average cost per student during 1926-27 in a Government College was Rs. 336 of which Rs. 175 was contributed by Government. The average cost per student in aided colleges was Rs. 252 of which Government contributed Rs. 43 and the average cost in an unaided college was Rs. 128.

It has been proposed that colleges should be self-supporting and to attain this the fees should be increased as it must be admitted that University education in India is exceptionally cheap. An increase in fees has been so stoutly opposed that Government have not proceeded further with the proposal.

## VII.—SPECIAL TYPES OF EDUCATION.

## URDU.

88. Distribution of Muhammadan population.—In the Presidency excluding Sind Muhammadans represent 8·6 per cent. of the total population. In Sind 73 per cent. of the population are Muhammadans, and in rural areas the percentage is 80. In Sind only 2·6 per cent. of the Muhammadan population are receiving education, while for the rest of the Presidency the figure is 10·5. The conditions of Sind and the problems involved are widely different from those of other parts of the Presidency and it is more convenient to treat the two separately.

## PRESIDENCY EXCLUDING SIND.

89. The following figures show the position of Muhammadans in Education as compared with other communities :—

Advanced Hindus	...	...	...	...	16·8
Muhammadans	...	...	...	...	10·5
Intermediate Hindus	...	...	...	...	5·2
Backward Hindus	...	...	...	...	3·4

The enrolment figure for Muhammadans was 10·5 in 1927-28 against 6·5 for all communities.

This figure is somewhat misleading as the real test is the promotion of literacy and this literacy can only be acquired when a pupil has completed Standard IV.

The mere placing of a child at school is therefore not a sufficient guarantee that he or she will become literate. The child should neither be allowed to stagnate in one class nor drift away from school after one or two years.

90. Expenditure.—It is impossible to estimate accurately the expenditure on Muhammadan education, but the cost of special institutions and posts and of other special expenditure on Muhammadan education was about Rs. 38 lakhs, which was 11·5 per cent. of the total expenditure on Education.

The following table shows the distribution of Muhammadans in different kinds of institutions :—

				Pupils in 1927-28.		
Arts Colleges	....	...	...	...	277	
Professional Colleges	...	...	...	...	126	
Secondary Schools	..	...	...	...	6,045	
Primary Schools	...	...	...	...	125,261	
Special Schools	...	...	...	...	3,459	
				Total Recognised	...	135,168
				Unrecognised	...	8,508
				Grand Total	...	143,676

91. Higher Education.—The following table gives the percentage to population for Muhammadans compared with other communities :—

Hindus.				Muhamma- dans.	Others.	Average for all communities.
Advanced.	Intermediate.	Backward.	Average for Hindus.			
0·42	0·01	0·003	0·05	0·03	0·67	0·05

It will be seen that, while Muhammadans are considerably in advance of Intermediate Hindus, they are much behind Advanced Hindus. They are, however, now taking to Higher and Secondary education far more than was

formerly the case. They are greatly assisted in this by the very liberal system of scholarships provided by Government and from private donations. The following scholarships are given by Government in Arts and Professional Colleges :—

Arts Colleges.	Professional Colleges.			V. J. Technical Institute.
	College of Engineering.	College of Commerce.	Law College.	
42 scholarships of Rs. 20 (40 tenable for 4 years and 2 tenable for 1 year).	9 scholarships of Rs. 40 tenable for 3 years.	8 scholarships of Rs. 35 tenable for 3 years.	6 scholarships of Rs. 25 to Rs. 35 tenable for 2 years.	12 scholarships of Rs. 35 tenable for 4 years.

92. Secondary Education.—The following statement gives the percentage to population for Muhammadans compared with other communities :—

Hindus.				Muham- -madans.	Others.	Average for all communities.
Advanced.	Intermediate.	Backward.	Average for Hindus.			
3.06	0.19	0.44	0.44	0.44	7.01	0.59

There is a growing demand for Anglo-Urdu schools. Government maintain Anglo-Urdu High Schools at Poona and Hubli and they have recently opened Anglo-Urdu Middle schools at Nasik and Sholapur. They have also commenced Anglo-Urdu classes in the Jalgaon High School.

93. Special facilities are provided for Muhammadans. In Government Secondary Schools 15 per cent. of the places are reserved for them. Free studentships are awarded to the extent of 22½ per cent. of the number of Muhammadan pupils in each school. 637 special scholarships ranging in value from Rs. 6 to Rs. 10 have been sanctioned in Secondary Schools for Muhammadans in the Presidency excluding Sind. The number of similar scholarships provided for Intermediate and Backward Hindus is respectively 1,274 and 644. There is one set of seven scholarships for every 15,000 of the Muhammadan population against one set for every 50,000 of the Intermediate and 40,000 of the Backward Hindu population.

94. Persian is taught in all Government High Schools. In ten Government High Schools in the Presidency excluding Sind there are special teachers of Urdu. Provision is made for the teaching of Arabic in the Surat High School and in the Anglo-Urdu High School, Poona, both of which are Government institutions. It is now realised that the neglect of Arabic is largely responsible for the unsatisfactory progress that has been made in Islamic studies in India, and especially in this Presidency, and there is a growing desire for the study of Arabic.

95. Special reference must be made to the scheme for providing special buildings for the Government Muhammadan institutions in Poona—the Anglo-Urdu High School, the Urdu Training Class, and the Central Urdu Girls' School, all of which are at present housed in unsuitable rented buildings, the cost of which represents a capital of some Rs. 2½ lakhs. The scheme provides for the purchase of an excellent site of about 23 acres, near the chief centre of the Muhammadan population.

96. Primary Schools.—During the quinquennium 1921-22 to 1926-27 the number of pupils showed an increase of over 28 per cent. The latest figure (1928) is 125,261, of whom 89,043 attend schools specially provided for the community.

97. For Muhammadan pupils in Primary schools there are two alternative courses—the Urdu-Vernacular, in which Urdu is used as the medium of instruction in all subjects, with the local vernacular in addition as an optional subject, and the Vernacular-Urdu, in which all instruction is given in the local vernacular, with Urdu as a compulsory extra language. Which course shall be followed depends on the choice of the local members of the community, as does also the decision whether in Urdu-Vernacular schools the local vernacular shall be learnt or not. The following table gives figures for the schools and pupils which follow respectively the Urdu-Vernacular and the Vernacular-Urdu curriculum :—

		District Local Board.			
		Urdu-Vernacular Primary Schools in 1927-28.		Vernacular-Urdu Primary Schools in 1927-28.	
		Number of Schools.	Number of Pupils.	Number of Schools.	Number of Pupils.
Bombay Division	...	36	1,527	155	6,941
Central Division	...	131	6,388	98	2,804
Northern Division	...	80	2,269	69	5,595
Southern Division	...	182	10,755	.....	.....
Total	...	379	20,884	337	15,340

		Municipal Board.			
		Urdu-Vernacular Primary Schools in 1927-28.		Vernacular-Urdu Primary Schools in 1927-28.	
		Number of Schools.	Number of Pupils.	Number of Schools.	Number of Pupils.
Bombay Division	...	122	11,912	12	794
Central Division	...	94	9,470	12	956
Northern Division	...	67	8,268	11	1,448
Southern Division	...	70	7,768	.....	.....
Total	...	349	37,438	35	3,198

98. Use of Urdu.—There has been a very great development in the use of Urdu by the Muhammadan community during the last fifteen years or so. The development has been purposive, and is a symptom of the strengthening of the Islamic spirit throughout the community. It is a fact that Urdu is popular, more especially because it is written in the Arabic script. In so far also as Urdu is preferred as the medium for instruction the choice is largely due to the unsuitability of the Vernacular text-books. Not only are the ideas they contain frequently such as do not appeal to Muhammadans, but the language, especially, it must be confessed, that of the Vernacular Readers, abounds in words of Sanskritic origin not in every-day use.

99. Teachers.—Of the Primary teachers in Urdu schools, 49 per cent. are trained. There is a Training Class in Ahmedabad and another in Poona. The former teaches the First Year course only while the Poona institution has a two years' course.

100. Representation on School Boards.—Special provision is made in the Primary Education Act for the representation of minorities on the School



Boards, and if the Muhammadan representation appears to Government to be inadequate it is generally customary to nominate additional Muhammadan members. But it inevitably happens that the community is in the minority.

101. Education of Muhammadan Girls.—The number of Muhammadan girls studying in various kinds of institutions in 1927-28 is given below :—

Colleges	...	...	...	1
Secondary Schools	...	...	...	221
Primary Schools	...	...	...	31,298
Special Schools	...	...	...	197

The Muhammadans are still lamentably behind the other communities in the education of girls. The progress of Education among Muhammadan girls is chiefly retarded by the absence of institutions with special arrangements for Pardah and by the dearth of qualified and trained mistresses. The Government Central Urdu Girls' School at Poona, which is strictly a Pardah institution, has been successful in attracting Muslim girls to its higher standards ; English is taught in a special Anglo-Urdu Middle School which has been opened since November 1929. The number on the rolls of the Central School was 131. The school has a hostel attached to it. There is a Normal Class attached to the school, in which girls are trained with a view to their becoming school mistresses.

102. Text-Books.—A special set of Urdu Readers has recently been prepared, devised to meet the special needs of Muhammadan boys, as well as text-books on History, Geography, and other subjects.

103. Special Inspecting Staff.—In every Division there is a special Deputy Inspector for Urdu Schools (in class II of the Provincial Service) and in the Central Division an Inspectress of Urdu Girls' Schools. These officers have advisory powers only. It was formerly usual to employ at least one Muhammadan on the District Inspecting staff. The reduction made in the number of the Government Inspecting staff in the Districts has removed practically all the Muhammadans. It is very desirable that the Deputy Inspector for Urdu schools should be a man who possesses a sound knowledge of the needs of the Muhammadans, and one, moreover, who commands the respect and confidence of his own community. It is also very desirable that special provision should be made for a competent and adequate Inspecting staff to watch over Muhammadan Education and to advise Government as to its needs.

#### SIND.

104. As already stated 73 per cent. of the population in Sind are Muhammadans, the percentage for the rural areas being 80. The proportion of Muhammadans attending recognised educational institutions is only 2.6 per cent. of the Muhammadan population, against 9 per cent. for the non-Muhammadan population.

105. Present Position.—The following table gives the number of Muhammadans attending different classes of Muhammadan institutions :—

Arts Colleges	...	...	...	...	77
Professional Colleges	...	...	...	...	20
Secondary Schools	...	...	...	...	3,272
Primary Schools	..	...	...	...	53,569
Special Schools	...	...	...	...	489
Total Recognised					62,427
Unrecognised					12,031
Grand Total					74,458

106. The literacy figure for Muhammadans is 3.1 against 4.5 for all communities.

The Muhammadans of Sind have long remained markedly backward in the matter of education. There has, however, been a great awakening during recent years, and the community is making serious endeavours to recover the ground which has been lost. There has been a great development in Secondary education, the figures for which showed an increase of 62·5 per cent. during the quinquennium ended in 1927. During the year 1927-28 there was a further increase of 19·6 per cent. Government provide seven hundred scholarships ranging in value from Rs. 10 to Rs. 12-8-0 per mensem for Muhammadans in Secondary Schools. In Government High Schools 30 per cent. of the Muhammadan students are admitted free, while in each Government High School places are reserved proportionate in number to the percentage of the Muhammadan population of the District. Government give a grant, which for some years past has reached the sum of Rs. 60,000, to the Sind Madressah of Karachi, which provides Secondary education for about 900 boys. The grant given is the equivalent of the net expenditure of some three ordinary Government High Schools. Government have also lent the community a substantial block of buildings in Hyderabad for use as a hostel for Muhammadan boys attending Secondary schools.

It is fully recognised that when the developments of the Sukkur Barrage Scheme mature they will make greatly increased demands on Secondary education, a fact which the Muhammadan community appears to have realised; it is only right that Government should do all that they can to assist them.

107. Primary Schools.—58,569 Muhammadan pupils attend Primary Schools. In the rural areas practically all Muhammadans speak Sindhi, which is largely Arabic in origin, and use the Arabic script. Urdu is, however, used to a considerable, and to a growing, extent in the towns, and especially in Karachi.

108. Teachers.—Of the 3,117 teachers employed in Government, District Local Board and Municipal schools, 43 per cent. are Muhammadans, of whom 826, or 60·4 per cent., are trained. In the making of admissions to the Training College at Hyderabad 75 per cent. of the places are reserved for Muhammadans.

109. Control.—All the District Local Boards in Sind have taken over the control of Primary education. In all Districts the School Boards are preponderatingly Mussulman in their composition. The majority in each of the Municipal School Boards, however, are Hindus.

110. Mulla Schools.—A special feature of Primary education in Sind is the Mulla Schools. These represent the ancient indigenous system whereby the local Mulla teaches the children to read and write the Koran. It was seldom customary formerly for the Mulla to give any secular education. He has, however, by a system of grants, which is administered entirely by the Educational Department, been induced to do so. The Department maintains three special Deputy Inspectors for Mulla Schools, with 9 assistant Deputy Inspectors to persuade the Mullas to give secular education. The duties of these officers are solely to inspect Mulla schools and to encourage the Mullas to improve the efficiency of their teaching. In 1927-28, 734 Mulla schools received grants amounting in all to Rs. 1,43,507. The children receiving education in these schools numbered 24,372.

111. The justification for the Mulla school system depends on their ability to give at a moderate cost secular education of a standard of efficiency that will compare satisfactorily with that given in the ordinary District Local Board schools. The end in view is to raise the Mulla schools to the level of the ordinary schools, and the giving of grants is directed to that end. There are now 153 schools teaching the ordinary Primary standards. Of these 50 teach beyond standard IV, and 24 up to the VIIth standard. The Mullas have been induced (by suitable monetary aid) to employ qualified assistants. Constant endeavours are made to improve the general knowledge and the teaching capacity of the Mullas themselves. Classes are held at convenient centres which the Mullas are induced to attend for three months at a time.

Nothing can go further to justify the hopes entertained for the continued improvement of these classes than the readiness with which the Mullas have left their villages and have brought themselves to sit at a desk and learn like school-children. It is now proposed to conduct these classes in the Training College at Hyderabad.

112. The great merit of the Mulla school system is its cheapness. The cost per pupil to Government is Rs. 6, while the cost of educating a child in a District Local Board school in Sind is Rs. 31, of which Government contribute Rs. 23. It is further a fact that most of the children who attend the Mulla schools would not, except by compulsion, attend a District Local Board school. This is particularly true of the girls. The Mulla schools are popular, chiefly because they give religious instruction.

113. A special Committee appointed by Government to report on the Mulla school system has recommended the absorption of the Mulla schools in the District Local Board Educational system. The recommendations made would, if accepted, involve an additional expenditure of some five and a half lakhs per annum. This in itself would appear to be a sufficient reason for rejecting the proposal.

The words of Mr. (now Sir) H. S. Lawrence as Commissioner in Sind in 1916 are still true :—

“ Moreover they (the Mullas) have taught discipline and obedience to the children of tribesmen of the most wild and untameable temperaments. Many men have commented on the good manners of the Muhammadan race, rich and poor alike, landholder and labourer; few have given the credit where it is due, to the humble Mulla, who not only believes that ‘ the fear of the Lord is the beginning of wisdom ’ but also, in agreement with William of Wykeham, has recognised that ‘ Manners makyth Man.’ The teaching of the Koran in the Muhammadan traditional method is condemned by the modern scientist as a useless waste of time. The important fact that during these earliest years the child is being taught reverence and submission to authority escapes the attention of this critic; but nevertheless it is the subconscious foundation of the unwavering attachment of the Muhammadan race to this tenet of their faith.”

#### EDUCATION OF GIRLS.

114. Present Position.—While the Reports of Educational officers repeat year by year a rapid awakening on the part of the people towards the education of women, it must regretfully be admitted that the advance as evidenced by the numerical results is painfully slow. As shown in subsequent paragraphs, the total increase during the quinquennium in the number of girls attending all classes of institutions was 19·5 per cent. only. Only 2·4 per cent. of the female population attend any recognised educational institution, and of the total figure (198,604) only 3·1 per cent. have advanced beyond the IVth Vernacular standard, the passing of which is generally regarded as the test of literacy. A very large proportion attend the infant classes of the Primary schools; the attendance of such is, as a rule, irregular, and the majority never get beyond that stage. 36·1 per cent. of the total number of girls are Advanced Hindus, though the total population of these communities represents only 12·7 per cent. of the total population of the Presidency. The figure for Muhammadans is 2·6, against 1·4 for Intermediate Hindus and 0·8 for Backward Hindus.

115. It is noticeable that the number attending University institutions rose from 228 to 449. On the other hand, the increase in those attending Secondary schools was 24·5 per cent. only. The fact is that it is only at a few large centres, especially Bombay, Karachi, Hyderabad, and Poona, followed in the second rank by Ahmedabad and Surat, that serious attempts are made by anything more than a small proportion of the people to give their daughters Secondary education, while generally speaking it is confined to the Advanced classes and to the more socially advanced members of the so-called Backward communities. The Department maintains Anglo-Vernacular Girls' schools at

Ahmedabad, Thana, Nasik, Ahmednagar, Bijapur, and Dharwar, but only two of these schools, those at Thana and Nasik, have succeeded in attracting more than 60 girls. The progress in Gujarat is disappointing compared with the promise of 50 years ago. It is among the Brahmins of Poona that the most noticeable advance has been made. The High School for Indian Girls, which, though now under the management of a Society, is still staffed by Government, is a very notable institution. Of the 481 girls in the school only 8 were married and only 8 were widows. The school sends up every year between 20 and 30 girls for the School-leaving examination, of whom almost all pass. In 1922-23, 28 passed out of 28 sent up. Competent judges have pronounced the school to be, educationally, perhaps the best of any, for boys or girls, in the Presidency. Such an institution, which must not, however, be regarded as typical of the state of girls' education in the Presidency, affords an eloquent refutation of the indiscriminating criticism sometimes heard of the condition of the women of this country.

116. Statistics.—The figures for 1928 show that there were 229,499 girls in Recognised Educational institutions, divided as follows :—

Arts Colleges	...	...	...	...	395
Professional Colleges	...	...	...	...	63
Secondary Schools	...	...	...	...	14,825
Primary Schools	...	...	...	...	211,279
Special (including Training) institutions	...	...	...	...	2,937

117. University Education.—The above figures are for the women studying in Colleges affiliated to the University of Bombay only. The University examinations are the same for women and men, and there are no separate Colleges for Women. The disadvantages which women have to undergo from attending the same institutions and taking the same courses of study as men are obvious. It is, therefore, a matter of surprise that the Women's University established at Poona in the year 1916 has not met with greater success. The three Colleges affiliated to this University at Poona, Baroda, and Ahmedabad, have on their rolls some 50 students only. The course is one of three years, and the courses of study are so framed that graduates shall, in addition to proficiency in the Vernacular, English, and one other optional subject, possess a general elementary knowledge of History, Sociology, Domestic Economy and Hygiene, Psychology, and Child-study. It would appear that the chief reason that this University has not met with more support is because it lacks the hall-mark of official recognition, not having been constituted under the Universities Act of 1904.

118. Secondary Education.—The following table shows the number of Secondary schools for girls and the number of girls attending Secondary schools (including those for boys) :—

	Schools.	Pupils.
For Indians	... 75	12,062 (1,909 in Boys' schools).
For Europeans	... 19	2,763 (369 in Boys' schools).
Total	... 94	14,825

Of the 14,825 girls, 2,517 are Europeans, 3,853 Indian Christians, 4,363 Advanced Hindus, 364 Intermediate and Backward Hindus, 236 Muham-madans, 3,052 Parsis, and 440 others.

119. Curriculum.—Almost all the Secondary schools follow the Departmental curriculum based on the University School-leaving Examination. This examination provides for Domestic Science for girl candidates, and this is accepted as an equivalent for Science for Matriculation purposes. But the value of the concession is largely destroyed by the fact that all who proceed to a University course of studies, are required to take Physics in the First Year Arts Course. Every encouragement is given by the Department to schools to adopt alternative curricula, but very few schools choose to do so, except in Sind where the alternative course specially sanctioned by the Department is followed.

Fifteen schools are affiliated to the Indian Women's University. The course differs from that usually followed chiefly in respect of the amount of time given to the study of the English language. The instruction in all subjects is in the vernacular throughout. The standard in English is undoubtedly lower than that in the ordinary schools. It is claimed on the other hand that in other subjects the general standard is higher.

120. Quality of students.—That the mental calibre of Indian women (at all events of certain communities) is not lower than that of the men is shown by the successes of the women both in the Matriculation examination and in the examinations for the University courses. The Principal of more than one Arts College has testified not only to the high intelligence of the women students but also to their stability of character and their general common sense. The generally accepted inferiority of Indian women is an inferiority of convention, not of nature.

There are no Government scholarships specially reserved for girls in either Colleges or Secondary schools in the Presidency excluding Sind. In Sind there are 35 Government Scholarships of Rs. 5 each.

121. Primary Education.—There are 1,614 Primary schools for girls, which contain 138,485 girls (besides 3,199 small boys). There are 72,794 girls in Primary schools for boys. This distribution by Management is as follows :—

	Schools.	Pupils.
Government ... ..	6	1,150
District Local Board ... ..	704	41,013
Municipal ... ..	519	68,893
Aided ... ..	363	29,009
Unaided ... ..	22	1,639
Total ... ..	1,614	141,684

Of the total number of girls in Primary schools, 3·3 per cent. only are in the Upper Primary standards. It is calculated that of those who enter the infant class not more than 14·6 per cent. pass the IVth standard, which is regarded as the test of literacy. A very large proportion of the girls never get beyond the Infant Class. The Vernacular Final examination for Girls, instituted in 1924, has given a great incentive to the schools and is bound to raise the general standard of education. It is hoped that it may be possible in a few years to extend the course to one of seven (instead of six) standards.

Of the Primary school teachers 59·1 per cent. are trained, 39·8 per cent. holding the Second or Third Year certificate.

It is difficult to estimate the consequences of the Primary Education Act to the education of Girls. It is required by the Act that the School Board of every Local Authority shall contain at least one woman. There is little evidence to show how far the women elected, or nominated, have succeeded in securing from their Boards full recognition of the needs of the Girls' schools. Only three of the Boards, those of the Larkana District Local Board and the Hyderabad and Karachi Municipalities, employ a woman supervisor.

122. Training Colleges for Teachers.—Government maintain a Training College for Women in each of the four Divisions. The course is one of three years. In addition to these four institutions, there are 10 others maintained by Missionary and other Societies. All these take course prescribed by Government and prepare for the Government Certificate.

The difficulty of obtaining women teachers for girls' schools has been greatly exaggerated, at any rate so far as the Deccan is concerned. Not only is there an adequate supply of qualified teachers, but it would be possible to augment very largely the number of Trained teachers had not a restriction been imposed for economic reasons on the output of the Training institutions. As shown in the Chapter on Administration, it is of paramount importance to keep down the cost of Primary Education. It would, however, as shown in paragraph 19 of that Chapter, be possible to increase the number of trained

women teachers without increasing the cost of Primary Education. The need for such a measure is great.

123. **Scholarships.**—Most District Local Boards and Municipalities provide for scholarships to girls in Primary schools, the sums awarded varying from a few annas to Rs. 5 per mensem. The value of the scholarship system as a means of attracting girls to school and keeping them there is not easy to determine. It is not likely that girls who would normally not continue at school over a certain age would be induced to stay on by a scholarship unless it were of substantial value. On the other hand, the dole of small sums in the lower standards is well calculated to attract the parents of young girls.

124. **Inspection.**—Government employ an Inspectress of Girls' Schools in Sind, one for Bombay and the Northern Division, and one for the Central Division, in addition to the Inspectress of Urdu Girls' Schools, Central Division. The principal function of these ladies is to inspect Secondary schools. They also inspect the Training institutions for Women, both Government and non-Government, and visit Primary Schools.

Mention must be made of the many societies and other agencies which are working for the uplift and the education of women. Foremost among these is the Seva Sadan of Poona, whose social, medical, and educational work is well-known.

#### EUROPEAN EDUCATION.

125. **Constitutional position.**—European education is a reserved subject. It is also a provincial subject, although owing to the scattered nature of the Anglo-Indian and domiciled European community in India and its special character, its education is in many senses an all-India problem. And in fact in a recent representation made on behalf of the community to the Government of India, one of its chief claims was that its education should be a Central subject. To this the reply given by the Government of India was while Government recognise the claims of the community to the maintenance of educational facilities in the same degree and of the same general character as in the past they did not in the present circumstances consider it necessary to make European education a Central subject in order to secure these objects. It is natural that the policy of Provincial Governments in European education should be bound up with their policy in regard to Indian education.

126. **Management.**—From earliest times European education has been kept distinct from Vernacular Education. At the same time, Government have never undertaken to maintain separate schools or colleges for Europeans. It has been left to private agencies to build and provide the schools. Government confine themselves mainly to:—

- (i) giving grants;
- (ii) fixing a curriculum and providing a code of regulations;
- (iii) providing for inspection by an Inspector of European Schools. This officer also conducts the final examinations which are the Cambridge Local examinations.

127. The number of schools is as follows:—

	Boys.	Girls.	
High schools ... ..	8	13	21
Middle schools ... ..	6	8	14
Other schools ... ..	...	...	4
			39

These schools are managed as follows:—

Management.	No. of schools
Roman Catholic Missions ... ..	10
Church of England ... ..	15
Church of Scotland ... ..	1
Zenana Bible and Medical Mission ... ..	2
Society of St. John the Evangelist ... ..	1
Methodist Episcopal Mission ... ..	1
Railway Companies ... ..	9
	39

Nine of the Boys' schools and 16 of the Girls' schools have boarding houses attached. Arrangements for Medical inspection exist in all schools, and 6 schools have hospitals attached to them. With the exception of Railway schools almost every European school is conducted by a Religious Order or Society and has a Cleric as head or attached as Chaplain.

128. Government grants.—The Government grant in 1927 was Rs. 5,35,632 out of a total income of Rs. 15,03,131. The Government subsidy includes, besides the ordinary grants, special and building grants, and grants on account of special expenditure for orphan and destitute children, scholarship awards, and grants for Training Institutions and Colleges.

The special rate of grant is given as long as the schools maintain their distinctive European character. They are allowed however to admit some Indians and are considered to maintain their distinctive European character as long as the number of Indians does not exceed 30 per cent. of the total number (this figure was formerly 20 per cent.). If that number is exceeded, the schools become English Teaching schools and are governed by the ordinary grant-in-aid code.

129. Difficulties.—The main difficulty of European education, which is that the population is a fluctuating one and that many of the pupils are constantly moving between different parts of the Presidency and India, has been mentioned. This affects the number of pupils in the schools and economical management. There is also the problem of the diversity of religious denominations. The main aim now therefore is concentration. In 1922 the Scottish Education Society brought about an amalgamation of their schools with the Cathedral and John Connon High Schools, reducing the Scottish Education Society's High School to the status of a Primary School. Negotiations for a further amalgamation are in progress. Some years ago too the Indo-British Institution and the Bombay Education Society were amalgamated and also their schools. The amalgamated Society decided further to remove their schools to the more salubrious climate of Deolali, and these new schools are now respectively the Barnes Boys' and Girls' Schools.

The Railway Companies have recently approached Government with a view to the latter taking over the management of the railway schools, which are the most difficult to conduct in point of scattered population and uneconomical management, but Government would not be able to do so without departing from long-established policy.

130. Teachers.—Another problem is the training of teachers and the provision of adequately paid men. It is obviously not possible for each province to conduct a training institution, and it is most difficult in the case of men. There is only one training college for men in India—at Ghora Gulli in the Punjab. The Bombay Government has from time to time granted stipends for training European boys at this college. There are, however, two training centres for women in the Bombay Presidency, viz., the St. Mary's Training College, Poona, and the Convent Normal Class, Bombay. As a result of the special efforts made for training teachers the number of trained teachers increased from 98 in 1922-23 to 180 in 1925-26. The question of making adequate provision for the European Inspector is itself a difficulty. Recruitment in England for the Educational service has ceased. It is possible that with changed conditions no suitable European may accept a permanent post in the Provincial service. To meet this difficulty the Bombay Government recommended to the Government of India a proposal to form a small cadre of an All-India Service of Inspectors of European Schools to be recruited in England and lent to Local Governments according to their requirements. The Government of India have pointed out certain administrative difficulties and have deferred consideration of the proposal pending the Report of the Statutory Commission.

131. In a recent report Mr. Miller, late Inspector of European Schools, stated:—

“The most promising signs in European education at the present time are the attempts to amalgamate schools wherever possible, the

appointment of more highly qualified teachers, often recruited in England, and the up-to-date methods employed by these recruits. Several schools have imported most excellent teachers lately on respectable salaries and their methods are being closely followed by the less highly trained members of Staffs. This new leaven is bound to have a valuable influence on all the schools.

"I see no reason to feel in any way despondent about European education in this Presidency. A great deal of the work in the schools is excellent, and, although a large number of candidates fail to pass their final examinations, they do not fail to be thoroughly well educated."

This is perhaps a somewhat optimistic opinion.

#### EDUCATION OF GOANS.

132. Schools for Goans and East Indians have been recognised as English-teaching as opposed to European schools and are peculiar to this Presidency. Their special feature is that instruction is through the medium of English throughout.

Their nomenclature has in the past varied as a few Railway schools have been called European one year and English-teaching the next year because the number of European children had fallen below the prescribed minimum.

133. At present 90 per cent. of the English-teaching schools are for Goans and East Indians. The latter are Roman Catholic Indian Christians bearing Portuguese names and living in the Island of Salsette. The number of schools increased during 1922-27 from 42 to 45 and pupils from 9,863 to 12,168. The number of European children increased from 691 to 859; they attend such schools because there is no European school in the vicinity. About 60 per cent. of the total number of pupils attending these schools are Goans or East Indians and 7 per cent. European while the remainder are Indians. It is reported that in some schools the majority of pupils are not Christians and it is for consideration whether some restriction should not be placed upon the number of Indians who are admitted. It is, however, well known that some better class Indians prefer to send their children to these schools as they attach more importance to English than to the vernacular and speak it freely at home.

134. The increase in the number of Goan and East Indian pupils is due to the growing desire for education among the East Indians of Salsette and to the greater encouragement given by the ecclesiastical authorities of the diocese of Damaun. By a recent enactment those parts of the diocese of Damaun which are in British India have been added to Bombay.

It has been found difficult to classify these English-teaching schools as the pupils in the lower classes are really studying in the Primary stage but as English is the medium and as non-Christians in these classes have completed the primary stage in the vernacular it seems quite correct to treat them as secondary schools.

135. An important question which has arisen is the extent to which the local Government should be responsible for the education of Goans. There is no doubt that a number of youths after attending a school in Goa for some years, where Portuguese must, by a recent order, be taught, come to Bombay to learn English. On the other hand there is nothing to show that a large number of Goans return to Goa for employment. It is most probable that the next census will show a very large increase in the number of Goan families who have settled in British territory and as they pay rates and taxes it can hardly be put forward as an argument that they should not send their children to the English-teaching schools.

136. Of the total number of English-teaching schools, 39 are managed by Roman Catholic Missions, one by the Zenana Bible and Medical Mission, one is a Jewish School and the remaining four, which include two Railway Schools, are undenominational.



The total expenditure on these schools in 1927 was Rs. 9,68,073 of which 24·4 per cent. was met from Government grant, 50·3 per cent. from fees and the remainder from other sources. The average annual cost of a pupil was Rs. 80.

#### MISSION SCHOOLS.

137. Christian missionaries have done much for education in India though their influence was probably greater in the early days than at present.

To them the State owes a great deal as they had much to do with the introduction of what is commonly termed English education. This will be exemplified by quoting the number of pupils in mission Primary Schools, which is about 30,000 as compared with nearly 1,800 in Colleges and 22,000 in Anglo-Vernacular Schools. These institutions differ in one main aspect from Government and Local Board schools in that they are not merely content to impart good secular instruction but seek also to give moral and religious training.

138. As other agencies came into the general field of education the missions found a new and useful sphere of expansion among classes which were neglected by the ordinary system of education, *e.g.*, depressed classes and outcastes, aborigines and hill tribes. In recent years the missions have also paid a great deal of attention to the education of girls and must be given the credit for first developing the residential system.

The mission schools and colleges in large centres, such as Ahmednagar, are well staffed and well equipped. In the average village however where a mission is established it is frequently to be found in a lean-to shed, verandah or ill-lit room in the Mahar or Mang Wada. There are exceptional cases where the missions have been given a plot within the village site on which a fair school building has been erected and where both depressed and advanced class children sit side by side. The opening of a Local Board School in such a village invariably means that the Mission school is immediately deserted by the upper class children.

139. The most important work which missionaries are doing at present is the experimental work in vocational training in village schools. They have realised the inadequacy of a purely literary training and are trying to evolve a form of education which will better fit their pupils for village life. This is the kind of work which may perhaps be taken up by Government if they are able to obtain men and women with the necessary qualifications who would be prepared to devote their life to work of this nature.

#### DEPRESSED CLASSES AND ABORIGINAL TRIBES.

140. The education of the Depressed Classes and Aboriginal Tribes raises many difficult problems, arising in the case of Depressed Classes mainly from the traditional disabilities imposed on them by their supposed untouchability, and in the case of the Aboriginal Tribes partly from the geographical distribution of many of them in small numbers in forest areas and partly from their lack of interest in education or belief in its value.

These questions have been considered by the Committee appointed by Government "to inquire into the educational, economic and social condition of the Depressed Classes (untouchables) and of the Aboriginal Tribes, and to recommend measures for their uplift". This report is now under the consideration of Government.

141. As far back as 1858 Government asserted the right of the Depressed Classes to enter the common schools but for many years this right was not exercised to any material degree. The first separate school for the Depressed Classes was opened in 1855, but for some years the number of such schools was very limited. In recent years however the progress has been more rapid as is illustrated by the following figures for the number of Depressed Classes children in Primary Schools :—

1882	...	...	...	2,713
1917	...	...	...	30,212
1922	...	...	...	37,892
1927	...	...	...	59,693

The important increase in the 1922-27 period was partly due to the declaration made by Government by its Press Note No. P-23 of 1923 in which Government stated its determination to see that no disabilities were imposed on Depressed Classes children in any school conducted by the public in its own or hired building. In many areas this policy is being carried into effect and the Depressed Classes are allowed inside the common schools. In fewer areas the Depressed Class children are both allowed inside the common school and permitted to sit amongst the other children. In other areas local orthodox opinion is too strong to permit this to be carried into practical effect.

142. The difficulties caused by the opposition of orthodox Hindu opinion have in the past been avoided to some extent by the establishment of separate schools. Undoubtedly in the past these separate schools have fulfilled a very useful function in promoting the education of the Depressed Classes, but it is very doubtful, if they ought to be encouraged any longer, as it is difficult to make them efficient and the existence of such schools where the pupils could be absorbed in other adjacent common primary schools is not economic. Moreover their existence tends to perpetuate the barrier between these classes and the rest of the community. It is therefore gratifying to note that of the increase in the number of Depressed Class pupils attending primary schools during the period 1922-27, the increase in the number of Depressed Class children attending common schools was 21,091 compared with an increase of 2,716 for those attending separate schools. At the same time it must be admitted that there are many areas in which Depressed Class children are in practice not admitted into the common schools, or if admitted, are not given fair or equal treatment. The policy of Government in regard to the existing separate schools and to the institution of new separate schools has therefore to be determined.

143. Allied to this question is the problem of appointment, training and placing of teachers from the Depressed Classes. There has been a satisfactory increase (from 328 to 581) in the number of such teachers in the 1922-27 period but leeway has still to be made up in their training, as the proportion of Depressed Classes trained teachers is still less than the corresponding figure for the rest of the teachers.

144. Primary education of the Aboriginal Tribes.—The special difficulties in the way of educating the Aboriginal Tribes are partly due to the scattered position and small population of their villages in the forest areas. It thus becomes difficult to secure enough pupils to make a school possible. Service in such schools is also unpopular with teachers accustomed to live in the plains. Hostels for boys from the Aboriginal Tribes attached to full primary schools have been established in a few centres and seem to be fulfilling a useful function in enabling such boys to obtain a full primary education, and in particular in producing boys sufficiently educated to become teachers. Such teachers do not share the aversion of many teachers from the other classes to serve in forest areas. At the same time the extension of the hostel system would have to be limited by financial considerations. Again it is very doubtful if the present curriculum is best suited to the needs of the Aboriginal Tribes. The most effective means of bringing primary education to the Aboriginal Tribes therefore needs reconsideration in the light of the experience gained and of the Report on the Committee referred to above.

145. Secondary and College education for the Depressed Classes and Aboriginal Tribes.—Government provide a greater number of scholarships for secondary and college education for these Backward Classes than can be absorbed at present. The increasing number of the Depressed Classes attending primary schools will result in a gradual increase in the number of their candidates for higher education; but until the Aboriginal Tribes take more interest in primary education, the number of them proceeding to higher education will, it is feared, remain small.

#### REFORMATORY SCHOOLS.

146. There are three Reformatory Schools in this Presidency :—

- (1) Yeravda.
- (2) David Sassoon Industrial and Reformatory Institution, Matunga.
- (3) Willingdon Boys' Home, Byculla.

No. (1) is maintained by Government and Nos. (2) and (3) are aided by Government.

These Reformatories are under the general control of the Director of Public Instruction as they are recognised as schools for the education and reform of boys and not jails. The final control is that of Government in the Home Department in whose Budget the expenditure is included.

During 1926-27 the average monthly number of boys and the cost were as follows :—

—	Average monthly No.	Expenditure.	Monthly cost per boy.
		Rs.	Rs. a.
Yeravda ... ..	163	45,108	23 1
David Sassoon I. & R. Institution...	338	96,372 69,027 paid by Government.	23 12
Willingdon Boys' Home ...	68	11,662 6,242 paid by Government.	14 5

147. (1) *The Yeravda Reformatory* is conducted under the Reformatory Schools Act, 1897, and has recently been certified by Government under the Bombay Children Act, 1924. Under the former the boys are detained till they attain the age of 18 and under the Children Act until they attain the age of 16.

The boys are instructed in carpentry, smithing, book-binding, painting, tailoring, gardening and agriculture; besides, there are classes in Marathi, Gujarathi and Urdu up to Vernacular Standard V. Special attention is also given to games and the boys are taken out on occasions for walks and for swimming.

(2) *The David Sassoon Industrial and Reformatory Institution* is conducted under the Apprentices Act, 1850, and is under the control of a Committee of Management. It is intended for boys above 10 and under 18 years of age who are bound as apprentices by a Magistrate or their parents for a period not more than 7 years to learn a trade or craft. This Institution has also been certified under the Bombay Children Act, 1924, and boys cannot be detained under this Act beyond the age of 16.

There are classes in Marathi, Gujarathi and Urdu up to Vernacular Standard IV and English; drawing, gardening, carpentry, tailoring cane-work, painting, smithing and lathe-work are taught, while some boys are sent to the Mills daily to learn spinning and weaving.

This Institution is an excellent one and the greatest credit is due to the non-official Chairman who has made a careful study of the subject both in India and England.

An annual Camp is arranged at Versova to which picked boys are sent, cricket and football matches with outside teams are played and parties of boys go out to various places of interest on frequent occasions. A Scout Troop has been formed and Boxing has been introduced.

Various improvements have been effected in the buildings and only recently a modern drainage system has been completed. The plans and estimates for electric installation have been approved by Government but funds are not at present available.

(3) *The Willingdon Boys' Home* is managed and partially maintained by the Salvation Army. It is conducted under the Reformatory Schools Act, 1897, and certified under the Bombay Children Act, 1924.

Juvenile offenders conditionally released from prison are also admitted.

There are classes in Marathi and Gujarathi up to Vernacular Standard IV. Weaving, tailoring and cane-work are also taught. Attempts are made to play hockey and football as well as Indian games, but there is little space available.

This Home has recently passed through a bad period mainly owing to an inefficient Superintendent. Discipline was absent, the Home was dirty and boys were continually absconding. With the advent of a new Superintendent a year ago there has been a gradual but sure improvement and at present it can claim to be run as well as any institution could be in such a neighbourhood.

Within the last year a sick bay has been constructed.

#### INDUSTRIAL SCHOOLS.

148. There were 30 schools in 1928-29 under the control of the Committee of Direction for Technical and Industrial Education, the main function of which is to arrange for the inspection of the schools.

Most of these schools teach carpentry, smithing, weaving, cane-work, tailoring and book-binding, and in 1928 cost Rs. 5,20,478 of which Rs. 2,07,597 came from Provincial funds.

149. It has been admitted that the facilities for industrial education do not satisfy the demand of the public. There is however some scope for enquiring whether the instruction given in Industrial Schools is actually adapted to local needs and conditions. Carpentry classes which teach chiefly the making of furniture is not likely to be of much assistance to the boy who aspires to house carpentry.

150. It has been more noticeable each year that the agricultural classes are gradually forsaking manual labour and are flocking to the towns. Boys from the country should perhaps be rendered more contented with a country life and disabused of the idea that there is any social superiority attached to clerical employment in the towns, by the extension of the system already introduced in 64 schools in rural areas of imparting an agricultural bias to the education given. Such a scheme was introduced about 7 years ago, the object of which was to adapt the atmosphere and the curriculum of the school to the environment and to provide a form of education which will fit the boys for village life. Less time is given to the ordinary subjects and special attention is paid to practical work in agriculture to which is added an elementary training in carpentry and smithing.

#### PROFESSIONAL AND TECHNICAL COLLEGES.

##### Medical Education.

151. There are 2 classes of medical students; the higher class who are educated at the Bombay colleges and aspire to the University degree of M.B.B.S. and the lower class in the mofussil schools who as a rule are content to take the diploma of the College of Physicians and Surgeons.

152. Bombay Colleges.—The Grant Medical College, maintained by Government, has had during typical years in the last decennium the following numbers of students on its rolls :—

Year.	Men.	Women.	Total.
1918-19	876	53	929
1921-22	1,087	74	1,161
1923-24	878	68	946
1925-26	625	53	678
1927-28	369	43	412
1928-29	...	...	389

The fall in numbers has been due to—

- (a) the cessation of the post-war rush for degrees;
- (b) the restriction of admissions to 120 per year in 1924 and the raising of the standard of admission to that of the Inter Science examination;

(c) the opening by the Bombay Municipality in 1926 of the Goverdhandas Sundardas Medical College.

The number of students in 1926-27 who were examined for the M.B.B.S. was 698 males *plus* 37 females, and who passed 193 males *plus* 13 females.

153. The facilities for clinical instruction have been greatly improved and are now considered satisfactory. Additional wards have been provided in the J. J. group of hospitals; the B. J. Children's hospital has been opened; improved opportunities for learning midwifery have been provided at the N. M. W. Maternity Hospital, the Cama and Abless hospitals, and the Corporation lying-in hospitals.

The medical curriculum has been revised by the University and the period of hospital training for undergraduates has been raised from 2 to 3 years. The standard for a pass degree has been raised in all subjects. To meet these requirements, the Pathology, Embryology, Physiology, Chemistry and Physics Departments have been reorganised or strengthened. Proposals for a professor of Pharmacology who is urgently needed have, however, been recently rejected on financial grounds. A Dental College has been constructed and awaits equipment.

154. *Mofussil Schools.*—There are three Government Medical Schools, *viz.*, at Ahmedabad, Poona and Hyderabad. The number of students during 1919-1927 is shown below:—

Year.	Ahmedabad.	Poona.	Hyderabad.
1918-19	255	223	171
1919-20	251	247	155
1920-21	212	237	96
1921-22	196	246	73
1922-23	204	273	50
1923-24	176	264	42
1924-25	168	259	55
1925-26	152	258	83
1926-27	142	227	68

The numbers of students who appeared for the L.C.P.S. examination and passed out from these schools is shown in the following table:—

Year	Medical School, Poona		Medical School, Ahmedabad		Medical School, Hyderabad	
	Total number appeared	Number passed	Total number appeared	Number passed	Total number appeared	Number passed
1924	143	49	106	33	56	11
1925	125	34	119	26	57	12
1926	160	36	121	27	42	7
1927	163	63	133	43	36	11
1928	167	37	106	26	25	4
1929*	86	53	79	32	23	12

\* May Examination.

It is reported that with the present class of entrant, the buildings and equipment are good enough to prepare students for the inferior diploma which they seek. Great emphasis is laid on the fact that the preliminary examinations leave much to be desired. The knowledge of English is weak. The medical schools require students of a higher social stamp, and with higher ethical standards. Their poverty often drives them to practices which cannot be defended.

155. **Honorary Staff.**—It is also reported generally that, though the numbers of the staff have been greatly increased by the honorary system, its too sudden and drastic introduction has not been in the interests of the students, who do not receive the same care and personal attention as was given under the old system. The honorary staff have to depend on outside practice for their maintenance and have not the same spirit of discipline and *esprit de corps* as formerly. It may be added that the introduction of the honorary system has coincided with the demand of the General Medical Council of Great Britain for yearly or periodic inspection of the medical tuition afforded and of the examination for degrees.

#### Law Education.

156. Until 1924 there was only one Law College, the Government Law College at Bombay. In that year, on the proposal made by the University, and after consultation with the High Court, Government allowed a non-Government Law College at Poona to be opened and affiliated to the University, and since that year two more colleges at Karachi (1927) and Ahmedabad (recently opened) have also been opened and affiliated.

The number of students in the Bombay Law College, which was 740 in 1922 and has fallen with the opening of the college at Poona, was 498 in 1927, and the number at the Poona College, 467.

No Government grant is given to the non-Government colleges as all the Law Colleges more than pay their way.

#### Engineering.

157. **College of Engineering, Poona.**—The number of students at the College of Engineering, Poona, in 1927 was 184. The entrance standard is the University Inter-Science examination. Thirty-two candidates were sent up in 1927 for the B. E. Civil examination, of whom 19 passed, 1 securing a first class. The cost of the college to Government is Rs. 1,67,000, *i.e.*, Rs. 921 per head. Extensions of the College to admit 100 fresh students are urgently required and some new buildings required for this purpose have already been completed. As regards extensions of work it is believed that without additional expenditure and by suitable co-ordination, teaching in agricultural engineering could be undertaken up to a very high standard by co-operation between the Engineering and Agricultural Colleges of Poona.

158. **The N. E. D. Civil Engineering College, Karachi,** which was opened in 1922, teaches up to the B.E. degree and had in 1927 143 students. Out of 24 candidates who appeared for the B.E. examination, 16 passed, 2 being in the first class. The college meets a growing need in Sind where owing to the developments of irrigation the demand for civil engineers is expanding. It is administered by a Board of which the Commissioner in Sind is President and receives a grant-in-aid (at present Rs. 32,000) from Government; although an additional grant of Rs. 5,000 has been earmarked for the College for 1930-31, unless the grant-in-aid is substantially increased as a permanent measure, it is possible that the college will have to be closed down shortly. It requires a workshop and other buildings, but its main need is to be brought on to a sound financial basis. It is reported to be efficiently and economically managed.

Government have undertaken to appoint three candidates from amongst the successful candidates of these colleges to the Provincial Engineering Service. The next four successful students are also taken up as stipendiaries for practical training. Two engineering graduates with engineering degrees are taken up yearly for each circle of the Lloyd Barrage as apprentices for 12 months.

#### Agriculture.

159. **The College of Agriculture, Poona,** was established in 1907 with suitable buildings and an area of land amounting to 289 acres. Its declared

object was to give a liberal education to men who would be employed on the land in any capacity, to carry out research in agriculture and sciences connected therewith and be a centre of agricultural information and propaganda.

The College course was arranged so as to lead to a University degree. The University established a degree in agriculture in 1899, for which training was given at the College of Science up to 1907. Since that date the total number of graduates in agriculture turned out by the College is 688. In addition, 71 have been trained in the diploma course established for men whose educational qualifications, though adequate, did not conform to the requirements of the Bombay University; and 236 pupils have been through short courses. The recurring expenditure on the College in 1928-29 was Rs. 3,81,000, of which about half is directly debitable to the cost of teaching.

160. The College is fulfilling its objects satisfactorily and on the whole the graduates turned out by it obtain employment either in departments of Government or in business concerns or on the land. The policy of the College is to discourage students from coming to it who are of low general intelligence with no natural liking for agriculture. The main need at present is the development of short practical courses as recommended by the Linlithgow Commission and more junior staff to help in teaching such courses.

#### Commerce.

161. The Sydenham College of Commerce, Bombay, teaches the full course leading up to the University degree of M. Com., and also offers facilities for post-graduate research in problems of Indian Economics. It has its own buildings but no hostel. The students in 1927 numbered 269. Little difficulty is experienced by them in finding suitable employment on leaving the College. In addition there are 34 commercial schools and classes which impart instruction to 1,829 pupils in book-keeping, short-hand, etc., and prepare students for the examinations of the London Chamber of Commerce. The results in 1927 were:—

				Number appearing.	Passed.
Senior	...	...	...	929	235
Junior	...	...	...	171	46

#### The Fine Arts.

162. The following figures give the number of students on the rolls of the School of Art, Bombay, in 1927:—

School of Art	...	...	...	...	350
Reay Art Workshop	...	...	...	...	191
					541

The expenditure provided in the current budget is Rs. 1,39,000. Classes in drawing, painting, and modelling exist and students have shown special promise in decorative design and mural painting.

There is a School of Architecture with a Professor, Assistant Professor and number of Visiting Professors. The course extends for 6 years, viz., 4 for the Government diploma and 1 or 2 more for the R. I. B. A. Final Examination. 42 students have taken the diploma since it was established and all are remuneratively employed. In 1927 the number of students taking the architectural course was 138.

#### DOMESTIC SCIENCE.

163. Many have been the demands in recent years for the differentiation of the curriculum in girls' schools from that in boys' schools.

The All Women's Conference on Educational Reform at Poona in 1927 recommended that "alternative courses should be established to suit the needs of girls who do not intend to go to a college—to include domestic science, etc."

Similar recommendations were made in Bengal and Madras and only recently on 21st September the Bombay Women's Conference considered the same question. To quote the words of the President :—

“In secondary schools for girls, subjects like domestic science, etc., as well as some idea of social work should be given prominence. Even in an advanced city like Bombay most of the girls who go to school have to do a good deal of domestic work at home. If the same course as is assigned for boys, who can devote their sole attention to school work, is set up for girls, it becomes a great strain on them and naturally their health suffers.”

164. In this Presidency Domestic Science is accepted as an equivalent for Science for Matriculation purposes, but this concession is entirely destroyed by requiring all candidates to take Physics in the 1st year Arts Course. For this reason few girls' schools have adopted the alternative course.

With the object of developing the subject the Inspectress of Girls' Schools, Bombay, suggested in 1920 the opening of a temporary Domestic Class in Bombay at a cost of Rs. 3,120. Government however deferred consideration until the appointment of the Minister for Education. The Hon'ble Minister approved of the proposal and provision has been included in the Budget year after year until 3rd September 1924 when it was regarded as being not an absolutely essential item and was dropped. This subject was again carefully considered by Miss Brooke, who was placed on special duty to report on Female Education, in 1920. One of the three difficulties which she enumerated as besetting the development of girls' education was unsuitability of the curriculum, and she recommended a special Vernacular Final Examination for girls to include Domestic Science, Physical Training and Civics.

The report was considered by the Hon'ble Board and a Government Resolution was prepared in 1923. It was then referred unofficially to the Director of Public Instruction but Government deferred passing orders.

165. Among the many decisions reached, Government considered that Sewing, Domestic Economy and Hygiene should be optional subjects in secondary schools, and that if there is an effective demand for the teaching of Domestic Economy in Government Secondary schools, a few teachers should be deputed to the Domestic Economy classes at Baroda as the proposal to establish a central class in Bombay (referred to above) has been postponed.

Government now are in a position to consider some of the proposals and decisions contained in the dormant Government Resolution as it is well known that in any programme for the expansion of female education, the systematic teaching of Domestic Economy must find a place.

The first essential would appear to be to concentrate on a system for the training of teachers in this subject by establishing a central class as already proposed in 1920.

#### PHYSICAL TRAINING.

166. Introduction.—Physical training which is regulated and supervised practice of muscular exercises is one of the methods by which an important part of education can be imparted. As the outlook on education changed, the conception to physical training also underwent a corresponding change. It has been recognised that Physical training should have for its object the production of man not as so many muscles but as a unity of mind and body capable of successful adjustment to his age.

167. Progress made in Secondary Schools.—Serious attention does not seem to have been paid to physical training in Primary Schools or in Colleges until quite recently. Reference has been made to Physical Training in Secondary Schools in both Quinquennial Reports for 1917-22 and 1922-27. In Secondary Schools it however appears to have been dependent on the Principals themselves or to a particularly keen Assistant Master. In all Government Schools class drill as well as open air drill is performed and some organised English and Indian games are played under supervision. In the Elphinstone High School the experiment of devoting the last period to



outdoor exercise was tried in Standards I to IV, and the Principal reports that the class work of these standards did not suffer and that the health of the boys improved considerably. There has, however, been difficulty in arranging for drill outdoors as Schools under private management are reported to have been seriously handicapped by the want of suitable playgrounds. An advance was, however, made in 1925 when Mr. Weber of the Y.M.C.A. was appointed as Director of Physical Education. He was only able to confine his attention to Bombay, but arranged some classes for mofussil teachers. In 1926 he was able to tour Gujarat and Sind and gave an impetus to physical instruction by conducting there courses of mass drill in some of the larger centres. The system advocated by Mr. Weber is followed in Government Secondary Schools and is a great advance on the methods which have been followed in the past and the exercises are said to be much appreciated.

168. As regards girls' schools, drill of some kind is taken in most of the schools though here again lack of knowledge and suitable open spaces have made it difficult. A definite advance was made by sending a number of women teachers to a special class conducted by the Y.W.C.A. in Bombay by means of a grant from Government. Similar training for teachers of mofussil schools was proposed, but Government were unable to provide the funds. A certain amount of training has been given through the medium of the Guides and the Salvation Army in some districts.

169. **The Position in Primary Schools.**—Practically nothing has been done to organise physical training in Primary Schools. Lack of space can hardly be urged as a serious objection to such training in village schools, as in the majority of cases there is a playground attached to such schools and, even if not, ample space is available nearby. In some districts scouting has become quite popular which inculcates ideas of outdoor work and physical fitness.

170. **Needs.**—The Committee on University Reform appointed in 1924 reported that the proportion of students in the colleges who take an active and continuous share in college and other games is not as large as it might be, and they attribute this as being one cause of the poor physique of the students and of their liability to illness. The Committee strongly advocated the appointment of a Director of Physical Training for college students as had been done by Government for secondary schools and considered it would be part of the duty of the Director to organise physical training and games and to visit mofussil colleges for the purpose; also to train members of the college staffs to conduct regular classes for physical training. These proposals were not accepted by the Senate. The Syndicate however resolved to introduce compulsory physical training in the three Arts Colleges in Poona and sanctioned a grant for the purpose. The results have justified the step taken and the experiment has been allowed to continue for another term. In 1927 it was felt that physical training should be an essential part of the curriculum in primary schools, secondary schools and colleges. Government therefore appointed a Committee to enquire into and report on the question of physical training and on making it compulsory.

171. **Recommendations of the Committee.**—This Committee in their recommendations stress the need of a regular medical inspection of pupils, to be combined with an organised system of physical training. They suggest that a comparative record of height, weight and other physical characteristics of children might be kept, and that physical defects might be prevented and cured, as it is only too well-known that children in the average village school often do not leave the school room for anything up to five hours. They consider that the construction, foundation and arrangement of a school house often leave permanently injurious effects on the life of a child and are of opinion that the defects and deformities which result from inattention to this problem could easily be prevented if due attention had been paid to the condition of the buildings. They were further of opinion that all teachers and school authorities should be trained to treat physical education as an integral part of education in all respects.

The Committee recommend the creation of a Central Board of Physical Education and that physical education in each district should be supervised by a Committee which should include a Medical Officer. The Committee report that the net cost to Government for introducing compulsory physical training in all primary and secondary schools in the Presidency will amount to Rs. 4,73,000.

172. A certain amount of success could perhaps be attained by arranging short classes at district headquarters during the holidays for village school masters who are fit, in the same way as camps are arranged for teaching scout masters. For secondary school masters similar classes might perhaps be arranged in the larger towns. It is most desirable that more attention should be given to physical education in training schools for teachers while under training. Not only should the teachers take part in games and physical exercises but they should be given courses which will enable them to teach the pupils under their charge.

The first step towards health improvement is the institution of medical inspection. Physical exercise is of course of the utmost importance, but unless suitable health conditions exist, *e.g.*, open spaces and hostels where plenty of light, air, and well-cooked food are available, mere physical exercise alone will not solve the problem.

#### VIII—UNEMPLOYMENT.

173. The growth of unemployment among the educated classes in this Presidency is a problem which has a direct bearing on education. The extent of such unemployment is not precisely known, but the evil is widespread and has doubtless been intensified by the recent prolonged period of trade depression. In 1926 the Labour Office attempted an investigation in Bombay City. The figures which they collected were too scanty to permit of any trustworthy conclusions, but they indicate firstly that the bulk of the unemployed (77 per cent.) were below the age of 32. It would seem therefore that unemployment is most prevalent among the younger men who have recently left school or college and have not settled down to permanent work. Secondly it appears that the bulk of the unemployed persons do not possess what are generally regarded as minimum qualifications. Forty-nine per cent. of the total had not passed the Matriculation examination. Only 7 per cent. were graduates of whom the majority had graduated in arts.

174. The problem is not peculiar to the Bombay Presidency and has been investigated by Committees in other provinces and no effective solution has yet been suggested. Government service and the legal profession are at present the main occupations of the educated classes, but these two occupations cannot absorb more persons than they already contain. One remedy suggested is the expansion of the system of giving manual training in middle schools. The expansion of technical and industrial education generally would probably be helpful since unemployment appears to be most ripe among those young men who have studied a purely literary or arts course. Agriculture is a difficult and exacting profession and would probably not be a suitable outlet for the educated classes. But if those young men who come from the country and from rural stock could be encouraged to remain there instead of gravitating to the towns the competition for employment would be lessened. The opening of additional professions by providing facilities for obtaining qualifications in this country should be constantly encouraged as opportunities offer. The school of dentistry which the Government of Bombay hope to institute in connection with the Grant Medical College is a promising example. From the educational point of view however the only measure that is likely to produce a marked effect would be the raising of educational standards all round with the object of preventing those young men who are incapable of taking full advantage of higher education from wasting their time and money on it. The Education Department cannot create employment. It can only regulate courses in such a way as to ensure that where a demand exists qualified candidates shall be forthcoming. Fundamentally the problem is an economic one. During a period of trade depression unemployment particularly among

the educated classes is very difficult to avoid. With the return of industrial and commercial prosperity it may reasonably be expected that except amongst those whose educational attainments do not qualify them for such employment the problem will automatically diminish.

#### IX—CONCLUSIONS.

175. The bulk of the funds available for education are naturally being devoted to primary education. Its extension and the improvement of its quality is the essential basis both of social and material progress and of political advancement. Government have held that the requirements of primary education have the first claim on any funds that are available for expansion. But the wisdom of not providing a portion of any additional funds, which may become available, for the improvement and development of Secondary, Technical and University Education is open to question. Financial stringency is restricting development but before assuming that further progress cannot be made until fresh revenue becomes available it is necessary to review existing expenditure and to be assured that the funds are being wisely spent and that full value is received. There is conspicuous waste of money and effort involved in the stagnation of children who fail to advance at the end of the year to a higher class and in the wastage which takes place in the high percentage of children who leave school before reaching literacy is a factor of which account must be taken. The very high cost per head of primary education in this Presidency both for boys and girls and the high scales of pay at present paid to the teachers are also points that call for attention.

176. An equally important question is that of control. The Statutory Commission have drawn attention to the fact that the action of some Provincial Governments in devolving authority and responsibility on local bodies was both precipitate and excessive. With regard to Bombay they have specifically mentioned "the present position as regards the Government's ability to exercise any kind of effective supervision over primary education seems particularly unsatisfactory." The Local Government have in their opinion deprived themselves of that effective power of supervision, direction and ultimate control which even in countries where self-government by local bodies is most highly developed is regarded as essential. The transfer of control has no doubt evoked a keener interest among the local public in educational matters, but it has not expedited the introduction of compulsion as was expected, and has in some cases opened the doors of communalism and factions. Government can exercise a certain measure of control by the regulation of grants, but experience has shown that this is only effective if coupled with efficient inspection by an adequate Government inspecting staff and by an adequate power to enforce recommendations where, in the opinion of the Minister, it is necessary. The confusion and delay to which the unregulated transfer of control under the Primary Education Act gave rise is being slowly cleared by rules and orders, but it would appear that the time has come when the Act itself requires to be re-examined in order to remove defects and integrate the organisation as a whole. There are other radical defects such as unsatisfactory buildings, single master schools, and so forth which must gradually be remedied as funds become available.

177. With regard to Secondary Education the Statutory Commission finds much evidence of the same waste and ineffectiveness which characterise mass education and of the same defects of direction, control and administration to which they are attributable. They comment on the narrowness and uniformity of high school courses and consider that the instruction, even on the narrow lines too commonly followed, is not effective and that the educational value obtained for public money and effort is proportionately small. The necessity of revising the curricula so that they may be adjusted more closely to the social and economic structure of the country and with the other stages of the educational system is a subject that has recently come under the consideration of the Committee for Primary and Secondary Education and will now be further examined by Government. The Statutory Committee have noted that there are signs that the schools do and will respond

to efforts to humanise them and make them instruments of social training and real education rather than channels for mechanical conveyance of information which can be reproduced at examinations. Increased efforts are required to emphasise and develop this aspect of education.

178. The departmental machine on which the Minister must rely for the execution of his policy stands in need of complete renewal. Recruitment to the Indian Educational Service was stopped in 1924. Proposals for the organisation of a new provincial service to take its place are being considered. During the transition period great difficulties are being experienced owing to the shortage of competent staff and this difficulty must continue for some years after the new service is constituted. The Commission had noted that the failure to reconstitute the Provincial Services after a period of nearly five years has been disastrous to the organisation of Indian education. It is hoped to fix the new terms of service and to adopt methods of recruitment which will attract Indian candidates with high European qualifications to the Service. In the lower ranks also, the lack of an adequate official inspecting staff has been commented on, and proposals for the removal of this defect are already engaging the attention of Government.

179. The University has recently been reconstituted under the Act of 1928. It is too soon to pronounce an opinion on the results of that Act. The Statutory Commission have drawn attention to the fact that the Universities are overcrowded with men who are not profiting either intellectually or materially by their University training. The most serious problem connected with the University is the establishment and maintenance of reasonably high standards at each stage in the course. Much remains to be done in respect of the equipment of laboratories and libraries in Colleges and of the recognition of the value of social activities and corporate life. The problem of unemployment among the middle classes will continue until the University takes steps to adapt its courses more closely to the needs of the day and to ensure that those who are not capable of deriving a full benefit from a University course are prevented from wasting time and money in an attempt to do so.

180. There are a number of other lines on which the need of development is plain and urgent. The fringe of the problem of education of the female population has hardly yet been touched. Much remains to be done to provide greater special facilities for Muhammadans, depressed classes and backward areas. The question of the medical inspection and of physical training of school boys is one that should be considered at an early date. The multiplication and improvement of technical schools and colleges awaits only the provision of additional funds. The expansion of agricultural and industrial bias classes, the improvement of discipline and *esprit de corps*, and the closer adjustment of rural education to rural conditions are questions that are constantly receiving attention. The purpose of this summary will have been served if it makes clear the conditions under which the Education Department are addressing themselves to solve problems to which they are fully alive and enlists the sympathy and support of the general public as represented by the Legislative Council to the measures which may from time to time be proposed in the furtherance of these objects.

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