

REPORT

BY

Mr. R. LITTLEHAILES, M. A., C. I. E.

EDUCATIONAL ADVISER,

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Classification of schools.

The following tabular statement gives the classes of schools in the main educational system of the State. In addition there are training schools for teachers (called in Baroda training colleges) and schools for special classes of the community (Raniparaj, Waghers and depressed classes), for defectives (deaf, mutes and blind, but not for mentally defectives) and schools for those whose mother tongue is other than Gujerati (Marathi, Urdu) where the medium of instruction is Marathi or Urdu:-

Statement showing the types of schools in the State.

Serial No.	Name.	Classes taught.	Medium of instruction.	Whether English is taught.	Whether fees are charged.	Remarks.
1	2	3	4	5	6	7
1	Kinder-garten schools ...	...	Vernacular	No.	Yes.	No lower age limit, upper limit 7 years.
2	Lower primary schools. ...	I to V	Vernacular.	No.	No.	Minimum age 6, compulsory age 7.
3	Higher primary schools. ...	VI to VII	Vernacular.	No.	No.	...
4	Old mixed or middle schools.	I to IV V to VII	Vernacular. English.	No. Yes.	No. Yes.	There are only 7 schools of this type in the State and they are shortly to be converted into the new type.
5	New middle schools or mixed schools.	I to V V to VIII	Vernacular. English.	No. Yes.	No. Yes.	In these schools there is the option to study in the V class according to either the Vernacular standard or the English standard. There are only 8 schools of this type in the State but after experience they may be increased to any number.

6	A. V. schools.	... V to VII, VIII, IX or X.	...	Yes.	Yes.	Schools teaching only English standards are included in this class whether they teach 3, 4, 5, or 6 classes. Thus they correspond to the schools teaching the first three, four, five, or six standards of the English course.
7	High schools.	... V to XI or VIII to XI	...	Yes.	Yes.	Class XI (or in former terminology standard VII) is the Matriculation Class.
8	Industrial schools.	... I to IV & V to VII.	Vernacular.	No. Yes.	No. No.	
9	Sanskrit schools	...	Sanskrit.	In one school.	No.	Boys admitted after the Vth Vernacular Class.
10	Music schools.	...	Vernacular.	No.	No.	
11	Arts colleges.	... Upto Master's degree.	English.	Yes.	Yes.	
12	Technical College or Kala-Bhavan.	...	Vernacular & English.	Yes.	Yes.	

Kinds of schools necessary.

2. Considering only the main educational system of the State, small villages need primary schools working usually only upto class 5. Large villages need primary schools which have the higher primary classes namely the 6th and 7th attached to them. Small towns need schools where both a primary and a middle school education are provided. Large towns need in addition to primary and middle schools, secondary schools teaching upto a matriculation standard.

3. The course in the primary school is to be given through the medium of the Vernacular and its main aim is to make the children literate. The course to be adopted in the middle school classes should make provision for those whose education is completed at the end of the middle school course and for those who prefer to read further and should be as follows:-

- (a) In villages only a Vernacular education should be given with an agricultural bias.
- (b) In small towns two classes of school are necessary.
 - (1) The Vernacular school with either an agricultural bias or an industrial bias dependent upon whether the town has not or has any industry.
 - (2) An English school where English is one of the optional subjects of instruction and in which some form of manual instruction or hand and eye training is desirable.

4. Secondary schools should make provision for pupils who desire to continue their education at a university as well as for those who do not study further. The former require an education in which English is taught, first as a subject of instruction and latter as the medium of instruction and in which some form of manual instruction or hand and eye training is desirable. The latter require a modern or practical

education which will be of more use to them than for example the intensive study of Sanskrit would be.

5. There is also the need for schools for a few special communities and for special subjects.

Special schools still necessary.

Kinder-garten and Montessori.

6. Froebelian and Montessori methods of instruction form the basis of the initial stage of all child education so that when a pupil comes to school, no matter what its age may be, it should receive instruction in the methods developed by Froebel, Montessori and others, who have furthered the systematic development of children just at or below the school age by the organisation of their natural play-instincts in accordance with the principles upon which natural development is based.

7. The kinder-garten picture, song and story are recognised as among the best that the arts which they represent can furnish for children. But the work of the kinder-garten has within recent years been criticised as being too formal to be in accord with the principles of child development. The foundation idea of the kinder-garten is that of development, so that formal work is out of harmony with its fundamental conception. That the work with the gifts and occupations is a phase of kinder-garten procedure, which has a tendency towards routine, was evident to me during my inspection of kinder-garten schools in Baroda.

8. The Montessori method of teaching children of the kinder-garten or early primary school age (which was started by Dr. Montessori of Rome in 1907) has two main bases-it emphasises sense training, the children gradually gaining the perception of size, length, colour, shape and so on, and it lays great stress upon the freedom of the child; the teacher observes and directs the activities of the children rather than controls them; discipline through freedom is one of its principles.

9. In the first class, in every school, children should be taught by kinder-garten or Montessori methods. These methods usually terminate at the age of 7 but may be extended to the age of 8. Indeed Montessori methods can be developed for even older children, but little has yet been accomplished in this direction.

10. Instruction to small children should be given so far as possible in a separate room or building so that the noise which is inevitable in a class which is taught by kinder-garten methods, may not interfere with the work in the other classes where more formal methods of instruction are being followed.

11. Kinder-garten and Montessori methods of instruction have made very little progress in Baroda where there were last year 20 kinder-garten schools with 1861 pupils including 5 kinder-garten classes with 273 pupils attached to primary schools. Yet where such schools and classes have been formed some most useful educational work is being done. In the island of Beyt there is an excellent little Montessori class under private management, taught by a male teacher trained at Bhavnagar, while at the other end of the Raj at Navsari some fairly satisfactory kinder-garten classes have been attached to the Sir J. J. School for Parsee boys and girls, a school under private management. Yet the methods of instruction most suitable for small children have not been generally adopted throughout the Raj. They are found only in a stray school here and there. It is indeed scarcely possible that they could have been adopted especially in State schools, for in the training college for men teachers no instruction in kinder-garten methods is given to the teachers under training, while the training college for women teachers where a little theoretical instruction is given in such methods, has in past years produced a mere handful of women teachers, not all of whom are engaged in teaching very young children, and we must bear in mind that there are 1836 primary schools in the State all of which have a first class in which some kinder-garten or Montessori method of instruction should be adopted.

12. On visiting the Government kinder-garten school at Navsari I discovered that the attendance was nil on the 4th of January. In December there were 35 boys and 35 girls that is 70 in all on the roll, and each child paid a voluntary fee of 6 annas p.m. to help to meet the expenses of rent and a small meal. From the first of January fees were levied at Re. 1 per month. On that day the number in attendance was 5, on the 2nd 3, on the 3rd 1, on the 4th January not a single child attended the school. Parents object to the levy of 1 Re. per month, and there appears to be an organised boycott of the school. Parents refuse to paying 1 Re. per month, in addition to the six annas paid by every child of which 16 Rs. per month goes to pay for the rent of the building, the remainder to provide a small meal to the children. The total levy per child, under the present orders is Rs. 1-6-0 per child and parents consider that this charge is exhorbitant.

13. The inspecting officer is following a sound policy; he is inclined to let matters stay as they are for a time,—he has already transferred one of the two teachers elsewhere—and see whether parents will not ultimately send their children back to the school or whether some private body will not come forward to assume the control of the school. This latter is possible since the policy of the Government is to give a grant of Rs. 25 p. m. to kinder-garten schools under private control.

14. The cost to Government of this school is as follows:—
 two teachers, one on 30 Rs., the other on 15 Rs. per month, plus 4 Rs. per month contingency allowance, plus 18 Rs. for two servants at 9 Rs. each to bring the children to school and take them home again. The total is 67 Rs. per month.

15. There has been a similar fall in attendance at kinder-garten schools throughout the whole State since 1st January when the collection of fees was ordered.

22. There are no kinder-gartens in Norway and very few in Sweden but in some other countries the kinder-garten class has become an organic part of the school system. Practice in some other countries.

In Spain and Portugal it has but a slight foot-hold. In Switzerland kinder-garten has not been made a part of the school system but its work is recognised as the true basis for that of the school. In Italy kinder-gartens are private but they receive grants from the Government. When Japan re-organised its educational system upon the Western basis in the early seventies the kinder-garten system was adopted in that country. England and France are the principal European countries that have retained the Infant school instead of adopting the kinder-garten school but the Froebelian doctrines have had a marked influence upon the infant schools in England. In Belgium, Austria and Hungery the kinder-garten is part of the school system.

23. The policy of having separate infant, Montessori or kinder-garten schools where kinder-garten methods predominate is applicable Needs of Baroda.

only to town areas. In villages the population is too small for more than one or possibly two schools so that separate schools for young children would scarcely be an economical proposition. In village areas, the only policy that can be adopted is that kinder-garten methods of instruction be used in the lowest classes.

24. The amount of knowledge which the child is at present able to acquire in his first year by the formal methods now usually adopted, can be fully acquired in a year under kinder-garten methods of instruction or some modified or developed kinder-garten methods. Kinder-garten methods be applied to children of 6 or 7 years of age.

Since the compulsory age begins at 7 and pupils are permitted to attend school from 6 years of age, this method will apply to children who are usually 6 or 7 years of age, formal methods being applied to children of 8 years of age and upwards.

25. It will be realised that every one of the lower primary schools, which we have at present, should have at least one teacher who has had special training in kinder-garten methods, and as we have more than 1,800 such schools some of them having duplicate classes, we need ultimately nearly 2000 teachers who have received special instruction in kinder-garten methods of instruction. In order to have this policy carried out we require 2000 teachers who have been trained in kinder-garten methods.

26. I should further like to emphasize the desirability for the kinder-garten class being placed in charge of a woman teacher. In general women are more suitable than men for teaching the very young. A young man teacher is unsuitable, he has neither requisite ability nor experience nor patience. If men have to be employed they should be men of or beyond middle age. I would also like to emphasise the desirability of the kinder-garten class having if possible a teacher with no other classes and the provision of a separate room for young children wherever possible; the Montessori method is noisy and causes disturbance to the rest of the classes in the school.

27. At one of the informal conferences of Inspecting officers and other educationalists that I held it was unanimously agreed that senior trained women teachers were necessary for classes I and II in all primary schools in order that the most suitable persons might undertake the kinder-garten methods of instruction in primary schools. It would be better however to have women who have had special training in Montessori methods.

28. Since the supply of women teachers is insufficient to meet the needs of Baroda, it is desirable to train also males either along with women or to have a separate class for men, taught by the same staff as teaches the women students under training. We must have one or

two specialists of kinder-garten methods attached to the training college for women and there should be attached to the practising school a large kinder-garten section, in order that the students may receive sufficient practice in these methods of instruction. The Government kinder-garten schools might be attached to the training school as kinder-garten practising sections. In order to have a sufficient number of pupils in these classes it would be desirable to levy no fees in them, except such fees as were formerly levied and which were utilised for giving children a meal, paying or not paying any fees being left to the parents. The minimum age of admission should be 6; but children of 5 years of age might be admitted on payment of fees. It is anticipated that most children would not join this kinder-garten school before they were 6 years of age.

29. I advise that a separate kinder-garten training section be established attached to the training school for women and that primary school teachers who have been trained, should undergo a six months special course in kinder-garten. Two such courses could be held each year.

Kinder-garten training section be established.

Period required for attaining literacy.

30. It is generally assumed in Baroda that a period of 5 years education in a primary school is necessary to enable a child to attain literacy. In some other parts of India it is assumed that a period of 4 years is sufficient. At one of the conferences which I held with inspecting officers, opinion was nearly evenly divided as to whether the period required for attaining literacy in schools in Baroda was four years or five years. The actual period however is dependent—leaving aside the inherent intelligence of the child—upon two main factors: the home surroundings of the child and the methods of instruction adopted in the school.

5 years time necessary for attaining literacy.

31. A child of the better educated classes of the community is brought up in home surroundings which are literary and cultural. Such a child becomes literate at a very early stage, quite frequently after only two years or three years of formal education. Children of the educationally backward classes of the community however, and the village community is in the main of this category, require a longer period than two or three years to become literate.

32. But no matter what the inherited intelligence and cultural surroundings of the child may be, good methods of instruction will reduce the period required for attaining literacy while inferior methods of instruction are bound to lengthen the period. An enquiry as to the methods of instruction adopted by our teachers in primary schools, especially as to the methods adopted for teaching language, reading and writing, is necessary if we are to ascertain whether the period required to acquire literacy might not be reduced by improving methods of instruction.

33. The methods to be adopted in teaching is mainly a professional or technical matter which is dealt with in the training colleges for teachers, where teachers may receive instruction in the best methods to adopt in teaching. Some teachers have a natural bent towards teaching, others do not have this natural talent, but instruction in the best methods to adopt in teaching children is valuable to all teachers and necessary for all. The talented teacher may not need training so much as the untalented teacher, but even he by training will gain new ideas, have the weaknesses in his methods pointed out to him and receive help in eradicating his faults. By giving all teachers a professional training, their methods of instruction will improve and the period required for the attainment of literacy amongst children will be reduced.

34. The reduction of the period for attaining literacy is thus traced back to the training colleges and it is upon their efficiency that such reduction depends. The staff of the training college must themselves be able to put their students under training into the best ways of teaching children how to read and write, and they must themselves from time to time experiment on new and different methods of teaching. Our training schools must be staffed by teachers imbued with the true spirit of education who, realising that the last word in methods of instruction has never been said, will keep themselves upto-date, experimenting on all new methods which come to light and themselves try to invent improved methods.

Efficiency of the training colleges will quicken literacy amongst the masses.

Compulsory Education.

35. The Compulsory Education Act of Baroda (5th of Samvat 1983), as well as the rules framed under it are printed only in the Vernacular. A typed copy of an English translation of the Act with the rules intermingled with it was the single English translation available. It would be desirable to have the Act and the rules framed under the Act published also in English.

36. I shall preface my remarks with the statement that in Scotland the average number of scholars on the register is roughly 84 percent of the estimated population of school age, which is 5 to 14. If therefore Baroda were to have on its registers 84 percent of the estimated population of persons of school-going age, it would have as large an enforcement of compulsion, as is obtained in a highly educated country like Scotland.

(a) In Baroda the compulsory school age is from 7 to 14 for boys and 7 to 12 for girls, though there are more than a dozen " valid reasons " set forth in section 6 of the Act for granting exemption from attending school.

General. Compulsory Education Act and rules thereunder may be published in English.

Degree of Enforcement to be expected.

Age of compulsion in Baroda.

(b) In the United States of America the compulsory education laws require attendance from 6 years of age in 2 States, from 7 years of age in 28 States, from 8 years of age in 18 States and from 9 years of age in one State. 5 States require attendance till 14 years of age, 3 States till 15 years of age, 31 States till 16 years of age, 5 States till 17 years of age and 5 States till 18 years of age. The number of years of regular school attendance required is 6 years in 4 States, 7 years in 2 States, 8 years in 12 States, 9 years in 21 States, 10 years in 8 States and 11 years in one State. Most States require children to attend part time schools, continuation schools or evening schools for a few years after completion of the compulsory full time school attendance.

37. Most children start school when 6 years of age. The retarded position of those who start later, tends towards dislike for school and early withdrawal.

Late joining creates a kind of dislike for school.

38. Distance from school is a potent factor in influencing attendance. With improved facilities for transport the need for exemption on account of distance has diminished. Public interest in the support of compulsory education is an essential factor in securing good attendance; penalties upon parents are sufficient in most States to secure attendance but penalties on teachers failing to report truancy are desirable.

39. Under section 6 of Act XXXVII of 1931 setting forth the Vernacular Education Code, 'The aim of education' is stated in the following words :--

Aim of Education in Baroda.

"6. The aim of primary education shall be to impart practical knowledge to the sons and daughters of the people through their Vernaculars, to inculcate ideas of morality in their minds which shall make them useful to society and loyal to the State and to bestow attention upon their physical improvement".

Aim of education.

40. Under the Compulsory Education Act however

Under the Compulsory Education Act the aim of education seems to be acquisition of literacy.

although no aim is set forth therein, the aim is implied to be the acquisition of literacy by a child, for under section 6 of the Compulsory Education Act one of the valid reasons for not sending a child of school age to school is that such a child has passed an examination of the Vernacular IV-standard, (corresponding to the present class V) of a primary school. The passing of this examination is generally accepted as indicating the acquisition of full literacy. It does not matter what age the child is when it passes class V; a child of only 10 years of age has a valid reason under the Act for not going to school, if it has passed class V examination. The main object, therefore, of education under the Compulsory Education Act in Baroda is seen to be the acquisition of literacy.

41. Since only 5 years' efficient instruction is sufficient

Normal age of compulsion should be 7 to 12 only.

to enable a child to pass class V and since 7 is the age when a child must compulsorily attend school, literacy should be acquired at the age of 12. The maximum age of compulsion under the Act is 12 in the case of girls, as well as of artisan children who propose to follow their ancestral profession but 14 in the case of other boys. In the case of children of the upper and middle classes who have a more or less cultural home influence, practically every child of 12 years of age or even under has become literate. Some are literate at 10. There does not, therefore, appear to be any strong reason for retaining the age of compulsion at 14, if the object of compulsion, explicitly stated or implied, is merely the acquisition of literacy. In most of the other places in India where compulsion has been applied not more than 5 years instruction is compulsory. My suggestion is that the normal ages of compulsion should be from 7 to 12. If this were adopted and if the teaching were improved all children should become fully literate on reaching the age of 12. The reasons for granting exemptions could then be reduced.

42. It has been assumed on the analogy of several other countries that 15% of the total population is the number of children of school-age. The Census statistics give us the numbers of children of each age, or age groups from 5 to 10, 10 to 15 etc. It is, therefore, possible to calculate the approximate number of children who are of school-age in Baroda i. e. of boys from 7 to 14 and girls from 7 to 12. We can find from the Census statistics figures for the whole State and for each division of the State. In Baroda City it is found that only 13.8% of the population of males is between the ages of 7 and 14. In the whole of the State 17.3% of the whole population are boys between the ages of 7 and 14. The big difference between 13.8 and 17.3 is explicable. A large number of grown up males without families is employed in industries in Baroda City, so that the number of children in the City is proportionally small. The figures for the whole State and for Baroda city are given merely to show that any figure which we adopt as the percentage of the school-going population is useful mainly for the purpose of a general estimate. It must be superseded in all individual areas by a house to house enumeration.

43. Under the Elementary Education Act the onus of drawing up a census of children of school-going age rests upon the village Patel; the village teachers are required to assist him. Difficulties are experienced in drawing up a correct census. It is found that information regarding girls is much more difficult to obtain than information regarding boys. There is a strong objection on the part of parents, especially Rajputs and Mahomedans who observe the parda system, to give information regarding their girls. There is in fact a hereditary custom to give no information regarding the women of the household. There seems little possibility of getting rid of this difficulty until some of the present social customs are gradually broken down, and until the people at large realise the benefit of educating not only their boys but also their girls.

44. It was reported that a few Patels and many villagers did not assist in the compilation of a correct census of children of school age. The villagers do not wish the number nor ages of their children recorded, for they desire their assistance at home or in the field, while some Patels are too ignorant to compile a faithful list and a few others are not prepared to withstand the odium which they would incur from their fellow caste villagers by informing the authorities of the names of all the children of school age in their village. A case in which the villagers had refused to give information regarding the number and ages of their children not only to the Deputy Inspector but even to the Patel himself, was brought to notice by one Deputy Inspector.

45. There is no provision in the Act compelling parents to give information periodically regarding the ages and the number of their children. Even if such provision existed difficulties in enforcing it are obvious; but it is for consideration whether there should not be some such enactment valid for some years requiring parents to give annually the number and the ages of their children under penalty of fine for non-compliance.

46. In any scheme of Compulsory Education it is erroneous to consider that every child within the age limits of compulsion should attend a school, thereby obtaining a hundred percent enrolment. Many children are defective physically or mentally and cannot be expected to attend the ordinary school classes. In India the number of such is considerable, so that the hundred percent enrolment cannot be obtained in Baroda. Our endeavour should be to enrol every child within the age limit, who is not suffering from such physical or mental disability, as would preclude him from benefiting from or being able to attend the ordinary primary school. As stated above Scotland has only an 84 percent enrolment.

47. There are other reasons why some children are unable to attend, the main being that owing to the economic condition of the parents, the services of the children are required to meet their own needs. The validity of these other reasons is dependent upon how far the community is unable to make other arrangements for the discharge of the necessary duties which are undertaken by children of school age. The following are some of the instances that occur:—

Reasons why some children are unable to attend school.

- (1) Both parents are away from home during the day time, earning in the field: there is a small child left at home. An elder child of school age is left to take care of the infant. The question is, what arrangements can be made for looking after the infant child, in the absence of both parents, if this elder child were to attend school. Neighbourly co-operation might be possible.
- (2) Owing to poverty both parents and child have to go out to earn sufficient to maintain the family. There appears to be no solution except the provision of a free meal at school for the child.
- (3) The cattle have to be sent out; the poor agriculturist does not have sufficient fodder to give to the animal close to the house to enable it to eat all that is necessary. Grazing is available only in selected plots or by the road side. Some one, in practice, usually a child of school age, must look after the cattle while they are grazing. The problem here is whether some common arrangements could not be made among the villagers, for one or two of them to look after the cattle of the whole village, alternatively, whether it would not be possible to collect sufficient fodder in one centre to obviate the necessity of cattle being taken for grazing along the road sides or to areas away from the village.

48. The Compulsory Education Act makes provision for exemptions in all the above cases, and where exemptions are many, the enrolment is considerably reduced. In Baroda after making allowance for those who are exempted under the provisions of the Act and the rules framed under the Act the enrolment is 11.9 percent of the remaining population. This is nearly 90 percent of those who should attend school.

Where exemptions are many enrolment is reduced.

49. There is I understand only one attendance officer whose duty it is to ensure that boys attend school. He is in Baroda City. It is not possible for an Inspecting officer to see that all boys who should attend school do attend. He has much other work to do. Special officers for this purpose are required. These officers should be subordinate officers paid from the education budget and under the direct orders of the Inspecting officer of the area in which they are employed. Such attendance officers are employed usually only in large towns and it is desirable to employ an attendance officer in each of the largest towns in the Raj. His duties would be to make a house to house visitation and collect information regarding children of school age, especially those of school age who are not attending school, to report the names of those children to the Inspector and to do his best to persuade parents to send their children to school and to induce them to continue to send their children regularly to school after they have been enrolled. Experience in most other countries has shown that in the earlier stages of compulsion such officers are very necessary; it is only when the public appreciate the need for educating their children that their work diminishes and the services of some of them may be dispensed with.

50. The average attendance in Scotland based upon the average number of the scholars on the register is about 90 %, which is very much higher than we have in Baroda.

Regularity of attendance.

In Baroda the average attendance is only 74 %.

51. The present grounds for exemption from compulsion are considered by the Inspecting staff to be fully adequate. They make provision for exemptions in the following general cases:—

Exemptions.

- (1) Where the child is receiving suitable education elsewhere.
- (2) Where there is no school within a radius of one mile of the house of the child.
- (3) Where the child is mentally or physically defective.
- (4) Where the services of the child are needed by parents on account of their poverty or infirmity.

52. Exemptions are also granted to some classes of the community for example, Rani-paraj and Vaghers, who have not been brought fully under the influence of modern civilisation. But I do not consider that these wholesale exemptions to certain classes of the community are necessary since the exemptions (1), (2), (3) and (4) above, especially No. (2), make sufficient provision for the exemption of those among the more backward peoples who need exemption. Where a school exists all children within a radius of one mile of it should attend unless they are eligible for exemption under cases (1), (3) and (4) noted above.

53. One point raised in discussion was whether the fines levied in one year should not be collected in the following year along with the revenue assessment, so that a large number of subsidiary collections might be avoided—the whole fine to be collected in two instalments just as the revenue is collected in two instalments per year. I cannot recommend the adoption of this method of collecting fines for it is necessary for the offending parent to have the penalty of his breach of the law brought home to him at once. The collection of a fine for a breach of the law stands on an entirely different footing from the collection of revenue for the use of the land; and no action should be taken which would lead to the presumption that there is a similarity or identity between these two levies. The

Collection of fines.

only advantage would be that Patels and Revenue officers generally would be saved some trouble and the occupation of some of their time.

54. It was asserted by a committee of local officers and others which I met in Gandevi, that Compulsion handicapped. compulsion was handicapped from the teachers not being properly trained in modern methods of instruction. In particular some Montessori or kinder-garten methods of instruction should be used in the lowest classes in order that the instruction might be made more effective than at present, thus bringing more pupils to the school, keeping their average attendance high and retaining them at school for some years. I endorse these complaints.

55. I see great possibility of advance if we can secure the willing co-operation of the people, and Attempts may be made to obtain willing co-operation of villagers for education. this I anticipate will take years to obtain, unless we gradually get hold of the villagers by means of some methods of educative entertainment for adults who are the parents, for example, by radio entertainment and by lanterns and cinema exhibitions which can be held in the open air during the evenings. We must appeal to the eyes and ears of the villagers and thus interest them, securing their sympathy and co-operation. To interest the villagers great use might be made of the lantern on account of its cheapness. Any science master in an adjoining school should be able to work the lantern efficiently. Needless to say, the subjects should be of the simplest character and the slides as attractive as possible, the explanation of the slides being given in the simplest possible Vernacular. The operator should give a few words explanatory of each slide. Such a method was adopted some years ago by the Assistant Superintendent of Education in Ajmer with great success.

56. Can we improve the numbers attending schools by giving the poor pupils of all classes a Free Meals. free meal once a day? The meal should be simple and cheap but the complaint that parents cannot afford to send their children to school on account of poverty

would be partly removed if some provision could be made for giving poor children a meal every day. There would naturally be difficulties in administering such a rule; the poor would have to be certificated by some authority as "needy persons", but this difficulty has been overcome in other countries and in some parts of India. It need not deter us from giving it a trial in some really necessitous areas in Baroda. I have not worked a scheme out for this but suggest that a trial be given in one small area as an experiment, after a detailed scheme has been worked out.

57. Difficulties have arisen in enforcing compulsion in some places where children of school age are employed by others than their parents in remunerated employment. Employment of children of school-going age. This difficulty has been met in some other countries not under the Education Act but under a Factories or other Act. Under such an Act it is an offence to employ a child under a certain age. The difficulty in Baroda might possibly be solved by enacting a measure, either a new measure or an additional provision in an existing enactment, to the effect that no child of school-age, unless he or she has successfully passed the 5th class, should be employed on a remunerated wage. Provision may be made for the infliction of a penalty upon employers of such children, the amount of the penalty being graduated so that a second offence may involve a higher penalty than the first and the third a higher penalty than the second and so on.

58. Under the Baroda Factories Act and Rules framed thereunder, children who have not completed 12 years of age are not allowed to be employed in a factory. Factory Act required to be amended. At above the age of 12 they may be employed. It appears anomalous that while 14 is fixed as the maximum age of compulsion yet children under 14 who have not become literate may be employed in factories. The minimum age of employment of a child should normally coincide with the maximum age for compulsion. Some boys of 12 years of age have not acquired literacy and since it is desirable that all

children should become literate before employment, it is suggested that if compulsion remains upto the age of 14 a Rule be framed under the Factories Act which will make it an offence to employ below the age of 14, a child who has not passed the V class examination of primary school, and who resides within a mile of a school.

Curriculum for Vernacular Schools.

59. The subjoined table gives an analysis of the number of periods spent by each class on each of the subjects of the curriculum. The detailed curriculum is issued in a separate departmental publication. I doubt whether in that curriculum sufficient emphasis is laid upon training based on the correlation between the hand and the eye, those sense organs which should be co-ordinated right from the earliest stages of a child's education, at first by Montessori and kinder-garten methods of instruction and later by paper work, cardboard work, wood work drawing and other means. It is observed that drawing finds no place in the work of the first three classes of a primary school. It should find a place. Again though the curriculum for Vernacular schools states under the heading of general knowledge that kinder-garten materials should be used where they are available yet nowhere in the ordinary village schools have I seen kinder-garten materials or methods of instruction used or adopted and subsequently followed up with a systematic course of hand and eye training.

Sufficient emphasis is not laid on hand and eye training.

Vernacular School Curriculum.

Serial No.	Subject with its sub-division.	Class.						
		I.	II.	III.	IV.	V.	VI.	VII.
1	2	3	4	5	6	7	8	9
1	Arithmetic.							
	1 Arithmetic	4	3	5	5	5	4½	5
	2 Book-keeping ... ..	...	...	...	...	...	1	1
	3 Mental Arithmetic	3	3	2	3	2	1	...
	4 Arith. Tables	5	5	3	1	...	...	...
	Total	12	11	10	9	7	6½	6
2	Language.							
	1 Reading	6	5	5	4	4	4	3
	2 Poetry ... ..	...	2	2	2	2	1½	2
	3 Rapid-reading ... ..	...	1	1	1	1	1	1½
	4 Grammar ... ..	...	...	...	2	1	1	1½
	5 Composition ... ..	...	...	...	...	1	1	1
	6 Dictation ... ..	...	2	2	2	1	1	1
	7 Copy-writing	4	1	2	2	2	1½	1
	Total	10	11	12	13	12	11	11
3	General knowledge.							
	1 Object lessons and nature study	1	1	1	1	1	1	1
	2 Drawing ... ..	...	...	...	1	1	1	1
	3 Drill, games & gymnastics... ..	3	3	2	2	1	1	1
	4 Hindi ... ..	...	...	...	...	2	2	2
	5 Physiology and Hygiene ... ..	...	...	...	...	...	1	1
	6 Story-telling	1	1	1	1	...	...	...
	7 Infant's songs	1	...	...	...	...	...	...
	Total	6	5	4	4	5	6	6
4	History & Geography.							
	1 History ... ..	...	...	...	...	2	2	2
	2 Geography ... ..	...	1	2	2	2	2½	3
	Total ... ..	...	1	2	2	4	4½	5
	Grand Total	28	28	28	28	28	28	28

60. It is true that copy-writing is introduced in the second class and is continued throughout the whole of the remainder of the primary school course and that drawing for boys and needle work for girls are introduced in the fourth class and continued in the higher classes, and further that under the heading of geography which is taught from the second class onwards attention is directed in the detailed curriculum for the third and higher classes to map-drawing and to observations depending upon the movements of the earth and to recording temperatures and to other phenomena which can be classed under the general heading of physical geography, yet the practical side of instruction appears to be ignored in the large majority of village schools except copy-writing which does not give as wide a training as does drawing and in which the teacher is generally satisfied with a low standard, or as does some manner of paper work or cardboard work or as does in the higher classes wood work which I rarely saw.

61. The same cannot be said of the better primary schools in some of the larger towns where much good work was being done. For the ordinary village teacher, however, it would be desirable to draw up and circulate a detailed syllabus which has as its object the systematic and continuous training of the hand with the eye, as suggested in the following paragraph.

62. General knowledge is prescribed in all seven classes of a primary school. It includes object lessons, nature study, drawing, drill, games, gymnastic, Hindi, Physiology, Hygiene, story-telling, and infant's songs, some of which ought not to be classified as "General knowledge." No detailed syllabuses are prescribed for these subjects and the lessons given are more of the nature of reading lessons than of science lessons or object lessons. The syllabuses of the subjects as set forth only make reference to lessons contained in the reading books. Each subject should

have its own detailed syllabus and in object lessons emphasis should be laid not upon reading but upon what can be observed by the actual handling by the children themselves of the objects mentioned in the reader or syllabus. In some places, in particular in Hyderabad, a more or less detailed curriculum is set forth dealing with clay modelling, or moulding, and wood work, which gives the necessary hand and eye training, provided that the lessons are treated as a practical occupation rather than as pieces of literary comprehension. The example of Hyderabad might be adapted in Baroda. Throughout the course, drawing will be one of the main bases of the instruction; for drawing not only gives one of the simplest methods of hand and eye training, but is always allied to occupational studies, the main non-vocational studies as well as some pre-vocational and vocational studies.

63. In one primary school near Amreli simple ginning,

The example of Je-
sangpura school can-
not be followed *in*
toto.

carding and spinning had been introduced with a view to its economic value to the pupils as they grew up, and the experiment appeared to be successful.

This school was however much better staffed than is the usual primary school so that we cannot follow *in toto* the example of this school without a greater expenditure than would appear to be justified; moreover, those subjects some of which (for example ginning) are of little educational value could be suitably introduced only in a cotton growing area; they would be quite unsuitable to introduce generally throughout the whole State.

64. No marks are according to the syllabus to be

Some marks may be
allotted to the subject
of general knowledge
in examination.

awarded in classes I, II and III for proficiency in general knowledge. Experience has shown that where no marks are awarded at the end of a year for

proficiency in any subject of the course, that subject is neglected by both teachers and pupils, the tendency being to work only at subjects in which an examination is held and marks awarded. It is for consideration, therefore whether a few marks for proficiency in some form of manual occupation and general knowledge should not be awarded in the lowest three classes.

65. The crux of the instruction however is not so much in the syllabuses prescribed, although those are certainly defective but in the capabilities of the teachers who gave instruction. Teachers will never be able suitably to give instruction in hand and eye training unless they themselves have undergone some hand and eye training. Practically none have had this training, which can be and should be provided in connection with the training college course. It is observed that the course in the training college includes "science" the detailed syllabus reading as follows:— "The lessons in part III of the VI reading book with the method of teaching them," while the course also recommends that at the end of the first year candidates be examined in science etc.

66. The training of teachers in hand and eye work is limited to the first year of their training, though it would be desirable to continue it throughout two years. In addition there is nothing stated as to the method of teaching science. Real hand and eye training or the association of the hand with the eye as a method of instruction is nowhere to be found in the syllabus of the training school. A radical change is necessary in the syllabuses and in the methods of instruction in the training schools if effect is to be given to the desirability of turning out teachers who are able (1) to interest young children through Montessori or kindergarten principles of education and (2) to give instruction in manual or occupational training.

67. The training given to the teachers should be more general than specific. It should be based on general occupational methods rather than on specific industries, for the teacher may when he goes to his village have to take up methods suitable for one of several industries so that a training in generalised methods would be more useful to him than training in a specific industry.

Curriculum in Urban and in Rural Schools.

68. In the lower classes of Vernacular Urban schools little change in the curriculum is necessary; the great need is improved methods of instruction. In the higher classes, however, some form of wood work or carpentry might suitably be introduced.

69. In rural schools however classes I to V should have an agricultural bias to be obtained by the use of suitable reading books and by a very little practical work in garden or field. It is generally considered not suitable to introduce any manner of pre-vocational training in the lower classes of primary schools; a bias is all that is desirable.

70. Simple garden work or agriculture or nature study should be carried out in classes VI and VII. A little land is needed where boys may see and help in the agricultural processes carried out throughout the year. This land may belong to the school that is to Government or it may be owned privately. For large cultivation only observation is needed, for practice a small garden divided up into patches in charge of a group of children is all that is necessary.

71. I have rarely found gardening treated systematically in primary schools. The boys are not given as they ought to be given small plots of land—a few square feet in area suffices — for which each group of boys should be responsible for digging, manuring, planting, watering, its own plot and all other activities in connection therewith. I have found the supervision by deputy inspectors of this feature of education to be inefficient: they themselves do not know what is necessary. It is, therefore, essential that gardening should form an important feature of the course in our training college for teachers, and that all teachers and *a fortiori* all Inspecting officers should have gone through this course. It would be beneficial if teachers and others already trained, could have a refresher course in school gardening in which they themselves dig, manure, plant and water the plants.

The teaching of Gujarati.

72. The basis of our primary school education is the teaching of the Vernacular, mainly Gujarati.

Method of teaching reading in primary schools is defective.

It is essential, therefore, that the teaching of the Vernacular should be as efficient as possible. It should be intelligent and yet so simple, that the children may advance and quickly reach the stage of literacy in as short a time as possible. Unfortunately Baroda is not well advanced in its method of giving instruction in Gujarati to primary scholars, and this defect I attribute to the lack of suitable training and initiative in its primary school teachers. A very large number of teachers are untrained and their method of giving instruction is antiquated. It consists in teaching language not by conversational devices but by first laboriously building up the whole alphabet before words are taught. In the first place all the consonants are taught, then the combinations of vowels with consonants, and not until all vowels and consonants with their combinations are known, does the teacher combine his letters to form words, and it is only after many words are known, that sentences are introduced. This is the extreme synthetic method, which has been discarded by modern trained teachers for more than a generation.

73. This method I must state has not been recommended in Baroda by training college or educational officers though it is adopted

The method adopted in the Infant's primer is not the best.

by many untrained teachers. The method recommended is based upon a Gujarati reader which was first prescribed some twenty years or so ago for use in the Bombay Presidency. In this reader the synthetic method is suitably adapted to the instruction of the young - the child begins with about 16 consonants, and after he learns these consonants 4 at a time, and makes various combinations of these consonants, he forms words with consonants and vowels and then sentences. The number of vowels as well as the number of consonants which he learns is gradually increased until he has formed a large vocabulary. These modifications of the synthetic method are not however in my opinion the best.

74. It will, I trust be superseded soon by method which is now under trial, at one of the schools in the city, a method devised by Mr. Pradhan, inspecting officer of the State. The essential features of this scheme are:—

Mr. Pradhan's method of teaching reading.

- (1) Vowels are introduced almost simultaneously with consonants so that a large vocabulary of easy monosyllabic words can be made up at a very early stage of the child's instruction.
- (2) Sentences are also introduced quite early.
- (3) Complete short stories have been printed which include only the simplest words which the child has already learnt. These stories are the homely tales of the child's mother or grandmother; they are rich with local colour and are interesting to the child. For a lesson a story is written on the black board and remains there all day, so that the child may have the forms of the letters, and of the words impressed on his mind; for every time he glances towards the black board, he will see the printed characters. This scheme is only at present under trial, but its success is foreshadowed.

75. Finally a method which is based upon conversation is about to be introduced in one of the practising schools. A picture of some common object, a horse, a dog, a cow, a tree or other object is drawn and simple sentences such as "this is a house" are spoken, the teacher gradually basing his written work upon such simple conversational exercises. I anticipate the success for this method also, where it is adopted.

Conversational method of teaching primary reading.

76. What is necessary, however, is that different methods should be taken up in the training college for teachers, and there experimented upon, the students under training getting an opportunity of seeing how children progress in the acquisition of power of expression, and acquire elementary literacy by the different methods

Training college should make experiments.

which are under trial. Those which are least successful will be rejected, the training school authorities advising the Vidya-dhikari on the success or comparative failure of any scheme on which they are experimenting. It is essential moreover that the teachers should be trained in the newer method of instruction. Unless they are trained they will be unable to adopt newer methods, and will continue to give instruction in antiquated methods, which causes stagnation and much additional cost to the State and which prevent the accelerated progress in the acquisition of literacy which is possible under the newer methods.

77. Gujerati has its own script which is taught to children as soon as they begin to learn certain characters of speech but the Deonagari script is also taught to children from the III class—a script that would be of little if any value to the village boy, except for the fact that all State notifications are issued in that script. It is of distinct value to the boy who is to receive a higher education or to learn Hindi which is taught in all Vernacular schools from the V class, and in the corresponding classes of all Anglo Vernacular schools.

78. It was stated in a conference that I held at Mehsana that some of the prescribed school books were not suitable. The conclusion reached however, after discussion was that in all subjects except history it was the method adopted in teaching more than the books that required a change. In history however a change was said to be needed, In the V class the history of Baroda is taught from an unsuitable book which I understand is to be replaced by a book based mainly upon the lives of those prominent in the history of Baroda. The books used in the VI and VII classes in history dealing with the Moghul and Maratha periods were also stated to be scarcely suitable. This matter requires expert investigation.

79. I prefer the "concentric" method of teaching history and would first like lessons given about the main persons in Baroda as well as about the main persons in India. This course can be followed by a more detailed study of the

Concentric method
is best for history.

history of Baroda followed by such detailed study of the Moghul and Maratha period as is already prescribed in the VI and VII classes. To adopt this method it might be necessary to change the syllabus and the history lessons that are given in some of the reading books in class IV, but this question requires more detailed examination than I have yet been able to give to it. Whatever change is made must be in the direction of making the books in history more interesting both in substance and in form.

80. Geography is taught by old fashioned methods, from books written on old fashioned lines.
 Geography. Not only are new books in geography required but teachers while going through the training college should receive particular instruction in the modern "rational" method of the study of geography.

81. It was brought to notice in the Navsari conference that I held at Vyara that better qualified teachers in Drawing were required and that the Drawing books at present in use might be replaced by more suitable books. Drawing appeared to be a most neglected subject. Special drawing teachers are employed in some schools. There seems little need to employ them in any school. If they are necessary in one school, they are necessary in other schools, indeed in all schools. The best plan would be to train teachers in Drawing while they go through the training college so that they will be able to teach others how to draw. Some teachers will draw better than others, but such difference is the case with all subjects. Some teachers teach arithmetic better than others, some history, others Vernacular and so on. What is needed is not special teachers in drawing but a higher standard of drawing qualifications among the teachers who have gone through the training college for teachers.

82. This language is compulsory in classes V, VI and VII in primary schools. I can see little reason for making Hindi compulsory in primary schools, the majority of pupils in which are villagers
 Hindi.
 5 E.

who do not use or need to use this language. The chief language of Baroda is Gujerati, the next most widely spoken language being one or other of the Bhil dialects.

87%	of the people speak	Gujerati.
7%	"	the Bhil dialects.
3%	"	Hindi.
1%	"	Marathi.

If a second language is to be taught it should be one which has either practical or cultural value. Hindi has some practical value but as between Hindi and English the latter has according to the villager a greater practical value for we frequently have requests for opening English classes but scarcely ever I understand have requests been made in the past before Hindi was introduced, to open Hindi classes.

Staffing of primary schools.

83. One of the reasons, in fact, in my opinion the chief reason, why children do not desire to go to school and when once admitted do not attend regularly is because the teaching in the lowest classes is not attractive. And it is not attractive because the teachers of the lowest classes are generally untrained or if trained they have no knowledge of kinder-garten or Montessori methods of instruction for young children. The course adopted in the Training College for Men teachers—and the very large majority of teachers are men—does not include methods of instructing the very young while that adopted in the training college for women has no proper facilities for students under training practising these methods though some theoretical instruction in kinder-garten methods is given to them. In order to make the instruction attractive the teachers of the lowest classes should adopt kinder-garten and Montessori methods of instruction and these they cannot adopt unless they have received specific training in them.

84. Another reason for the unattractiveness of schools is that although women are in general better teachers of very small children than are men, yet nearly all our teachers are men.

Women teachers are not engaged in all lower classes.

85. What is needed in order to make our teaching more attractive and effective is that :—

How to make teaching more attractive and effective.

- (1) all our teachers should be trained;
- (2) all teachers of the lowest class should have been trained in kinder-garten and Montessori methods of instruction, and
- (3) the lowest classes, where children are only 7 or 8 years of age, should be taught by women.

86. I understand that orders have been issued by the Government that the lowest classes

Lowest classes should invariably be in charge of trained teachers.

should be taught by a third year trained teacher as far as possible. This phrase "as far as possible" leaves many loopholes for teachers to escape from the work of teaching the lowest class leaving it to a junior member of the staff, usually untrained. The senior members consider it beneath their dignity to teach the lowest class in their school. This should be altered; it would be preferable to make the rule and the practice regarding the teacher of the lowest class much more rigid than it is at present.

87. It is suggested (1) that all women teachers should be trained in kinder-garten methods of instruction and that pending the access of a large number of women to the teaching profession as many men as possible should receive kinder-garten training. (2) That where there is a woman teacher in any primary school she should be placed in charge of the lowest class. (3) Where there is no woman employed as a teacher in a primary school the lowest class should be placed in charge of a man who has been trained in kinder-garten methods of instruction, and where such is not available in charge of the best teacher in school who will be presumably the head master or the teacher who has had the longest period of training in a training college. It should never be necessary to place the lowest class in a school in charge of an untrained teacher.

Who should be in charge of the lowest class.

Number of teachers per class.

88. Rule 82 of the Rules under the Vernacular Education Act of 1931 reads as follows:—

Section 82 of the Rules under the Vernacular Education Act is technically defective.

“82.(1) One teacher shall be sanctioned for every 40 pupils upto the IV standard.
 Principle of providing teacher upto Std. IV. When the strength in the V & VI standards combined is 15 one teacher shall be sanctioned when the number exceeds 15, one independent teacher for each of the standards V and VI shall be sanctioned.

(2) One teacher for every 30 pupils in each of the V and VI standards and when the number exceeds thirty, one teacher for every twenty-five pupils shall be sanctioned.
 Principle of giving teachers in Standards V and VI.

NOTE:—Under exceptional circumstances the Vidya-dhikari may alter the above rules.”

The rule is technically defective in the following regards:—

- (a) The heading “Principle of providing teacher upto standard IV” is applicable to the first three lines only of sub-section (1) of the rule. The remainder of the sub-section deals with the provision of teachers beyond standard IV.
- (b) Sub-section (2) seems at variance with the latter part of sub-section (1). On enquiry in the office of the Commissioner of Education, I ascertained that sub-section (2) was intended to refer to the division of either or both of classes V and VI into two on account of the large strength of each or either class.

If that is so the wording of the rule should be altered so as to make its meaning quite clear.

89. But I consider that the rule in regard to the staffing especially of the upper classes to be much too liberal. It would be better and a more economical policy to employ more able teachers and to sanction one teacher for every 40 pupils in the two lowest classes and one

Suggestion regarding the principle to be adopted in giving teachers.

teacher for every 45 pupils in the upper classes, and I advise that this be the general principle to be adopted, the main emphasis has in the past been laid on instruction in the highest classes. This I submit is mistake. Children in the lowest classes know nothing and require constant attention. When they have reached a stage of literacy they can do much reading alone and can help each other. They do not need so much individual attention from the teacher, so that the main emphasis should be laid in the lower classes in which the teacher should teach fewer pupils than he would teach in the upper classes.

Books in Primary Schools.

90. Although education is compulsory and pupils are thus compelled to attend school, yet they are obliged to purchase the books which they use in schools. It is a matter for consideration whether the books which are in use especially in the lowest classes should not be provided for pupils free of cost to them. The cost would not be excessive and it would appear logical that where education is compulsory it should be free not only to the extent of giving instruction but also to the extent of providing children with the ordinary primers which are used in schools. These would remain the property of the school and would be handed on from scholar to scholar the authorities replacing them when the books become too delapidated for further use.

91. Poor children of school age of certain sections of the community are already provided with free school materials under section 39 of the Vernacular Education Act and the rules framed under the Act, but this is not enough. Poverty is frequently greater amongst some sections of the same community than among others and no community should be debarred from concessions to its poorer members. Poverty alone should be the criterion for the free supply of books, so that a poor boy certified poor by competent authorities, should receive school books free of cost no matter to what community he

may belong. But as I said above, when compulsion is applied education should be free as regards not only tuition but also school materials. It is always open to children who can afford it to purchase their own books if they desire to have books which are their own property.

Change of books.

92. The books which are used in primary schools should be written by expert educationists whose views are the result of educational experiment, but since methods in education are not stationary, but are gradually developing from year to year, the most up-to-date book of to-day may be out of date ten years hence or even less. It is thus evident that books which pupils use should be changed periodically.

Pupils' books should be changed periodically.

93. It is suggested that whenever a school-book is published the number of books printed should be sufficient to last for only a few years in order that a large number may not be left on hand, if at the end of a few years it is found desirable to change the primer so as to replace it by one more suited to the developments of educational theory and practice.

Number to be printed.

Furniture and Equipment in Primary Schools.

94. In most primary schools furniture and equipment are needed. Some additions and improvements could be made cheaply and locally, especially in Montessori and kinder-garten appliances. I might suggest that the Jail department or the work-shop attached to the Kala-Bhavan be called upon to make many similar pieces of these appliances and that these should be distributed gradually to the schools to which teachers who have received a Montessori and kinder-garten training, are posted.

Montessori and Kinder-garten appliances should be supplied to schools.

95. Some desks are desirable in the higher classes of primary schools. A bench is itself not sufficient, for it does not provide a resting place for the copy book in which the child has to write.

Schools should have both benches and desks.

96. Holidays in primary schools are governed by:—

Holidays.

- (1) Section 34 of Act XXXVII of 1931, the Vernacular Education Code.
- (2) Section 319 et sequitur of sub-section (c) of chapter XI of the rules framed under the Vernacular Education Act, and
- (3) Huzur Orders.

It is desirable to fix for every part of Baroda the same dates for the chief holidays. The people are mainly employed in agriculture and children are needed to help their parents during certain seasons. In one place where cotton is grown the time when children are needed in the fields is from March to May, in another place where Jewari is grown the children are needed in the fields in the months of January and February, again in other places where rice is the chief agricultural product the period when children are needed in the fields is from October to December. If then the chief holidays are to be fixed at times when the children are needed in the fields by their parents—and this is desirable—then holidays should be local and may vary from place to place, even adjoining villages requiring holidays at different periods.

97. Furthermore in some places children are required longer in the fields than in others, the time required for their assistance depending upon the time needed for the reaping or sewing of the crops. The exact duration of the main holidays need not, therefore, be fixed for the whole State. It is undesirable for them to be fixed by rule only in maximum amount and not as to exact amount or dates. It is only by doing so that we shall get rid of the more or less justifiable complaint that children have to attend school when they are most needed by the parents to help them in the fields. The Educational Advisory bodies of the district and talukas might from year to year recommend the dates of vacation for each taluka or

Inspectors should sanction holidays on the recommendation of the educational advisory bodies.

part of a taluka, the district inspectors being empowered to sanction them subject to the maximum number of days to be granted each year which will be fixed by rule not being exceeded.

98. No matter what the date settled upon for the main holiday may be, it is desirable that the annual school examinations should be finished if possible before the main vacation commences. By altering the dates of holidays to suit local conditions, the average attendance of children at school should improve.

Schools in small villages and in out of the way places.

99. The department I understand lays down certain rules regarding the minimum number of boys necessary for the opening or continuance of schools or classes in a school. These rules should I consider, be made applicable only to towns, they should not be applied to small villages or to out of the way places or to schools for such backward peoples as the Raniparaj or the Waghers. It is our desire to have every child educated upto the state of literacy and we cannot achieve this aim if we lay down arbitrary rules fixing the number of pupils required for opening a school and for retaining it or for opening classes upto class V and for retaining them. Whatever rules are fixed should not be made applicable to the areas and classes of the community I have mentioned, so that if rules are to be of universal application exceptions to them must be made very liberally for these areas and peoples.

100. Furthermore I should not insist upon an additional teacher being provided in any area for a small class. I should modify or grant exemptions from all rules regarding the number of teachers required for each class and allow one teacher to take several classes where the classes are small. This is the practice even at the present day in small out of the way places in Scotland and England where a single teacher may be teaching as many as 5 classes in one school.

101. The policy to be adopted in Baroda should be to give boys education so long as they wish to receive it and are prepared to take advantage of it and can suitably take advantage of it; our rules should not preclude us from adopting and continuing such a policy. An English class and a Vernacular class might work side by side without the need of appointing an additional teacher, one for each class. If children are desirous of attending school they can do a lot of work by themselves and by helping each other, especially in the higher classes which need only intermittent attention, from a teacher.

One teacher for each class is not always needed.

Single teacher schools.

102. Single teacher schools under a trained teacher may be quite satisfactory; they are not objectionable. I should go further and allow temporarily single teacher schools under untrained teachers, and knowing that a school once closed down is difficult to resuscitate it etc., would not close a school merely because its single teacher was untrained. The policy of the department has been to abolish single teacher schools and a few only remain, about 60 in number 10 of which are not working. Many schools which formerly were provided with only a single teacher have been closed, others have been provided with an additional teacher. This policy I submit, is not to the good of the country, especially in its present stage of educational advancement. In places where the school has been closed facilities for education no longer exist and the children remain illiterate. In places where an additional teacher has been added though the individual instruction given to pupils may have been slightly improved the strength of the school has not been appreciably increased; it has certainly not doubled; furthermore the cost of the school has increased twofold though the instruction given has not improved to anything like the same extent.

Teacher in single teacher schools should be a trained one.

103. There will always be small villages where the employment of only a single teacher is all that can be economically justified, and wastage in school effort will always be with us especially when illiteracy is large, so that single teacher schools will have to remain in parts of Baroda just as they remain in small and out of the way villages in other parts of the world. What is desirable is that where a single teacher school exists the teacher should be conscientious in character and trained. It has not been found impossible in other countries for a single teacher to conduct several small classes in a small village; it should not be impossible in Baroda. I advise the opening of single teacher schools in places where they have been closed and the transfer to them of trained teachers.

104. The Raniparaj, formerly and sometimes even now called Kali Paraj meaning 'black people' or Dhankas—though this latter name is strictly applied only to the tribe of toddy-tappers—is the collective term for the eighteen forest and primitive tribes found in the State. They form one eighth of its total population, their strength being about 312,000; they are found mainly in the outlying parts of South and central Gujarat and they nearly all speak Gujarati or a dialect of Gujarati. The chief tribes are the Gamits and Chodhras almost entirely confined to South Gujarat, the Bhils found mostly in Central Gujarat and the Talavis the majority of whom are found in South Gujarat. More than half the total population of South Gujarat is composed of Raniparaj. Very few attend school and the provisions of the Compulsory Education Act do not apply to them.

105. Complete statistics regarding the schools for them and their number attending schools are unfortunately not separately published. A statistical return is printed annually giving the names of and attendance at the five boarding schools for boys and the one boarding school for girls that are maintained by Government for them, together with a small amount of textual information

regarding these six boarding schools. But no detailed information is collected regarding the numbers of these forest tribes who are receiving education in schools other than in these boarding schools or in regard to any private agencies which are working for their educational advancement by establishing schools training teachers or in any other way, though fairly complete and detailed information is available about some other sections of the population e. g. the Backward Classes, the numbers of whom are not so high as far the numbers of the Raniparaj. The forms of Departmental statistics collected annually are in need of revision, so that full information about this large section of the population is readily available.

106. At a Conference of Inspecting Officers that I held in Vyara it was stated that more schools
 More schools needed. were needed in Raniparaj areas. I advise that schools in Raniparaj areas that have been closed be reopened.

107. I should favour both as a matter of general policy and as a preliminary to compulsion the
 Retention of single teacher schools. retention of single teacher schools in all areas populated by the Raniparaj and other backward classes. Adequate provision must exist for primary education before compulsion can be enforced; where provision does not exist compulsion cannot be enforced, but wherever provision exists I should retain it no matter what the drawbacks might be, and where a school has been abolished I should restart it. This will give an opportunity to Raniparaj pupils to attend the school when they are willing to do so even though compulsion may not be immediately applicable to them; it will also make the reintroduction of compulsion easier.

108. Compulsion was made applicable to the Raniparaj along with the rest of the people of the
 Compulsion among Raniparaj. State when it was introduced throughout the whole State in the year 1907. Experience proved that teachers from the towns were disinclined to go and work in the out of the way and often malarial places in which the Raniparaj dwelt who being generally

illiterate had no teachers of their own community, while owing to the custom of living in small scattered groups, very seldom in villages of appreciable size, it was difficult to find a place in which a school which many children could conveniently attend could be started. These as well as other reasons, influenced Government in deciding in 1926 to exclude several Raniparaj villages from the operation of the Compulsory Education Act.

109. Since the time when compulsion has been withdrawn the Raniparajas at Songadh no longer take advantage of the school in that place. Formerly there were about 40 local Raniparajas attending school. Now there are none except those who live in the boarding house. Songadh has about 1300 Gamits Raniparajas between 100 and 200 of whom should attend school.

110. About 50 Raniparaj girls used to attend the girls' Gujarati school at Vyara when compulsion was in force for Raniparajas. Since compulsion has been removed only 2 local girls are now attending school. In a town like Vyara with a population of more than 6000, a fair proportion of whom are Raniparajas, there should be more than two girls at school.

111. There would be no difficulty in getting Raniparaj children to school between the ages of 6 and 10 if compulsion were applied to them. The difficulty usually arises when the children are over 10 years old because they are then required by their parents to assist in household work or in the fields. These children sometimes stay at home to look after the house, thus leaving both parents free to go out and work. It might be advisable to make 12 the maximum age for compulsion for people of this community giving liberal exemptions between the ages of 10 and 12 to Raniparaj children.

112. There appears to be no need completely to exempt the Raniparaj people from the operation of compulsion since the exemptions allowed under the Compulsory Education Act are sufficiently wide to allow exemption in all cases of real need. Compulsion applies only to persons living within one mile of

a school so that all those Raniparajas who live outside the one mile radius are in practice automatically exempted from attendance. There however Raniparajas are living in a town or village supplied with a school, there appears to be no need or reason why they should be exempted from attendance, other than reasons for example, poverty, which would apply to many other sections of the community. The existing exemptions make ample provision for cases of poverty and the like. It is a great pity that compulsion was removed in the case of Raniparajas.

113. Since however there does appear to be a strong desire for Raniparaj boys, as well as possibly for boys of some other economically depressed classes, to help in increasing the family income after they have reached the age of 12, and since literacy should have been acquired by that age, I would suggest that compulsion be applied to Raniparajas only from the age of 7 to 12 instead of from 7 to 14. Such a period would enable the more capable Raniparaj children to acquire full literacy before they were entitled to leave school, while the partial literacy which would be obtained by the others is better than complete illiteracy. To become fully literate they could take advantage of any further educational opportunities which might be open to them as and when they grow up. It is easier for a partially literate person to acquire full literacy than it is for one totally illiterate. I think that it is an immense mistake to exempt from the operation of compulsion any section of the community which is living within reasonable distance of a school.

114. The large majority of Raniparaj boys reading in the top class, namely class VII, in schools at Songadh and Vyara, propose when they finish their schooling to return to the land to take up the occupation of their fathers. This is satisfactory. I think however that something might be done to persuade a few of the more intellectual of them to take up teaching with a view to obtaining a large number of Raniparaj trained teachers who would return and establish or help to establish schools among their own people. The task of persuasion should be

undertaken by the teachers and the Deputy Inspectors of schools. I make this suggestion because I consider that the most favourable initial line of educational advance among Raniparajas would appear to be to train some of them as teachers appointing them when trained to no posts in the State except as teachers in schools in the country peopled by Raniparajas, and subsequently if fit as Deputy Inspectors.

115. The forest tribe which sends the largest number of children to Songadh boarding house (school) is the Gamit tribe. I was very favourably impressed with the boarding school at this place.

116. From the time-table for the Raniparaj boys in the boarding house at Vyara, it is observed that the boys rise at 5 o'clock when they have morning prayer, roll-call, physical exercises, some school work and work in the carpentry shop until 10 o'clock. The boys who go out to work on the farm at 7 o'clock have a meal before they go, but the rest have nothing till 10-30 A. M. or 11 A. M. From 5 A. M. till 10-30 A. M. is too long for growing boys to wait for a meal, especially since they are to go about and do some work and to study during this period. It is suggested, therefore, that a small meal be given to them sometime between 6 and 7 o'clock in the morning before they settle down to the first part of the day's work. The boys have only two meals a day. One at 11 o'clock in the morning and the other at 7 o'clock at night. The third meal which I suggest to be necessary would no doubt be supported by medical opinion.

117. I visited a Mission boarding school at Paniyari near Vyara maintained by the American Church of the Brethren. The Mission has two separate boarding houses some distance apart, one for boys and the other for girls, but for instruction only a single co-Educational school. Nearly all the pupils are Raniparajas, there being 115 on the rolls in classes I to II. Fees are charged only to those who can afford to pay. Five teachers all trained in the training school

for teachers at Ahmedabad are employed. Religious instruction is given for 20 minutes each day to all children. Many of the pupils go to Ankleshwar Training School for teachers under the same management after completing their school course to be trained as teachers and in village welfare work, while some of the girls are trained for employment as nurses. The manager of the school seeks the co-operation of the Government of Baroda in expanding his educational and social work among the Raniparaj people. He would like Government to take over gradually some of the schools which his mission has established among Raniparaj together with the teachers employed therein, thus leaving the Mission free to develop education and social service in the State among this backward community by opening new schools in areas, where there are no schools and continuing to supply teachers trained at Ankleshwar for this community. The Inspector of schools is from his experience, of opinion that teachers trained by this Mission are more conscientious workers than are teachers from the training college in Baroda. Co-operation such as that proposed would be desirable, such exemption as might be needed for the teachers transferred from Mission to Government control, for example, from age rules, might be granted. The matter is one first for departmental arrangement after ascertaining the exact wishes of the Mission and having a subsequent discussion, but there is clearly here a means of co-operation in the amelioration of the lot of these forest tribes of which advantage should be taken.

118. In the education of backward classes we should concentrate on the more essential subjects for breaking down illiteracy namely, reading and writing. Our geography should be confined to local geography and the geography of India, while our history should be of a short period and of a local character.

119. In several boarding institutions in India the cottage system of residence is found. The example nearest to Baroda that may be seen is the agricultural and training school at Ankleshwar near Broach in British India, where

Cottage system proposed for Vyara.

there is under Mission management a primary school with an agricultural bias with which is associated a school for the training of teachers. This plan of boarding house has also been adopted at Ushagram near Asansol a sketch plan and the elevation of the Ushagram institution are contained in the book entitled "Experiments in Rural Education", edited by A. B. Van Doren.

120. In the cottage system the boys live in groups, each group in small cottages or houses under conditions as far as possible similar to those in which they will reside when they leave the school in which they are reading instead of all living together in a large building under barrack room or dormitory conditions. They consider the cottage as their own house, and arrange for their own food supplies, generally from some central source in the settlement for the cooking of their food, and for the cleaning of their cottage and for any garden that may surround it.

121. It is suggested that this system, which has passed the experimental stage should be adopted at one place in Baroda, and Vyara seems to offer the best chance for its success. At Vyara the building used for the residence and boarding of Raniparaj boys is far from suitable and the lease on it has expired. New residential arrangements are desirable; it would be possible to use some of the farm land belonging to the school which is not required for farming purposes, for building thereon boarding houses on the cottage system.

122. The general plan as seen in other places would require some adaptations if the scheme is to be put in force at Vyara but the necessary modifications could easily be carried out and the scheme given a trial. One of the cottages might be built of the ordinary thatch such as is found in the forest village houses; another might be made of mud a third may be made of brick or stone in mud while a fourth might be made of brick or stone with cement. The construction of the last

named, a pucca building, might be undertaken by the Public Works department that of the other buildings by contract or even by the boys themselves under the general supervision of some officer of the Education department with the assistance of the staff of the boarding house at Vyara. The window frames and shutters together with the doors and lintels could be supplied from outside. The other materials could be procured at little cost locally. The officer to be placed in charge of the construction should obtain as much information as possible from places such as Ankleshwar and Ushagram where the scheme has been adopted before the final lay out and plans are settled.

123. The boys would see different kinds of inexpensive buildings and live in a type of house which is common in the villages or Model village. which could be easily and cheaply erected in the villages. Each cottage should be as substantially erected as possible with the materials used and all sanitary arrangements should be complete, the scheme should have an educational value not only as regards the individual cottages but as regards the whole collection of cottages, which would form a small model village.

P.S.:—Since writing the above Government have passed orders reintroducing compulsion among the Raniparaj. This is satisfactory.

Vaghers.

124. Vaghers, a caste of Rajput descent 5175 strong and speaking a dialect of Kachchhi are found Who they are. only in Okhanmandal. They are strong and enterprising, turbulent and impatient of the control exercised by constituted authority, of independent character and not lacking in intelligence. They have according to the Census Report predatory leanings. Only 101 of them are literate in the Vernacular and only 2 in English. Their population of school age is over 700, and as they live in compact villages their education ought not to offer any insuperable obstacle though it may offer some difficulties.

125. There is no need to go into their past history or their present attitude towards life. Education needed. Suffice it to say that it is necessary to bring them into that state of civilization which is recognised at the present day, as the minimum for any organised State, that in order to do so it is necessary to educate them and that their education can be effected locally only through teachers of their own community. But upto the present time very few Vaghers are educated; they have few schools and compulsion does not apply to them. There are only 8 schools for Vaghers in the State.

126. I visited one fairly large Vagher village without a school and was further informed that 17 Visit of Vagher vil- villages require schools. A school in lage. one village Vasai was recently closed. I should have it reopened even though the attendance might at first be small.

127. The first step is to educate a sufficient number of Vaghers so that from among those Vagher Teachers educated we may be able to secure a few teachers. Since education in their own village upto the higher primary standard that is necessary for teachers is not possible, the only solution appears to be to educate them in a special boarding school. Such a school has been instituted on their behalf at Dwarka. Less than two years ago there were only 29 Vaghers under instruction in this boarding house. At present the maximum number permissible under the orders of Government namely 50 has been reached. This number however, is very far from being sufficient to supply us with the necessary number of teachers for schools in Vagher villages. A teacher should have passed the Vernacular final examination. This means that he should have received instruction for about seven-years. If the number 50 now residing in the boarding house at Dwarka were distributed throughout a school more or less in accordance with the usual distribution of pupils in a school, then we should have not more than two or three Vaghers reading in the top class (the VII class). Of this number it is doubtful

whether even one should be prepared to undertake the education of the fellow members of this community and be trained for that purpose unless he were persuaded or induced to do so. We must therefore, increase the size of the school much beyond 50 if we are to have the requisite supply of Vagher teachers.

128 (1). It is necessary however to give Vaghers not merely a literary training. At present they are taught carpentry in addition to literary subjects. This is excellent but I should increase their manual and practical training by attaching a farm to the boarding house, giving them after they have reached the stage of literacy some instruction in agricultural processes. Every Vagher on reaching full age is entitled to rent 48 bighas of land for one rupee per annum. Any land over and above this amount which a Vagher desires can be obtained on the normal assessment, which is 8 annas or more per bigha. The Vagher is thus most favourably situated as compared with other people in Okhamandal. He receives for a rent of one rupee 48 bighas of land while members of other communities pay at least Rs. 24 for the same area. Since, there are vast tracts of land awaiting cultivation, it is most necessary that the attention of the Vaghers should be diverted towards agriculture in the very early stages of their career. If the boarding house is extended to at least double its present size and agriculture and carpentry are taught to every Vagher admitted after he has reached the age when he is able suitably to undertake this manner of work, that is, after he has attained the stage of literacy or the age of about 12, it would be possible not only to divert the Vagher to an occupation which is suitable for him but which will make him a more law abiding and a literate citizen. The few Vagher teachers who will be trained as teachers should go after training to their villages and open schools in them.:

128 (2). I do not admit the need at present for universal compulsion among them, for at the present time they object very strongly to the education of their girls and their feelings in this regard should be respected if we wish to obtain

Practical Agricultural and carpentry training recommended.

Compulsion for boys only.

their support for the education of their boys. Since, however, compulsion, where it has been introduced in Baroda applies in practice only to an area within one mile radius of a school. I see no reason why compulsion for boys should not be introduced among the Vaghers. Where there is no school near them, Vaghers need not send their children to school, but where a school has been provided, it is desirable that they should be made to attend. There are now very few schools; and this number will not appreciably increase in the near future for I do not propose that schools should set up until we have a supply of Vagher teachers. It will thus take some considerable time before all Vagher children, who are of an age to attend school, will attend. Time will be necessary but the gradual provision of the necessary facilities and the introduction of compulsion should ultimately result in a civilising influence and the recognition among them of some external authority. It should be realized that no immediate effect will be visible, and that a policy should take a long view and be given sufficient time—many years in fact—to enable its effect to be seen.

129. The poverty of the Vagher is said to be so great that the services of their children when quite young are required. This objection to send their children to the school might be overcome as I have suggested elsewhere by providing a free meal to all poor children in Vagher villages who attend schools. This is however only a tentative suggestion which would require further examination and experimentation.

130. The question of the holidays and vacations was raised in my discussions. On this question I see no reason why if necessary vacations should not be extended and holidays changed so as to fit in with the needs of each individual Vagher village. I am discussing the question of holidays and vacations in schools elsewhere, but I would only say that any general rules applicable to more civilized areas need not be made strictly applicable to these people; the power of fixing

within defined limits the dates and duration of the holidays and vacations, most suitable for these primitive Vagher people, whose requirements and needs are known best to the Commissioner, who is in daily touch with the community, may be given to the Commissioner, who should consult the pranta and the general rules of other parts of the Raj and endeavour to fall in with these so far as possible, any deviations being reported to the Educational Commissioner, who should pay an annual visit to the area and see for himself the working of the administration.

131. The Commissioner of Okhamandal has a scheme for expanding the boarding house and for using the adjoining Jail buildings, which are now lying empty, for housing these Vaghers who are being educated. I should support such a scheme and allow him to increase the number of Vaghers to be admitted into the boarding house to at least 100.

Scheme and powers of Commissioner of Okhamandal.

132. I should give the Commissioner power to open schools where necessary and to transfer teachers from one school to another school. If he has insufficient budget provision I should make a reasonable increased budget provision for him. Any rules laid down by the department as to the number of pupils required for opening a school or class should not be enforced in Vagher villages.

133. The local Commissioner who has to bear in mind such a factor as the loyalty of the villagers in some places as compared with their disloyalty in other places, is in general the most suitable person to know where schools should be opened and where new classes may be added.

Depressed classes.

134. There is little to say about these classes which is not contained in the Annual report on Public Instruction in the State. They form 8 % of the total population of the State being slightly more

than 2 lacs in number. 10 per cent of their number attend primary schools while many are attending institutions in the State for higher general, technical and professional studies. The State continues to adopt a liberal policy towards this class of the community not only in social but also in educational matters. There is one direction, however, in which I might suggest that further steps might be taken; it is in making fuller provision for free boarding books and scholarship for girls of the backward classes, with a view to obtaining recruits for teaching, nursing and other occupations who require somewhat more than a lower primary education.

135. I observed that in Patan, the boarding house was clean and well kept. Applications for admission are received directly by the Superintendent of this boarding house, and forwarded to the Prant Vidyadhikari who sanctions the admissions. Deputy Inspectors are the persons who are in a position to state whether the boys are or are not of such higher intelligence as would enable them to benefit by higher education. They should not only know the intelligence capacity of the boys but be able to ascertain the occupation of their parents, and persuade suitable boys to continue their education by attending the boarding house. It is, therefore, suggested that while Deputy Inspectors are inspecting their primary schools, they should recommend to the Prant Vidyadhikari through the superintendent of the boarding house, for admission to a boarding house depressed class boys whom they consider would benefit by higher education.

Education for Mahomedans.

136. Muslims form only about 7½% of the population of the State, and of them less than one half speak Urdu. Though there are 91 Urdu schools in the State with nearly 8500 pupils yet the majority of muslims attend non-Urdu schools, there being more than 10,000 muslims attending such schools. Formerly when mullah teachers were attached to Muslim schools the strength of these schools was much higher than it is at present.

137. The desire of some of the Mahomedan population for an Urdu school under Government control should not be conceded except where there is a sufficiently large number of Mahomedans who speak Urdu in their own homes to justify the establishment of a separate school for them. Where Mahomedans speak Gujarati, it is unnecessary to establish for them a primary Urdu School. The fundamental educational principle which is to be borne in mind is that a child should receive its first instruction in the language which it speaks at home, it is only after instruction has been given in that language for a few years that instruction in a second language should be started. It is to be further observed that it is scarcely possible for boys of non-intellectual stock to learn properly more than one language in the earlier stages of instruction. Even in South Africa which is a bilingual country, the two main languages spoken being English and Afrikanders, a form of Dutch, instruction is given in the earlier stages in one language only, it being left to the later stages of education for instruction to be given in the second language. There is no Educational justification for instituting a special Urdu school where the demand is based not upon educational principles but upon political desires.

138. I visited the Madressa held in the compound of the mosque at Patan. There I saw *inter alia* a large number of girls receiving instruction. These girls were not prepared to attend the Government Urdu school though they were prepared to attend Quran school held in the mosque. Orthodox Muslims, placing religious instruction before secular instruction, do not desire their mahomedan girls to receive secular instruction by itself. They consider it essential that religious education should be given alongside secular education and would rather give no education at all than a purely secular education, especially to their girls. In fact the local census in some places of children of school age is not complete as regards mahomedan girls. Parents refuse to give information as to the number and ages

of their girls. If then we wish to break down illiteracy among the Mahomedans especially their girls we can best do so with the co-operation of their religious teachers.

139. In some parts of India there has been an increased attendance at Mahomedan schools by Mullah teachers to be provided. making provision for religious instruction being imparted by a member of the school staff. But as every Mahomedan school has not on its staff a suitable teacher of religion a Muslim religious teacher has been attached to some schools under public control. To employ a mullah in a school in Baroda would be costly; a Hafizi would be less costly; his pay would probably be 10 to 12 per mensem. But since it might be considered objectionable to pay the salary of a religious instructor from State funds, the people might be asked to pay the salary of the religious instructor if he were attached to the school. It is doubtful however, whether they would in all cases be agreeable to do so.

140. I have not dealt with the question of training these religious teachers the Hafizis, for there is no special provision for training them. Training of religious teachers. If however any of them could be persuaded to attend the ordinary training college or refresher classes it would be a suitable method of dealing with them. They would while under training learn some secular subjects and possibly be able subsequently to give instruction in them to the pupils in their charge.

141. Another alternative would be to attach a trained teacher to a private Madressa. The school would be aided by Government paying the salary of the teacher and it might ultimately be recognised. The trained teacher of the secular subjects ought to be a Mahomedan and the object of his appointment would be to introduce secular instruction in the religious schools where the usual instruction is little more than learning the Quran by heart. Trained teacher in the Madressa.

142. The education of more orthodox Muslims is however, not free from difficulties, since they, like the more orthodox Roman Catholic Christians, refuse to accept as right an education which does not associate religious education in Education of the Orthodox Muslims.

their own faith with secular instruction. Where the State is of the same faith the difficulty does not usually arise. But where the State is not of the same faith the difficulty has been solved by permitting the opening of schools under private control and giving them recognition and grant-in-aid provided that the schools are needed, and that they fulfil certain minimum educational requirements.

143. In practice when a school for Urdu speaking Muslims is opened, the initial medium of instruction will be Urdu; in the second class they begin to learn Gujarati as a second language; it should suffice if they begin in the third class.

Gujarati should be taught in the third class.

144. When a school attended by Gujarati speaking Muslims is opened they follow the same course as do other Gujarati speaking pupils taking up Hindi later as a second language. On account of the similarity in speech between Urdu and Hindi it is scarcely necessary for the pupils to be burdened with Urdu as third and additional language to be learnt in school.

Hindi.

Middle School Education.

145. A complete Vernacular school education extends over seven years from the time when a child enters a primary school while a full secondary education where English is used, partially at first and wholly at the end of the course, as the medium of instruction also extends over seven years. But there is a correspondence between the fifth class of a primary school and the first standard of a secondary (Anglo Vernacular) school, since a boy who has passed the fourth class in a primary school may be either promoted into the fifth class of a primary school or admitted into the first standard of an Anglo Vernacular school. There is in fact a rough correspondence between the fifth, sixth, and seventh classes of a primary school and the first, second and third standards of a Secondary school. This period of correspondence forms the "Middle School" period of education being termed either higher Vernacular or lower secondary.

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146. There are several forms of middle school education in the State and a variety of schools representing these forms of education. Different forms of Middle School education. There is the Anglo Vernacular School the lowest class in which is class V or Standard I, where English is in part the medium of instruction and from which many pupils continue their education to a High School stage; these schools are situated in towns and in the larger villages. There is the higher Vernacular school where instruction is in the Vernacular and in which no English is taught; these are situated in villages and towns and the majority of their pupils do not continue their education further; they go to agriculture or follow some other—usually their ancestral occupation. There is the industrial school where after the lower primary stage has been passed a vocational training is given in addition to some general education; there are only three of these schools maintained by the State, one each at Amreli, Pattan and Petlad. There are the Vernacular schools in which English classes are attached to the upper vernacular classes in accordance with Chapter VIII of Part I of the Secondary Education Code; the people of the village are required to pay the salary of the teacher for English and other costs incidental to the teaching of English, and the amount of English taught in the three classes V, VI & VII of the Vernacular School is equivalent only to the amount of English taught in standards I & II in an Anglo Vernacular school. There are the old middle schools in which the Vernacular is the medium of instruction in classes I to IV and English is taught to all in the higher classes V to VII. And there are the new middle schools, about which there appears to be some confusion of policy. Originally the scheme was one in which there was a bifurcation from class V; on the Vernacular side there were classes V, VI and VII while on the English side there were classes V, VI, VII & VIII (corresponding to standards I, II, III & IV of an Anglo Vernacular school) Recently however the department has issued a circular abolishing the higher vernacular classes that is classes VI & VII in these schools leaving the schools as purely Vernacular schools from classes I to IV, a school with a single bifurcated

class V (Vernacular or English) and only an English or Anglo Vernacular school for the higher classes VI, VII & VIII.

147. All these different kinds of middle schools may be classified as follows :—

Classification of
Middle schools.

1. Higher Vernacular school.
2. English class Vernacular school.
3. Old middle school.
4. New middle school under the sanctioned scheme.
5. New middle school under the modified unsanctioned scheme.
6. Anglo-Vernacular school.
7. Industrial schools.

Higher Vernacular schools.

148. After passing class V of a primary school boys remain in the Vernacular school, joining class VI and subsequently class VII instead of joining the corresponding classes in a high school where one is within easy reach for the following reasons :—

Reasons why some
pupils go to Higher
Vernacular schools.

1. Boys wish the school leaving certificate which can be obtained after 7 years' Vernacular education. It forms a pass-port into some kinds of employment.
2. The Vernacular is taught instead of English and many parents prefer that their children should receive as thorough a Vernacular education as possible, especially those who realize that a complete secondary education is not possible for their children.
3. The forms in which Indian business documents are drawn up, the indigenous system of keeping accounts and the methods of calculating interest according to local usage are taught in the higher Vernacular schools. Such business practice

and mathematics are useful to boys who prefer to enter business on leaving school.

These schools meet a need of the villagers and fill a niche in the educational system of the State.

English class Vernacular schools

149. The chief rules regarding these schools may be summarized as follows :—If the people of a village having no Anglo Vernacular school desire to have local facilities for teaching English and are prepared to meet the pay of the teacher and other incidental expenses an English class may be opened in the village Vernacular school, the course in English covered during the three years' higher Vernacular education being equivalent to that in English for the first two years in an Anglo Vernacular school. Boys who satisfactorily complete the full course in these classes are if they wish to continue their education, placed in the III standard (or VII class) in an Anglo Vernacular school or secondary school, thus taking 12 years to complete their school course in place of 11 years taken by boys who take the whole of their part primary education in middle and high schools. The course and curriculum differ very slightly from that of an A. V. school mainly in that the books used differ from those of A. V. schools.

150. The periods for teaching are shortened from 50 to 40 minutes so as to have an additional period each day which may be spent on teaching English to those pupils who desire it and who are prepared to pay for it. The boys who do not wish to take English are generally left to themselves being given one period each day of private study when their class mates are receiving instruction in English. This involves some waste of the time of pupils who do not take English.

151. I do not consider that the position of this class of school in the system of Middle school education in the State is quite satisfactory. A boy in a large town which has an A. V. school may, if he desire an English education, attend the A. V. school

English classes in Vernacular schools.

How time is made available for English in such schools.

Parallel classes may be run in Higher Vernacular schools both with and without English.

on payment of fees. A boy in a town or village not supplied with an A. V. school cannot however obtain an English education unless

- (1) an English teacher is provided by subscription from the people; and
- (2) unless fees are paid.

The boy in the village is subject to a disability to which the town boy is not subject; the villagers have to pay the teacher and other costs, while the boy has to pay fees. In the A.V. school the pay of the teacher is met by Government; the boy has only to pay fees. The position would be equitable only if a local educational cess were levied on areas provided with schools for secondary education. The inequity of the situation might be changed by Government maintaining parallel classes (for Vernacular and English) in the higher Vernacular schools where the need for English instruction for a considerable section of the children is proved.

Mixed or Middle schools.

152. The word "mixed" (Terminology) as applied to schools is used in Baroda in a peculiar sense. Its normal sense is one in which boys and girls are instructed together, that is to say a school in which co-education is the practice. In Baroda the term 'mixed school' is used to indicate a combined primary school and middle school, instruction being given through the medium of the Vernacular throughout but English is taught as one of the subjects of instruction in the middle school. I should prefer the terminology altered, so that whatever terminology is used, it should be in accordance with that generally accepted throughout the educational world.

153. A mixed school is one in which education is imparted through the medium of the Vernacular upto the IV class. After this class English is introduced as an additional language though instruction is imparted in other subjects than English through the medium of the Vernacular. The course

in classes V, VI and VII is identical with the courses in standards I, II and III of an A. V. school. A mixed school is therefore a combination of a lower primary school with an A. V. school. A. V. school standards I, II, III and IV being superimposed upon Vernacular classes I, II, III and IV. These are the old type of mixed or middle schools.

154. I have found that in some places a higher primary school, that is one which teaches Vernacular classes V, VI and VII in addition to Vernacular classes I, II, III and IV, has been transformed into a mixed school in which the higher Vernacular classes have been abolished and in their place A. V. standards substituted (vide my note lower down on the middle school scheme).

In some schools higher vernacular classes are closed and English classes are introduced.

155. In the Vernacular schools no fees are charged. In the standards of the A. V. schools however as well as in standards I, II, III and IV (i. e. classes V, VI, VII & VIII) of mixed schools fees are charged at the rate of Re. 1 and 8 annas per mensem.

No fees in Vernacular schools but they are charged in mixed schools.

156. The position thus is that before this transformation was effected boys reading in the V, VI & VII classes of a higher primary school were receiving Vernacular education free of cost, while after the transformation these Vernacular classes were abolished and boys who had passed the IV class had either to discontinue their education altogether or to pay Rs. 1-8-0 per mensem if they wished to continue their education. This is the case in only some places. In other places the higher Vernacular school with classes in which education is imparted free in the V, VI & VII classes still remain.

Vernacular education has been abolished in some schools to the disadvantage of some villages.

157. Thus in some towns or villages boys can get free education in the V, VI & VII classes, while in other towns or villages they can no longer receive such education though formerly they could do so, and any higher or middle school education which they desire, they will have to pay for.

158. There appears to be something inequitable in this arrangement and I do not know what the policy of the State is in this regard. If the policy is to give education free only so as to enable all pupils to reach a standard of full literacy which corresponds to the satisfactory completion of class V of a primary school then the policy would be consistent only if fees were charged in higher classes (i. e. classes VI & VII) of primary schools but this is not done.

The policy of closing higher vernacular classes like this is inequitable.

159. I am not advocating that fees should be charged in the higher classes of Vernacular schools but I do advocate that where provision for free Vernacular education in classes V, VI, & VII formerly existed it should not be taken away. If it is found desirable to open A.V. classes then these A.V. classes in which fees are charged should be run side by side with the Vernacular classes. The one should not supersede the other. This would mean that there would be a Vernacular school from class I to IV and above this there would be two parallel sections for middle school education, one a Vernacular section with classes V, VI & VII, the other an English section containing standards I, II, III & IV in which English is taught and fees are charged, in fact the middle school scheme as originally sanctioned by Government.

If English classes are started in a school they should not supersede the free Vernacular classes.

160. Regarding the staff of these schools one teacher might suffice for the Vernacular class V as well as for the English standard I, for Vernacular class VI and English standard II, for Vernacular class VII and English standard III, provided that the classes are not too large. There should be employed English knowing teachers for all the upper classes. By English knowing I do not mean one who knows a little English but one who is so competent in English as to be able to give instruction in English as a medium of expression.

Competent English knowing teachers may be employed in the higher classes of mixed schools.

161. At the end of the VIII class a Vernacular leaving certificate is to be granted where there are mixed schools. No boy who is not prepared to pay fees for middle school education will be able to obtain a Vernacular final certificate in schools where the primary classes have been abolished to make way for English classes, though boys living in villages or towns where there is provision for a higher primary school will be able to obtain this certificate and continue their higher primary or middle school education without payment of any fees.

The present arrangement may prevent poor boys from obtaining Vernacular leaving certificate.

162. The recent changes appear to strike a blow at Vernacular education in the middle school stages and to help the population of the towns at the expense of the villages, with, I anticipate, if I endeavour to take a long view, an increased drift of the educated population from villages towards towns.

The new policy may lead to an increased drift from villages towards towns.

163. In a Resolution dated 22-11-1932 Council Order No. 48/28 dated 14-11-1932 was issued wherein the following appears:--

Middle School scheme as sanctioned by Government.

"The Government sanction the Middle School scheme as proposed by the Department."

Now the proposal of the department as set forth in its tippan dated 13-7-1932 contains the following:--

"For those children who do not want to learn English, facilities will be provided for completing primary course in classes V, VI & VII. Thus there will be bifurcation from class V."

It is clear that this scheme proposed by the department and sanctioned by Government was one in which all children took a common course upto class IV and that beyond this class there were two parallel sets of classes, one for Vernacular study (classes V, VI, & VII) and the other for English and Vernacular study (classes V, VI, VII & VIII) the latter course being one year longer than the former course in order to give to children taking English an additional year to learn this additional subject.

164. Now on the 28th June 1933, the Education department issued a circular written in the Vernacular Memo No. 276 of 1932-33 a translation of a portion of para 1 of which is as follows:—

Since English is to be introduced as a subject in these schools from class V onwards Vernacular classes VI & VII in these schools will be closed from the next year. This means that those pupils who are attending the Gujarati school classes V, VI & VII this year in these schools shall have to study English or shall have to go to a school where there is a provision for teaching Gujarati classes VI & VII. Hence from the next year all middle schools will follow the curriculum of the A. V. schools from classes V to VIII and the Gujarati classes VI & VII will cease to exist in them.

(A copy of the circular and of an English translation of it is attached).

165. Para 1 of this circular enunciates a policy which is clearly at variance with the policy sanctioned by Government when they approved the middle school scheme. The policy enunciated in the circular is that of closing down in those schools where the middle school scheme has been introduced all the present Vernacular classes above the V leaving only the classes in which English is taught. The policy approved by Government was one of bifurcated classes (English or Vernacular) beyond the IV class. If it was considered desirable by the Educational department thus to change the policy set-forth by Government when the middle school scheme was sanctioned then the sanction of Government should first have been sought.

166. There are strong objections to the proposed change in policy.

Objections to the proposed change.

9 E.

- (1) The privilege of having a purely Vernacular education free of cost which people have for long years enjoyed is suddenly withdrawn. If the privilege is to be withdrawn due notice of withdrawal should be given and the Vernacular classes should be closed, one class each year beginning at the V, so as to allow all those who have entered upon a higher Vernacular course to complete it.
- (2) Smaller towns are adversely affected in relation to larger towns, for in the smaller towns there is only one higher primary school which has been transformed in places under the middle school scheme, while in several larger towns there is more than one higher primary school so that boys who do not wish to take the revised course containing English in the remodelled school may leave the middle school and go to a higher primary school which has not been transformed. Besides the smaller towns ought to receive special attention instead of being treated adversely. Again pupils may not be able to pay the fees prescribed in the middle schools. Boys are metaphorically thrown into the streets if they cannot afford to pay fees or if they do not wish to learn English.
- (3) In equity any scheme for withdrawing a free education in the Vernacular higher classes should be applied uniformly to all Vernacular schools throughout the Raj and not only to individual schools in a few places.

Industrial Schools.

167. There are three Government Industrial schools in the State—one at Amreli, another at Patan and a third at Petlad, much the best of which educationally is the school at Amreli. These are schools wherein an industrial training coupled with a middle school

General.

general education in which about 20% of the time of instruction is given to industries, 30% to English and 50% to general educational subjects is supervised for three years upon a four years lower primary education, the industries selected being carpentry, weaving (with ginning and carding) and dyeing. In Amreli and Patan the general educational course makes provision for a considerable amount of instruction in English while at Petlad the general educational course resembled that of a higher Vernacular school until quite recently when English has been introduced, so that all these schools now follow the same general educational course. There is at Amreli a special artisan class for artisans who desire only instruction in industrial subjects and in drawing.

168. The need of an industrial school is proved only if a large number of its pupils enter into industry either soon after their school training is completed or after they obtain further industrial or technical training. While the suitability of the choice of technical subjects in which instruction is imparted is proved if the industries into which the pupils enter after their training are the same as or allied to those taught in the industrial school.

Criteria for proving the need of an industrial school.

169. With a view to testing the need of these schools at the places in which they are at present situated and of the suitability of the industrial subjects taught I have collected the tabular statements attached to this note from the schools at Patan and Petlad regarding the occupations of boys who have left these schools after receiving an industrial training. They are illuminating as the figures extend over a long number of years (7 & 10).

The figures collected from the Industrial schools are very instructive.

170. *Patan* shows (1) that carpentry is slightly more popular than weaving which again is a little more popular than dyeing, (2) that about one half of the pupils after finishing their industrial course go on to a high school; an indication that the industrial course is not fulfilling its main object in the

Dyeing classes at Patan may be closed.

case of one half of its pupils, (3) that the pupils who are now occupied in the industry taught at school or in an allied industry or in their ancestral occupation or who have joined the Kalabhavan are 11 out of 134 in the case of dyeing that is, 8 per cent; 52 out of 166 in the case of weaving, that is, 31%; 90 out of 177 in the case of carpentry, that is, 51%. The school in so far as dyeing is concerned is not fulfilling the function for which it was established at Patan. I have therefore no hesitation in advising the closer of the dyeing classes at Patan.

171. *Pellad* shows (1) that the popularity of the dyeing and to a less extent of weaving is on the wane, all three subjects carpentry, dyeing and weaving being about equal in popularity at present, (2) that only 26 per cent of the pupils went on to a high school after leaving the industrial school and that of these nearly 65 per cent had taken up dyeing, nearly 30 per cent weaving and only 6 per cent carpentry, thereby showing that many of those who have taken up dyeing did not continue as industrial workers, and (3) that those who went into a business allied to that in which they received training in school or took advanced technical training were 60 out of 94 in carpentry, that is, 60%; 79 out of 125 in weaving, that is, 63% and 71 out of 136 in dyeing, that is, 52%. These figures indicate that all these subjects are useful industrial subjects at Petlad, further they show taken in conjunction with the figures under (2) that carpentry is the most useful and dyeing the least useful of these subjects for an industrial school situated at Petlad.

172. I questioned some of the boys in the present classes and ascertained that more than half of those in class V who were studying dyeing at the time of my visit proposed to continue their education in a high school. To give instruction to such boys in dyeing is practically

At Petlad carpentry is most useful.

Carpentry seems to be the best subject for pre-vocational training.

worthless. If they are to have any pre-vocational training that training should be in wood work or carpentry which has more educational value than either of the other subjects. In class VI out of 3 boys questioned not one proposed to follow weaving as an occupation. The industrial value of teaching these boys weaving is infinitesimal. It would appear that greater care is needed in admitting boys to an industrial course and that only those who possess to follow dyeing or weaving as an occupation on leaving school, should be admitted to classes in dyeing or weaving.

173. *Amreli* :-I have not received the corresponding figures for Amreli but noted during my inspection that dyeing should be abolished. At Amreli carpentry and weaving seem to be useful subjects. Very few boys take this subject, and few of those who take it continue it afterwards as an occupation. Nearly all those who take carpentry continue it after they leave school as an occupation with which they earn their livelihood. Regarding weaving: this is an industry which Amreli has had for years and should be continued. Since uniting the above the figures regarding Amreli have been received and are attached to this note. They bear out the remarks made above.

174. Much the best work was being done at Amreli; the industrial school in that place stands in a class high above the schools in Patan and Petlad. The general organization in Patan did not seem systematic and the work done was not first class while in Petlad I saw some very kachha work being turned out. The boys are given difficult work before they are properly trained to the simpler work such as making joints. This is apparently due to the reprehensible desire of the staff in charge to turn out showy work like picture frames quite early in the boys course. They ignore the truth of the proverb that a child cannot run before it can walk and the fundamental aim and object of the training as well as the real educational value of wood work or carpentry as hand and eye training.

175. The staff of the Amreli school is good, the head master being a science graduate, fully competent to administer the school, while the staff at Patan and Petlad had inferior qualifications. It may be that the industrial schools at Patan and Petlad might do better work with more competent head masters. I can only state that the work at Patan and Petlad was not wholly satisfactory.

176. The head master at Amreli suggested that the school should be enlarged more boys being admitted. I cannot support this suggestion because (1) there is no additional accommodation for the additional boys might be admitted and (2) many boys trained and educated in this school go to distant places in search of employment, the local needs of Amreli and Baroda State being sufficiently met by the present out turn of this school. The head master has written regarding the prospects of trained pupils. "The prospects of trained students are fairly good. As they are already initiated in large scale practice they can easily get decent wages. Most of the students are employed as carpenters in the Railway workshops at Junagad and Gondal and furniture shops at Ahmedabad, Bombay and Karachi. A few own their furniture shops at Bombay and Karachi."

177. In considering these industrial classes one fundamental principle is to be borne in mind; it is that the institution of a school or a class can never create the industry. The classes must always follow the industries and not precede them. If therefore we wish to open an industrial class we should locate it in a place near the centre of the industry which we wish to teach in school. If after trial a vocational class is not serving its purpose in one place it should be tried in another place or it should be abolished.

General principle for locating an industrial class.

Amreli Industrial School.

Information regarding professions followed by past students of the carpentry class from the year 1920-21 to 1932-33.

Year.	No. on Reg.	No. passed.	Engaged in					Information not available.	Dead.	Total.
			Higher studies in a high school.	Higher studies in a technical school	Carpenter's profession.	Profession in which carpentry is useful.	Profession in which carpentry is not useful.			
1	2	3	4	5	6	7	8	9	10	11
1920-21 ...	10	10	...	...	8	...	...	2	...	10
1921-22 ...	22	22	...	...	7	3	9	...	3	22
1922-23 ...	15	15	...	...	7	1	4	2	...	15
1923-24 ...	13	13	...	...	7	2	3	...	1	13
1924-25 ...	25	15	...	...	18	1	3	3	...	25
1925-26 ...	25	20	...	...	17	5	2	1	...	25
1926-27 ...	22	17	...	...	11	3	5	3	...	22
1927-28 ...	15	15	...	...	9	4	2	...	...	15
1928-29 ...	28	16	...	...	13	4	7	2	2	28
1929-30 ...	15	12	2	...	6	3	3	1	...	15
1930-31 ...	22	19	2	...	13	3	1	3	...	22
1931-32 ...	33	22	4	...	16	5	4	4	...	33
1932-33 ...	23	17	4	...	12	...	4	3	...	23
Total ...	268	203	12	...	144	34	47	24	7	268

Amreli Industrial School.

Information regarding professions followed by past students of the weaving class from the year 1920-21 to 1932-33.

Year.	No. on Reg.	No. passed.	Engaged in					Information not available.	Dead.	Total.	
			Higher studies in high school.	Higher studies in technical school.	Weaver's profession.	Profession in which weaving is useful.	Profession in which weaving is not useful.				
1	2	3	4	5	6	7	8	9	10	11	
1920-21	Information not available.				
1921-22 ...	38	38	...	...	31	1	3	3	...	38
1922-23 ...	16	13	...	...	7	1	2	6	...	16
1923-24 ...	12	7	...	...	3	3	2	4	...	12
1924-25 ...	7	5	...	...	...	2	3	1	1	7
1925-26 ...	15	7	...	...	2	4	3	6	...	15
1926-27 ...	5	4	2	...	1	1	1	...	...	5
1927-28 ...	10	6	...	...	4	...	4	1	1	10
1928-29 ...	6	2	...	...	2	...	4	...	...	6
1929-30 ...	13	2	1	...	2	1	6	3	...	13	
1930-31 ...	8	5	...	1	2	...	5	...	...	8
1931-32 ...	13	6	1	2	2	...	6	2	...	13	
1932-33 ...	20	13	6	1	2	2	8	1	...	20	
Total ...	163	108	10	4	58	15	47	27	2	163	

Amreli Industrial School.

Information regarding professions followed by past students of the dyeing class from the year 1920-21 to 1932-33.

Year.	No. on Register.	No. passed.	Engaged in					Dead.	Total.	
			Higher studies in a high school.	Higher studies in a technical school.	Dyer's profession.	Profession in which dyeing is useful.	Profession in which dyeing is not useful.			Information not available.
1	2	3	4	5	6	7	8	9	10	11
1920-21 ...	3	3	...	...	2	...	...	...	1	3
1921-22 ...	9	9	...	...	7	...	...	2	...	9
1922-23 ...	...	...	...	...	...	...	...	...	...	...
1923-24 ...	1	1	...	...	...	...	...	1	...	1
1924-25 ...	14	13	...	...	1	...	2	11	...	14
1925-26 ...	11	11	...	...	1	1	5	3	1	11
1926-27 ...	3	3	...	...	...	...	3	...	...	3
1927-28 ...	4	4	...	...	...	...	1	3	...	4
1928-29 ...	6	6	...	...	1	2	...	2	1	6
1929-30 ...	5	4	3	...	...	1	1	...	...	5
1930-31 ...	7	7	5	...	...	...	1	1	...	7
1931-32 ...	13	7	1	...	...	...	10	2	...	13
1932-33 ...	6	5	3	...	...	1	2	...	...	6
Total...	82	73	12	...	12	5	25	25	3	82

Petlad Industrial School.

A statement showing the number of students employed in various lines of business after passing in the industrial school at Petlad.

Year.	Reg. No.	Appeared.	Students.			Gone elsewhere.	Remarks.
			Passed.	Gone to high school.	Joined business.		
1	2	3	4	5	6	7	8
DYEING.							
1926-27	...	30	30	10	18	2	
1927-28	...	22	22	4	17	1	
1928-29	...	24	24	10	14	...	
1929-30	...	25	24	16	4	...	
1930-31	...	12	12	6	8	...	
1931-32	...	15	15	6	8	...	
1932-33	...	15	15	9	5	1	
Total	...	143	142	61	71	4	
CARPENTRY.							
1926-27	...	15	15	1	11	3	
1927-28	...	13	11	2	9	...	
1928-29	...	18	18	...	10	7	

1929-30	...	...	19	19	19	1	11	7
1930-31	...	...	13	13	10	...	6	4
1931-32	...	...	9	9	7	...	4	3
1932-33	...	...	18	15	15	2	7	6
Total	...	...	105	100	94	6	58	30
WEAVING.								
1926-27	...	...	20	20	20	3	15	2
1927-28	...	...	21	21	19	4	12	3
1928-29	...	...	21	20	20	1	18	1
1929-30	...	...	21	21	20	4	10	6
1930-31	...	...	20	20	16	3	9	4
1931-32	...	...	19	18	17	6	9	2
1932-33	...	...	19	19	13	6	5	2
Total	...	...	141	139	125	27	78	20
Grand Total	...	...	389	381	355	94	207	54

Two apprentice students have gone to Kalabhavan, Baroda.

One apprentice student has gone to Kala-Bhavan.

Patan Industrial School.

A statement showing the list of students who have passed the Third year course, and who are occupied in their professions.

Name of the industry.	Boys who joined their profession after studying in the industrial school.			No. receiving higher education.		No. joining service.	No. doing labour.	No. dead.	Total.
	Boys occupied in the industry learnt.	Boys engaged in allied occupation.	Boys engaged in other industrial occupation.	No. joining Kalabhavan.	No. joining High school.				
1	2	3	4	5	6	7	8	9	10
Weaving.	3	10	37	2	78	27	5	4	166
Dyeing.	4	3	3	1	94	26	...	3	134
Carpentry.	35	15	38	2	65	19	...	3	177
Total ...	42	28	78	5	237	72	5	10	477

Closing of upper primary classes in Vernacular schools.

178. On visiting the Vankia higher primary school which should have had all classes from I to VII, I discovered that class VI which formerly had 9 pupils in it had recently been closed in accordance with a circular which the Education Department had issued. I also discovered that although the class was closed there had been no saving of cost to Government, no teacher having been retrenched. I have been informed that at a conference of Inspecting Officers held in May, (Head masters of schools were not consulted) a decision was arrived at that there should be 15 boys in the VI class and 10 in the VII class and that the Department subsequently issued a circular directing that effect should be given to this decision. The closing of the VI class containing 9 boys without any corresponding saving seems to me almost beyond belief. Surely their education might have continued with the existing staff. These boys were sent away and were wasting their time in the streets.

179. The circular No. 5 of 1933-34 dated 15th September 1933, a copy of which is attached is in conflict with the existing rules which enunciate the policy of Government.

Circular No. 5 of 1933-34 is in conflict with existing rules.

180. I am informed that the orders of Government have been sought for the approval of this circular, but I regret that I am unable to support this request of the Department, which strikes a blow at the education of children in the smaller villages of the Raj, without any compensatory saving in expenditure. Even if there were cases in which there might be some saving in expenditure by closing classes VI and VII I should prefer not their closure but an amalgamation of the upper classes under one teacher giving that teacher a larger number of pupils and leaving the pupils more individual work to do by themselves.

It would be better to continue these classes in the smaller villages of the Raj.

Vernacular Education Department,
Vidyadhikari Office,
Dated 15th September 1933.

CIRCULAR No. 5 of 1933-34.

INDEX WORD :—Classes in schools.

SUBJECT :—Laying down the policy for continuing classes VI and VII or newly opening the same.

The policy regarding the opening and continuing the sixth and seventh classes is laid down in sections 90, 94 and 95 in the rules under the Code of Education of the Vernacular Department. It is thought desirable to make some change in this policy. In the last conference of Inspectors it was resolved as follows :—

And this change will come into effect after the Annual Examination of the school :—

1. The VI class shall be continued or newly opened only where the number of pupils in this class is fifteen or more.
2. The VII class will continue or may be newly opened, where the number of pupils on the rolls is 10 or more.
3. In girls schools classes VI and VII will be continued or may be newly opened, where the number of pupils on the rolls is seven or more.

Since it has been resolved as stated above the schools concerned shall arrange things as stated above. This office will make necessary arrangements for making requisite amendments to the rules concerned.

(Sd.) M. C. T. (Sd.) B. C. L. (Sd.) B. K. BHATE,
Vidyadhikari.

કમિશનર ઓફ એજ્યુકેશન કચેરી.
વડોદરા, તારીખ ૧૮ માહે જુન સને ૧૯૩૩.

ઠરાવ અંક ૨૭૬ સને ૧૯૩૨-૩૩.

વિષય:—મિડલ સ્કુલોમાં અભ્યાસના ધોરણ બાબત.

ચાલુ સાલે નવીન મિડલ સ્કુલની યોજનાનો અમલ જે જે સ્થળે કરવામાં આવ્યો છે તેમજ હવે પછી ભવિષ્યમાં કરવામાં આવશે. મિડલ સ્કુલોમાં આવતી સાલથી ગુ. ધો. ૬,૭ બંધ કરવા બાબત. તે દરેક સ્થળે વર્ગ ૬ સુધી ગુજરાતી અભ્યાસ ફરજીયાતના ધોરણે ચાલુ રહેશે. વર્ગ ૬ થી અંગ્રેજી અભ્યાસ થવાનો હોવાથી ગુજરાતી વર્ગ ૬,૭ આવતી સાલથી કમી થશે. આથી ચાલુ સાલે જે વિદ્યાર્થીઓ ગુજરાતી વર્ગ ૬,૬ અને ૭ માં ભગતા હશે તેમણે અંગ્રેજી ભણવું જોઈશે અથવા તો વર્ગ ૬,૭ ના અભ્યાસ માટે બીજે સ્થળે જ્યાં સવડ હશે ત્યાં જવું પડશે. આથી કરીને આવતી સાલથી વર્ગ ૬ થી વર્ગ ૮ સુધી દરેક મિડલ સ્કુલમાં અંગ્રેજી ધોરણે અભ્યાસ ચાલશે અને ગુજરાતી વર્ગ ૬,૭ બંધ થશે.

૨. ધારી અને દામનગર મિડલ સ્કુલમાં જ્યાં અંગ્રેજી વર્ગ ૭ સુધી અંગ્રેજી અભ્યાસ ચાલે છે ત્યાં આવતી સાલથી ચાલુ મહેકમથી ધારી અને દામનગરમાં અં. કોઈપણ જાતના વિશેષ સર્ચ શિવાય અંગ્રેજી વર્ગ ૮ નવીન યોજના મુજબ ઉઘડશે. જેથી તમામ મિડલ સ્કુલોમાં અભ્યાસનું ધોરણ એકસહા રહી શકે, અને વર્ગ ૮ માં પાસ થયા પછી પાસ થનાર વિદ્યાર્થીઓને ઠરાવ્યા પ્રમાણે છટ્ટા ધોરણની લાયકીનું પ્રમાણપત્ર મળી શકે.

૩. હાલના ચાલુ અભ્યાસક્રમના ધોરણે જે શાળાઓમાં ગુજરાતી શિક્ષકની સંખ્યા કમી જણાતી હશે તેમાં સંબંધકર્તા રા. રા. ચાલુ સાલ માટે હંગામી શિક્ષકો આપવા. વિભાગ વિદ્યાધિકારી સાહેબે ચાલુ સાલ પુરતા હંગામી શિક્ષકો આપવા તજવીજ કરવી.

(સહી.) શ્રી કા. ખાટે,

વિદ્યાધિકારી.

Office of the Commissioner of Education,
Baroda, 28th June 1933.

Memo No. 276 of 1932-33.

SUBJECT :—Curriculum of Studies in the Middle schools.

At every place where the scheme of middle schools has been put into operation this year or may be put into operation in future, the curriculum of studies of Vernacular schools upto the V class according to the Compulsory standard shall be followed. Since English is to be introduced as a subject in these schools from class V onwards Vernacular classes VI and VII in these schools will be closed from the next year. This means that those pupils that are attending the Gujarati school classes V, VI and VII this year in these schools shall have to study English or shall have to go to a school where there is a provision for teaching Gujarati classes VI and VII. Hence from the next year all middle schools will follow the curriculum of the A. V. schools from classes V to VIII and the Gujarati classes VI and VII will cease to exist in them.

2. In Dhari and Damnagar, where English classes upto VII are already in existence class VIII will be added with the present staff only, so that the curriculum followed in all the middle schools may be uniform, and that after passing the VIII class examination these pupils may be able to obtain the Vernacular final certificate.

3. The Inspectors of the Divisions concerned will arrange to supply necessary number of Gujarati temporary teachers in these schools where according to the standard laid down for this purpose, there appears to be a deficit.

(Sd.) B. K. BHATE,
Vidyadhikari.

**Transfer of pupils from a Vernacular school to an
Anglo Vernacular school.**

181. Boys who have taken a complete Vernacular school course upto class VII in a small village where English is not taught are normally placed in standard I on transfer to an A. V. school further to pursue their studies. In the lower forms of the A. V. school they repeat much of the work which they have already done in the upper classes of the Vernacular school.

Boys who join English schools after completing vernacular VII have to repeat the same work.

182. There ought to be some correlation in all subjects, not only in English between the work done in the higher primary schools and that done in the middle schools so that a boy should on transfer from the upper class of a higher primary school in a village to an A. V. school in a town be placed in some class higher than the lowest class of the A. V. school so that he will not have to repeat much of the work which he has already done. Such correlation would not only help to solve the problem of transfers of pupils, but would also reduce the cost of maintaining parallel Vernacular and English sections in the same school during the middle school period of Education.

Correlation between the work of higher primary and middle schools is necessary.

Secondary Schools Curriculum.

183. The curriculum of studies for high schools Anglo-Vernacular schools and English classes (in which there are extremely few alternative courses), is set forth in a departmental pamphlet.

Analysis.

184. The following table gives an analysis of the periods of study set apart in each standard for each subject.

Table giving analysis.

185. Beneath is a table giving the subjects of the Bombay University matriculation examination with the number of hours of examination in each subject and the marks awarded in each subject as the result of the examination.

Table giving subjects.

Secondary Schools.

Subjects.	Standards.						
	I	II	III	IV	V	VI	VII
1	2	3	4	5	6	7	8
English	11	11	11	10	10	12	11
Vernacular	5	5	5	3	3	...	...
2nd Language ... ..	...	...	...	4	4	6	5
Hindi	2	2	2	...	...	...	...
History	2	2	2	3	3	4	4
Mathematics	4	4	6	6	6	6	6
Science	2	2	2	2	2	3	4
Geography	2	2	2	3	3	3	4
Copy-writing	2	2	...	...	...	...	...
Drawing	1	1	1	1	1	...	...
Handi craft... ..	1	1	1	1	1	...	...
Physical Exercise	2	2	2	1	1	...	...
Total periods ...	34	34	34	34	34	34	34

Matric Examination.

Subjects.	Hours.	Marks.			
English ...	6	200	} 300		
2nd Language ...	3	100			
Arithmetic ...	2	50	} 150	Literary. 300	
Algebra ...	2	50			Rational. 150
Geometry ...	2	50			75
				375	
Geography ...	3	75		75	
History ...	3	75		75	
Elementary Science ...	2	75		75	
				<u>300</u>	
				675	

186. My first observation is that the course is dominated by the Bombay University matriculation examination in which all candidates are examined in five subjects or groups of subjects in only two of which are there any alternative papers. The five groups of subjects are :—

Dominance of
Bombay University.

1. English,
2. Mathematics,
3. History & Geography,
4. 2nd Language,
5. Science;

and it is only in the second language and in Science that alternative papers are set. It is observed from the above analysis that in the two topmost classes of high schools all subjects in which there is no University examination are dropped. This is regrettable for provision is not made for either physical exercises, or hand and eye training during the last two years that boys attend school—a great weakness in the curriculum. I advise

- (1) that provision be made for physical instruction throughout the whole of the school course and that only those boys be exempted therefrom who are able to produce a certificate from competent medical authority to the effect that physical exercise is harmful to them.
- (2) that provision be made in the VI & VII standards for some form of hand and eye training. Immediate provision could be made for drawing for at least one period every week, pending provision for some other type of hand and eye training e. g. manual training (wood-work).

187. The curriculum is standardised and works up to the Bombay University Matriculation examination, and so long as that examination does not offer alternatives in its examination it is little use introducing alternatives in schools, because boys insist upon aiming at matriculation; they have

Curriculum standar-
dised.

all a hope, however remote the chances may be, of being able to pursue their studies at a University. I should like some schools to have at least two alternative courses, one, the course leading up to the University matriculation, the other a much more practical course which, those who desire higher education yet are more fitted for a technical or commercial than for a university education, might take up. But so long as a matriculation examination is considered to be a pass-port not only to university course of study—which it must always be—but also to other posts in Government, State or Local Board employment, then there is little hope of many boys taking alternative courses, unless a certificate which will be a pass-port into some employment or further study is to be awarded to those who successfully complete these courses.

188. Michael West's books in English are in general use.

English. For the first standard two primers A and

B have been written, the number of words to be learnt in the first primer being 222, the number in the second primer 236, making 458 words in all in the first standard. Additional books in poetry, composition and grammar are also prescribed. Since I am of opinion that the English course in standard I is too heavy, and I have also had complaints to that effect during my touring; it is for consideration whether the whole of A primer and only a part of B primer should not be prescribed for the first standard leaving the remainder of primer B together with book two for the second standard. The number of new words acquired in the second primer is 315. Some relief might also be given in poetry in the earlier classes.

189. Although the course in English is so heavy yet there

English in villages. is a general desire for instruction in English even in small villages where special

private classes for the teaching of English have in some places been started.

190. In this subject the University offers three alternative

Science. courses for boys but the majority of the

schools make provision for instruction in only the Physics and Chemistry option. A few schools offer

Physiology & Hygiene and none offer Botany and Zoology. Physics and Chemistry if taught well offer by far the best educative training, but I was not convinced that the instruction given was everywhere sound. More and more accurate, practical work might with advantage be done by the boys.

191. Instruction in one of these subjects should be continued throughout the whole school career. Handicraft is "taught only where provision is made for teaching" says the State pamphlet setting forth the curricula of studies. But the State does not make provision for handi-craft in schools outside Baroda City, so that this subject is neglected. Provision is necessary and it is advised that it be made.

Drawing and Handi-craft.

192. As stated above instruction should be compulsory throughout the course.

Physical training.

193. No provision is made in the curricula for moral training but the preamble to the curriculum states "where the head master desires, he may devote one of his optional periods for giving moral instruction. I consider that some form of "Moral instruction or lay sermon" once a week to be very valuable and I should not delegate to Head-masters the decision as to whether or not such a lesson should be given. The State itself should decide that point and issue orders accordingly.

Moral training.

Secondary schools instruction.

194. While the general organization of the schools was satisfactory, I regret to note that the same remark cannot be made about the methods of instruction adopted by the majority of teachers. Their methods were out of date and had become stereotyped. Modern methods were not adopted and there appeared to be no recognition of the fact that methods of instruction were being constantly subjected to experiment and to development as a result thereof. The art of teaching as practised while not exactly medieval was certainly Victorian.

General organization of the schools was satisfactory.

195. This is not wholly the fault of the teachers. It is due to the system which permits the appointment and confirmation of teachers who have never been brought under the influence that can be exerted by the staff of a good training college where modern educational ideas are being made the subject of experiments in teaching and at the head of which is a "Live-wire". It is also in part due to the lack of competent systematic and thorough inspection. Under the Secondary Education Code the Commissioner of Education is enjoined to visit secondary schools and inspect them with regard *inter alia* to the work of the teachers. But how can that officer if he is not a trained educationist inspect the work of the teachers and know whether their methods of instruction are good? The Divisional Educational Inspectors are also enjoined to inspect secondary schools with a view *inter alia* to ensure efficiency of teaching. But these officers are in a similar predicament; they have not been trained to teach and the greater part of their attention is centred upon the personnel administration of primary schools. I have read some of their inspection notes and have ascertained their method of inspecting a secondary school, and have come to learn that there is no real inspection of these schools.

196. The few remarks that I make on instruction in secondary schools are made merely as exemplifying the general position, more particularly in the outlying schools of the State.

197. In one of the high schools the pupils in the matriculation class were working a question dealing with income-tax but the question had little bearing on the actualities of life. Only one boy in the whole class had any idea as to what the income-tax in Baroda is. If income-tax questions are dealt with pupils should be informed what the income-tax of their own State is, while generally the examples given in Mathematics should have some relationship to the every day affairs of the life of the people. Questions in all subjects should be true to the

conditions in which the boys are living and bear upon the problems which they have to face when they grow up.

198. The course in Science (as in other subjects) is in general dominated by the syllabus prescribed by the University of Bombay for its matriculation examination. The schools have little scientific apparatus and insufficient laboratory accommodation; few experiments are conducted by the teachers and in some schools no practical laboratory work is done by the pupils. This is a most regrettable state. As regards instruction in science the schools require systematical inspection and the teachers require training and systematic guidance.

Secondary schools staffing.

199. The time tables of the upper classes in secondary schools usually make provision for 34 periods of instruction for each class, 6 on each day Monday to Friday, and 4 on Saturday, the periods varying per 40 to 50 minutes each.

200. In the Visnagar high school there are 11 classes or sections of a class while the staff consists of a Head master and 17 assistants, one drawing instructor and one physical instructor. The Head master takes 13 periods per week and the average number of periods of each assistant is only 24 per week. The school is over-staffed.

201. In the Siddhapur high school each teacher has an average of $26\frac{1}{2}$ periods per week. These include however 12 periods in which graduate teachers supervise the teaching of English by undergraduate teachers. Here again the staff might possibly be reduced.

202. In the Padra high school there are five high school sections but 8 graduate teachers for these 5 classes. One of them is a specialist for teaching Sanskrit language and one is head master leaving the number of general teachers as six for five classes.

Each teacher has on an average only 23 periods of work per week ; this permits 11 free periods for each teacher out of a total of 34 a larger number than in provinces in British India. The reason put forward to justify the retention of this large number of teachers was that teachers require leave for illness or for some other cause and that the teachers who are present look to the work of those who are absent. I feel that leave of absence is granted too frequently and on inadequate grounds. It should be possible to enforce more regular attendance of teachers. It is suggested that the staff of the high school be reduced.

203. In the high school at Mehsana each teacher excluding the specialists works for 29 out of Mehsana High School. 34 periods each week. This may be accepted as a normal number. A teacher ought not to expect more than one free period during each of the first five working days of the week, leaving him 29 periods of work. The school at Mehsana is not overstaffed according to this standard. Its general organisation and working seem very satisfactory. But this standard allows more time to a teacher for his preparation and correction of exercises than does the Madras standard. So that I should insist upon high schools being normally staffed so that each class teacher has 29 or more periods of work out of 34 each week.

204. In Madras Presidency, the general rule is one teacher to every form plus one head master and specialist teachers. The General rule in Madras Presidency. wording of the rule is as follows :—

“(17) There should be a teacher to every form or class and for every section of a form or class in addition to the head master (exclusive of Pandits, Munshis, writing masters, drawing masters, physical training instructors and sewing mistresses).”

Provided that in schools containing no class above the third form the head master may, with the concurrence of the District Educational Officer, be treated for the purpose of this rule as one of the class masters.

205. I cannot too strongly emphasise the need for staffing the secondary schools with trained teachers. During my inspection I visited more than one school which had no trained teacher and in which the professional side of education was at least 40 years behind the times. A trained staff is essential, not only because its methods of teaching and organization are superior to those of an untrained staff, but because it does not feel the need for free periods to the same extent as does an untrained staff. Training reacts by increasing the efficiency not only of the teaching imparted but of the teacher who imparts it.

206. In particular I regret to note that in the A. V. School at Vyara on the border of the Raniparaj Vyara A. V. School. area not a single teacher on the staff either was trained or had passed a teachers' certificate examination. As remarked above, the education imparted in such institutions is nearly half a century old.

207. I found that in some schools untrained graduate teachers were exercising supervision over the teaching of English by undergraduate teachers. Such supervision is generally useless. The supervision may be with the object of advising on methods of instruction or on knowledge of English. If the former is the object of supervision then it can be properly carried out only by a trained teacher; if the undergraduate teacher is trained the so-called supervision is indicative of the curious anomaly of the blind attempting to lead one with sight. If the object of supervision is to correct the knowledge of English that the undergraduate teacher possesses, then the class room is not the place for this to be done. The class should be taken by the graduate teacher himself; there is no need to employ the undergraduate teacher for a lesson in English.

Books in Secondary Schools.

208. I have observed that secondary school libraries are defective in their reference books for teachers. Some of the standard and authoritative works which teachers should consult in preparing their lessons were not contained

in the libraries nor can each teacher afford to purchase such books for his own use. It is a matter for consideration whether the Educational Department should not periodically circularise to secondary schools lists of books in different subjects which might suitably be obtained and placed in high school libraries for reference by teachers. The preparation of these lists might easily be undertaken by the Commissioner of Education in consultation with the professors and lecturers of the various subjects in the Baroda College, and with the Principal of the training college for graduate teachers when he is appointed.

Fee concessions in Secondary Schools.

209. Fees are levied in all secondary schools according to the scale laid down in Chapter VI of Part II of the Secondary Education Code. Rules granting remissions too liberal. There are however very many fee remissions both of a general nature applicable to whole classes of the population and of a specific nature applicable to individual pupils. That the remissions are much too liberal was brought prominently to my notice when I was making enquiries in Amreli; and I have come to the conclusion that not only are the rules granting remissions too liberal but that in the application of such rules as are in force head masters are not exercising that measure of strictness which is necessary to ensure that concessions are given only when desirable and necessary.

210. In Amreli I found that out of 32 boys who had been refused promotion at the end of the middle school course in the Government middle school at that place 10 held free-ships. These 10 boys were awarded free-ships to enable them to receive an education for which they were not fitted. I found that boys who are systematically near the foot of their classes are being awarded fee concessions. Boys who are not fit to take up a secondary school education are on account of free-ships being induced to take up that education. This not only is a waste of public funds but also induces a desire in the minds of these boys to fill occupations

in life for which they are totally unfitted. It is I consider the duty of the State definitely to oppose any idea of giving higher education to unsuitable applicants for it by refraining from granting fee concessions to such applicants.

211. In general if any fee concession is to be given to a boy, then that boy should be above the average in ability of boys of his class, this superiority being shown, as a general rule, by the boy standing consistently in the top half or top third of his class. No boy who is below the average of his class should receive any concession.

212. The concessions to enable orphans and children of poor parents to derive the benefits of secondary education, of 15% in some districts and of 20% in other districts of the total fee collections, are too liberal in amount and head masters are prone to endeavour to work up to the maximum fee remissions permissible under the code without due regard to the merits and needs of the recipients.

213. I have dealt above with the fee concessions (called free studentships in Rule 41 of Part I of the Secondary Education Code) awarded to orphans and children of poor parents. Some additional fee concessions (called extra free studentships in Rule 42 of the same Code) are awarded to special classes of the community for special reasons; regarding these I have no remarks to make, except to suggest that the conditions of award of scholarships to orphans and children of poor parents, as laid down in Rule 41 of Chapter VII of the Part I of the Secondary Education Code, regarding the recipients being bonafide Baroda subjects and making satisfactory progress be made applicable to freeships awarded under rule 42.

Manual instruction and Manual work.

214. While inspecting the high school at Navsari I discovered that 90% of the boys in matriculation class desired to take up a college course although very few of them had any idea as to

what they would do at the end of that course. The occupations that they would take up in life had scarcely been considered by any of them nor did the school authorities endeavour to turn their minds towards the occupations which their students might take after they had finished their school course. Not only that, but no manual instruction of any kind is given which would train the hand and the eye, so as to induce boys to turn their attention to any other than a literacy college education. It would be desirable to make compulsory in all middle and high schools in Baroda, some form of manual instruction, which could be taken out of school hours if the curriculum is too heavy for such a course to be included within the school hours, with a view to alter this state of affairs.

215. The board of education (England) attach great importance to the provision, on the school premises wherever possible, of adequate facilities for practical training for all pupils over 11 years of age, and I attach the same importance to provision for practical training in schools in Baroda. Some form of hand and eye training or manual instruction is desirable for all pupils. It might take the form in the lower primary stage of kinder-garten occupations, in the middle primary stage of drawing, while in the higher primary and middle school stages it might take the form of drawing and wood work or some other suitable occupations.

216. It is desirable to have different instruction in high school classes from that which is given in the upper classes of primary schools, the difference resting upon the decision that is to come on the question as to whether the instruction given should lay emphasis upon the educative value or upon the utilitarian value of the training. In high schools the greatest emphasis should be placed upon its educative value while in higher Vernacular schools where the large majority of pupils do not continue higher education but generally revert to village occupations, the utilitarian value should be stressed. In high schools greater accuracy is required—we are here dealing with a higher degree of intelligence—and a systematic and accurate course of instruction such as would be

similar to part of that conducted at present at such an institution as the Kala-Bhavan in Baroda should be our object. In primary village schools however we should emphasise village carpentry paying attention to the village needs in the formulation of our course. The tools used in the villages are rudimentary and these should continue to be used in giving instruction, while in high schools more modern tools which give greater accuracy of measurement and execution should be used. In villages the boys are accustomed to use their feet when they handle carpentry tools; this may continue. In high school classes however the tools used would be manipulated by hand alone. Furthermore the course in high school classes should be closely associated with drawing, which would ensure greater accuracy of execution.

217. Objection has been raised to school boys doing manual work. I do not refer here to the manual work done by boys in the way of assisting a teacher in cultivating or tilling his own land. This is clearly objectionable when done during school hours or under persuasion which is quasi-compulsion. I refer to manual work done out of school hours in the school compound itself in the way of gardening or levelling the playground. This work for the common good of the school can easily be done voluntarily by the boys working in groups out of school hours. Where teachers are prepared to take off their coats and work along side the boys no objection has been raised; it has been raised only when the boys are called upon to do such work by themselves. It is recommended, with a view to instilling in their pupils the nobility of manual labour and the need for making it a part of their every-day life and as not being derogatory to their position that teachers should work with the boys whenever any form of manual labour such as planting, watering or levelling of the ground or garden has to be done. It is obvious that the school compound would be kept in a better condition if more attention were paid to its neatness and cleanliness by making it attractive through cleaning it up systematically and planting trees and flowers in it-work which could quite easily and suitably be under taken by pupils and teachers working together.

Physical exercises and games.

218. In most schools physical exercises for pupils of some classes are taken under supervision but games are not organised. Indeed all secondary schools have not sufficient space for games, while the grounds of some schools require first levelling and subsequently constant attention in order to make and keep them fit for use as play grounds for games. Expert advice is needed on the organisation of games and physical exercises throughout the State, and this expert advice might be obtained in consultation with the authorities of the school for physical education at Saidapet, Madras, where there is an excellent school which trains teachers from all over India and Ceylon in this branch of education. A survey of the existing facilities in Baroda is required, then a report by the specialist who might be obtained for a short period (a few weeks should suffice) from Madras. I do not wish to anticipate his conclusions further than to suggest that he will probably recommend the appointment of a physical training expert for the State, the deputation to Madras of one or two young trained teachers for special training in the principles, methods and practice of physical instruction and their appointment on return, one to the training college for teachers in Baroda, another to the high school in Baroda and third as a general supervisor of physical training in schools in the State.

219. He will also probably recommend the introduction of organized games especially Indian games in schools and the provision of playing fields for these games and for such other games as hockey, basket ball and volley ball which have been imported into India from other countries and have become popular in India.

220. The games to be recommended for schools are those in which collective action which cultivates the " team " spirit predominates ; Games for schools. such games as tennis which are not only expensive but are individualistic in their training are not recommended for schools.

The teaching profession and training of teachers.

221. In the educational system in Baroda, teachers with three different stages of general educational qualifications are employed. In the primary schools the teachers must have completed satisfactorily the 7th class of a higher vernacular school. In A. V. schools as well as in the lower forms of complete high schools, that is to say in forms I to IV of the secondary educational system, teachers must have the general educational qualification of having passed the Matriculation Examination of the University of Bombay. They may have a higher qualification but the matriculation qualification is the minimum prescribed. A third class of teachers is he who is required to teach standards V, VI and VII of a high school. These must be graduates. Teachers are therefore, so far as their general educational qualifications are concerned, either Graduates or Matriculates or Higher Vernacular school passed.

222. So far as professional qualifications are concerned emphasis has not been laid until recently upon training for all teachers for there are no permanent training Colleges except for teachers in primary schools and these were not producing a sufficient supply to meet the demand for trained primary school teachers. As it is essential for every teacher not only to know the subject which he teaches, and such knowledge is guaranteed by the fact that he has passed a general educational test up to a certain standard, but to have received a professional training which will enable him to impart what he knows to his pupils, the need for ample provision for training teachers is evident.

223. In the development of our ideas upon the training of teachers, we first reach the stage that an examination professional in character should be passed by all those who are or who wish to become teachers. The teacher works for this examination by himself with whatever fortuitous aid he may obtain from his seniors, from the books

which he reads and from his own experience. After passing the test he becomes a "certificated" teacher, but untrained. Experience has shown that a certificated but untrained teacher is incomparably inferior to one who has received a specific course of training under expert guidance. Experience has further shown that the lower the educational qualifications of the teacher the longer must be his training under expert guidance in order that an efficient teacher may result. The period laid down is usually one year of training for graduates; for those of lesser qualifications a longer period is desirable. For those who have only reached the end of a higher vernacular school course the minimum period found necessary is two years. It would be desirable to give training for a period of more than two years to the poorly qualified candidate but this is not feasible on account of the additional cost of an extra year's training, and because many of them being married and with family responsibilities are not prepared to undergo a longer course, while some are of such inferior intelligence as would not enable them to go beyond a comparatively low stage of intellectual development. These considerations usually prevent the giving of more than 2 years' training to the large majority of primary school teachers.

Arrangements in Baroda for certification and for training.

224. Baroda makes no provision for the training of teachers to be engaged in its secondary schools.

No provision for the training of teachers of the Secondary schools.

The Educational department has however recently instituted a Secondary teachers certificate examination. This examination is open to teachers of high schools, A. V. schools and mixed schools. It is divided into two separate grades, one for graduates and the other for undergraduates, and each grade is divided into two parts, part one, containing the theory of teaching and part two, the practice of teaching. Part one consists of methods of teaching and examining, history of Education and educational psychology; part two of the practice of teaching. For these tests the teachers study privately with such guidance as their head masters or some senior assistants can give them. There is no systematic training under

an expert educationist or in a training College. The test is compulsory for all teachers serving in the department, though those of 40 years of age are exempted from it.

225. For teachers in elementary schools there are two training colleges, one for men, the other for women in which the course for the majority, that is, for those who have only a higher vernacular school general educational qualification, has recently been extended to two years. I shall first remark on the existing training college for primary school male teachers.

226. The large staff now engaged in the training college for teachers whose duty is to train students for the teaching profession can be divided into the following groups:—

- (1) The most senior graduate members of the staff:— they have not been trained as teachers nor have they passed any teacher's certificate examination.
- (2) Less senior graduate members of the staff:— they have received training and have passed a secondary grade teacher's examination.
- (3) Young graduate members of the staff:— they have not been trained and have passed no teacher's certificate examination.
- (4) Non-graduate Vernacular teachers who do not know English:— they are all trained and certificated teachers.

227. One of the primary objects of having a training college is to train teachers in child psychology and in the methods which they must adopt in teaching various subjects of instruction to children of different ages and mental abilities. No person can fulfil this duty properly as a member of the staff of a training college, unless he himself has received pedagogical training, and has satisfactorily completed such a course of training, which is indicated by his obtaining a teacher's certificate at the end of his training course. It will be clear that the present members of

the staff included in two of the categories mentioned above cannot, by this universally accepted standard of reference, satisfactorily carry out the duties devolving upon them as members of the staff of the training college. Most of them do what they understand to be their duty to the best of their knowledge and ability; and some few of them have endeavoured to improve their technique and knowledge. But while this may be satisfactory to the individual members of the staff, it is not satisfactory to the employer, nor is it to the good of the State. It is the duty of an employer of labour of any kind whatsoever to employ only such persons as can satisfactorily and according to universally accepted standards carry out the work prescribed for the employee. It is more than necessary that this policy should be carried out in educational work because of the influence of teachers on the moulding of the character of those in their charge. First the influence of the staff of the training college upon the teachers under training, and next the influence of these teachers when trained upon the school boys whom they go out to the towns and villages to teach. One of the weaknesses in the educational system in Baroda is the employment as members of the staff of a training college, of persons, who though they themselves may know the subjects English, Vernacular, Mathematics, History etc. which they teach, do not know how to give instruction to teachers under training in the method of teaching those subjects to young children.

228. My specific recommendation therefore is that no teacher should in future be employed on the staff of the training college unless he is himself trained and certificated; as regards the existing members of the staff, the younger members should be deputed for training, while the older members should be transferred to teaching work in high schools. This comprehensive recommendation may require modification in individual cases, for example, in a case in which an untrained member of the staff has proved himself thoroughly efficient in the conduct of his work, notwithstanding that he is untrained. The training of teachers is such

an all important function of educational administration and with such far reaching results, that training colleges should have a first claim on the services of competent trained and qualified members of any educational service.

Village experience needed.

229. The staff employed in the training college need first hand experience of village schools in order that their teaching may be of practical value to the student who is to be a village school-master. Very few of the present staff have recent experience of village education, some of them have no experience at all. It is suggested that occasionally the members of the staff of the training college be sent either singly, or by twos to village schools during the whole or a part of their vacation, with instructions themselves to teach regularly in the village school and to give instruction to the village school masters with a view (1) to the training college staff acquiring intimate knowledge of the difficulties of the village school, and (2) to giving instruction locally to village school master, the former however being the main purpose. Such teachers would be considered on duty and not on vacation during such periods, and would presumably be eligible for full pay leave instead of for half pay leave, for the year during which a vacation is spent in teaching in a village school.

230. In the training college, village reconstruction is being taught purely theoretically by a young teacher with little experience, who has himself never practised village uplift. It would be desirable to put this subject in the hands of a more experienced teacher, who has himself practised village uplift. If no one of this experience is available on the staff and if no other officer of the Department with such experience can be transferred to the staff of the training college, then it would be desirable to depute some member of the staff to undergo a course in village uplift.

231. *Practising schools*:—Attached to each training college for teachers, there should be atleast one large practising school wherein the students under training may see model lessons, may practise teaching, and may give and see formal criticism lessons. Baroda has the necessary provision; it has two such practising schools for men teachers. I should like however to make the following suggestions and remarks:—

Practising schools
in Baroda.

- (1) All the members of the staff of both training college and practising school should be themselves trained teachers and the best obtainable. The subjects they teach should be subjects in which they have themselves specialised.
- (2) The head-master or mistress of the practising school should have no separate class of his own. His time will be needed for supervising the general work of the teachers and students under training who receive instruction from the staff of the practising school.
- (3) In the first year students under training should see model lessons given by their teachers, the staff of the training college as well as the staff of the practising school.
- (4) The practising work of the students should be reserved for the last year of their training after they have increased their general knowledge and have learnt something of theoretical methods of instruction.
- (5) The curriculum of the training college is too heavy, some of the subjects should be reduced in quantity if not entirely eliminated and additional attention should be paid to the remaining subjects. Kindergarten and Montessori should be included in the course.
- (6) Teachers under training in elementary training college are given additional instruction in the the school subjects that they may know and in other subjects; they are also taught something of pedagogics and psychology and also the

methods to be adopted in teaching children the subjects of the school curriculum. At the training college, Baroda, it is usual to give a few minutes to the method to be adopted in teaching a subject immediately after instruction has been given in the subject itself. It would be much better to separate completely instruction in a subject of study from instruction in the method of teaching that subject, the former being taught in the first year, the latter being reserved for the second year after the students have received instruction in the subject itself. The teaching work in the practising schools would also naturally be confined to the second year after students under training have learnt something of psychology and of the methods of giving instruction. The truism that you can teach only what you yourself know is too often lost sight of in educational organisation. The time table requires considerable modification in view of the above remarks.

232. I regret to observe that no provision is made in the training college for men for Montessori or Kinder-garten training. Yet all teachers of young children should receive some Montessori or Kinder-garten training, such training being more important than is training in social service work for which provision is made.

233. I should therefore advise that all primary school teachers should receive an additional 6 months' course to be spent on Montessori and Kinder-garten methods of instruction. The training college course will not at present admit of this training within the two years ordinarily allowed for the course unless a large part of the present syllabus is deleted and I am unable to recommend the deletion of a sufficient amount to permit special training in Montessori methods. I can therefore only suggest that in addition to the ordinary two years' course at

present adopted, a 6 months' training in kinder-garten and Montessori methods should be taken up by every teacher either at the end of his 2 years' course of training or after he has had some experience of teaching.

234. I advise that the third year training class be abolished in the training colleges for men and for women except for matriculates who take this class. There is little if any need for this additional year's training in general methods of instruction; there is greater need for teachers to take a Montessori training.

235. Teachers are not admitted for training into the training college for men until they have passed the VII class of a higher vernacular school and are 18 years of age, nor are they admitted into Government service as teachers until they are 18 years of age. Most boys who become teachers however pass the VII class of a higher vernacular school at the age of about 14 or 15 years. If they leave school after passing the VII class there is nothing for them to do except to assist their parents or to take casual work in their parents' or some other trade or occupation until they reach the age of 18.

236. The following are the statistics which I collected relating to one section of the class which has recently been admitted into the training college for teachers.

- (1) The average age of admission to the training college is 19. The majority were only 18 years of age. There were none less than 18.
- (2) Their average age when they passed the VII class in their general educational course was 15.6 years. The large majority being 14, 15 or 16 years of age.
- (3) Only 8 out of 29 students, that is less than 30% had been under instruction of some kind continuously from the time when they passed their VII class examination until the time when

they underwent training, the instruction being imparted at a Madressa, at a Pathashala or at an English A. V., or high school.

- (4) The remainder that is 70% of those admitted for training had occupied the whole or a part of their time between the ages of 15 and 19 in various occupations of which the following are examples:—

Keeping a shop in the bazaar, as a clerk, in agricultural work, in shoe-making, as a priest, printing, as a labourer; some were employed temporarily as teachers while others remained at home doing nothing.

- (5) Since from 14 to 18 years of age is one of the most impressionable periods of a youth's life, it is desirable that he should, during that period, have his time fully occupied, preferably having his intelligence, his physique and his moral character systematically developed under competent supervision during these years. It is most undesirable that he should sit at home doing nothing or that he should occupy himself in the miscellaneous occupations noted above which are in general of little or no educational value to him. As a result of my investigations the following questions arose in my mind:—

- (1) Should we select, after they leave the primary school at the age of 14, promising youths who are likely to make good teachers and give them an education in an A. V. school or even in a high school until they reach the age of 18 years?

Or

Would this not divert their minds towards occupations other than that of a primary school teacher, occupations in which a much higher education is needed?

Or

Should we have special educational classes for them separate from schools for general education possibly attached to the training college which they might attend ?

Or

- (2) Should we endeavour to select for our teachers persons who have already with their own resources managed to receive an education beyond that received up to the VII class ? Would such persons be prepared to accept the pay of a primary school teacher ?

Or

- (3) Should we adopt a system of engaging as pupil teachers on a more or less nominal salary of say Rs. 8 (eight) per month, promising youths of from 14 to 16 years of age who will spend part of their time in teaching and part in private study under the supervision of the head master of the school in which they are teaching, sending them after a time for systematic training to a training college ? And should we retain the age of admission to the training college, the same as at present or would it not be desirable to reduce it by at least one year for pupil teachers if not for all entrants ?

237. I have considered the various alternatives just mentioned and am of opinion that we might reserve a number of seats in our high schools and give education free from all tuitional and other fees (but not free from boarding fees) to a selected number of boys from our higher elementary schools who having passed the VII or VIII class are prepared to agree to take up the teaching profession and who will join the training college on reaching the age of 17, and meantime, until they reach that age, will continue their education in a high school.

Number of seats should be reserved in high schools.

238. Alternatively we might for a time, that is until we have secured a large number of suitable trained teachers and the standard of general education has been raised, employ a modification of the pupil teacher system as suggested above, just as they have done as a temporary measure in past years in other countries in transitional periods. I favour, as a measure of economy, the lowering of the age of admission to the training college to 17 years.

Employing a pupil teacher system in Baroda.

Training for physical activities in schools.

239. In recruiting teachers attention ought to be paid to their physical as well as to their mental ability. I consider that every school teacher should be able to play games with the boys as well as to give them simple physical instruction during his early years as a teacher. When he gets older he will be unable to play games with the boys; games will be taken by a younger teacher – the older teacher will take up such other general and social activities; e. g. looking after the library, as do not require physical activity. But it is essential that in a properly recruited staff every young member of it should have physical as well as mental ability.

Physical activities in Baroda.

240. There is no need for separate drill masters in schools except in very large schools and in colleges. Each member of the staff of a school should while he is undergoing his professional training, or shortly afterwards, receive instruction in games organisation and physical instruction; he should also practise these; he will then be able to teach not only his scholastic subjects but also games and physical instruction. The life of the teacher will then be brought much more closely into touch with the life of the boys than it is at present. Young masters must make a habit of playing games with their pupils. Special provision should therefore be made in the training colleges for teachers for a competent staff for giving physical instruction in all its aspects to teachers under training.

No need for separate drill masters in schools.

Training College for Women.

241. I have not gone into the organisation and administration of the training college for women so deeply as I went into the training college for men, but the general principles that I have laid down for the college for men teachers are equally applicable to the training college for women. I have also made some remarks under the heading Montessori and kindergarten about the college for women and summarized in that connection my recommendation in that regard.

242. I advise that a separate kindergarten and Montessori training section for teachers be established, staffed by teachers trained in Montessori methods and principles of education, that it be attached to the training college for women, that it have under its control one or two kindergarten schools in the city for practising of students, for model lessons and for criticism lessons, that it provide five to six months' courses each year for teachers who have already passed satisfactorily through the normal two years' training course, that all women teachers should undergo this course as well as many men as possible; and that their normal stipend or salary be paid to all teachers who undergo this course of six months. Each class might be 80 strong divided into two batches of 40 each, so that 160 teachers would receive this special kindergarten training each year.

243. In the training college for teachers, books on the methods of instruction, as well as on other pedagogical subjects should be available, some for every day use by the students, others for reference by them. All instruction in the training college for teachers is given however through the medium of the Vernacular-Gujarati, for very few of the students undergoing training know English, and among these few—practically none—have a sufficient knowledge of this language to enable them to comprehend pedagogical books written in English. They rely entirely upon

works written in Gujarati. A library of English written books on pedagogics is therefore of use only to that part of the staff which knows English. The students need a library of such books written in Gujarati.

244. Very few original works or translations of books on methods and principles of education have been published in Gujarati in Baroda, which relies in general upon books on pedagogics which are published in Gujarati in Bombay, Ahmedabad and Bhavanagar. If a student only knows his own Vernacular the vast literature in the English and in other languages is not available to him and the professional and technical literature in his own language—Gujarati is so small as to be almost negligible. Teachers should therefore be preferably so well acquainted with English as to be able to read fluently and apprehend books written in English on the technology of teaching. Failing which books written in English or in other languages on methods of teaching and other branches of pedagogy should be translated into Gujarati by those engaged in educational work for the benefit of teachers in Gujarati primary schools. Now the majority of teachers of primary schools do not know English. There are a few matriculates who are employed in primary schools but they are not sufficiently well acquainted with English to enable them to comprehend to the fullest extent the substance of English works on pedagogics. There is thus a great need for the translation into Gujarati, either in whole or in part, of books written in other languages on pedagogy. There will be little sale for such books, but since their need is obvious, it appears desirable to have the cost met from Government funds. Some English pedagogic books could be translated either literally or in an abridged form into the Vernacular for use particularly of students under training as teachers, but also for the use of teachers as books of reference when they go out into the villages as teachers, far removed from any centre of information to which they could readily and quickly refer. A simple style of book is necessary. It

should be possible for a member of the staff of the training college, a graduate knowing English well, to absorb the ideas contained in educational books in English and to write a book in Gujarati on the subject of his reading and study or alternatively for him to write a book in English and to translate it into Gujarati for the use of primary school teachers. Such a course is commended for adoption and facilities might be given to a selected person or persons to do this work.

245. Deputy Inspectors of schools should be well acquainted with English and able to use the originals in English though I have no doubt but that Gujarati translation of educational works will be of use to them also.

Training College for Graduates.

246. In Baroda we have approximately 240 graduates, men and women, employed in the educational department, every one of whom should have been trained in a training college for graduate teachers distributed as follows :—

Head Masters of High schools	...	...	15
Assistant teachers in High Schools	...	...	123
Inspectors, Inspectresses, etc.	...	...	13
Mahal Vidyadhikaris	...	...	59
Head Masters, Higher Vernacular Schools	...	...	30

Total 240

Assuming that these officers are recruited at the average of 25 that those remaining alive are required to retire, at the age of 60 after serving for an average of 35 years and that their expectation of life is the average as given in the graduated mean age curves of the Census Report for 1931, then the average recruitment required if the position were static, would be about 12 teachers annually.

This estimate however does not take into consideration the deputation for training of present graduate officers of the

educational department who are untrained and these are approximately 80 in number, nor does it take into consideration the untrained graduate teachers in schools under private management in the State about 40 in number. Provision is required not only to train 12 graduates annually as a permanent agreement but also to train the $80+40=120$ untrained graduates already engaged in educational work in the State—a temporary need.

We could not depute for training each year more than a few teachers and members of the inspectorate, for the deputation of a large number involving the temporary appointment of newly appointed, untrained and generally inexperienced men and women to do their work while they were on deputation would seriously dislocate the work of the schools and of the inspectorate. The number of Government High schools is 15 and of other High schools 10 making 25 in all and as it is normally undesirable to take away for training more than one teacher each year from each school provision should be made originally for training about 25 to 30 graduates each year approximately made up of one teacher from each high school and the inspecting officer from each divisional inspectorate. 12 of them would make good the losses due to deaths and retirements while 13 to 18 would be of teachers or members of the inspecting staff already in employment in educational work in the State. And since there are 120 of the latter who are untrained teachers this temporary provision is needed for a period of from 7 to 9 years.

247. Considering the needs of only untrained graduates (teachers and inspecting staff) three Alternative methods of training. alternatives present themselves.

- (1) We may open a training college but not necessarily on the exact lines proposed in the departmental Tippan on this subject.
- (2) We may, with the co-operation of other States in India and the Provinces of British India obtain admission for Baroda teachers into training colleges for teachers already existing in those States and in British India.

- (3) We may depute our officers to other countries outside India to receive such training.

There is no doubt but that from an educational standpoint the opening in Baroda of a training college is the alternative to be preferred, provided that it can be staffed efficiently. The training in some colleges in India suffers from drawbacks such as lack of discipline or lack of provision in Gujarati of inspectors or pupils in the practising schools. And only a very few of our graduates would be able to take suitable advantage of a training obtainable abroad.

The cost of deputing teachers for training abroad is prohibitive, the cost of having them trained in training institutions in India that I am prepared to advise as suitable institutions is heavy as also is the cost of maintaining a training college in Baroda.

248. In the year 1931 there were in all British India under government control 15 training colleges for male teachers and 2 for female teachers. These colleges had on their rolls 1166 and 51 students respectively and they cost governments Rs. 10,25,172 and Rs. 43,835 respectively after deducting receipts from fees and other sources. The average cost to governments of training each male graduate teacher was therefore Rs. 879 and of training each female graduate teacher Rs. 859 the average being Rs. 869 per graduate teacher. These figures give us some indication of the cost of training graduate teachers.

249. With a view however to ascertaining what facilities were available for training graduate teachers from Baroda in training colleges in other parts of India and the cost thereof, I addressed the Directors of Public Instruction in all provinces in India which had training colleges as well as the Directors of Public Instruction in Mysore and Hyderabad. The following is the result of my inquiries.

250. As the demand for trained teachers is large, only about 6 places are available for teachers from Indian States and for these places there is a good deal of competition. The authorities cannot

reserve even one seat annually for Baroda but will consider applications from Baroda along with applications from other States. The fee charged is Rs. 300 per student per term that is Rs. 600 per student per year.

251. The demand from local graduates makes it impossible to undertake to reserve any places for graduates from Baroda.
Madras.
252. No graduate teacher from Baroda can be admitted.
Central Provinces.
253. There is no accommodation in Patna. One or two Baroda graduates might be admitted into Cuttack training college at a cost of Rs. 700 per student per annum.
Bihar and Orissa.
254. Two graduates (males) may be trained at Dacca at a cost of Rs. 360 each.
Bengal.
255. Two male candidates could be admitted to the Central training college this year at a cost of Rs. 550 per annum each plus tuition fees. The woman candidate could also be admitted to the Normal school for women.
Punjab.
256. One candidate from Baroda may be admitted per annum into the Government training college, Allahabad at a cost of Rs. 900 per annum. The candidate should read, write and speak fluently Urdu or Hindi.
United Provinces.
257. One graduate teacher might be admitted into the Usmania training college, Hyderabad. He should know Urdu well.
Hyderabad (Deccan).
258. We could also obtain admission for some graduates into the teachers training section of the Benares University but I am not prepared to recommend that Baroda teachers be sent to that University.
Benares University.
259. A training college has recently been opened at Kohlapur but it has not yet established itself firmly nor been affiliated to the University of Bombay, so I have left it out of consideration.
Kohlapur.

From the above it will be observed that it is impossible for us to obtain training for all the graduates we require at suitable institutions in India.

260. There is, therefore, no alternative to the opening of a training college in Baroda, and I have entered in some detail into this alternative and discussed the scheme with several of the senior officers of the department, on the collegiate as well as on the administrative side.

261. The training college should be under the control of a Principal who should preferably be in the grade of a college Professor, who would be under the control of the Commissioner of Education.

262. I do not advise that affiliation be sought from the University of Bombay immediately after the college opens but that the question of seeking affiliation should be considered after the college has been working for a year. It would be undesirable to seek affiliation unless we are fairly confident that it would be granted and I am doubtful whether Baroda would be prepared to accept all the conditions that Bombay University authorities might lay down. The college I propose is a small one with a small staff to provide at the out-set only for the needs of Baroda. The Bombay authorities might insist upon a larger staff than I propose especially if they have as a standard of reference the Bombay Government training college with a staff of 7 and 60 graduates under training. I am proposing a staff of 3 and 25 to 30 graduates under training. It may be observed on passing that the Government training college in the United Provinces is not affiliated to any University.

263. I propose that the college be located in some of the class rooms of the Baroda College which will become vacant during the current year when some of the science classes are to be removed from the main block to the newly constructed building. The Principal of the college agrees and

is prepared to hand over the necessary class rooms. This is suitable for we will then have the training college in a college atmosphere, and such assistance as may be possible from the staff, library and laboratories of the college will be readily available. One reading room and library for 25 to 30 graduates, 2 small class rooms and one small staff room and a clerk's room should suffice.

The teachers under training will have to practise in the Government middle school, the high school for girls (for women graduates) and the high school for boys. This can be arranged at no additional cost. Model lessons, criticism lessons and the practising of students can easily be arranged in these three institutions. Other secondary schools in the city could be visited and used for practising if need were to arise.

264. I propose that the course of study be that prescribed by the University of Bombay for their Curriculum. B. T. Degree; and that a diploma or certificate be granted by the Baroda Educational Department at the end of the course after its satisfactory completion. If it is decided subsequently that affiliation should be sought, then it will be easier to secure it under the Bombay University course than if we adopted some other course of study.

265. I propose a staff of three officers all trained graduates of educational experience, a Principal on Staff. 450-50/3-700 the grade of a senior professor. One professor of education on 200-40/3-400 the grade of a junior professor and one lecturer on education on 120-20/2-200 the grade of a college lecturer. One officer should have special knowledge of child psychology and of experimental psychology, a second should have specialised on the literary side (language and history) and the third on the rational side (science and mathematics) of educational subjects. I know of no officers in the State who are fully qualified for the posts of principal or junior professor, so that applicants would have to be sought by advertisement and by correspondence with training college principals in India. The posts would be temporary, but more

suitable applicants would be likely to apply if contracts for a period of five years were entered into. A full time clerk, two peons and part time instructors in drawing and in physical training would also be required.

The staffs of the practising schools would require some change-transfers to and from other schools should suffice—so as to secure in the practising schools the best teaching talent available in the State.

266. I propose to admit only 25 to 30 graduates each year; made up about one half of graduates holding permanent posts in the State the remainder holding temporary posts. It would not be reasonable to take at first for training only those holding permanent posts for the high schools require in order to preserve their continuity and discipline many senior teachers. One or at the most two only can be spared from each school each year for training.

267. The teachers deputed for training will receive no stipend—only their normal pay. Their places in the schools will be taken by suitable graduates on the minimum pay of graduates who propose to make teaching their profession and who are recruited by the service committee. The actual number of new graduate recruits in the first year will be 25 to 30; in subsequent years it will be the actual number of vacancies for graduates that are anticipated to arise in the course of that year in the Educational Department. No fees will be charged in the training college, and only graduates employed in educational work in Baroda will be admitted for the first few years.

268. There will be no hostel. Graduates several of whom will be married should make their own arrangements as regards boarding and lodging.

269. An educational library is required.

Library.

270. The usual equipment of seats, tables and blackboards are required. A laboratory room for experimental psychology with some apparatus will have to be obtained in due course; but this should await the appointment of the staff of the college. For giving instruction in the special methods of teaching science the college laboratory or a high school laboratory might be made available occasionally.

271. Theory (lectures) and practice in teaching might take alternate weeks, half weeks, days or half days, so that one half of the time will be spent in the practising schools for practising, for criticism lessons and for model lessons and one half in lectures and in reading, the actual times and periods being arranged by the Principal.

272. I place below the papers relating to the affiliation to the University of Bombay of the secondary training college at Kolhapur from which it will be observed that these proposals of mine are the minimum that might be considered suitable for a small training college.

Training of matriculate teachers.

273. It will be observed that I have not included in the scheme any provision for the training of matriculate teachers; such omission is deliberate and for the following reasons:-

- (1) Some provision is already made in the training college for primary school teachers for the training of matriculates. When trained these matriculates may be employed in either primary or middle school classes.
- (2) The difficulties in the organisation, administration and cost in starting the training college will be increased if we attach to the training of graduates, classes for the training of undergraduates.
- (3) The accommodation available in the Arts College suffices for the training of graduates but

is insufficient for the training of both graduates and under-graduates.

I advise that after the college has been working for a year the situation be reviewed with the object of ascertaining whether it would be then advisable to apply for affiliation to the University of Bombay.

I advise further that after a few years when most of the graduate teachers and graduate members of the inspecting staff have been trained, the college be retained as a college for the training of both graduates and under-graduates. The number of the latter employed in Anglo-Vernacular schools and in the lower forms of secondary schools who have to be trained, is 344 so that the permanent need of this training college is evident. Furthermore the possibility and desirability of admitting in the future graduates from outside Baroda for training after the greatest needs of Baroda and of its tributary States have been met should be considered.

274. There is need for the permanent retention of this training college to train 30 teachers annually for not only have graduate teachers to be trained but also under-graduate teachers employed in Anglo-Vernacular schools have to be trained (there about 400 of the latter in Baroda State). In addition graduates may be admitted from outside Baroda State if there is room for them.

275. I consequently advise the permanent retention of this college. Since however it might be considered desirable to sanction its institution only temporarily at the outset, I wish to leave it on record that even if it is sanctioned only temporarily yet the pay of the staff employed on full time work should be on a scale of pay corresponding to an existing scale in the Educational department rather than on a fixed pay. This will avoid difficulties in administration that will arise if the pay is a fixed pay and it is desired to transfer to this training college officers already employed by the State. It will enable transfers of teachers or inspecting officers from their existing posts to posts in the training college.

Sanskrit Institution

276. I have visited the most important of these institutions in the State, including the Rajkiya Sanskrit institutions. Sanskrit Maha-Vidyalaya in Baroda City in which good work of its kind appears to be done. The pupils are admitted for Sanskrit education only after they have passed the Vernacular Primary School examination of V class and a complete Sanskrit course lasts for 12 years. The pupils begin with a grounding in Sanskrit grammar and Hindu Mythology and religious ceremonials; they then take up the study of Hindu Philosophy, Astrology and Medicine specialising in one of these subjects, and after completing their training go out as Ayurvedic Physicians, Astrologers, Priests or Sanskrit teachers.

277. I am glad to observe that English is studied for five years, the students ultimately reaching the stage in English that is prescribed for under-graduates on entrance to a University course of studies. But these Sanskrit institutions remind me of the European foundations—chiefly religious—some centuries ago in medieval Europe. At that time in Europe there was no learning except through the medium of a practically dead classical language namely Latin and what could not be put into Latin was not learning. The ordinary people knew no Latin. So it is to-day in many Sanskrit institutions throughout India. All learning must be expressed through the medium of Sanskrit and what cannot be or has not been expressed through Sanskrit is not learning. The compulsory study of English is a wise step which will help to break down this archaic attitude. I should however like to see modernization proceed further. I should like to see the usual texts used in these Sanskrit schools translated into the Vernacular and instruction given in the subjects of study (Medicine etc.) through the medium of the Vernacular. This would enable more rational teaching to be carried on, it would obviate the need for students learning masses of Sanskrit by rote—without understanding the meaning of the verses learnt—it would shorten the time required for studying the subjects and it would pave the way for the adoption of more critical methods of study in these institutions; it would in addition permit the

infiltration of such of the sanskrit knowledge as could stand the light of modern science and critical methods of study into the language and life of the people. Sanskrit would then take its proper and important place as the store-house of former learning and as a subject of study for all who wish to trace some of the more widely spoken languages of India to their origin, to imbibe the culture of the past.

Medical inspection.

278. I looked in detail into the question of medical inspection of pupils at Sidhpur high school. The State medical officer inspects each boy. A separate form for each boy is filled in which contains the defects noted at the medical inspection. These forms are handed on to the class teacher, who is supposed to hand the cards to the children to take to their parents, who are to initial the forms as an indication that they have seen them. The forms are then returned to the school teacher who sees whether the parents have seen the cards, which are then again returned to the parents. There is however no record kept of the action taken by parents on the advice of the medical officer. It is desirable that records of the action taken by the parents should be maintained.

279. If any boy is absent for a few days after the medical inspection the class teacher returns the form to the head master without the parent having seen it. This is a defect in the system. The card ought to be retained by the class master and handed to the boy as soon as he returns to school. If he remains absent for sometime the teacher should himself deliver the card to the parent.

280. The system of medical inspection of pupils is in general sound but some effective supervision is necessary to ensure that it is properly carried out. Many children do not take any steps to have the defects brought to light in the medical inspection remedied. Head masters and teachers should use their endeavours to persuade parents to have their child-

ren's defects as pointed out in the medical examination corrected, and a close record should be kept of the remedial measures taken in each case.

School discipline and hostels.

281. In the course of my inspection I found in some schools that discipline was lax and that there was an almost complete lack of recognition of authority. This was particularly noticeable in Amreli, which has hostel accommodation for school pupils in excess of requirements. About one half of the pupils of the high school in that town are residing in sectarian hostels each under separate private management, of which there are nine excluding the orphanage, all of which I visited. I understand that since the appointment of the present head master the discipline in the high school at Amreli has improved but there remains room for further improvement. I was unable to ascertain how far the members of the staff were co-operating with the Head master in his endeavours to secure throughout the school a greater recognition of authority and more through discipline but it is obvious that such co-operation is essential.

282. The general remarks that I have to make regarding hostels in Amreli may be considered to be more or less applicable to hostels in other places also. I make special reference to Amreli because it is a place with a large number of hostels and because I paid special attention to the hostel system in that town.

283. I found that some of the buildings require better ventilation; openings are required at the top, of the walls near the roof. Very few hostels have either satisfactory latrine accommodation or proper bathing facilities or good lighting. Amreli is now supplied with electric light and it would be desirable for such rooms as are used by students for reading at night to be provided with electric light. There is a general appearance of neglect in most of the compounds surrounding the hostel buildings. If students are to be brought up in neat and tidy

surroundings—as they should be—then this appearance of neglect should be changed. There is no valid reason why students should not themselves clear up their compounds and even make small gardens in them. Only one hostel was surrounded by an attractive garden. I was glad to see that this hostel had also a kitchen garden where vegetables grew which were being used by the residents, but I should have been better pleased if I had been informed that some gardening was being done by the students themselves.

284. The cost per head varies considerably, in fact from
 Cost. about Rs. 5 per mensem per head to
 about Rs. 11 per mensem per head.

285. The hostels in Amreli are maintained by members of
 Communal hostels. the different communities for giving facilities of boarding and lodging to pupils of their own community. Members of communities other than those of the management are not ordinarily admitted into any boarding house. This restriction narrows the outlook of the residents and helps to intensify racial, religious and caste feelings.

286. Problems of hostel administration not infrequently
 Problems of administration. arise. It might be desirable for the superintendents of all the hostels in any town to meet together occasionally and help each other to solve the difficulties that arise by advice and comparison of the different methods of working and administration. These meetings might suitably be presided over by the Inspector of schools whose directions and advice should be of value.

287. I am however not convinced that the supervision
 Insufficient supervision. exercised over hostel boys especially at night time is sufficient to prevent them from forming evil habits. The superintendents who are presumed to reside on the premises and to be in close touch with the boys do not take effective precautions to prevent them wandering out of the hostels after sun-set. The supervision is nothing like so effective as it should be.

288. It is further doubtful whether sufficient authority is vested by the managing committees in the superintendents of the hostels. Some of these managing bodies take too active a part in the control of the students, the direct control over whom should vest entirely in the hands of the superintendent. Appeals by students against the action of a superintendent should be possible only in cases analogous to those rare cases in which a child may appeal to some external authority against the action of its parents.

289. The importance of the home influence in the training of the child and in the formation of his character is not fully recognized. Nor does it appear to be realized that the superintendent or Warden of a hostel stands *in loco parentis* to each and every one of the boys residing in his hostel. The two important axioms which are implicit in the above remarks must be borne in mind if we are to have a successful hostel system.

290. A boy attending school comes under the control and influence of the teaching staff of the school for not more than 5 or 6 hours every day. For the remaining 18 or 19 hours he is under the control of his parents and under the influence of his home. On a purely arithmetical computation the boy is under the influence of the home for three times as long a period as that during which he is under the influence of the school, so that the maintenance of discipline among boys in a school which they attend for only a few hours every day for five or six days in the week is difficult unless supported by home authority and influence.

291. When a boy has to leave home for purposes of education and has to reside in a hostel, the hostel influence replaces the home influence and the Warden stands in the place of the parent. He is responsible for the boy for 18 or 19 hours out of every 24 hours. Stated in this plain arithmetical way the importance of the home (or hostel) influence in the formation of character and regular habits is evident as is also the

supreme importance of securing as Warden a man to whom we are prepared to hand over the custody of our children to act towards them for 18 hours out of the 24 hours every day as we ourselves should like them to be disciplined.

292. Each hostel should have a man of sterling character and an excellent disciplinarian in charge of it. He should be granted full authority over the boys towards whom he stands in loco parentis and he should be well supported by the managing body of the hostel in his endeavours to secure recognition of authority. It is a matter for consideration whether the Warden or Superintendent of every hostel under private management should not be approved by the Government Department of Education before appointment. The character of the boys depends very largely upon their home influence and home influence is replaced by hostel influence for students living in them. It is essential therefore that the hostels should be above reproach in the matter of discipline and control and that each should be in charge of a thoroughly reliable and responsible superintendent.

293. I have not dealt with the personnel of the managing bodies of hostels. Provided that the hostel rules and regulations are departmentally approved and I do not know that this is done; it certainly should be done; and provided further that full control over the boys is given as it ought to be given to the hostel Warden who stands in loco parentis to the boys, then the personnel of the managing body is of comparatively little importance. If however, the managing committee retains any manner of intimate control over the boys the personnel of its members is of the utmost importance. They should be men of unquestionable integrity and loyalty; if this is not the case the hostel may become a breeding ground of disloyalty and discontent and no boy reading in a recognised school should be permitted to live in it. It is clear that the control over hostels of men who subscribe towards perverse doctrines such as non-co-operation movement cannot be for the good of the boys residing in these hostels.

294. Defects in the character of our children may be attributed to inferior school discipline, for which the head-master and teaching staff are responsible or to unsuitable environment for which the parent (or hostel Warden) is responsible. For character which is formed largely by self-discipline is a product of school discipline or of home or hostel influences. A boy may be disciplined either by himself (self-discipline) or by some authority outside himself, for example his parent or his school master, and the imposition of the latter assists in the conscious growth of the former. The importance of each and their interaction of each other cannot be underestimated.

295. The weakness of the hostel system as I see it lies in unsatisfactory management and weak superintendence resulting in lack of recognition of authority, weak discipline, and perverted ideals. Unless hostels can foster the spirit of true loyalty and recognition of authority they are worse than useless and ought not to be started.

Prizes.

296. Prizes are awarded to pupils in Primary schools under the provisions of section 42 of the Vernacular Education Act and sections 449-461 of the rules framed under that Act; and to pupils in Secondary schools under rule 44 of Part I and Rules 109-120 of Part II of the Secondary Education Code.

297. The sum allotted in the budget for expenditure on Prizes last year was:—

Sum allotted in the budget.	for the Vernacular Department	Rs. 9,700
	„ English „	Rs. 2,912
	making a total of	<u>Rs. 12,612.</u>

298. Many of these prizes take the shape of books which are to be obtained from the translation store and the translation department and are supposed to be of use to children in their further studies. I have been informed that the

books supplied are frequently of little use to the children being either too advanced, too elementary or on subjects quite foreign to the interests of the children who get them.

299. Prizes are not so necessary to the ordinary pupils as they are to pupils in backward areas, while clothes to poor pupils are much more useful than books. The spirit of emulation does not need encouragement except among the very backward. The State does sufficient when it provides education. The spirit of emulation need not be further encouraged by the State than it is by its examinations qualifying for entrance into the public services and by success being rewarded by promotion to higher classes or standards in schools and by the grant of scholarships. I am not convinced that there is need for the Government to pay such a large sum for prizes in schools, and advise that the provision of Rs. 16,612 be largely reduced if not completely deleted.

300. If prizes are to be given it should be left to private donors to give them.
Private donors may give prizes.

Careers of boys.

301. I have rarely found that head masters and teachers take the trouble to find out what occupations boys propose to take up after they leave school. It is desirable that masters should ascertain so far as possible what boys wish to do, what they are suitable for and what their parents wish them to do and that masters should advise and help their pupils in making up their minds as to the occupations most suitable for them, and readily available to them. Head masters and teachers too often look upon the school work as an end in itself instead of looking on it as a preparation for life; they do not try to find out what boys propose to do in life and to adopt the courses and training to fit the occupations and careers which the boys may suitably take up. Head masters should always keep themselves in touch not only with parents but also with the professions and industries and with employers of labour in order to enable them to fulfil properly their duties towards their boys after the boys have left school.

302. It is further desirable that an old boys' association should be formed in each high school, that all old boys of the school should be asked to join it and that head masters should keep a record of the careers of boys who have left school.

Boys' association should be formed.

Education of defectives.

303. Schools for defectives are everywhere expensive and depend for their maintenance upon private philanthropy; the staff has to be large because much individual attention is required; a specially trained and therefore, where not honorary, expensive staff has to be engaged; the classes have to be small; since industries have to be taught as well as general education given, some of the teaching appliances (for example books for the blind) are expensive, further boarding and lodging facilities have to be provided. Everything connected with the education of defectives is expensive.

Schools for defective are expensive.

304. The cost of educating a defective child varies, the main factor helping to reduce costs being the amount of honorary service that may be available; the cost in India is as low as Rs. 60 per head in one school outside Baroda, as high as Rs. 390 per head per annum in another. The average cost in Bombay is Rs. 205 per head, in India generally nearly Rs. 230 per head, in Baroda only Rs. 172 per head. Costs in Baroda thus compare not unfavourably with those in Bombay or India generally. Since the average annual expenditure of the State of Baroda on primary education is under Rs. 9 per head it is seen that the education of one defective child costs as much as does the primary education of twenty sound children.

Cost of educating a defective child.

305. The State maintains two schools under Government control for defectives, the general organisation and instruction at the school in Mehsana struck me as being decidedly superior to that at the school in Baroda. The former has five new buildings of its own while the latter

Two schools maintained under Government control.

is housed in a rented building that had about it a general appearance of dirt and neglect; it was not bright and clean as was the school at Mehsana.

306. One suggestion I would make is that some show-case be arranged in which the articles made by pupils that are for sale, for example rattan baskets and furniture, might be exhibited to the public. Some show-place might be provided not only in Mehsana but also in Baroda, and possibly also at any other centre where such exhibition is possible, in order that the working of the school may be brought prominently to the notice of the public who should be induced to become interested in the work done in these schools and then show their interest not only by purchasing their products but also by giving donation towards their up-keep and by securing employment for the deaf-mutes and blind after they have completed their training.

Co-education.

307. Co-education is common throughout the State. In small villages the population is not large enough to need more than one school where boys and girls are taught side by side. In large villages and towns where the population is large enough to require two or more schools, it is usual to have separate schools for girls although no objection is raised to boys and girls sitting side by side in the same class upto the age of about 10 or 11. Beyond this age many parents withdraw their children from school rather than allow them to receive education, sitting side by side with boys.

308. On visiting the girls' school at Chhani I found that no girl proposed to continue her education beyond the highest class in the school, for, if they were to continue their studies they would have to attend the sixth class in the adjoining school for boys. It was reported that the girls, influenced by their parents were unwilling to attend higher primary classes along with boys, but that if they had been compelled to attend a co-educational school in the

lower classes there would be no feeling against their attending the higher classes in the same schools as boys. This if true, would appear to be a reason for having co-educational classes from the lowest class in a primary school to the highest class rather than for continuing the practice of having separate sections or classes for boys and girls. Everywhere we would have boys and girls receiving their education side by side in each class or a section of a class in a primary school, where we need more than one section, each section would contain both boys and girls, we would not have one section containing only boys the other section containing only girls.

309. The view of the people at Chhani is not however held by the people at Gandevi, who pressed for the opening of a girls' high school at Gandevi asserting that parents are not prepared to let their girls read in the same class as boys after about the age of 10, that after this age separate classes for boys and for girls are required if parents are to continue to send their girls to school.

310. On the other hand I found that there were 6 girls reading in the A. V. School at Vyara a town of a population of over 6000 which has only one A. V. school which teaches up to standard V. But the matter is one on which public opinion is far from uniform. Some parents are prepared to send their girls to a school mainly attended by boys if there is no separate school in the neighbourhood for the higher education of girls. Others are not prepared to do so. They would rather remove their children from school. The persons prepared to send their girls to a boys' school for higher education are limited to the official classes with an occasional member of the professional and of the wealthier business or agricultural classes. Co-education of grown up girls and boys is fairly common in towns of moderate size for it is in towns that most progress has been made in changing social customs. Where however the population of an area, such as a large town like Baroda, is sufficiently large, to have a separate school for the higher education of girls, then it is

desirable for reasons of administrative convenience, suitable supervision and effective control to have a separate school for girls.

311. In Vankia I found two Government school buildings side by side in the same compound. In one of these a boys' school was held, in the other a girls' school was held; there was no woman teacher in either school. Arrangements of Vankia schools require change.

There is little obvious advantage in having young girls taught by men teachers segregated from their brothers who sit in a building a few yards away, also taught by men teachers. It would appear to me better to amalgamate some of the classes in these two schools so as to place one teacher in charge of a single teacher class rather than one teacher in charge of two smaller classes, as was the case in the girls' school.

312. In every school which has a first class there should be at least one woman teacher. Furthermore in every school in which there are girl pupils there should be at least one woman teacher, not of necessity for teaching the class in which the girls are seated, but in charge of one class in the school, preferably the lowest class. Necessity of women teachers.

313. Also a retiring room for girls should be provided in every A. V. or High School for boys which is attended by girls. A retiring room for girls.

Boy Scouts.

314. The boy scout movement continues to flourish. I am glad to see that boy scouts are being trained in village uplift, in sanitation, co-operation and self-help to be undertaken not only on exceptional occasions but constantly in the everyday life of the village. Boy scout movement continues to flourish.

315. I hope that its members will not succumb to the vices of smug self-complacency and Pharasaic righteousness; I thought I saw occasional signs of a tendency in these directions. Members of the scouts will not succumb to the vices of smug self-complacency etc.

Examinations in Primary Schools.

316. I am inclined to the view that examinations and promotions in classes I, II and III of primary schools should be left to the head masters of the schools and that the examinations and promotions for classes IV and V only should be taken by Dy. Inspectors and further that the efficiency of the school should be judged mainly upon the results of the examination in classes IV and V. Our main aim in primary education is to secure literacy and it is only when a pupil is able to pass a class IV or class V examination that he can be considered to have attained some degree of literacy.

317. The efficiency of the school will be measured by the number of literate pupils turned out every year that is by the number of pupils who pass the class IV and class V examinations. The school together with the teachers in it should be judged as efficient or non-efficient according to whether a large number or a small number of literates are turned out each year and the efficiency of the school as a whole might be measured by the results of the examinations in classes IV & V.

318. If additional pay is to be awarded for efficiency or reduced pay is to be given for non-efficiency then such rewards might be given to the school as a whole that is to every teacher in the school and not to individual teachers; in other words all teachers in a school should get an efficiency grant or no teachers should get an efficiency grant, all teachers in a school should have a reduced grant or salary or no teachers should get a reduced grant or salary. We would thus make all the teachers in a school work co-operatively for the success of the whole school.

319. During my inspection I came across a youth 23 years of age and a resident of Baroda State who was reading in the VII class in a primary school. On inquiry I discovered that he had passed the Bombay higher Vernacular examination as well as a subsequent test for entrance into public service in Bombay; yet in order to be qualified for posts in Baroda State he was compelled to read in the VII class of a higher elementary school in Baroda so as to obtain the Baroda Vernacular school certificate. This seems unnecessary because there is no essential difference between the certificate granted in Bombay and the certificate granted in Baroda. Since the territories of Bombay and Baroda are so interwoven a resident of Baroda who has passed an examination after studying in Bombay territory might be accepted as though he had passed the equivalent examination in Baroda. Such co-operation between Baroda and the adjoining Provincial Government is certainly desirable. There are no doubt other cases of a similar nature all of which might be covered by some statement of general equivalence of qualifications.

Grant-in-aid Rules.

320. Under Rule 69 chapter XII of part I of the Grant in-aid Rules contained in the Secondary Education Code, the grant-in-aid to a secondary school shall be not more than one third of the ordinary expenditure subject to a maximum of Rs. 500 per mensem.

321. In considering the grant-in-aid for which a school is eligible no account is taken of the income received from fees or from other sources, so that if a school has a large income from fees and other sources (subscriptions and interest on endowments), then the grant of one third of the ordinary expenditure is more than is necessary to maintain it efficiently with the result that the school will work at a profit. Instances are known in Baroda where schools are, owing to

the liberal provision of this grant-in-aid rule, working at a considerable profit and laying aside year by year additional funds which are gradually accumulating.

322. I have to suggest that Grant-in-aid Code be modified so that the grant-in-aid of one third of the ordinary expenditure shall be subject to two provisos: the one already stated namely that the grant-in-aid shall not exceed Rs. 500 per mensem and an additional proviso that the grant shall be subject such a maximum as will ensure that taking into consideration all sources of income including fees the school does not work at a profit.

Modification in the grant-in-aid rules is necessary.

General principles :- A few desirable general principles that might be borne in mind in dealing with grant-in-aid of education may be laid down :-

- (1) The aim and object of the institution or association should be definitely educational.
- (2) It should preferably be registered under the Indian (Baroda) Company's Act or Societies Registration Act or Literary Societies Acts or some other act of the Legislature.
- (3) Its accounts should be audited annually by some qualified accountant or auditor who should be certified by Government.
- (4) All institutions as well as their accounts should be open to inspection by officers of the department.
- (5) The total grants awarded from public funds of all kinds: Government, Prant Panchayat and Municipality should not exceed the total grant to which an institution is considered eligible under the rules in force for the award of grants. A grant from a Panchayat may relieve Government from the payment of grant but it should not relieve private funds and the general public from its subscriptions and donations.
- (6) In no case should the grant be such as would enable the association to work at a profit.

- (7) The amount of the grant should bear some definite proportion to the amount of private endeavour (e. g. a rupee per rupee) or, subject to certain maxima, to the approved expenditure of the institution.
- (8) If the object of the association is not educational any grant given should be debited against other than educational funds.

Statistics.

323. If we compare table No. XXIV on page 54 of the Baroda Report on Public Instructions with table No. X in the quinquennial Report of presidencies in British India we see that in the former table the number of pupils *in each class* is given while in the latter the number of pupils *of each age in each class* is given. This latter table gives not only information useful in itself allowing a close comparison of the progress of pupils from year to year and age by age but also a method of testing the progress and efficiency of education as measured by the effective duration of school life. I might suggest that the statistics as given in table X of British India Reports should be obtained for Baroda.

324. This is not the only statistical table that requires modification; there are others. In fact some of the tabular statistical statements compiled are unnecessary while others which might be compiled are not to be found. A systematic survey of these tables is required with a view to the retention of the essential, the deletion of the non-essential and the modification of defective tables.

Administration.

325. General:- At the head of the department is an officer who deals as Vidyadhikari with all vernacular education in the State and as Commissioner of Education with all college, secondary and English education as well as with other general educational activities. He is assisted by an officer called Naib Vidyadhikari or Assistant Commissioner of Education who

ranks as an Inspector of Schools or Prant Vidyadhikari. This latter who is a non-touring officer relieves the Vidyadhikari of much of the routine work of administration and exercises general supervision over the head-quarters office. This office is divided into two main branches, the Vernacular branch and the English branch, each in charge of an officer of the rank of Dy. Inspector.

326. The inspection of schools is carried on by district officers, 6 Inspectors of schools and 2 Inspectresses of schools who have as their assistants 39 Dy: Inspectors or Mahal Vidyadhikaris, 4 of whom the Urdu Dy: Inspector, the Antyaj Deputy Inspector the Kaliparaj Deputy Inspector and the Gymnastic Deputy Inspector are attached to the office of the Vidyadhikari. Of the four prants two have two Educational divisions each, each in charge of an Inspector and two have one Inspector each. The number of Deputy Inspectors working under an Inspector varies according to the number and size of the schools and area in his charge.

327. One inspectress is attached to each of the larger Prants, the other prants having no inspectress.

328. The teaching staff consists of college professors and lecturers; graduate secondary school teachers, undergraduate secondary school teachers, primary school teachers and teachers of special subjects or in special institutions.

329. In addition each Prant Panchayat, Municipality and village Panchayat has an educational committee formed from among its own members but without powers of co-optation of outside members to advise the department on educational matters.

330. Under the rules framed by Government the Vidyadhikari is required to tour for 100 days every year. The Naib Vidyadhikari is not required to tour at all. It is wise to have one senior officer always at head-quarters and the rules and practice of Government provide for this.

331. The officer who tours should however be an educationist who will inspect educational conditions throughout the Raj, discuss educational problems and give advice on the spot. If he is not an educationist he is unable properly to carry out these duties. He cannot know the actual conditions of the schools; he can get only a superficial acquaintance with them and be liable to be deceived by "window-dressing."

Touring officer must be an educationist.

332. If then we have two senior officers of the department one of whom is an educationist and the other is not an educationist, then the educationist should be the officer to tour the Raj, the non-educationist remaining at head-quarters.

Non-educationist remaining at head-quarters.

333. It is a matter of regret however that any non-educationist should be appointed to hold a senior post in the Education department. It does not matter what his ability may be in other directions nor how good an organizer or administrator he may be, he can scarcely but fail in the work which falls to the lot of a senior responsible officer in the educational department. The head of a department requires not only administrative and organising ability but also technical and professional knowledge. He should be in close touch with educational ideas and movements throughout the world and have first hand acquaintance with the details and working of all parts of the educational machine. These qualifications are more important to educational progress than is administrative ability. He should be a person of practical ideas, neither a visionary, nor a materialist; he should be in fact an educationist, one who has himself taught, who understands children and is acquainted with child psychology and with modern methods of testing intelligence. It may be that a non-educationist head of the department may tighten up the reins of administration and simplify the administrative organisation but real educational progress is not to be expected. No educationist head of a department would, to give only one example, post untrained teachers to the staff of a training college for teachers.

Real educational progress is not to be expected by a non-educationist head of the department.

334. Many members of the inspecting staff take too narrow a view of their duties. I have frequently asked about schools which are not recognised by the Department, and have ascertained that practically no information is available about them. It is desirable that Inspecting officers should have full information of all educational institutions in their areas whether recognised or non-recognised even though these institutions are not subject to formal inspection. It should be possible for information of non-recognised as well as of recognised institutions, to be obtained by Inspecting officers who should while touring and inspecting make a point of coming into touch with the more important citizens of the places they visit, learn their views and ascertain what the general educational conditions of each place are, not only the condition of the schools visited and inspected what schools it has, what its needs are, and what educational experiments are being conducted.

335. I regret to say that during my tours of inspecting I found some difficulty in ascertaining the exact facts not exact facts relating to any place or school. I have been furnished with answers to questions which I did not ask, I have been furnished with inexact and with erroneous information, and I have been furnished with loquacious arguments as to why a certain action had not been taken while my query was whether that action had or had not been taken. The "exact" mind was rare among head masters and Inspecting staff. I should like to impress upon the teaching staff and even more strongly upon the Inspecting staff which as a body does not appear to have a well ordered or an accurate mind, the need for absolute accuracy.

336. Few Deputy Inspectors had a clear view of the aim of education although some of them had a perfectly clear view of one aspect of the aim, which was the acquisition of literacy, instruction in the three R's in fact. Very few considered the desirability of physical development, some few looked at education as an end in itself, others as being a

preparation for life, the acquisition of loyalty was put forward by more than one Deputy, as one of the aims, but only one Deputy emphasised the development of character through external and internal discipline, as one of the objects of education.

337. I have previously emphasised that a teacher must first know the subject which he is to teach and that he must also know how to teach that subject. Leaving aside outside influences he obtains his general knowledge while in the primary school, the secondary school or college, while knowledge of and practice in educational methods can be suitably obtained only by a period spent in a training college and in the associated practising schools.

338. Turning now to the inspectorate we know that it is the duty of an Inspecting officer to criticise constructively the work, including organisation, discipline and teaching in the schools which he visits. It is obvious that such constructive criticism is only possible, when not only is the knowledge of the subject which the Inspecting Officer possesses, greater than the knowledge of the subject possessed by a teacher in a school, but also only when the knowledge of the Inspecting officer of educational theory and practice including methods of teaching and child psychology is greater than that of the teacher in the school. If the knowledge of the subject or the knowledge of methods of instruction possessed by an Inspecting officer is inferior to that of the teacher, then the teacher is in a position to refute the inspector's views or statements and the inspection becomes a farce and can readily be held up to ridicule not only by educationists but by any person of ordinary common-sense.

339. I regret to say that some of the inspecting staff employed in Baroda is in the main totally unqualified to give sound constructive criticism to teachers employed in schools not because they do not do their best but because they have not received the necessary professional training which would enable them

efficiently to carry out the duties of the posts to which they are appointed. Some of them have read books on educational theory and practice while a few of them have passed a test on the educational books which they have read, but reading a book and passing the theoretical examination on its contents is of little value unless the reading is suitably guided and the theory is tested against actual school practice. The inspecting officer can never know the practical difficulties of a teacher unless he himself has practised as a teacher and not all inspecting officers employed in Baroda have had the necessary guidance and practice.

340. In my inspection tours I came across graduate Deputy Inspectors who had neither been trained nor passed any examination in educational theory and practice. I compared them with some third year trained teachers who were teaching in elementary schools. The difference between the competence of some of the teachers who had been trained and the incompetence of some of the graduate inspecting officers who had not been trained was so great that one had not far to seek for one of the main factors tending to retard the progress of education in Baroda.

341. I cannot emphasise too strongly the need there is for every administrative officer engaged in education as well as every teacher being himself a trained teacher. Executive capacity or administrative ability by itself without a knowledge of the technique of education and of the psychology of children is insufficient if any appreciable progress is to be made; any other policy in regard to appointments results in retardation of progress if not in actual retrogression.

Inspection of Secondary Schools.

342. Secondary schools in Baroda are subject to only a cursory inspection. The educational inspector of each division visits each secondary school in his division once a year. After looking over the school he makes one or two remarks in the Visitors' Book kept in the

school. No formal report of inspection is written up and submitted to the Vidyadhikari.

343. I am convinced after visiting many secondary schools that secondary schools should be given expert advice and be formally inspected and that a qualified officer of senior rank should be appointed for such inspection and attached to the office of the Vidyadhikari. If the officer who holds the rank of the Vidyadhikari were an educationist I should have no hesitation in advising that the Naib Vidyadhikari should undertake this work of inspecting secondary schools and that the Vidyadhikari should spend more time at head quarters doing much of the headquarter work now being done by the Naib Vidyadhikari, for I am not convinced that two relatively highly paid and educationally professionally qualified officers are required at headquarters for administrative work alone. One should suffice, assisted possibly by an experienced but less highly paid officer than a Naib Vidyadhikari.

344. Since however the head of the department is not a professional educationist, I can only advise that a separate inspector of a secondary schools of senior rank be appointed. He should be a trained graduate with experience of both teaching and inspecting. The pay I suggest would be Rs. 300-450, that of a senior Prant Vidyadhikari. He would make a formal inspection once a year of all complete secondary schools and all A. V. schools and visit as many other English teaching schools as possible. He would also inspect administratively the Kala-Bhavan and such other special institutions as his time enabled him to inspect. A thorough inspection of a high school would require at least three days.

Divisional Inspectors.

345. The work of the divisional inspector consists mainly in inspecting primary schools, examining primary school pupils and in administering the personnel of the Government primary schools in his division. The two former duties are also carried out by deputy inspectors

so that the only main additional duty of a divisional inspector is administering the personnel of his division. I consider that so long as the pay of a deputy inspector does not rise above Rs. 140 per month no divisional inspector needs in Baroda a pay more than Rs. 150-250 for these duties.

Deputy Inspectors.

346. Their scholastic work which is confined to primary schools consists in the formal inspection of schools, surprise visits to schools, examining for promotion pupils in each class and seeing to the enforcement of compulsion. In addition they must look at the village libraries and see that the boys who have left school remain literate by making use of the library. The examination work is very heavy and usually occupies about 100 working days each year. It was suggested that the examination of pupils for promotion from classes I, II and III should be undertaken by some local teacher, for example, by the senior trained teacher working in that school or in a neighbouring school leaving only classes IV and above to be inspected by deputy inspectors. Such a scheme would relieve the deputy inspector of a considerable amount of examining work, but he would still retain the examination of the pupils of the IV and higher classes which is a stage—the important stage—which indicates the partial or full acquisition of literacy, for it is only after at least four years study that a child becomes literate. It is essential that no certificates should be given to a boy above class III except by some central authority or agency and this would be secured by the modifications proposed which I support.

Necessity of reducing the work of deputy inspectors.

Women Deputy Inspectors.

347. No women deputy inspectors are employed in the State. The work of a deputy inspector is confined to primary schools where boys and girls sit side by side and it would be most suitable if we could have some women deputy inspectors who would inspect primary schools and classes. I am, therefore, of opinion that steps might be taken to appoint one or two women deputy inspectors. I realise the difficulties that they would experience

One or two women deputy inspectors may be appointed.

when touring, but a beginning might be made by appointing them as deputy inspectors in the large towns e. g. in Baroda city. I should in fact make the cadre of deputy inspectors a common cadre for men and women.

**Transfers of teachers between scholastic work
and the inspectorate.**

348. At the present time there is no transfer between the secondary school assistants' cadre and the training college deputy inspectors' cadre, and very little between the training college and the deputy inspectorate. It appears desirable for the following reasons to have a common cadre for all three classes of officers, and for transfers to be made much more frequently than is done at present but in accordance with some general principles.

349. A member of the staff of the training college gives instruction to the students under training who are later to go out and teach in village schools. Unless the members of the training college staff themselves have experience of the difficulties of teachers in a village, they are unable so to modify or adapt the general principles of educational methods as to fit the particular conditions which prevail in villages. The instruction given to teachers under training in such circumstances loses a great deal of value as it has reference not to the actual conditions of a village school but to the conditions in a model school; it is thus of small practical value; there should therefore be free transfer between deputy inspectors and the staff of the training college for teachers. I consider it desirable that a teacher in a training college should be transferred to the Inspectorate at the end of a period of from three to five years work in the training college in order that he may refresh his mind as to the actual conditions prevailing in the village schools. He may be retransferred to the training college if necessary after some outside experience but to retain a teacher in the training college for any extended period of more than a few years does not enable him to keep himself abreast of the practical problems and conditions of the village school.

350. Transfers between secondary school teachers and training college teachers should also be possible. In a secondary school an officer has the opportunity of reading more English and of becoming more up-to-date through his contact with other English reading teaching members of the staff than if he were retained continually in the training college where nearly all the literature read is in the Vernacular and the whole of the instruction is through the medium of the Vernacular. The occasional transfer of teachers from secondary schools to the training college would be of value to the training college. If the sanctioned scales of pay for these different cadres are not the same, they might be modified to ensure the transfers suggested.

The training college staff is the natural link through which a secondary teacher should pass before being sent out as a deputy inspector and vice versa. There seems no need to emphasise that only members of a secondary school staff who are already trained and certificated teachers should be sent to work as members of the training college staff.

351. Matriculate teachers teaching in Anglo Vernacular schools (there are about 400 of them) are untrained; they get a pay of Rs. 30-50 after passing the secondary teachers certificate examination and Rs. 30 p. m. before passing that examination.

352. Matriculate teachers teaching in Vernacular schools get Rs. 10 per mensem to undergo training; then after training and passing their tests they get Rs. 30-40 only. This compares unfavourably with the greater pay Rs. 30-50 of the professionally less qualified matriculate teachers in Anglo Vernacular schools. This is anomalous and also gives rise to difficulties in administration, for transfers from secondary schools to primary school are not possible. The scales of pay should be the same for both even if to secure this end of the pay of teachers recruited in the future

for Anglo Vernacular schools is reduced to Rs. 30-40. I understand that owing to the above recruitment in Anglo Vernacular schools has been stopped. Trained matriculates are now appointed for vacancies that occur.

353. Similarly the scale of pay of deputy inspectors of schools (at present is Rs. 60-90 and Rs. 90-140) should be the same as that of graduate school assistants (at present Rs. 60-140) so as to enable transfers to be made without administrative inconvenience.

Pay of secondary school assistants and Deputy Inspectors.

354. After discussion with the district educational committee at Navsari I suggest that the Vidyadhikari might issue orders to inspecting officers that they should consult their district educational committees and municipal committees on all important matters of policy in primary education before submitting proposals or making suggestions to the Vidyadhikari and that in all important matters in which the Vidyadhikari is to be addressed the opinion of the educational committee should be submitted along with the proposal and the remarks of the inspecting officer.

District Educational Committees.

Post Script.

355. There are a few points that have been omitted from the report or only touched on briefly, and which may be mentioned here.

Few more points.

(1) *Control of schools:* Schools for secondary and higher education should remain under the control of the State.

Regarding purely Vernacular schools, the time is I think ripe for propaganda work with a view to persuading the people especially in Municipalities to ask for the control of the Vernacular schools in their Municipalities. They will however have to realise that if they assume control they will have to help to finance them. They have not yet I understand any desire to control their schools because they fear the additional taxation that they will have to bear in order to meet the cost. I am of opinion that educationally the schools are

better under Government control than under municipal control, but devolution of control and assumption of local bodies of responsibilities in education is a development that is bound to come.

(2) *Admission to first class in schools*: In order to prevent the loss of efficiency that ensues from children joining the first class of a Vernacular school at all times of the year, it is desirable to insist on all admissions into the first class being made at the beginning of the term. Compulsion might be enforced only from the beginning of the school term after a child has reached the age of 7.

(3) Attention is invited to the several separate notes I have written during the last four months.

(4) *Class Books*: In particular attention is invited to my note on whether we should maintain two kinds of primary schools, one for the farmer and labourer classes, the other for the clerical and business classes in which I advocate different class books for different parts of the State.

(5) *Qualifications of educational officers*: I should insist upon every officer of the educational department undergoing training college before he or she is confirmed in the department. The rules for the service committee will require modification so as to ensure this qualification.

(6) I attach a brief note on State libraries.

State Libraries.

356. I found that the organisation of libraries is very good, but expert advice appears to be needed which could give on the spot constructive suggestions for improvements. The people are generally interested in their libraries many of which have built up considerable reserve funds. The local controlling officers however need advice as to their methods of cataloguing the arrangement of books, the selection of books and periodicals and other matters of library detail which could most suitably be given by an officer who has specialised in librarianship. I am coming round to the belief that a systematic inspection of all libraries in the

Need of expert advice for improvement and systematic inspection of all libraries.

State by a trained librarian is desirable if the libraries are to be made more useful to the people.

357. I would also suggest that in the larger libraries a suggestion book should be kept for the use of readers wherein they may note their suggestions for the purchase of books and periodicals, these suggestions to be considered by the library committee before its annual list of new books is prepared.

358. I would further suggest the systematic weeding out of books which have become of no value, to be undertaken by a trained librarian who would avoid the weeding out of books which are still of value.

R. LITTLEHAILES,
Educational Adviser,
Baroda State.

SUGGESTIONS.

	Para.
1 Small towns need schools where both a primary and middle school education are provided. In addition to these large towns require full fledged high schools.	2
2 Agricultural bias may be given in village schools while in towns either industrial or agricultural bias schools may be given and an English school with provision for manual instruction.	3-4
3 In the lowest two classes Montessori and kinder-garten methods should be used for giving instruction.	9
4 Lowest two classes may be accommodated in separate rooms to avoid disturbance to other classes.	10
5 All teachers working in the lowest classes of primary schools must be trained in kinder-garten and Montessori methods.	11
6 Instruction in Montessori method will have to be given through the medium of Gujarati or Marathi.	20
7 2000 kinder-garten trained teachers are required for the State.	25
8 Kinder-garten classes should be placed in charge of lady teachers who have received training in the kinder-garten and Montessori methods.	26

	Para.
9 Kinder-garten practising schools may be established in Baroda city and no fees may be levied in them.	28
10 A special six months' training course may be established in Baroda in connection with the training college for women.	29
11 Age of compulsion should be 7 to 12 for both boys and girls in the State.	30-41
12 Better training is required in the methods of teaching for all teachers if the period of compulsion is to be reduced.	33
13 Efficiency of the training colleges will quicken literacy amongst the masses. Hence training colleges must be staffed by teachers imbued with the true spirit of education.	34
14 Compulsory Education Act and rules thereunder may be published in English.	35
15 Some Act is needed to compel parents to give the names and ages of their children under penalty of fine for non-compliance.	45
16 It is necessary to appoint attendance officers in larger towns till the public appreciates the need for educating their children.	49
17 Wholesale exemptions from compulsion to special communities are not a necessity.	52
18 Attempts may be made to obtain willing co-operation of villagers for education through the use of Radio entertainments, magic lanterns and cinema exhibitions.	55
19 Attendance can be improved by providing one free meal for the poor pupils of the school.	56

	Para.
20	Factory Act may be amended so as to prohibit the employment of children of school-going age who have not attained literacy. 58
21	Sufficient emphasis should be laid on hand and eye training in schools and detailed syllabus in this respect for village teachers must be prepared. 59-61
22	Some marks may be allotted to the subjects of general knowledge in examinations so as to prevent the subject being neglected. 64
23	All teachers must undergo a course of hand and eye training. 65
24	A radical change is required in the syllabuses, methods of instruction in hand and eye training. 66
25	In village schools agriculture and nature study may be introduced in class VI and VII. 70
26	Gardening may be taught systematically in the lower classes and to enable the teachers who are already trained to do this or refresher course in gardening may be given. 71
27	Primary reading should be taught by the conversational method. 75
28	Training colleges should experiment on new methods of teaching and teach the best ones to their pupils. 76
29	It is not necessary to teach the Devanagri script in village schools. 77
30	Books in history and geography require a change and the methods of teaching the subject also require to be improved. 78-80

	Para.
31 More attention may be paid to the subject of drawing but the subject should be taught by class master and not drawing masters.	81
32 It is not necessary to teach Hindi since its practical use is not as great as that of English.	82
33 Ways and means of making primary teaching more attractive and effective.	85
34 Lowest classes should invariably be in charge of trained teachers with highest training qualifications.	86-87
35 The rules regarding the provision of teachers for classes require amendment but it is suggested that one teacher may be provided for every 40 pupils in the two lowest classes while in upper classes one teacher may be provided for every 45 pupils.	88-89
36 Primers should be provided free of cost for use in schools to all pupils.	90
37 Pupils books should be changed periodically with a view to keep them up-to-date and the number of such books should be limited as to prevent their remaining in stock after the prescribed period.	92-93
38 Montessori and kindergarten appliances may be prepared in big lots by Kala-Bhavan and Jail and supplied to schools which have kindergarten trained teachers.	94
39 School holidays should be local and should be sanctioned by the Inspector on the recommendation of the local bodies.	96-97
40 Annual examination should be finished before the main holidays begin.	98

	Para.
41 The Department's policy regarding the continuation and opening of new schools in small villages and out of the way places should be more liberal.	99
42 Single teacher schools may be started where the number of children of school going age is small but the teachers of such a school should be a trained one.	100-101
43 Sufficient statistical information regarding backward classes is a necessity and arrangements may be made in the school forms to obtain it.	105
44 Where there is a school in a place Raniparaj should not be exempted from compulsion.	112
45 The age of compulsion for Raniparaj boys may be 7 to 12.	113
46 Raniparaj schools should be manned by Raniparaj teachers.	114
47 In the Raniparaj boarding houses a third meal may be given to the boarders between 6 and 7 in the morning.	116
48 Department may co-operate with the Vyara Mission (American Church of Brethren) and take up schools run by them with the teachers in them; and necessary exemptions from age limit for these teachers may be obtained from Government.	117
49 Curriculum in backward areas should be lighter and should lay emphasis on reading and writing and something of history and geography.	118

	Para.
50 Cottage system of boarding house may be introduced in the Vyara boarding house. This may be seen at Ankleshwar.	120
51 Vagher teachers are needed for educating the Vaghers.	127
52 Practical agriculture and carpentry should be taught to Vaghers in addition to the ordinary school subjects; and for a time compulsion may be applied to boys only.	128
53 One free meal should be provided to all poor children in Vagher villages who attend schools.	129
54 Regarding vacations and holidays Vagher villages should be an exception and the Commissioner of Okhamandal should possess all powers over the Vagher schools.	130-31
55 Where Mahomedans do not speak Urdu in their own homes no Urdu schools should be given to such places.	137
56 Mullah teachers may be provided in Mahomedan schools with a view to improve the attendance of boys and girls.	139
57 Gujarati should be taught in III class in Urdu schools.	143
58 Gujarati speaking Muslims should learn Hindi like all other boys.	144
59 Parallel classes may be run in higher Vernacular schools both with and without English.	151
60 The policy of closing higher primary Vernacular classes in middle schools is inequitable.	158

	Para.
61 Commissioner of Education's memo No. 276 dated 28th June 1933 is against the sanctioned policy of Government, and may be reconsidered.	165
62 Dyeing classes at Patan may be closed.	170
63 General principle for locating an industrial school is that it must follow the industries and not precede them and hence they should be located near the centre of the industry.	177
64 It is necessary to establish some correlation between the work of the higher primary and middle schools with a view to facilitate transfers from Vernacular to English school classes.	182
65 It is necessary to make the course in English of the lower classes of A. V. schools lighter than it is.	188
66 More and more accurate and practical work in science should be done by the high school boys.	190
67 Some provision in handicraft in schools outside Baroda city is a necessity and provision should be made for it.	191
68 Physical instruction should be compulsory throughout the whole course.	192
69 Moral instruction must be compulsory in high schools.	193
70 Science teachers require systematic training and systematic guidance and science classes require systematic inspection.	198
71 The High School teachers are not given sufficient work changes may be made regarding this in the State Rules and the Madras Presidency practice may be followed.	204

	Para.
72 Trained teachers should be provided in all High schools	207
73 Libraries in Secondary schools require to be furnished with a greater number of useful books for teaching purposes.	208
74 Fee concessions should be given only to deserving boys who stand constantly in the top-half or top-third of his class.	211
75 Manual instruction should be compulsory in all middle and high schools and may be given out of school hours if necessary.	214
76 Manual instruction in high schools may differ somewhat from manual instruction in higher, primary and middle schools. Tools used in middle schools may be simple and both hands and legs may be used while working. But in high schools greater accuracy and use of better tools should be emphasised.	216
77 Some expert advice on physical culture and organised games may be obtained and games which foster team spirit may be introduced.	218-220
78 No teacher who is himself not trained should be employed in future on the staff of the training colleges.	228
79 Training college teachers may be sent to work as actual teachers in village schools during their vacations so that they may have a practical experience of difficulties in teaching in village schools.	229
80 For giving instruction in the methods of village reconstruction teachers themselves must have practised it; if such men are not available they should be trained in it at some village uplift training centre.	230

	Para.
81 Some suggestions regarding the practising schools in Baroda.	231
82 If kinder-garten and Montessori training cannot be given during the two years' period by training at the training colleges then a six months' further training in these subjects may be provided.	233
83 It is not necessary to continue the third year training classes for vernacular knowing teachers as matriculates are available to take this class.	234
84 It is necessary to admit to the training college such candidates as have had no break in the continuity of their studies.	236
85 With the above object in view some seats may be reserved in the high schools for boys who promise to become teachers; or some modified pupil teacher system may be employed.	238
86 There is no need for separate drill masters but young class masters must undertake physical instruction work and play games with pupils in schools.	239-240
87 A separate kinder-garten and Montessori training section should be attached to the training college for women.	242
88 Good books on pedagogics may be translated into Gujarati and supplied to all schools.	244
89 A training college for secondary graduate teachers may be started in Baroda.	260
90 The question of affiliating the college to the University may be left pending for the present.	262

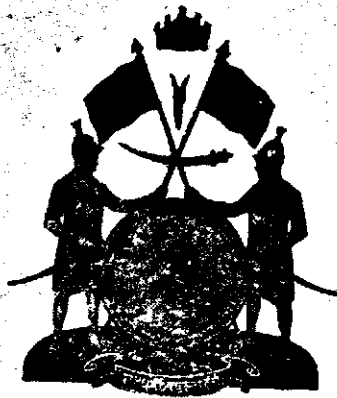
	Para.
91 The college may be located in the Baroda college building and the middle school, high school and high school for girls may be used as practising schools.	263
92 The curriculum of studies may be the same as that prescribed by the Bombay University for their B. T. degree.	264
93 The teachers deputed should be given only their current pay and no extra allowance.	267
94 After some years the college may train both graduates and under-graduates and if possible even outside graduates may be admitted to it.	273
95 If the usual texts used in Sanskrit schools are translated into Vernacular and instruction is given in medicines etc. through Vernaculars much time will be saved.	277
96 Teachers should persuade the parents to have their children's defects as pointed in the medical examination corrected.	280
97 Boarding house and school buildings require better ventilation; for this openings are required at the top of the walls near the schools.	283
98 Communal hostel foster racial, religious and caste prejudices.	285
99 Superintendents of boarding houses may meet and discuss problems of administration under the guidance of divisional Inspectors.	286
100 More strict supervision is required over boarding houses with a view to prevent forming of evil habits.	287

	Para.
101 The managing board should give to the superintendents sufficient powers for maintaining discipline in the boarding house.	290
102 The superintendent should be a man of sterling character and an excellent disciplinarian.	292
103 It is not necessary to give prizes to boys for passing the examinations from Govt. grants. But private donors may do it if they like.	299-300
104 The teacher must try to find out what boys propose to do in life and then to try to fit them for those occupations.	301
105 Old boys associations should be established and the career of boys who have left the schools should be recorded.	302
106 Some show cases may be arranged in which articles made by deaf, mutes and blinds can be exhibited not only for sale but also for bringing to the notice of the public the work that the defectives are able to do.	306
107 Girls are not willing to read with boys in upper classes but if they were to study with boys in the lower classes the question of co-education in higher classes would become easy to solve.	310
108 There should be at least one woman teacher in girls school and retiring rooms should be provided in every A. V. or high school for boys which is attended by girls.	312-313

	Para.
109 The first three classes in Primary schools may be examined by local senior trained teacher and only the IV and V classes may be examined by the Inspecting staff.	316
110 The efficiency of a school should be measured by the results of the examination in classes IV and V and efficiency grants should be given not to individual teacher but to the whole school.	317-318
111 The VII standard examination of the British territory should be considered equivalent to the Baroda Vernacular school leaving examination of class VII.	319
112 Grant in aid rules may be modified as given in para 322 of the Report.	322
113 The British table X of the quinquennial Report of Presidencies in British India may be added to the Baroda Annual Report.	323
114 A systematic survey of statistical tables in Baroda may be made and essential tables may be retained, non-essential ones may be deleted and defective ones may be modified.	324
115 The touring educational officer at the head quarters should always be an educationist.	333
116 Inspecting officer should know about all educational institutions whether recognised or not in the divisions and should be ready with exact facts about them.	334-335
117 Inspecting officers should all be trained men so that they can offer constructive criticism to the teachers on their work.	339
118 A separate inspector for secondary school should be appointed.	344

	Para.
119 Inspectors should be of the grade of Rs. 150-250.	345
120 The work of Dy. Inspectors may be reduced by relieving them from the work of examining the first three classes of schools.	346
121 Lady Dy. Inspectors may be appointed in the State where convenient.	347
122 The high school Asstt. teachers cadre the training college teachers cadre and the Dy. Inspectors cadre should be uniform so that transfers from one cadre to another may be possible.	350
123 The pay of matriculate teachers in Vernacular schools and A. V. schools should be uniform.	352
124 In all important matters the Edu. Inspectors should consult the Dist. Edu. committees.	354
125 Municipalities and Local Boards should be persuaded to take up the control of schools.	355 (1)
126 Admissions to the first class should be allowed in the beginning of the year only.	355 (2)
127 Systematic inspection of a library is a necessity.	356
128 A suggestion book for helping in the preparation of the Annual list of new books may be kept on the library table.	357
129 A trained experienced librarian should help the libraries in keeping them up-to-date.	358

HIS HIGHNESS' GOVERNMENT JAMMU & KASHMIR



REPORT

OF

The Educational Reorganisation Committee

1939.

SRINAGAR.

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To

THE HON'BLE PRIME MINISTER,
HIS HIGHNESS' GOVERNMENT
JAMMU & KASHMIR.

JAMMU.

No. 6672

Dated 13th March, 1939.

Sir,

I have the honour to submit herewith the Report of the Educational Reorganization Committee appointed under Government Notification dated 27th June 1938 and to commend its proposals and recommendations to the consideration of the Government.

The Report attempts to deal with the two inter-related aspects of the problem of educational reconstruction in the State, the expansion of educational facilities and the consolidation of the existing facilities. Rapid expansion of educational facilities is imperatively called for because of the alarmingly low percentage of literacy in the State, and the magnitude of the problem of providing education for a population of about 40 lakhs of people. The forces that are shaping modern life, not only in the State and in India but all over the world, are so quick and insistent in their demands that no enlightened administration can afford to remain content with the leisurely pace of advance which appeared to be reasonable even ten years ago. It is equally important, in the opinion of the Committee, to think out ways and means for improving the efficiency and social significance of the existing educational system, to eliminate its wastage and stagnation, and to bring it into vital union with the socio-economic as well as the cultural life of the people. It has, therefore, made certain far-reaching recommendations in this behalf with the object of overhauling and reconstructing the existing system of primary and secondary schools. The Committee is convinced that His Highness the Maharaja Bahadur's solicitude for the good of his subjects and your keen personal interest in all that pertains to the welfare of the State augur well for the success of the scheme which it has drawn up.

The Committee is conscious of the fact that the various schemes and proposals which it has drawn up involve considerably increased expenditure on Education. But, while it has taken care to avoid all extravagant or unnecessary schemes, the mere question of the cost has not deterred it from making proposals which it considers essential in the interests of a better and more effective system of education. It has drawn up a plan extending over 10 years in the first instance, followed up by a further plan of 15 years, with the object of providing a

system of universal, free, and in due course, compulsory education all over the State, and it is anxious that educational development in future should follow a consistent, well-organised and coherent policy, unaffected by administrative or personal changes. We feel convinced that, if the scheme fulfils the objectives that we have in view, its benefits will be reflected in the general improvement of civic life and the production of a more enlightened, more efficient, more co-operative, and better trained generation of men and women. We have no doubt that, as the scheme commends itself to the appreciation of the Government and the public by its results, necessary funds will be forthcoming for this great work of national reconstruction.

May I take this opportunity to place on record our thanks to you and the Hon'ble the Home Minister whose keen and continuous personal interest in the work of the Committee has been a source of strength and inspiration to all the members of the Committee. I should also like to express my personal thanks to Dr. Zakir Hussain whose presence on the Committee has been of invaluable help throughout, to Mr. Nand Lal Kitroo, the Secretary to the Committee, who did a great deal of valuable work in collecting necessary data and material for the Committee, to the President of the Praja Sabha for lending me the services of Mr. G.D. Malhotra, the senior Stenographer of the Praja Sabha who carried out his duties efficiently during the first session of the Committee, and to the many ladies and gentlemen who helped the Committee by sending their suggestions or giving oral evidence.

I have the honour to be,
 Sir,
 Your most obedient servant,
 K. G. Saiyidain,
 DIRECTOR OF EDUCATION,
 HIS HIGHNESS' GOVERNMENT
 Jammu and Kashmir.

INTRODUCTION.

The Educational Re-organization Committee was appointed by His Highness' Government of Jammu and Kashmir under Government order No. ED.B. 517/38 dated 27th June 1938 for the reorganisation of the existing system of Primary and Secondary Education in the State. The Director of Education, Mr. K. G. Saiyidain, was appointed the Chairman of the Committee with the following gentlemen as members:—

1. Dr. Zakir Hussain, Principal, Jamia Millia Islamia, Delhi.
2. Mr Eric Tyndale Biscoe, Principal, C.M.S. School Srinagar
3. Mr. Mohammad Ishaq, Inspector of Schools, Kashmir.
4. Mr R. C. Mehdiratta, Inspector of Schools, Jammu.
5. Mr. Nand Lal Kitroo, Headmaster S.P. High School,
Srinagar, (Secretary.)

The following Government notification gives the Terms of Reference for the work of the Committee:—

In view of the urgent need for a new orientation of educational policy and a reorganization of the existing educational system in the State, the Government have appointed an Educational Reorganisation Committee consisting of the Director of Education as Chairman and the marginally noted gentlemen as members, to examine the suitability and adequacy of the present system of Primary and Secondary education and to make recommendations for bringing it into more vital touch with the needs of the people of the State and the ideals of the good life, and to awaken a keener and healthier civic and social sense.

1. To make a brief but comprehensive survey of the present position of Primary and Secondary education in the State with special reference to the following points:—

- a. the adequacy of the existing facilities for the educational needs of the people,
- b. the method of recruitment, qualifications and status of teachers,
- c. the facilities available for the training of teachers, and the maintenance and improvement of their professional efficiency during their period of service.
- d. the existing curricula and methods in schools,
- e. the relation of the school to the social and cultural life of the community as a whole and the pursuits and occupations of the people.
- f. the facilities available for games, physical education, scouting and other extra-mural and extra-curricular activities
- g. existing machinery for "continuation education" of students when they pass out of the schools,

h. does the State get full value for the money spent on education?

2. To recommend to the Government ways and means for bringing education into closer touch with the existing socio-economic conditions so as to make it more useful and practical as well as improve its quality and, in this connection, to consider the following points:—

- a. the length of the Primary and Secondary school courses and of the period of schooling,
- b. the overhauling of the courses of instruction in accordance with the objects laid down in the preamble,
- c. the medium of instruction,
- d. the introduction of Compulsory Primary Education,
- e. the correlation of the present academic education with the teaching of crafts, and ways and means of doing it,
- f. the diversification of courses at the secondary stage so as to provide for different types of students, to reduce the pressure on clerical services, and help to place national economy on a more rational basis,
- g. the improvement of the professional efficiency of teachers, both trained and untrained, and provision of craft courses for them,
- h. the feasibility of utilising private effort and non-official agencies in the development of education, particularly with regard to Adult Education,
- i. ways and means of making the school a living centre of social work and service.

The Chairman published and circulated copies of the Terms of Reference among educationists, public men and such other bodies and gentlemen as were likely to make helpful suggestions on any of the items included in the Terms of Reference. A wide publicity to the questions before the Committee was also given through the Press. It is a matter of gratification to the Committee that a large number of ladies and gentlemen, belonging to different walks of life, evinced keen interest in the problems relating to education before the Committee, and sent their memoranda, thus demonstrating the fact that the question of educational reorganisation had been exercising the minds of thoughtful people and that they welcomed this move of the Government to bring the educational system of the State into line with the present needs and conditions of the people. The Press, both local and outside the State, also welcomed the appointment of the Committee and the proposal to reorganize the existing system

of education in the State. In appendix A, we give the names of the ladies and gentlemen who, in response to the Committee's request, sent in their memoranda.

The Committee held its first session from the 7th to 25th of July 1938, and considered the various questions arising out of the Terms of Reference. It examined the report of the Wardha Education Committee with the benefit of the presence, on the Committee, of its Chairman, Dr. Zakir Hussain, and considered the memoranda received, as well as the statistical data prepared by the Secretary. It had also the benefit of the oral evidence furnished on certain points by the following ladies and gentlemen who were expressly requested to attend the Committee for the purpose :-

1. K. B. Thakur Aga Syed Husain, Ex-Minister and State Counsellor
2. Mr. M. G. Kotibhaskar, Director of Industries.
3. Mr. M. R. Fotedar, Director of Agriculture.
4. Miss Shaw, Officiating Chief Inspectress of Girls Schools.
5. Miss Mallinson, Principal, C.M.S. Girls school. Srinagar.
6. Mr. Shiv Narayan Fotedar, M. L. A.
7. Mr. Mohammad Afzal Beg M. L. A.
8. Mr. Ahmad Yar, M. L. A.
9. Mr. Amar Nath Kak, M. L. A.

The Director of Industries, the Director of Agriculture and the Chief Inspectress of Schools promised to prepare notes for the Committee on some of the questions relating to Primary and Secondary education which were specially connected with their Departments.

The Committee appointed two sub-committees for the purpose of drawing up a suitable syllabus for "basic" schools. In this connection the Committee referred to these sub-committees the syllabus prepared by the Wardha Education Committee, the draft syllabus prepared by Messrs Nand Lal Kitroo and Dina Nath Dhar, the suggestions made in the various memoranda received, as well as the present syllabus in use in schools of the State. They were given the following instructions in the light of which they were requested to draw up their draft syllabuses :-

1. In preparing the syllabus it should be presumed that about half the time during the teaching hours would be given to academic teaching and half the time to craft work, provided that any oral teaching or expressional work that is integrally related to the craft would be done during the time given to craft teaching.

2. The idea underlying the new syllabus should be that the teaching of the various subjects is to be related to three centres namely, the child's physical environment, the child's social environment and the child's craft activities.

the most powerful instrument for giving a new and healthy orientation to the character and outlook of the people, and improve their practical and social efficiency very considerably.

The Committee are, however, anxious to make it clear that while they consider the general principles underlying their recommendations to be of fundamental importance and absolutely essential for the right orientation of the educational policy, some of their detailed and specific proposals should be regarded as tentative in the sense that they are liable to modification in the light of experience and the practical administrative needs of the Department of Education.

PART I.
SURVEY OF EXISTING EDUCATIONAL
CONDITIONS.

In order to form a correct idea of the educational problem as it exists at present in the State of Jammu and Kashmir, it is necessary to examine the scope of the existing educational facilities with reference to the extent and the population of the State.

EXISTING EDUCATIONAL INSTITUTIONS

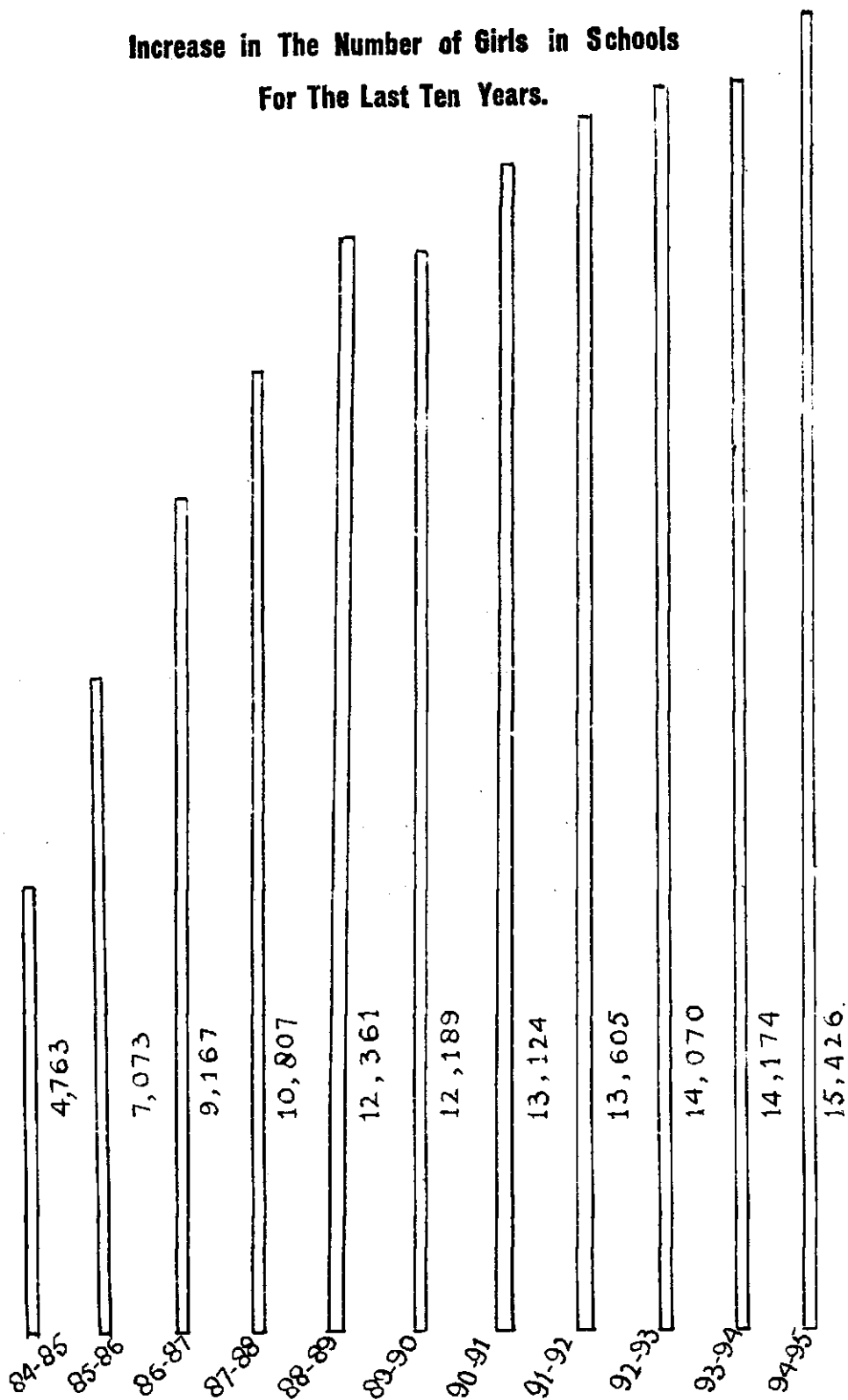
The area of the Jammu and Kashmir State, excluding the Frontier Ilaqa is about 70,000 sq. miles, i.e. it has a bigger area than any other Indian State. The population as recorded in the census of 1931 was about 36 lacs. Allowing for the normal increase of one percent per annum, the population in 1938 may be put at 38½ lacs. There is one factor relating to the population which complicates the educational problem considerably—namely, that the population is most unevenly distributed over this large area, some parts being quite thickly populated, while others are most sparsely populated, making the provision of schooling facilities a very difficult problem. The average density for the whole State is only about 55 per sq. mile. An idea of varied distribution will be conveyed by the fact that while in the Kashmir Province, it is 197, in Jammu Province it is 154, and in the District of Ladakh it is only 5.

The table below indicates the kind and number of different grades of institutions in the State.

	For boys.	For girls.
Colleges	2	...
High Schools (Government) ...	15	2
High Schools (Aided)	7	...
Middle Schools (Government) ...	85	22
Middle Schools (Aided)	11	12
Primary Schools (Government)...	886	108
Primary Schools (Aided)	25	10
Pathshalas	59	4
Maktabs	102	4

In interpreting the educational achievement and scope of these institutes it is necessary to bear certain points in mind. Firstly, the institutions classed as Maktabs and Pathshalas often do not provide education of what is generally called the "Primary" standard and they cannot, therefore, strictly speaking, be classed among institutions which are engaged in promoting real literacy. Thus, it is clear that there are only about 900 boys' primary schools and less than 150 girls' primary schools in the State. But many of the middle schools and some of the high schools also contain primary classes. The total number of institutions giving education of the primary standard may, therefore, be put approximately at 1000 for boys and 150 for girls. Speaking in terms of averages and with reference to the area and the population that they serve, these figures give an average of one boy's primary school for 70 sq. miles of area and for 3850 of population. In case of girls, it works

**Increase in The Number of Girls in Schools
For The Last Ten Years.**



out at one girls' primary school for 467 sq. miles of area and for 25670 of population. In 1931 the census report listed over 8500 towns and villages in the State and the number must have increased since. As in most of the larger towns there are a number of primary schools we can safely deduce the fact that proportionately there are fewer schools in villages. But even if this consideration is ignored, it works out to an average of one boys' school for every 8 or 9 villages and one girls' school for 57 villages—a state of affairs which is obviously unsatisfactory. To this depressing picture must be added the further alarming detail that most of the primary schools fail to keep a large majority of their pupils for the full five years and that, even in the case of those who are able to complete the full course of primary schooling, it is extremely doubtful if permanent literacy is achieved. We mention this to give some idea of the magnitude of the problem to be tackled. Reference might be made here, in passing, to the position of girls' education in the State, although we shall deal with it later in a separate chapter.

The table below gives the number of Government schools for girls in the different parts of the State, and, considering that this is the existing provision for the education of a female population of about 20 lacs, the figures tell their own tale. Figures for boys' schools are also given for purposes of comparison.

INSTITUTIONS.		JAMMU.	KASHMIR.	FRONTIER.	TOTAL.
Arts Colleges	(Boys)	1	1	...	2
-do-	(Girls)	..	..	...	...
High Schools	(Boys)	10	5	...	15
-do-	(Girls)	1	1	...	2
Middle Schools	(Boys)	47	35	3	85
-do-	(Girls)	11	11	...	22
Primary Schools	(Boys)	408	385	45	838
-do-	(Girls)	78	66	...	144

This incidentally shows that at present there are no facilities available in the Frontier District for the Secondary education, either for boys or for girls. Frontier students desiring to obtain High school education have to come all the way to Kashmir for the purpose. It may, however, be pointed out that the Government has considerably provided certain scholarships for such students. It will also be seen from this table that *there is not a single institute, Primary or Secondary, in the Frontier district for the education of girls.* The urgency as well as the immensity of the task offers a bracing challenge to the administration of the State and we trust and believe that the authorities are prepared to accept this challenge, and inaugurate a wide-spread scheme of effective and suitable education for the people.

CONGESTION IN SCHOOLS.

Inspite of the obvious inadequacy of educational

facilities in the State described in the preceding section, it is undeniable that the number of students at all stages of education has been steadily increasing during the last two decades. This will be amply borne out by the following table giving the number of boys in the Primary, Middle and High Departments during the last five years.

Year:-	Primary Deptt:	Middle Deptt:	High Deptt:
1991	40974	8617	3351
1992	42423	8991	3419
1993	44161	11170	3595
1994	43849	11163	3754
1995	45730	11080	4067

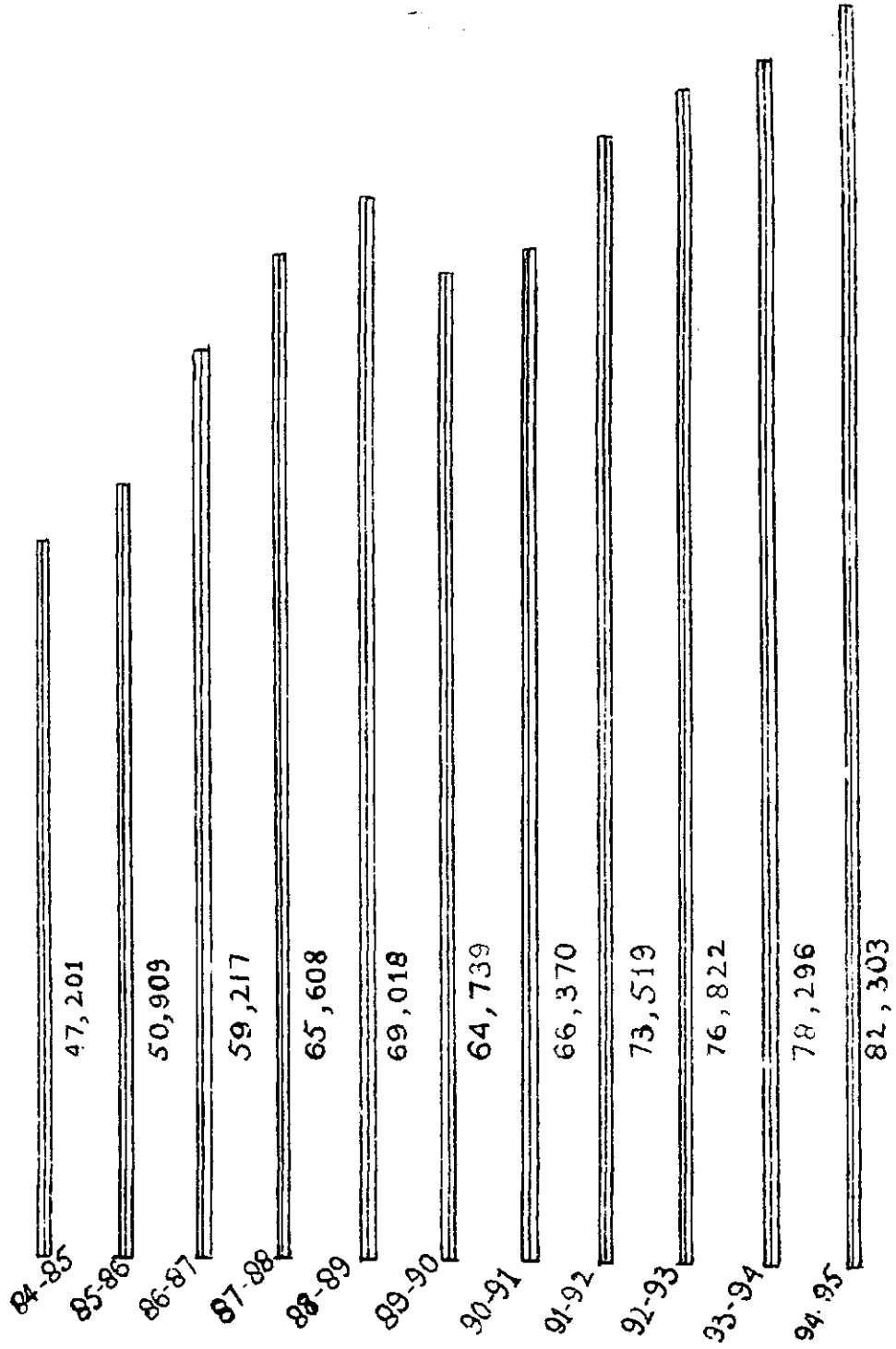
But unfortunately this increase in the number of students, which in itself is a matter of gratification, has resulted in undesirable congestion in many schools—particularly so in the big cities and in the secondary schools—because there has not been a corresponding increase either in the number of schools or in the buildings and equipment of the existing schools. We find the Education Department faced with an educational situation of great difficulty - i.e. that schools are insufficient in number, poorly furnished and equipped, over-crowded with unmanageable classes, and often staffed with inadequate, and some times ill-qualified, teachers. These factors cannot but adversely affect the efficiency of the teaching imparted and the general physical and mental health both of teachers and students. In order to form a first hand idea of this difficulty the Committee paid a visit to the S. P. High School, Srinagar, which has an enrolment of 1250 students in its five classes from class 6th to class 10th. Some of the sections contained as many as 80 boys, all crowded together in rooms whose area was not more than about 400 sq. ft. We were given to understand that this school showed the worst form of congestion, but over-crowding in other schools, though not as marked as here, was sufficiently serious to demand immediate attention. It is obvious that, under such conditions, education can at best be but mass instruction and the intimate contact of teachers and pupils, which is the essence of the educative process, and the development of extracurricular and social activities, become unthinkable.

EXISTING SYSTEM OF EDUCATION.

In order to bring into clear perspective our proposals for reorganization of the system of primary and secondary education, it will be helpful to give a brief idea of the present system and its different grades and stages preceding college education.

1. The foundation of the system is the Primary school where children receive their education for the first five years of their school life - for which the permissive age for admis-

**Increase in The Number of Boys in Schools
For The Last Ten Years.**



sion is 5. In actual practice, except in the towns, boys seek admission at the age of 6 or more. The subjects taught are language (Urdu) Arithmetic and Geography. Elementary hygiene and outline history of the State have been recently added to the curriculum. In order to attract Muslim boys to schools, provision is made for the teaching of Dinyat (Theology) from the third class upwards. Hindu boys can read Hindi instead, and provision for Dinyat and Hindi teaching is made as occasion arises and funds permit by the appointment of Urdu teachers (formerly known as Arabic teachers) and Hindi teachers in Primary schools. The teaching of English is at present started from the 5th class.

2. Next comes the Middle school which generally provides teaching upto class VIII. But there is also an intermediate grade of school called the Lower Middle school which gives education for only one or two years after the primary stage. Most of the Middle schools also have primary classes attached to them. From this anomalous position of the Middle school, it will be seen that it has no defined status in the educational system and is neither providing real secondary education nor primary education to its students. It is often the result of haphazardly adding one, two or three classes to the primary school in order to meet the insistent demand of a locality for "higher" education. It is not a definite stage and does not correspond to any special need of national life.

The following subjects are taught at the middle stage. (a) English (b) Mathematics which includes, besides Arithmetic, practical Geometry and very elementary knowledge of Algebra (c) History of India and Geography of the world (d) Urdu. These are the four compulsory subjects and in addition to these, students have to take two elective subjects out of the following (a) Science (b) Agriculture (in the few places where provision for teaching it exists) (c) Drawing and (d) Classics (Persian, Sanskrit or Arabic).

3. The last two classes in the school stage constitute the Upper Secondary or the High Department. These High schools also, as previously pointed out, include not only the middle classes but sometimes the primary classes also. The courses of study and the curriculum in this department are determined by the Punjab University to which the High schools of the State are affiliated for the M. S. L. C. examination.

At this stage, students are required to study five subjects, namely (a) English (b) Mathematics (c) History of India, History of England and Geography, and two elective subjects out of the following: Classics, Physical science, Physiology and Hygiene, Drawing, Language, Agriculture. No High school in the State has provision for the teaching of Agriculture for the University Examination.

This brief survey of the educational system in respect of boys' education holds good, with some modifications, for girls' education as well. At the primary stage, the syllabus for both boys and girls is very much alike. At the middle stage, some needle work and subjects relating to Domestic Economy find a halting recognition in girls' schools. But it is open to girl candidates, if they like, to take only those subjects which are prescribed for boys.

We shall later make our recommendations about the simplification and rationalization of this system which involves considerable overlapping. But it will be obvious from the above summary of the existing situation that the various grades of schools are not clearly marked off from one another, with the result that their specific objectives are not clearly defined, there is indiscriminate passing from one to another, and it is not possible to give due heed to the grouping of boys in accordance with physiological requirements and psychological ages. It is, therefore, necessary to draw up a scheme of educational organisation which will mark off the primary and secondary stages of education distinctly, define the scope and objectives of each, and ensure that each stage is complete in itself and not merely a preliminary training for the next.

FINANCE.

The present education budget amounts to 20½ lacs of rupees out of a total income of about 2½ crores. Education thus gets a little more than 8 percent of the total income of the State, which cannot be considered to be an adequate percentage, even though it does not compare very unfavourably with the expenditure on education in some of the States and Indian Provinces as indicated in the following figures:

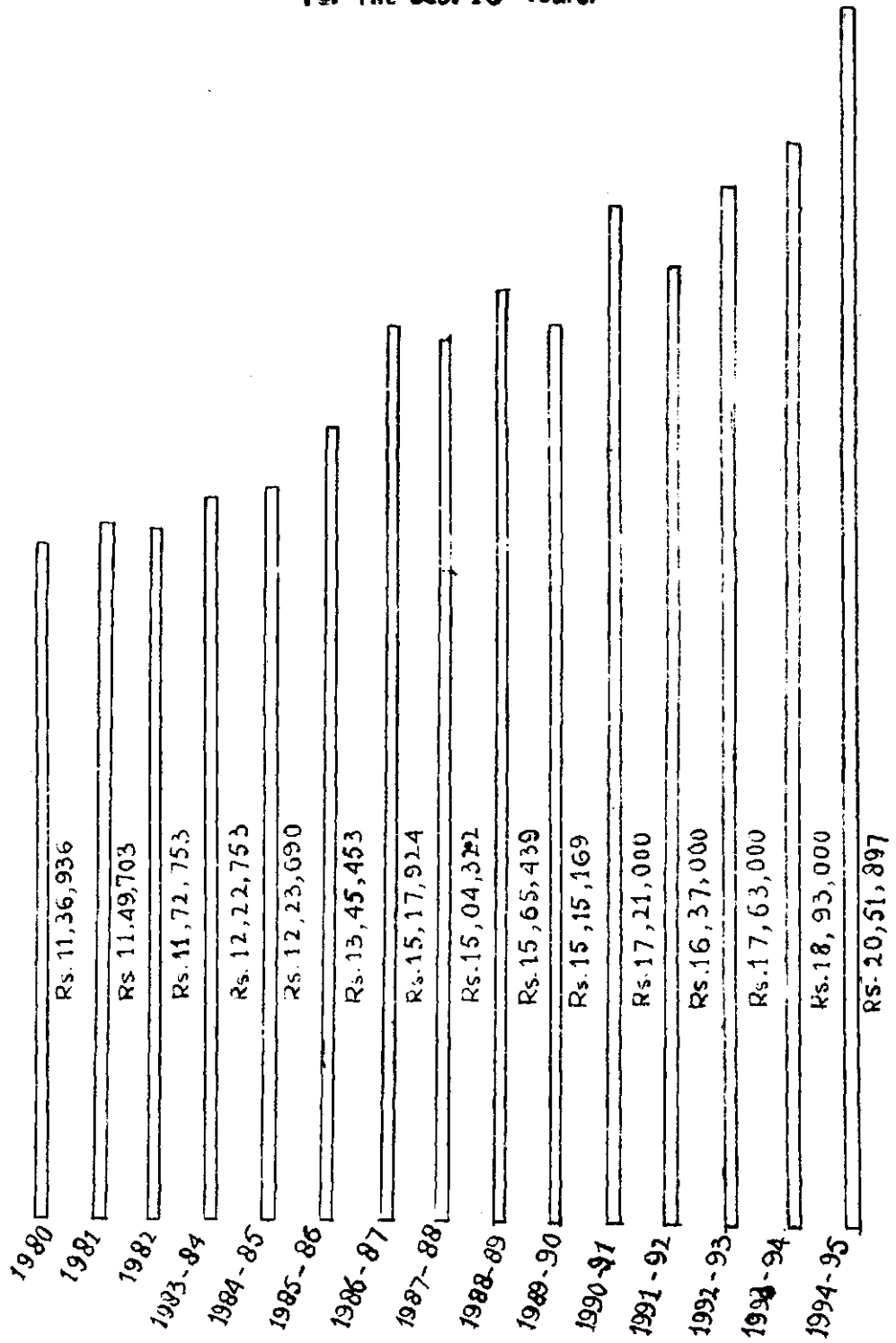
Percentage of expenditure on Education relative to revenue in other Provinces and States.

Mysore	1933-34	19.5	%
Baroda	1931-32	14.1	%
U.P.	1933-34	17.1	%
Panjab	1933-34	12.6	%
Bengal	1933-34	10.7	%

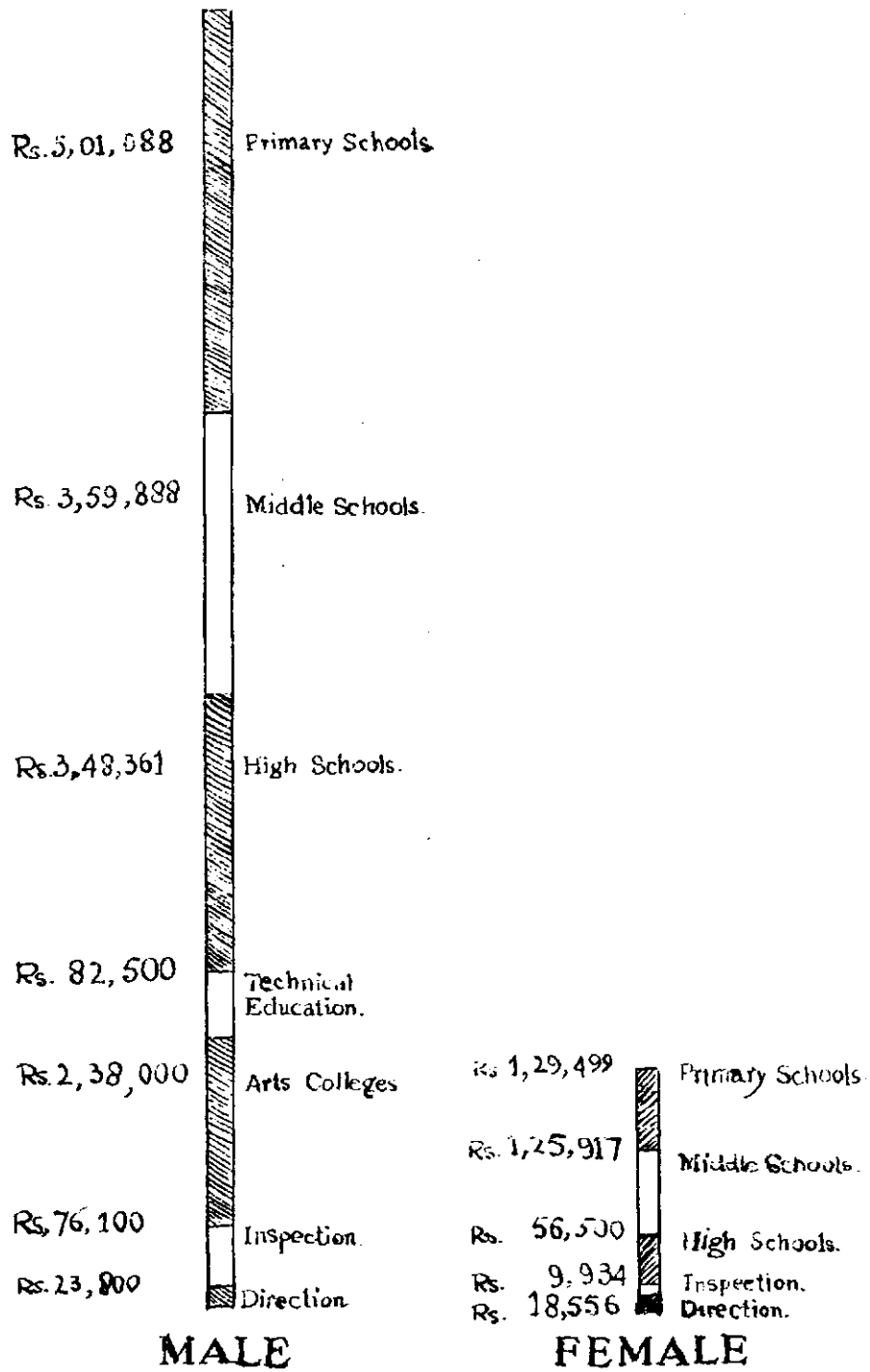
The table given below however shows that, during the last 14 years, the grants for education have almost doubled and that the department has been expanding its scope of activities steadily.

YEAR.	Budget for Education
1980	11,36,936.
1981	11,49,703.
1982	11,72,753.
1983 & 1984 (first half)	12,22,753.
1984-85	12,22,690.
1985-86	13,45,453.

**Expenditure of Educational Budget
For The Last 15 Years.**



Distribution of Educational Budget 1994-95



YEAR.	Budget for Education.
1986-87	15,17,924.
1987-88	15,04,322.
1988-89	15,65,439.
1989-90	15,15,169.
1990-91	17,21,000.
1991-92	16,37,000.
1992-93	17,63,000.
1993-94	18,93,000.
1994-95	20,51,897.

Out of the expenditure on Education about 16½ lacs is spent on boys' education and about 3½ lacs for girls education.

The following table shows the distribution of the budget among the various heads :—

	Boys.	Girls.
Direction	Rs. 23,800	Rs. 13,566.
Inspection	" 76,100	" 9,934.
Arts colleges	" 2,38,000	...
Technical education	" 82,500	...
High schools	" 3,48,361	Rs. 56,500.
Middle schools	" 3,59,888	" 1,25,917.
Primary schools	" 5,01,088	" 1,29,499.

The following figures indicate the percentage of the educational budget spent under each head for the education of boys and girls :—

	Boys.	Girls.
Direction	1.5 %	5.5 %
Inspection	4.6 %	2.9 %
Arts colleges	15.0 %	...
Technical education	5.0 %	...
High schools	21.2 %	16.6 %
Middle schools	22.0 %	37.0 %
Primary schools	30.7 %	38.0 %

The new educational scheme recommended by the Committee elsewhere, would of course involve much higher expenditure. But we have not the least doubt that the State would be willing, in fact eager, to incur this increased expenditure when it realises the far-reaching beneficial effects of a proper education on the life, the mental and moral outlook, and the efficiency of its citizens.

LITERACY.

In the Census of 1931, 123,386, persons were returned as literate out of a total population of 36,00,000. Of these 73008 were in Jammu Province, 45,571 in Kashmir Province and only 4807 in the Frontier District. During the ten years period from 1921 to 1931, Jammu Province showed a rise in literacy of 95 % over the figures of 1921, Kashmir of 45 % and the Frontier of 41 %. Of the total number of literates

114,807 were males out of the total male population of 19,38,338 and 9,038 were females out of the total female population of 17,07,905. The percentage of literacy among males thus works out at 5·8 and among females at a little over 5%. These figures tell their own tale and it seems unnecessary to comment on them beyond pointing out that if the present rate of progress were maintained it will take about 300 years to make the whole population literate. This startling calculation lends irresistible support to the recommendation that we have made in our Report for accelerating the pace of educational expansion very considerably and for arresting the present stagnation and waste.

Since 1931 there has certainly been a somewhat more rapid expansion of education and, due to various political and other causes, public conscience has also been quickened and people have come to realize the value of education more urgently than ever before. This is evidenced by the fact that the department is constantly receiving applications from rural as well as urban areas for the opening of new schools. In 1930, in some cities and towns, compulsory primary education was introduced for the first time in the State. This fact combined with the growing interest taken by the parents in the education of their children, has resulted in increasing the percentage of literacy during the last eight years since the last census was taken, but exact figures of this increase will not be available till the next census. But it is obvious from the figures given above that the present position of literacy even amongst the males, to say nothing of females - compares unfavourably with that in British Indian Provinces and many educationally advanced Indian States as the following table will show. Strenuous efforts and the adoption of special emergency measures are, therefore, needed to remedy the educational backwardness of the masses in the state.

Table showing comparative percentage of literacy
in some States and Provinces.
(according to the census of 1931).

Total Population.	Literates.	Literacy Percentage.	Male Population.	Literates.	Literacy Percentage.	Female Population.	Literates.	Literacy Percentage.
Travancore.								
5095973	1217924	23·98	2565073	866313	33·38	2530900	351611	13·89
Mysore.								
6557302	594526	8·16	3353963	505219	15·63	3203839	89307	2·78
Hyderabad.								
14436148	595633	4·12	7370010	527594	7·15	7068138	68039	·96
Baroda.								
2079931	434734	20·92	1074298	355067	33·51	1005633	79667	7·92
United Province.								
49614833	2309858	4·65	26063177	2091059	8·23	23551656	218299	·92
Punjab.								
28490857	1421942	4·99	15561194	1258742	8·88	12929663	163200	1·26
Bombay.								
26271784	2269459	8·63	13761507	1968062	14·31	12510277	301397	2·41
Jammu & Kashmir.								
3646243	123885	3·39	1938338	114807	5·92	1707905	9078	·53

It should be remembered in this connection that this position is greatly aggravated by the constant lapse into illiteracy which is taking place almost as a normal consequence of the present defective education. Even those who complete the primary school course often fail to acquire effective literacy—to say nothing of the large majority that suffer from stagnation and never go beyond the second or third class. Then, these students live in villages and towns where there are no inducements or facilities for private study or continuation education and where reading and writing are not a normal feature of people's daily life at all. The result is that, within a few years, even the primary passed student becomes incapable for reading anything useful intelligently and of writing even ordinary every day letters. The literacy test for purposes of the census is so very elementary, and sometimes almost illusory, that we are inclined to regard the figures quoted above—5·8 % for males and 5 % for females—as exaggerated and as providing no reliable index of the actual number of people who have attained the reading and writing ability to any satisfactory standard. In making our recommendations we have taken this difficult situation into full consideration and suggested proposals which aim not only at a more rapid expansion of educational facilities but at conserving and consolidating the educational results obtained through the schools.

COMPULSORY EDUCATION.

In this connection, reference may be made to the scheme of compulsory education which was inaugurated in the state about 8 years ago with the object of extending the scope of educational activity and arresting wastage, and we may note how far it has been successful.

Compulsory education for boys was introduced in Baisakh 1987 for the first time in the cities of Srinagar and Jammu and was later extended to the town areas of Sopore and Baramulla in Kashmir Province and Mirpur and Udhampur in Jammu Province. The necessary legislation was embodied in Regulation L. 14 and L. 15 of 1986.

These Regulations provided for the creation of attendance committees composed mainly of non-officials. The members of these committees were expected to popularise education among the masses by their personal influence and persuade parents in their localities to take advantage of the facilities provided for their children's education, and thus minimize the need for adopting penal measures. We have however, found on inquiry that these attendance committees have been functioning only in a perfunctory way and have not done anything appreciable in the way of propaganda or persuasion within their own sphere of influence.

Srinagar, with its population of nearly two lacs

presented a difficult problem for the organisers of compulsory education. But the appointment of a whole time attendance officer has been a considerable help in the working of the scheme. The attendance officer is ex-officio secretary of the two attendance committees and is expected to supervise and help the teachers in attracting boys of their respective localities to school. He has also to file cases in the court against defaulting parents whose prosecution is authorised by the attendance committees.

The Government has made generous provision for the supply of free books for children in Government compulsory schools. These books were at first supplied rather indiscriminately, but the steady rise in the number of boys attending schools has made it necessary to exercise discrimination in the matter. This supply of free books has induced many of the poorer parents to take advantage of the schooling facilities readily which they would otherwise have been reluctant to do.

TRAINING OF TEACHERS.

The only institution at present for the training of teachers in the State is the Government Normal school at Udhampur. It admits 40 teachers to the J. V. class and 10 teacher to the S. V. class every year. Post-graduate training for teachers of high schools is at present arranged for by deputing about ten graduates annually to certain training colleges in British India, usually the training colleges affiliated to the Aligarh Muslim University and the Benares Hindu University.

This small number of teachers that can be trained under such limitations is obviously inadequate for the needs of an expanding educational system. The following facts will make this position clear. Even at the present modest rate of expansion of the department, about 50 new posts of primary school teachers are created every year. This number, however, does not include the special posts of Urdu and Hindi teachers. Moreover, additional vacancies are caused by the death or retirement of teachers already in service. Further, among the teachers actually working in primary schools about two-thirds are untrained and have, therefore, no idea of educational methods or developments except what the most intelligent of them might gain through their personal study and experience.

It should also be borne in mind that there are no facilities in the State for the training of teachers of aided institutions, who are at present greatly handicapped by the absence of such facilities. If the Education Department is anxious to improve the general quality of education in the state it should be as much concerned about the efficiency of private schools as about state schools and it should make

arrangements for training their teachers also.

The need of adequate provision for training the untrained teachers in service as well as those that are to be employed - and their number will obviously be much larger because of the adoption of a more liberal scheme of educational expansion - is therefore self-evident. It is not merely the quantitative inadequacy of the present arrangements which has struck us in this connection but also the poor quality of the training given to the teachers admitted. The Normal school is housed in a ramshackle building which might have seen better days, but in its present condition is entirely unsuitable for use as a Training school. It has very little of educational equipment and appliances, no upto date books on educational theory and methods, or on school subjects, and no arrangement for any practical work or crafts except a little agriculture. Its syllabus and courses, which were recently revised, are not sufficiently rich and significant to provide any inspiration, stimulus, or guidance for teachers and we have been informed that some time back there was hardly any syllabus at all to direct the work of the school. It is natural, therefore, that working under these depressing conditions and without the guidance of a properly qualified and enthusiastic staff with upto date knowledge of educational theory and practice, education all over the State has fallen into a rut. Even where trained teachers may be working in schools, they are deprived alike of expert knowledge and of any inspiring ideal or ideology. Individual enthusiasm and competence on the part of headmaster or an inspecting officer may, here and there, kindle a spark of promise but it cannot lighten the general gloom. We are, therefore, strongly convinced that, far and away, the most important problem in educational reorganization is the improvement of the quality and the efficiency of the teaching personnel which may be adequately equipped, both humanly and professionally, to become the pioneers of the educational crusade that we have in view. This question is, therefore, naturally bound up also with the method of teachers' recruitment, their salaries and prospects, and other terms and conditions of service.

GRADES AND SALARIES OF TEACHERS

We have carefully examined the grades and salaries of the employees of the Education department, because this factor exercises a considerable influence in determining the qualifications, efficiency, social status of teachers and inspecting officers, and often their general attitude towards their work. It may be regrettable, from an ideal point of view, that pecuniary considerations should affect this important social and national service. But, living as we are in a social order based on the money economy, this is no cause for surprise. On examining the background of the present position in this

respect. we find that the scale of salaries in the Education department, as it obtains at present, was fixed about 30 years ago. under a different set of conditions. With the change in the economic situation and the increase in the cost of living, the salaries in other departments of the State have been revised, and in many cases, the prospects of the employees have been bettered. In the Education department also, the college professors, who were initially in the same grade as the headmasters, were given a better grade and placed in the time scale about 12 years ago. In the case of the teachers, however, there has been no revision or increment of salaries and, barring two or three grades at the bottom, no time scale has so far been introduced. This has naturally resulted in creating an anomalous situation. A gazetted officer in the school department who is usually a trained B. A. or M. A. may get only Rs. 150/- and not rise to the next higher grade for years. On the other hand, a non-gazetted superintendent of an office, for whom no special qualifications are prescribed, starts on Rs. 150/- and goes on rising by annual increment to Rs. 240/-. A trained matriculate teacher is placed in the grade of 20-1½-35 but a fresh, inexperienced matriculate employed as a clerk gets Rs 25-2-55 and sometimes Rs. 30-3-75, thus leading to the curious but entirely untenable assumption that an office clerk does more important or more strenuous work than a teacher and deserves to be better paid. The same anomaly persists in the higher grades also. We give below the existing grades with a view to show the present position, and the overlapping and anomaly which it involves.

<i>Present grade.</i>		<i>Total Number of Posts.</i>	
1.	Inspector of Schools	200-20-550	3
2.	Headmasters and Assistant Inspectors	250-288	3
3.	-do- -do-	188-250	3
4.	-do- -do-	... 188	13
5.	-do- -do-	... 156	7
6.	Teachers.	... 156	1
7.	-do-	... 135-5-156	1
8.	-do-	... 135	8
9.	-do-	... 115	7
10.	-do-	... 109	33
11.	-do-	... 102	4
12.	-do-	... 96	8

	<i>Present grade.</i>		<i>Total Number of Posts.</i>
13.	Teachers.	... 82	42
14.	-do-	... 75	4
15.	-do-	... 75-5-100	1
16.	-do-	... 69	11
17.	-do-	... 62	5
18.	-do-	... 60	8
19.	-do-	... 56	50
20.	-do-	... 50	27
21.	-do-	... 44	137
22.	-do-	... 40	37
23.	-do-	... 36	60
24.	-do-	... 30	219
25.	-do-	... 20-1½-35	1607
26.	-do-	... 20-1-25	522
27.	-do-	... 15-1-20	72

A study of these salaries reveals several facts which deserve consideration. The salaries in the lowest grades, which account for the largest number of teachers of primary schools, are too low to permit any peace of mind to teachers who have often to support large families. It is possible that a teacher may put in 30 years of loyal and efficient service and never rise above the maximum of the first grade i.e. Rs. 20/- or perhaps the second i.e. Rs. 25/-. Under these circumstances it is understandable—if not pardonable—that the teachers should be thinking of taking as many tuitions as possible and, in other more or less questionable ways, supplementing their scanty income. Secondly, with the increase in the number of matriculates and middle passes, even in the lowest grade which was originally meant for “unqualified” teachers, matriculates and middle passes are recruited, with the result that teachers with similar qualifications draw unequal salaries. Of course, this position persists throughout the service—as in other departments—and people with almost identical qualifications draw very different salaries merely as a result of chance or luck. But there is very little justification for such disparity in the lower grades where the problem is that of providing for them at least the bare minimum essential for livelihood and

a certain measure of cultural amenities like purchase of books or newspapers, and education of children and dependants, and the hope of some provision for old age.

Thirdly, the absence of time scale promotions is not only a constant source of grievance of teachers but it also effects their efficiency adversely. When they work year after year without any promotion or improvement of their prospects and have to wait for the inexorable process of time to create vacancies in the next higher grade, and to carry them to the top of their grade, they are apt—consciously or unconsciously—to lose interest. The question of time scale throughout the service, which we understand, is under the consideration of the Government, will go a long way to redress their legitimate grievances. Fourthly, there are far too many grades which are difficult to justify on any rational basis and which often do not correspond to any differences in educational qualifications. Taking all these factors into account we have made our recommendations elsewhere for making the grades more rational and equitable.

QUALIFICATIONS AND RECRUITMENT OF TEACHERS.

Reference might also be made to the qualifications and procedure prescribed for the recruitment of teachers. The minimum qualification prescribed for teachers of primary schools is passing the middle examination, though in the lowest grade of Rs. 15-1-20 "unqualified" people—Maulvis, Pandits, Primary school passed even—have also been recruited in the past. But this qualification "middle passed" is rather a vague fluid term because there is no uniform public examination at the end of class VIII and the headmasters of all high and middle schools are authorised to conduct their own examinations and to issue their own certificates. In principle this is a good thing because it allows for the possibility of adapting the examination to the teaching, and local and psychological requirements of the boys. External examinations, covering a wide area and conforming to a rigid pattern, are open to grave objections. But the success of such internal examinations depends on the teachers and headmasters conducting them being acquainted with the proper technique of examinations, and possessing a due sense of their responsibility. We are not satisfied however, that these essential conditions are fulfilled in most of the schools in the State. The present situation naturally lends itself to abuse in cases where the headmasters have no clear notions of what may be regarded as correct and desirable standards. In case of the headmasters of middle schools, we must take into consideration the additional factor that, when they promote a boy from 8th class and send him out of their schools, they have no further responsibility on his account. It is not to be wondered, then, that certain headmasters are not able to resist the temptation of showing a high pass percentage from their school and thereby acquiring cheap credit before the parents

of their boys and the general public. The result of this situation is that many candidates who have "passed" the 8th class are very far from having attained the minimum standard of knowledge and mental training which may be expected, and must be insisted upon, in the case of a teacher. That is why at present there is increasing tendency on the part of the education department to employ matriculates who can be expected, comparatively speaking, to possess better qualifications and educational efficiency. In the case of middle and high schools, undergraduates, graduates, M.A.'s or trained graduates are recruited for teaching the upper classes.

There is, at present, no clear, well defined procedure governing the recruitment of teachers. Vacancies of a temporary nature are usually filled up by the Inspecting officers under whom they occur, subject to the formal confirmation of the Director of Education. But these selections, by the very nature of the circumstances, have to be made somewhat haphazardly out of any candidates who may be immediately available for the purpose, or might have come within the knowledge of the appointing authority. Permanent vacancies have to be advertised as they occur, but this often means that every individual vacancy that occurs is advertised, and it brings numerous applications out of which the selection of one candidate superior to all the others, is a matter of remote possibility. Moreover there are no standard application forms to facilitate selection. Personal interview is not always possible and no attempt has been made to define, in general terms, what qualities, academic and personal, are to be required in candidates, with the result that far too much latitude is given to personal idiosyncrasy or extraneous considerations. Hence there is a general feeling that the teaching personnel is of inferior quality and unequal to its great task. If our proposed scheme of educational reconstruction is to be successful, we must raise the qualifications of teachers, improve their status and prospects, devise a more effective technique of selection, and do all we can to strengthen their sense of personal worthfulness. We have made our recommendation on all these scores in the second part of our report.

INSPECTIONAL AGENCY

The present inspection staff consists of one provincial Inspector for each province, one special Inspector of Muslim Education for the whole State, and five Assistant Inspectors under each provincial Inspector. There are, in addition, two Assistant District Inspectors in the Jammu Province who are in charge of the primary schools in smaller areas, under the general control of the Assistant Inspector concerned. This staff has proved entirely inadequate because of the growing number of institutions of all grades, the difficulties of communication which make quick

travel impossible in the greater part of the State, the long distances separating schools, the rigour of climatic conditions in some areas which make touring difficult, and even impossible, in certain seasons, and finally, the inadequacy of the office establishment at each divisional headquarters, necessitating considerable, personal attention on the part of the officers to work of a routine nature at the sacrifice of their more important duty of supervision and guidance, and attending to the improvement of the teachers' professional efficiency. As far back as 1916 Sir. Henry Sharp had recommended in his report the appointment of 10 Asstt: or District Inspectors when the number of schools of all kinds was only 367. But now that the number has risen to 1275, the total number of inspecting officers remains only 10. It is, therefore, obvious that effective supervision and guidance of the work of teachers, most of whom are untrained, becomes difficult if not impossible. Each Asstt: Inspector has only two clerks under him which, considering the large amount of accounts, administration and office routine work to be done, is totally inadequate clerical assistance. This hampers him in his touring work and also holds up quick despatch of business which is often a great hardship on the poor village teachers. The same difficulty has also been experienced in the Direction office where the ministerial establishment is quite insufficient for the amount of work that the office has to undertake in this direction. This work will be greatly increased if, and when, the proposal to transfer the direction of girls' education and technical education to this office is carried out and the new schemes of educational reorganization are taken in hand. Since this committee started functioning, the direction office has been engaged in several important new schemes and has worked under unprecedented pressure and we feel strongly the need to relieve this pressure in the interest of more efficient and better organized work.

Part II.
EDUCATIONAL REORGANIZATION.

INTRODUCTION.

The foregoing survey of existing conditions, and the present and future educational needs of the State enable us to visualize the lines along which a reorganization of the educational system should be attempted. There are some points which stand out fairly clearly as a result of this survey and before we make our suggestions and recommendations about the various aspects of the educational situation, it seems necessary to crystallize conclusions.

In the *first* place, it is obvious that the present rate of educational expansion is too slow and, if the state is to solve the tremendous problem of mass ignorance and illiteracy within a reasonable time, the pace of educational progress should be considerably accelerated. *Secondly* the present system of primary education involves a great deal of stagnation and waste and a large majority of the boys at school—where there is no compulsion—do not continue their studies long enough to achieve permanent literacy. *Thirdly* there are no arrangements whatever to ensure, or even to offer the possibility, that literates living in towns and villages will be able to continue their education after school or even attain the narrower objective of occasionally reading easy books or newspapers. Hence a very considerable lapse into illiteracy is constantly going on. This means that the educational system on the whole, is working with fractional efficiency and, if we calculate the cumulative effect of the stagnation, waste, inefficient teaching in primary schools and lapse into illiteracy, we can safely conclude that the Government is not getting full value for the money spent on education. True, these regrettable phenomena of wastage and lapse into illiteracy are not confined to this state but are widespread all over India. But we cannot regard this as an excuse or a consolation and we are of opinion that the State should attempt to deal with this obstinate problem in an intelligent and systematic manner as other States and Provinces are now trying to do. We consider that any additional funds which are spent on education with the object of consolidating and conserving the fruits of existing educational effort will not only result in extending educational facilities but will enable the State to get more value out of the present expenditure and, in this sense, this expenditure may really be regarded as leading to the elimination of waste and effecting much-needed economy. *Fourthly*, the present academic and professional qualifications of teachers are generally unsatisfactory and the conditions of their service as to pay and prospects also tend to militate against the improvement of their efficiency and the development of any inspiring ideology of service and national reconstruction. In the *fifth* place, the courses in schools are narrow, academic, out of touch with the needs and problems of people's every day life, and unrelated to their practical occupations like crafts and agriculture.

Education, therefore, tends to be rather superficial, lacking roots in the life and psychology of the people, and the schools have failed to get a strong hold on their loyalty and affection. *Finally*, the supervision staff provided for the schools is insufficient in numbers and lacks the requisite clerical assistance to cope with its heavy work satisfactorily. Apart from many other questions of principle or detail, the scheme of educational reorganization should deal satisfactorily with these outstanding issues if it is to pave the way for educational reform and progress. We propose in the following chapters to deal with these and other related issues.

CHAPTER I.

PRIMARY OR BASIC EDUCATION.

In the first place we strongly feel, as we have already pointed out, that the present four or five years of primary education, which is the limit beyond which the majority of the student population, especially in the rural areas, does not go, is much too short a period even for the attainment of mere literacy. Most of the boys, who complete the primary stage of education relapse, as we have pointed out, into illiteracy. Among other reasons, this unfortunate situation is primarily due to the fact that primary education, often ineffectively imparted, is not carried on long enough to give the children reasonable grounding even in reading, writing and arithmetic. Under the adverse conditions prevailing in the countryside, such as the insufficiency of teachers, the irregularity of students, the uneducative home environment and insufficient supervision, a course even of five years cannot be expected to yield permanent results. We therefore feel that the full course of "basic" education i.e. the essential minimum of education required for every citizen to equip him for his fundamental needs and duties, should extend over a period of seven years. This seven years' education should, in due course, be made obligatory on every citizen, with the object of giving him the necessary knowledge, skills and attitudes required for intelligent citizenship. Whether he completes these seven years in full fledged basic school or attends a secondary school for part of the time—as we shall suggest later in the case of certain students—attendance for seven years should be compulsory for every child. This extension of the present length of the primary school course is necessary not only in view of the changed conditions of modern life which require better and more thorough equipment on the part of the citizen; it is also necessary if the gains of the present five years' education are to be conserved. In most of the western countries, primary education actually comes to this, if not a longer period and in India also, a proposal to this effect made by Dr. Zakir Hussain committee has been endorsed by many provincial governments and by the Central Advisory Board of Education of the Government of India. On grounds

of economy, a shorter period of primary schooling has been tried in this country for many decades but the results achieved have not justified the scheme and the economy has turned out to be a false economy. A lengthening of period is recommended not only to ensure permanent literacy but also with the object of keeping children, during the critical and formative period of their early adolescence, under educative influences and developing some of their valuable social and civic attitudes which can not be cultivated earlier. This will also ensure that our primary or basic education is regarded as a definite stage of education on the completion of which the student may be considered to be duly qualified for the discharge of his common duties of citizenship and for entering certain occupations and services. The present position makes the primary school merely a stepping stone to the secondary school and thus tends to sacrifice the interests of the majority of students—particularly of the rural areas—to the interests of the small minority which is likely to go on to secondary and higher education. All the students are educated as if they were meant to pass the matriculation examination and then go on to colleges or to enter clerical services. In order to check this tendency, we have later recommended a revision and overhauling of the content of education in schools and we contemplate a regrading of stages so that primary (or basic) schools will have a full seven years course, complete in itself, directed to providing for the masses of people the education suited to their needs an education that will make them practically efficient, adjusted to their environment, socially conscious and cooperative in their general attitude, and, of course, permanently and effectively literate. This should be followed, as we discuss in greater detail later, by secondary education covering three to six years according to the nature of vocational bias provided in the school concerned. Of course, it will not be possible immediately to establish full seven years' basic schools everywhere. In some villages, financial or other considerations e.g. lack of teachers, may only permit schools which, for the present, have five classes only. But it is necessary to define our ultimate objective clearly so that education may be oriented in that direction.

In laying down our scheme for the expansion of primary education in the State at a reasonable pace, we are at the outset faced with the question of finance. While it is obvious that any scheme, which is worth consideration, would involve considerably greater expenditure, we have to compare the respective claims of primary and secondary education within the increased budget that may be sanctioned for the department. An examination of the budget figures given in part I of this report indicates that at present less than 30% of the total expenditure is spent on primary education which is the *education of the masses*, and since that education is, for a variety of reasons, the most urgent problem before the State, we are anxious that in all schemes

of educational expansion and development, priority should be given to what we have called *basic education*. We have no desire however, to restrict or cut down the facilities at present available for secondary or higher education because we realize that intellectual leadership must inevitably come from those who have had the advantage of such education. If fact, if financial considerations did not set rigid limits to our imagination and wishes, we should have liked to recommend, in response to public demand, considerable increase in the facilities for secondary and higher education. As it is, however, we feel that, for the present, so far as secondary and higher education is concerned, any additional funds that may be available for the purpose should be spent mainly on improving the efficiency and reducing the handicaps under which the present institutions suffer rather than in adding to their numbers, except where the need for such facilities may be really urgent in the opinion of the department e. g. in places like Shopian, Kargil, Reasi, Ranbirsinghpura, Kotli. We, therefore, recommend that in future more money should be spent on the extension of facilities for basic education in rural areas, and extra grants available for secondary education should be mainly used in removing congestion and providing better and more efficient conditions of work in the existing institutions.

The Committee has considered very carefully the important question of the expansion of educational facilities, particularly with reference to the urgent need for liquidating illiteracy as soon as reasonably possible and to the availability of funds for the purpose. It examined the recommendation made in this connection by Sir Henry Sharp as far back as 1916—namely, that during the next ten years educational facilities should be increased at such a rate that every village with a population of over 500 may be provided with a primary school. According to the last Census Report there are about 2000 villages and towns with a population of over 500. Now, if each village which is at present without a school is to be provided with one during the next 10 years, it will be necessary to open 1000 schools during this period. Taking all these facts into account, the Committee is of the opinion that the present rate of educational expansion is utterly inadequate and it will take the State about forty to fifty years to provide schools for all villages having a population of over 500! During these days of quick changes when science and international contacts have accelerated tremendously the tempo of life, forty years is too long a period in the life time of a nation, and the State cannot afford to wait so long for the fulfilment of its laudable objective of establishing the machinery for abolishing illiteracy from amongst its citizens. For, this illiteracy is not only a frightful evil in itself, but also stands in the way of almost

all other social, political and economic advance. In a recently published report on "The problems of Industry in the East" Director Butler of the International Labour office of the League of Nations has made a searching analysis of the causes responsible for the low standard of efficiency in Indian workers generally and he has come to the conclusion that *poverty, ill-health and illiteracy* are the main factors responsible for this deplorable situation. Not only that, but he has further made out the significant point that ill-health is mainly the accompaniment of poverty and that illiteracy is largely the cause both of *poverty and ill-health* and has, from that point of view, put in a strong plea for the expansion of primary education in the country. "Without a foundation of general education among the masses, the training of higher personnel will be expensive and difficult, while the efficiency of the rank and file must remain at an unduly low ebb. Apart from the lack of operative skill, lack of education is at the root of bribery and indebtedness, of antagonisms occasioned by religion and caste, and of the lack of capacity to form coherent trade unions". This authoritative advocacy of a fairly well known truth lends weight to our contention that the State must, from various points of view, adopt immediately a far-sighted policy of rapid educational expansion and establish within the next 10 years a network of primary schools all over the State.

The Committee is, therefore, of opinion that within the next ten years all villages with a population of more than 500 should be provided with a school, and during the next 15 years villages with a population of 200 persons or more should also be provided schooling facilities. The Committee, therefore, suggests that 100 "basic" schools should be opened every year so that the objective aimed at may be realized. This plan, it may again be affirmed, is not ambitious in as much as Sir Henry Sharp had as pointed out above, made identical recommendation more than, twenty years ago, and, since then, so much water has flown under the bridge, that, if we could, we would have liked to recommend a more rapid pace of expansion. With a view to expanding educational facilities in the State we have considered the existing situation and other relevant factors about the important towns in the State. In Jammu and Srinagar there are adequate schooling facilities and the scheme of compulsory education has been in operation for a number of years. So far as these cities are concerned, we would only recommend, as an immediate necessity, the starting of one well-staffed and equipped basic school in each city, so that it may serve as a practising and demonstration centre for the Provincial Training schools as well as a model school to demonstrate the possibilities of the extension of the new scheme to other educational centres.

Sopore is already a compulsory education area and there is no need to add to the number of schools. An attempt

should, however, be made gradually to transform the schools in Sopore into basic schools, a beginning being made with the existing middle school. Mirpur and Baramulla are in a similar situation and offer favourable opportunities for the inauguration of the scheme of basic education through the gradual transformation of existing middle schools.

In the chapter dealing with compulsory education, we have made out a case for increasing educational facilities in the towns of Anantnag, Shopian and Muzaffarabad in Kashmir, and Kathua, Reasi and Bhimber in Jammu with the object of making education compulsory. The middle schools in these towns should be gradually transformed into the new type of schools.

These suggestions are, however, made tentatively and with a view to pointing out certain important centres where educational advance is obviously called for. But in order to draw up a detailed plan of educational expansion, based on full knowledge of relevant particulars, we suggest that the education department should undertake, in collaboration with other departments concerned an educational survey of the State which would place at the disposal of the department a picture of such important facts about different regions and localities as population, occupations, means of communication, existing educational facilities, thus enabling the department to determine in what places schools should be opened every year in order of their urgency and importance. This work should be entrusted to the Asstt. Inspectors of schools in each division, who should work under the general instructions of the department and secure the co-operation of teachers and employees of the revenue and other departments for the purpose.

When these new schools are started and compulsion is introduced in certain suggested towns, it may be difficult to provide, or even rent, suitable new buildings to accommodate all the children under instruction. We suggest as a measure of economy that sheds may be constructed in the vicinity of the available school buildings where half the children may do their craft work while the other half carry on their ordinary academic work in the school building. In this way the construction of sheds will not only make craft work possible but enable double the number of children to get enrolled in the schools.

But it is necessary also to undertake a programme of school buildings extending over a period of years in order gradually to provide adequate and suitable accommodation for all schools. The present school buildings, as we have pointed out in the first part of the Report, are very insufficient and unsatisfactory. The primary schools are housed either in the rented buildings, or rent-free buildings, which are even worse, and generally in a quite unsatisfactory state of repairs. In the opinion of the committee, therefore, it is necessary gradually to provide for all schools suitable buildings

constructed by the Government. At present the Government is spending about Rs. 20,000/- a year on the payment of rent for these buildings, in towns and villages. If the suggested programme of school buildings is carried out, the state will ultimately be able to save the expenditure of this amount on rent, and as such, this may be looked upon as a good proposition from the business point of view also. From the educational point of view the advantages of properly housed schools are too obvious to be detailed. But we would earnestly suggest that, pending the construction of all the school buildings, the present practice of housing schools in awful "rent free" buildings should be given up and, except where the village is prepared to construct a building specifically for its school according to the departmental plan, rent should be paid for all primary school buildings in order to be able to insist on certain minimum standards of accommodation and repair.

We are particularly anxious that the new basic schools recommended in our Report should be started under educationally sound conditions and as they will be concerned with academic as well as social education, with book teaching as well as craft instruction, it is essential for their success that they should be housed in suitable buildings and situated in healthy environment. We are, therefore, of opinion that the new schools to be opened should, as a general rule, be housed in suitable buildings specially constructed for the purpose. We suggest that the department should have two or three standard plans of economic but commodious school buildings prepared, and the government should sanction funds for the construction of 100 buildings every year. But, as these buildings will be ultimately required to house seven class schools, it is not necessary to construct the entire building in the first year. The plan should be so made that it would be possible to construct half the building in the first year and the other half after two or three years when the number of classes has increased in due course. The funds could be provided according to this plan and it would be possible in this way within 20 years to house all primary schools in suitable buildings constructed for the purpose.

To sum up our position about primary (basic) education, we consider the present four or five years' course of schooling to be entirely inadequate and ineffective, and are of opinion that the minimum period during which effective basic education can be imparted is seven years. We also recommended that, as we have argued elsewhere, the age for the commencement of regular schooling should be seven years, but the age of 6 may be made permissive for boys who would like to enter school earlier. But, because we have suggested 7 as the age at which formal education should begin, it should not be presumed that we are not conscious of the great educational significance of the period of infancy, which, in many ways determines the character and temperament of

individuals. We realize that it is extremely desirable to provide suitable education for children between 5 and 7 years of age. But neither the schools of the general type that we have recommended nor the existing schools are likely to be of much use for this purpose, and the problem of education for this period requires to be tackled separately when funds permit, as many other civilised countries have done. It is worthwhile therefore, to explore the possibility of providing, wherever possible, suitable infant education in schools specially established for the purpose by the state or in private schools generously subsidised through special grants-in-aid. But the department of education should mainly concentrate its resources and energies on making these seven years basic schools real educative centres of mass education, and enriching their curriculum and activities so that they provide for their pupils necessary knowledge as well as skills and social attitudes necessary for the successful functioning of a co-operative community.

It is obvious, however, that these seven year schools cannot start full-fledged in new centres but will have to start from the bottom. What we would recommend is that the department should adopt a twofold policy in order to achieve this objective. It should gradually transform all existing middle schools into basic schools and raise all five class schools to seven class basic schools by adding two more classes to them and introducing the new scheme of studies in them. Secondly, the 100 basic schools to be opened every year should, as a rule, start with two classes in the first instance, and go on adding one class each year for the next five years till they attain the status of full seven year basic schools. The number of primary schools which are to be raised every year to seven class schools, under our first proposal, will depend largely on the availability of funds but we think that a scheme should be drawn up which would enable the department to transform the existing primary schools into seven year schools during the next ten years. The education survey which we have recommended elsewhere in our report will help the department in drawing up this scheme. But while pressing the claims of steady and rapid expansion, we also consider it necessary to point out that haphazard, ill-planned expansion is not free from dangers. In the development of the educational system, it is as necessary to consolidate what has been done as to expand facilities farther afield. It is with this conviction that, in our proposals, we have given equal attention to the question of expansion and to pointing out how the present stagnation and waste should be arrested and schooling made more effective. The policy of development, as we visualize it, would therefore require careful and proportionate attention to the following measures in connection with mass education.

1. A more vigorous policy of educational expansion, particularly in the rural areas.
2. A better, more effective, longer and more realistic type of education in the existing schools and those that may be opened in pursuance of the policy of expansion.
3. In order to achieve the preceding objective, the training of a better personnel of teachers whose academic, human and professional equipment will be richer and more thorough than it is at present.
4. A well-organized campaign of adult education which should aim at imparting literacy as well as useful knowledge.
5. The organization of a library service, particularly in rural areas, in order to minimize the chances of a lapse into illiteracy which is all too common at present, and to raise the general standard of people's knowledge and interests.
6. A more generous provision of facilities for female education.

We shall work out in the following chapters our proposals for the all-sided development and improvement of education in the State.

CHAPTER II.

Extension of Compulsory Education

We have carefully considered the question of extending the scope of compulsory education in the State and also consulted various witnesses on this point. We are of the opinion that the experiment which has been tried on a limited scale so far, has justified itself by the results achieved, and the public reaction to the measure has been, on the whole, encouraging. We are, therefore, of opinion that an extension of compulsion to other suitable areas will be quite opportune. We were greatly strengthened in this view of ours by the opinions expressed by most of the ladies and gentlemen who were good enough to send us their memoranda, and by the evidence of those witnesses whom we had invited to the meetings of the committee. They were practically all unanimous that compulsory education should be introduced, that the public will, on the whole, welcome it, especially because the reorganized educational scheme, which will have a vocational bias and be more realistic, will appeal to people's sympathy and understanding more easily. They were also convinced that we need anticipate no serious opposition to the proposal. It is necessary however to examine this proposal not only in principle but also with reference to the question of funds available for the purpose and the existence of conditions conducive to its success. After considering this question in all its

bearings, financial and administrative, we are of opinion that it will not be advisable to introduce compulsion too quickly so as to make the position unwieldy, and supervision and organization, which are essential to its success, difficult and ineffective. It would be better if compulsion is first extended to such new towns where education has already made considerable headway and a majority of students are already on roll, thus requiring the opening of only a few schools more to accommodate all the children of school going age.

In view of these considerations, therefore, we suggest the immediate extension of compulsion to the following towns where compactness of area and population would ensure better and more effective supervision and control, and where education has already made more headway.

Kashmir Province :- Anantnag, Shopian, Muzaffarabad.

Jammu Province :- Kathua, Reasi and Bhimber.

The problem of compulsion in rural areas is much more difficult because the population is scattered, and distances involved are very considerable and communications difficult. It will of course, be necessary to face these difficulties sooner or later, but we would advise a certain amount of caution and a period of preliminary preparation before compulsion is introduced in rural areas. We anticipate that, as more towns are brought under the scheme of compulsion, the adjoining villages will gradually become more familiar with the idea and the response to compulsion, when introduced, will be better. Moreover, before we can multiply schools as fast as the need may arise, it would be necessary to make arrangements for the proper training of a sufficient number of teachers. In fact the provision of better teachers, and consequently better education, will be the most persuasive way of attracting people to the idea of compulsory schooling. But there is another approach to compulsion which, we believe, can be tried with advantage in village schools. In villages where schools exist or where they may be opened in future, it may, for the present, be optional for parents to send their children to school, but once they have been admitted, it should be obligatory on them to keep the children at school till the end of the basic course. So long as the basic schools are not in existence this period of compulsory attendance should be taken as five years. Such a measure will help to prevent the tremendous wastage caused at present by the premature withdrawal of boys from schools, which, we have seen, is a common feature in the city as well as the village schools of the present day. Necessary legislation will have to be provided for the purpose and, if the law is enforced, it will have a very beneficial effect on the progress of literacy.

A question of great significance, connected with the problem of compulsion— and of primary (basic) education generally—is that of the age at which it should begin and the period for which,

it should be enforced. During the last year, this has been discussed at great length all over India by various committees and education departments and certain facts have been forced on the attention of all educational administrators. One of them is the amazing but undeniable fact that the prevalent four years' schooling in most provinces has proved to be only a little better than no schooling at all. During this short period it is doubtful if permanent literacy can be attained by a pupil of average ability, but fairly certain that, in the majority of cases there will be a lapse into illiteracy, particularly in rural areas, where there are hardly any facilities for continuation education or any library service. It is also fairly obvious that, as we have already pointed out, in a four years' course, which does not go beyond the age of about 11, it is impossible, psychologically speaking, to train the child in those social and civic *attitudes*, and even to impart to him that *knowledge* of social issues and problems, which are essential for intelligent and cooperative citizenship in a modern community. For these reasons, it is largely a waste of time and money and energy to educate children for about four or five years and then let them out of schools semi-literates, half-baked in their ideas and ill-adapted to their practical and social environment. If the State is to derive any advantage from the money spent on education, it is necessary to extend the period of education sufficiently to ensure that the students sent out from primary schools have acquired the basic minimum of knowledge, attitudes and skills required for the effective discharge of their duties in everyday life.

The present period of compulsion in the State covers the age period of six to eleven but, if a boy passes the 4th class examination earlier, he can leave school earlier. There is no compulsion whatever beyond class IV. We are definitely of opinion that this period is inadequate and that, as recommended by the Wardha Education Committee and accepted by many educational organizations and committees in India, the period of basic education should commence from the age of 7 and continue to the age of 14 i. e. it should cover a period of seven years. It is not necessary to enter into all the psychological and sociological reasons which have led us to this conclusion. It should be sufficient to remark that we do not believe that effective and permanent literacy can be imparted, or useful social knowledge and civic training given to children in a shorter period of time. It is only during the early years of adolescence, between the ages of 12 and 14 say, that the child's social and civic consciousness begins to quicken and many of the social problems surrounding him "swim into his ken". To force these on his attention at an earlier stage would be useless, if not possibly harmful; to leave

him ignorant of, or indifferent to them would mean that his education is woefully incomplete. Hence our definite proposal that the period of primary (basic) education should gradually be extended to 7 years and children be kept at school during the critical and formative period of early adolescence. A word may be said about the reasons which have led us to suggest 7 as the proper age for the application of compulsion. Since our purpose is to keep the boys at school till they have attained the age of 14, which is necessary for social and psychological reasons, it becomes necessary to start a little later than is usual at present. On enquiry, we have found that, as a matter of fact in villages, children generally start their schooling at about 7, while in cities and towns the age at which their education begins is 6. In view of the existing situation, we are of opinion that compulsion should be applied at the age of 7 but there should be no bar to children of 6 being admitted to schools if they desire to do so. There is another reason why we suggest 7 as the normal age for beginning school attendance. The period before 7, say between the ages of 5 and 7 has its own special characteristics and requires educational arrangements of a special kind—something akin to the Kindergartens or Nursery schools or Montessori schools. Since it is not possible for the State at present to provide such schools for all the children of school-going age, it is better to start at 7 and organise schools suitable for the 7-14 age group. This will have the further advantage of enabling children to acquire better mastery over their craft work which we propose to introduce in schools and which it would be difficult for them to achieve at an earlier age.

CHAPTER III.

TRAINING OF TEACHERS.

The first step in inaugurating this far-reaching and radical reconstruction of the educational system is the provision of more adequate and better facilities for the training of teachers, for the quality of teachers available for this work will inevitably determine the success or failure of our schemes. They are literally *basic* to the entire programme. By their enthusiasm, intelligence, devotion and personality they may work it with a success that will amaze all sceptics; if they are dull, apathetic, morally and intellectually unsuitable or ill equipped for this work, the whole programme may come to naught. That is why we are most anxious that, in the selection as well as the training of teachers, neither time nor money should be spared and first rate training schools be opened for the purpose without delay. We are not at all satisfied with the existing arrangement for the training of teachers which is both insufficient and lacks inspiration. From what we have been able to judge of the working of the training school at Udhampur we are convinced that it cannot serve the purpose which we have in view. We would, therefore, recommend,

generally speaking, that training facilities should be very considerably increased by opening at least two large training schools in Jammu and Kashmir. their staff should be strengthened and improved, their curriculum should be overhauled and a longer period of training prescribed for the future generations of teachers. It is only when these conditions have been fulfilled that we can expect to secure teachers who would understand and appreciate the underlying ideas of our scheme and possess the requisite skill and knowledge to put them into practice. We discuss below our detailed schemes for the reorganization of teachers' training in the State.

TRAINING OF PRIMARY SCHOOL TEACHERS.

We have already recommended, as part of our ten years' programme of educational development, the opening of one hundred basic schools every year. Basing our estimate on the desirability of staffing all our schools, present and future, with trained teachers within this period of ten years, we recommend the opening of two training institutions, one in Jammu and the other in Kashmir Province, each adequately equipped to train about 100 teachers every year. The present Normal school at Udhampur should be shifted to a more central and convenient centre and remodelled in order to serve the needs of the new scheme of education. In view of the varying climatic and other conditions of the two provinces and the need to adapt training in agriculture and crafts to these conditions, we suggest that one training institution be located in each province and, in order to give them the benefit of stimulating intellectual contacts, we are of opinion that they should be located in or near the cities of Jammu and Srinagar, provided the requisite amount of land for agriculture is available and the teachers are kept in touch with the rural environment also.

Each of these institutions should, in the first instance, admit 100 students every year so that in the two training schools it should be possible to train all the teachers required for the basic schools as well as make adequate provision for untrained teachers in State and aided schools. When the scheme is in full swing, it will be necessary to open other training schools or to increase the number admitted to these schools for which the department should foresee the need in due course.

Teachers in service and, if necessary, some promising outsiders should be carefully selected for admission to the training schools, preference being given to those who have some experience of teaching, and know some basic craft likely to be introduced in the schools,—or any other craft, since the general practical training acquired by them is likely to prove useful—and, above all, show special keenness and suitability for this new type of educational work.

In order to provide suitable staff for the training institutions

recommended above, it is necessary to organize, as soon as possible, a short, intensive course for the training of teachers for the proposed training schools and the practising basic schools to be attached to them as recommended below.

Each training institution should have a demonstration school attached to it where instruction should be given as far as possible according to the new technique of teaching and the new syllabus recommended by the Committee. These schools will serve as centres of experiment where teachers and the members of the training staff will experimentally build up the teaching material and keep a record of their observations and experiences for future guidance. The staff of these schools should be selected with special care as indicated with reference to the teachers of training schools in a preceding paragraph.

The cost of the two reorganised training schools is given in appendix C.

We recommend that the teachers deputed for training should be paid their full emoluments during training and not $\frac{3}{4}$ th of their salary, as is the case at present, so that they should not look upon this period as one of intolerable hardship. At present they get less than their full salary and have actually to spend more because of the additional expenses incurred during training, which is an almost unbearable hardship for poorly paid teachers.

The present curriculum of the normal school is too narrow in scope to serve the needs of the schools of the future. We suggest that this curriculum should be overhauled and modernised in response to the demand of the changed and changing social and economic life of the people. It should be enriched and made more realistic by the inclusion of craft courses which we propose to make an important item in our basic schools.

The sub-committee appointed by us has drawn up a syllabus for the teachers' training course.

REFRESHER COURSE.

It is not enough, however, to train the untrained teachers. We consider it equally important to keep alive the professional knowledge and enthusiasm of the trained teachers as well as untrained teachers who have not had the benefit of any professional training. Teachers, like other professional workers, are apt to lag behind the new developments in educational theory and technique and it is one of the primary duties of the department to bring them into living touch with newer trends of thought in educational ideology and methods, and these courses should be organized with that object. We suggest that they should be of 4 weeks' duration and the Asstt. Inspectors should be directed and guided to conduct such courses for the primary school teachers of their divisions, preferably during the vacation time. The Headmasters and senior teachers of local high and middle schools who may be competent for the purpose should co-operate with them and

divide up the work amongst themselves. The department should prepare an outline scheme with helpful suggestions and references for such courses and make them available for the Asstt. Inspectors. The Director of Education, as well as the Inspectors of schools should, whenever possible, assist in conducting these courses and adopt measures likely to add to their appeal and value, and encourage teachers to avail themselves of the chance to the fullest. It would be well to invite other beneficent departments of the State like the Medical and Rural Development Departments to depute their field staff to discuss with the teachers at these courses problems connected with their own departments, so as to give them an insight into the problems of village life with which they will have to deal as community workers. There is a large area which may be looked upon as the common frontier between education and other social services and the teachers' interests in the problems belonging to this field should be quickened.

We propose that each of the ten Asstt. Inspectors should annually conduct a refresher course for about 35 teachers, thus "refreshing" altogether about 350 teachers every year. If our scheme is followed rightly, it is to be expected that in four years' time, all the teachers of primary schools will get through these refresher courses. Their cost, compared to the advantages likely to accrue from them, will be negligible and we should like to stress on all educational officers the importance of equipping themselves adequately for this work. The Director of Education might well convene a conference of all the inspecting officers and explain the lines on which these courses are to be conducted. We would further suggest that, in assessing annually the quality of work done by the inspecting officers, special notice should be taken of the success or otherwise with which these courses are conducted by them. Through these courses, it will not only be possible to improve the general efficiency and knowledge of the teachers but they could also be prepared, in a general way, to understand and appreciate the lines along which it is proposed to reorganize the educational system, thus paving the way to its ultimate transformation. Appendix D gives an idea of the cost of this proposal.

In the work of the training institutions as well as refresher courses, care should be taken to emphasise the point that teachers are to be prepared for village service and village leadership and their training should include not only a knowledge of methods of teaching and other technical aspects of their professional work but also a general acquaintance with the problems of community life and the ideals of community service so that they may become active workers for the reconstruction of life in villages which is far and away the most important problem facing national workers in all fields. As the training will be mostly given during the vacation, no substitute teachers would be

required to replace the teachers under training, except in a few cases in the Jammu province and Muzaffarabad tahsil. It is equally necessary to have refresher courses for the teachers of Middle and High schools. These could be conducted conveniently in the training institutions where the facilities would be available and their trained and specially selected staff will be competent to carry on this work efficiently. There are altogether 90 graduate teachers in the service of the Education Department who have not received any training. If 20 teachers are given a chance to attend the refresher course at each training school every year, it will be possible to put all the teachers through these courses in 3 years. The cost of these refresher courses is given in appendix E.

The teachers of aided schools should also be eligible for admission to the refresher courses without the payment of any fees, but the institutions deputing them should be required to contribute towards their travelling and other expenses.

TRAINING OF VILLAGE WORKERS.

The Committee recommends that, as part of the Secondary education system to be developed in accordance with the proposals, special classes should be attached to the training schools, or otherwise organized, where students who have finished their middle school or basic school courses may be trained as Patwaris, Lamberdars, Forest Guards and Rural Development Officials. This course should be of one year's duration and its object should be to provide suitable training to these officials and prepare them for village service and village leadership in their special fields. Their training should include not only a knowledge of the special work associated with their jobs but also a general acquaintance with the problems of community life in villages and it should stress the ideal of community service so that they may ultimately work together for the improvement of conditions in villages. Students taking up this course should live in the hostel and receive training in agriculture and some crafts also. The syllabus should be worked out cooperatively by the various departments concerned.

TRAINING OF SECONDARY SCHOOL TEACHERS.

There are no facilities in the State at present for the training of graduates for secondary schools. A small number, about 10 each year, is deputed to training colleges outside the State for B. T. training and proportionate cost has to be paid by the State to the colleges for them. There is no possibility whatever of the aided schools getting any of their graduate teachers trained anywhere. In the opinion of the Committee, therefore, the possibility of starting a Training College for graduates should be explored, and, as soon as funds permit, such a college should be opened to train the requisite number of teachers every year. We give an approximate idea of the cost of the scheme in appendix E.

CHAPTER IV.
TEACHERS' QUALIFICATIONS.

The minimum qualification prescribed at present for the recruitment of teachers in Primary schools is passing the middle examination. But as these examinations are conducted by the headmasters of schools, no uniformity of standard is possible and therefore such teachers, though possessing the same certificate are of very unequal merit and sometimes include those who have gone up from class to class by the grace of concession promotions. Even in the case of those who have properly passed the 8th class examination, their mental equipment and maturity is often too meagre to justify their employment as teachers where they have to deal with difficult and manifold human problems. If a teacher were merely concerned with the teaching of 3 R's—as is unfortunately often the case at present—an average middle passed teacher might possibly muddle through. But if he is to be a sympathetic and understanding guide for large numbers of growing children, it is obviously unjust to put these immature crudely educated young men in charge of the education of children. We are, therefore of opinion that, both on the academic and human side, the problem of teaching and training teachers should be carefully considered by the department of education and methods should be devised to secure the services of better qualified and more suitable recruits for the teaching profession, for the entire success of our schemes of educational reorganization depends on improving the quality of its teaching personnel. We, therefore, recommend that, as a first step towards the objective, the minimum qualification for employment as a teacher should be enhanced and only those candidates should be recruited in the general line who are at least matriculate. During the last ten years, secondary education has progressed rapidly and the requisite number of matriculates—in fact, a much larger number—is available. We do not anticipate that the change proposed will adversely effect any community, so far as representation in the education department is concerned. The only exceptions we suggest for the present are :- (a) candidates of the Frontier illaqa, where education is generally very backward and no facilities exist for secondary education at all, and (b) Harijans, who have still much leeway to make up in education and need special facilities and encouragement, including the recruitment of teachers belonging to the community. In the case of these two classes, middle pass may for the present, continue to be the requisite qualification for service in the education department. But in other cases also it should be open to the department, in exceptional cases, to employ those who have passed the vernacular final or the middle examination if they show outstanding capacity and personal qualities for educational work.

When the basic schools and the diversified secondary schools which we have recommended in our scheme of reorganization

have become established in due course, we are of opinion that the teachers for basic schools should be drawn from the teachers training secondary schools where they should receive training for three years after completing their 7 years' course of basic education. The matriculation qualification which we suggest as a provisional measure will not then be necessary. We are of the opinion that the 3 years' training will be of great help in equipping and orienting the teachers for their profession, since it will make it possible to plan and organize their work more leisurely and adequately and develop not only knowledge and skill but also the requisite mental and emotional attitudes.

We have also given earnest thought to the question of the recruitment of teachers in the higher grades and promotion of teachers from one grade to another. In connection with the recruitment of teachers for primary schools, we commend the following points to the consideration of the Education Department.

1. It should be a necessary condition for all matriculate teachers to be employed that, as part of their matric examination they should also have passed in the vernacular (Urdu, Hindi or Gurmukhi) provided that this rule may be relaxed in the case of candidates who have taken the Drawing and Science combination in the M.S.L.C. examination. We make this recommendation because we consider an adequate knowledge of vernacular language to be essential for teachers and are convinced that children's education in schools suffers badly because of the teachers' defective and ill-assimilated knowledge of Urdu which is their medium of instruction.

2. In the case of special Urdu, Hindi and Gurmukhi teachers the following two categories of candidates should be eligible for employment:-

- (i) Matriculates with the qualifications laid down above.
- (ii) Candidates who have passed the vernacular final or proficiency examinations in Urdu, Arabic, Persian, Hindi, Gurmukhi or Sanskrit provided that in each case the candidate should have passed in his vernacular also and should be competent to teach other school subjects. We are definitely of opinion that these special teachers should not be looked upon merely as teachers of languages but should be qualified to take part effectively in the general life and activities of the school. Educational considerations as well as reasons of economy support this view. We recommend that the seniority of the general line teachers and these teachers of special subjects should be combined.

3. We recommend that, in selecting teachers for employment the department should take into consideration not only the candidates' academic record and qualifications but also the

factors of physical fitness, interest in games, personal qualities and, above all, their social attitudes and ideals. If schools maintain the right kind of personal records of their students, this work of proper selection will be greatly facilitated.

In order to prescribe a reasonable and just procedure of recruitment and facilitate the work of selection we make the following recommendations :-

The Department should draw up a standardised application form for service in the department in which the candidates should fill in all the necessary and relevant particulars about themselves which would help the department in assessing the due worth of candidates. Applications which are now submitted are replete with accounts of irrelevant and unnecessary personal circumstances and often give no idea whatever of the candidates' suitability. Secondly the approximate number of posts likely to fall vacant in the course of the year,—by death, retirement, creation of new posts or other causes—should be estimated and advertised enbloc and, from the candidates who apply, a careful selection should be made for the available posts. A few more candidates may be included in the list so that they may be recruited in order of merit for any casual vacancies that may occur in the course of the year. This will economise the time of educational officers and also discourage the practice of submitting uncalled for applications throughout the year.

Candidates should apply on the printed forms, referred to above, through the Asstt. Inspector of Division to which they belong. These applications should be forwarded by the Asstt. Inspector of schools with his remarks which should, so far as possible, be made after personally interviewing the candidates. The Inspector of Schools should carefully consider the lists received from all the divisions and then make his consolidated recommendations to the Director of Education for appointment. It would be advisable for the Director of Education also to interview the candidates finally selected before the final orders of appointment are passed, as no precautions can be too much in a matter of such crucial importance. We would make the further suggestion that in the course of their tours, all the educational officers concerned should be on the lookout for suitable candidates and keep their names on record to be considered at the time of annual selection.

GRADES AND SALARIES OF TEACHERS.

We feel strongly that the position of the teacher as an important instrument in the task of nation-building deserves to be better recognised than it is at present. From the monetary point of view, his services should be assessed as at least equal in value to those of other servants of the state possessing similar qualifications and, apart from pecuniary considerations, it is the business of society to give him the status and the prestige which the nature

of his work deserves. We are firmly convinced that the sensitiveness of a people to cultural values can be adequately measured in terms of the degree of esteem in which they hold their teachers and men of learning. But taking into consideration existing conditions of modern life, we suggest the following grades for teachers and officers of the education department as we consider them to be absolutely necessary in the interest, both of efficiency and justice.

PRESENT GRADES.	PROPOSED GRADES.
15-1-20 } 20-1-25 } 20-1½-35 }	20-1½-35.
30/-Consolidated } 36/- Cons } 36/- Cons } 44/- Cons } 50/- Cons }	35-2-55.
56/- Cons } 62/- Cons } 69/- Cons } 75/- Cons } 82/- Cons } 96/- Cons }	55-3-100.
102/- Cons } 103/- Cons } 105/- Cons } 135/- Cons } 135-5-136 } 156/- Cons }	100-5-150.
156/- Cons } 188/- Cons } 208/- }	150-15-300.
200-50-20-550 (Inspectors of Schools)	300-25-600.

We are definitely of opinion that the whole service should be brought on a time scale basis so that the department will have

a body of contented workers who have the assurance that good, honest and steady work will entitle them to a small yearly increment and relieve them to some extent from the financial embarrassment which always accompanies fixed income set against growing expenses. For the average teacher—who neither is nor can be expected to be oblivious of all self interest and fired by an irresistible urge to service and self-improvement—there is no incentive at present to do the very best of which he is capable. We are driven to stress this point strongly for another reason also. The new scheme of education that we envisage in this report is going to throw a much greater responsibility on the teachers and demand from them a greater devotion to their work and better equipment for it. Thus we hope that the teachers will play a dominant role in all schemes of rural reconstruction and become centres of inspiration for the life of the village community. They will have to discharge multifarious duties in the form of health propaganda, adult education, conducting of village libraries, organising of crusades for better and cleaner living, for more effective methods of agriculture and other crafts, and for a keener civic and social sense. This strenuous responsibility will be shouldered mainly by the low paid teachers in primary schools and it is obvious that they will do all this better and more efficiently if they are placed above the margin of want and enjoy at least the barest minimum necessary for civilised existence.

In the matter of promotions in the time-scale, we are of opinion that teachers should get their annual increments automatically if their work is satisfactory, but for purposes of promotions from one grade to another the criterion should be not merely the mechanical seniority of the candidates, but also the quality of work done by them so that it should be possible for a teacher who is junior in service but has done work of outstanding merit, to be promoted to a higher grade. Such recognition is necessary if specially good work is to be encouraged amongst the teachers. The department should draw up detailed rules regulating the respective proportion of direct recruitment and promotions.

We therefore recommend that the following rules should generally govern the future recruitment and promotion of teachers in the various grades :—

1. Intermediates, trained matriculates, trained middle passed teachers (in certain cases already specified) and, later, those who have completed the seven years' basic course and then undergone the full course of 3 years' training, should be recruited in the grade of 20-1½-35 provided that the intermediates are given a start of Rs. 29/-. Those who do good work in this grade will be eligible for promotion to the next grade i. e. Rs. 35-2-55 when there are vacancies available in it.

2. Trained intermediates and graduates should be recruited in the grade of Rs. 35-2-55 provided that the graduates are given

a higher start of Rs. 43/- within that grade. Teachers in this grade who do good work will be eligible for promotion to the next grade i. e. Rs. 55-3-100.

3. M. As. and trained graduates should be recruited in the grade of Rs.55-3-100 and those who do good work will be eligible for promotion to the next grade i. e. 100-5-150, provided that a start of Rs. 60/- may be given to those who have had a distinguished record at the University and the Training College.

4. Recruitment to the grade Rs. 150-300, which is gazetted service, will be made by selection partly through direct recruitment and partly from teachers already in the service of the department. This grade is generally to be given to the Headmasters of the High schools, Headmasters of the Training schools and the Asstt. Inspectors of schools.

5. There are many cases of teachers in the service of the department who have passed higher examinations but on account of their position in the seniority list they cannot be promoted to higher grade while outsiders having similar qualifications and lacking teaching experience are eligible to that grade. We recommend that in order to obviate this injustice the department should frame rules for facilitating their promotion to higher grades which is essential in the interest of educational efficiency.

6. Teachers in all grades should be appointed on one year's probation in the first instance and at the completion of that period a report should be submitted by the officer concerned to the competent authority recommending confirmation. A teacher will be considered to have been permanently appointed only after the confirmation order has been passed.

We suggest that the department should work out the details of these general recommendations.

Since we made the above recommendations, the new grades for gazetted employees of all departments have been published. We were glad to find that the principle of placing all posts on a time-scale has been recognized but we were profoundly disappointed to see that, comparatively speaking, the salaries and grades of employees in the education department had been retrenched far more drastically than those of almost any other department. Such a scheme is likely to lend support to the suspicion that educational work is not assessed at its proper worth, that the Headmasters, Assistant Inspectors and Lecturers of colleges are considered to be inferior to Tehsildars, Customs Inspectors, office Superintendents, and of about the same status as Veterinary Inspectors who have been given this grade.

We consider that this assumption is fraught with dangerous consequences and will have a most adverse effect on the quality of future recruitment as there will be a natural tendency for almost all highly qualified and outstanding candidates to seek service in other departments and only enter the education service

as a last resort. We strongly urge the Government to take this point into consideration and review the present situation in the light of our remarks and redress the grievances of this body of national workers. We also suggest that in the revision of salaries of non-gazetted posts, this point should be carefully borne in mind and the grades that we have proposed as the minimum essentials should be accepted. A repetition of the policy adopted with reference to the gazetted posts will hit the lower paid employees of the department even harder and gravely imperil the success of our entire scheme of educational reconstruction.

We are, however, fully conscious that the mere raising of the salaries will not improve the status and professional efficiency of teachers. It is necessary to adopt other measures also in order to develop in them professional and personal self respect and make them conscious of the dignity and worthfulness of their work. In order to foster a sense of self-respect among teachers, it is essential, for instance, that officers of the Education Department, as well as those of other departments of the State, should in their dealings with teachers, show them the courtesy due to people who are engaged in significant and crucial work of national reconstruction. Likewise, it is the duty of teachers to take a more active part in activities of a beneficent nature that may be of value to the village community and thereby gradually assume the position of educational and cultural leadership in the village. They must remember that social recognition is not a gift but an achievement, it must be won by showing great personal integrity and giving devoted service to the cause of the social and educational uplift of the people.

The Inspecting officers should utilize the occasion of their visits to schools, or when they attend teachers' monthly meetings, to inculcate in them the ideal of self-respect, service and professional efficiency. We also recommend that the department should occasionally issue helpful and inspiring bulletins and other educational literature that will keep their interest alive and bring them in touch with new development in educational ideas and practice. At present, working as they mostly are in out-of-the-way places, they are apt to become back numbers very quickly because they have no educational literature or quickening cultural contacts of any kind. The recommendations that we have made elsewhere about the starting of an educational journal by the department is also likely to be of great help in this direction.

CHAPTER V. SECONDARY EDUCATION.

In our survey of secondary education in the State, we have seen that, although the facilities for it are not adequate for the total needs of the State, and in course of time, considerable expansion will be needed, these facilities are not inadequate

relatively to those for primary education. But qualitatively the present position with regard to secondary education is far from satisfactory. As we have already pointed out, there is a great deal of congestion in the secondary schools, particularly in the schools at Srinagar, Jammu and Mirpur, and they are not properly housed or staffed or equipped with necessary materials, books and educational appliances. It would appear that these schools were established as high schools or were raised to the status of high schools in response to public demand or pressure, without being adequately provided with all the requisites essential for the proper organization of such institutions. This, however, is a serious handicap in the development of secondary education which has been described as "Education for leadership" and where it is imperative to provide conditions of work which will evoke the best in those students who are deemed suitable for this stage of education. It is, therefore, essential to tackle this problem of congestion and insufficient equipment in order to give the present schools a reasonable chance of functioning successfully. We are of opinion that the department should, without delay, set reasonable limits to the size of each section in a high school. The maximum number permissible in a section for the present may be fixed at 40, but the ultimate aim should be to prescribe a maximum of 30 in a section. With a view to make this immediately practicable, the accommodation in schools should be extended wherever necessary and the staff strengthened with as little delay as possible.

We suggest that the department should work out the detailed implications of this recommendation and the Government should take steps to provide the extra accommodation and staff needed to implement the proposal. Likewise the question of equipment needed for these schools should be carefully examined and provision made accordingly. We are specially concerned about the paucity of suitable books in schools and particularly stress the need of equipping them with reasonable library facilities without which they cannot fulfil one of their most important functions.

One of the ways in which congestion in Government schools may be partially relieved is by encouraging the growth and development of aided institutions and this can be done by liberalizing rules governing grants-in-aid to private institutions. It was represented to us that the present rules were not sufficiently encouraging for the growth of private effort in education but we were not able to examine the question in detail. But this encouragement of private effort in education is also necessary for another reason. If the Government is determined to push forward the programme of primary education, it will not have enough funds at its disposal for the further expansion of secondary education, the responsibility for which must, in a greater measure, be borne

by private individuals and educational associations, which is now a fairly general tendency in British India also.

We recommend therefore, that the grant-in-aid rules should be so liberalised that private effort in behalf of secondary education may be forthcoming in a larger measure than at present. A committee on which the management of existing aided schools may also be represented should be set up to go into the question of grant-in-aid rules and recommend changes that might make them more elastic and liberal. It is only thus that private bodies can be encouraged to take upon themselves a greater share of the responsibility for secondary education and thus release more funds for the extension of basic education in rural areas.

This, however, is only one side of the picture—namely, how the present type of secondary schools can be made more efficient. But a more important and difficult problem which has to be faced in connection with the reorganization of secondary education is that of relating it more intelligently and closely to the vocational life and needs of the people. As we have already seen the existing system of secondary schools suffers from the fact of their being of a single uniform type, i. e. the purely literary or academic type. There is no diversity, either in the contents of education or in the objectives of teaching—all prepare indiscriminately for the matriculation examination which it is the ambition of every student to pass, not because it would make him a better or more efficient citizen or equip him for any kind of vocational work, but because it holds out the hope (more often than not a false hope) of entering Government service. If they can afford it, they try to go on to the college, irrespective of their aptitudes and suitability for higher education. This process of aimless drift from one stage of education to another has been facilitated by the generous policy of the Government which provides education practically free in the schools for a large majority of students. Tuition fee in the middle and high departments is charged only in Srinagar, Jammu and Mirpur towns, but parents with income below Rs. 25/- are exempted from the payment of fees. The table below shows the total number of boys in each high school in these three towns and the number of boys actually paying fees.

SCHOOL.	Total No. of boys.	No. of fee-paying boys.
S. P. High school Srinagar. ...	1237	328
Govt. High school Srinagar. ...	913	150
H. S. High school Srinagar. ...	466	48
S. R. High school Jammu. ...	869	549
H. S. High school Jammu. ...	313	117
Govt. High school Mirpur. ...	624	272
Total. ...	4422	1464

It will thus appear that only about 33% of the boys pay fees. The rate of fee varies with the parents' income and the highest fee which a boy in the 10th class pays is Rs. 2/8/- p. m., the lowest being -/10/- per month.

We do not however wish to suggest that the existing facilities in the way of free education should be restricted. If this were done it will be greatly resented by the people and, in many cases, will be a genuine hardship on the poorer classes, particularly on the Muslims who have taken to education comparatively late and who are likely to be hit hard by any such move. But we do strongly feel that the educational system itself should be reorganized in two directions—the diversification of courses and the selection of really intelligent and promising students for the free places in schools. In making these recommendations we do not seek to restrict the number of free places in schools but to see that a better academic and psychological selection of students is made for them.

We are anxious to check this aimless drift of unsuitable students to the present type of academic schools for two reasons. In the first place, we are convinced—and we have weighty and authoritative support for our opinion—that, from the psychological point of view, this type of education is not calculated to prove a congenial medium of development for a majority of students. They are in a stage of development when, for most of them, the proper educative medium is some type of concrete, realistic work which appeals to their interest and challenges their constructive powers. In fact we are prepared to go so far as to say that, during the period of adolescence, vocational education is the only right education i. e., it is the business of the educator to discover the type of work for which the youth is psychologically fitted and *educate him (or her) through that work*. In the case of a certain percentage of students, this “work” may be predominantly *book work*, they might have the academic or theoretical type of mind and their intellectual development may be best secured through schools of the present pattern. But in the case of a majority of students, it is a great waste and a cause of maladjustment and defective training to force on them this type of education which primarily appeals to the intellect, perhaps often only to the memory, and does not take into cognisance, or exploit, their manifold practical powers and capacities. Even from the point of view of their general cultural and intellectual development, it is best to approach the problem from the side of practical education and when their interest has been quickened and their dormant mental powers stimulated to activity, they will show better results in academic subjects. As Professor Nunn, one of the leading English Educationists of the day, has remarked, practical work often unlocks the finer energies of a boy which a mere academic approach would have left inert. Thus, primarily in the interest of the student

himself, we recommend a diversification of secondary courses and the introduction of more practical work in them.

But this is only one reason for advocating this view. The social reason for this proposal is that, unless we introduce this principle of diversification, our secondary schools will be hopelessly out of touch with our socio-economic situation and needs. The state requires the services not only of clerks and administrators but also of trained and skilful artisans, craftsmen, engineers, medical workers, teachers, agriculturists and others in order to improve the existing standard of efficiency, productivity and general prosperity of the people. It is necessary, therefore, to provide secondary schools of different types which will correspond generally to the main lines of people's occupations and equip the young men for different walks of life where skilled knowledge and disciplined character are needed for success. It is neither possible nor desirable to lay down without adequate inquiry and without necessary consultation with other concerned departments, particularly, the Development Department, the exact number or description of the various types of schools that will be required at the secondary stage for meeting the growing needs of the State, because such a scheme requires as its basis a careful and long range survey of vocational activities and possibilities in the State. But, from what we have been able to judge of the present occupational needs of the State and the lines which any reasonable policy of development would follow, we are of opinion that steps should be taken to establish gradually secondary schools of the following types, giving the requisite vocational bias, in addition to the existing schools described in (a) below :-

- (a) Schools providing Literary, Scientific and Commercial education.
- (b) Schools providing education in Mechanical, Electrical and Civil engineering.
- (c) Schools of Agriculture and Horticulture.
- (d) Schools of Medicine.
- (e) Schools of Arts and Crafts.
- (f) Schools of Home Craft and Nursing (for girls).
- (g) Schools for the Training of teachers.

The number of such schools of each type, the localities where they are to be opened and other organizational details should be determined after making a survey of their needs and the openings available for the students trained in them. But we are convinced that these schools will not be successful and will not draw students in sufficient numbers unless two conditions are fulfilled. Firstly, there should be a sufficient provision of free places in them; possibly more free places may have to be provided than in the present academic schools as a counter-attraction. Secondly, in the matter of recruitment, the government should lay down as a matter of policy that for different kinds of work

and service students trained in corresponding types of schools will be recruited. This would counteract the prevalent idea that passing of the present matriculation examination is the essential requisite and passport to all kinds of work and government services—an idea which has been responsible for an incalculable misdirection of talent and energy and for tremendous psychological maladjustment.

But in connection with the starting of these secondary schools with a vocational bias, there is one point of great importance which we desire to stress. We have designated all of them as *schools of secondary education* which implies that these will not be merely schools for technical and professional instruction but educational institutions whose intellectual and academic status will be co-eval with that of good secondary schools of an academic type. Arrangements should be made in these schools not only for technical instructions in the selected profession or vocation but also for providing an adequate background of general knowledge and culture through a study of some of the important scientific and social studies as well as languages, which constitute the distinctively human, cultural and intellectual heritage. The idea underlying this proposal should be clearly grasped because it has significant implications for the future of education and culture. It has often been urged—short-sightedly, we believe—that it is a waste of time to devote attention and energy to “general subjects” in institutions which are meant to give technical or pre-vocational training. These students should be taught only the skills and the technical knowledge required for their special vocation or profession and it is not necessary that their time should be “wasted” on the study of branches of knowledge which are not directly related to it. This is a short sighted view because it envisages that all vocations and crafts will be practised at the lowest level where a mere repetition of what has been learnt will be enough without the need to develop it further or to exercise intelligence in the service of evolving a better technique. Such a view is apt to prove suicidal to the development of a scientific spirit and react adversely on the quality of work done and the service rendered by practitioners of various crafts and professions. In the interest of enlightened and effective citizenship, as well as the gradual raising of the standard of craftsmanship, skilled workers—whether manual, scientific, educational or technical—should have the benefit not only of technical instruction but of the background of a more general education that will enable them to see the significance and the bearings of their work and to chalk out new lines. The people of this State are well known for their high standard of craftsmanship—in wood work, shawl making, embroidery, papier machie, silver-ware etc.—and we feel confident that if some of its craftsmen had the benefit of this kind of general-cum-technical education in secondary schools, they will be able to forge for

themselves new lines, and introduce new and attractive *motifs* in their work. They will also be able to look after their civic and professional interests more satisfactorily.

An important question that has to be considered in this connection is how our proposed seven years' basic education is to be coordinated with this secondary education. We do not think it is necessary that all students in villages as well as towns, should be compelled to study in the basic schools for the entire period of their education. Wherever facilities for secondary education are provided, it is both possible and desirable to transfer the students from the basic to the secondary school at a suitable stage of their education so that they may have the benefit of receiving secondary education for a reasonable period of time in institutions specially designed for the purpose and utilizing the methods, curricula and general working atmosphere suitable for such schools. We are of opinion that the most suitable age at which such transfer can take place is 12 years i. e. after the completion of the 5th year's work. In this opinion we are supported by the views of many outstanding educationists, psychologists and educational committees including the Wardha Education Committee and the Hadow Committee which had suggested a remove at the age of 11+ and stressed the need for providing education of a distinctly secondary type after that age. Hence we propose that at this age of 12, a suitable method of selection should be devised to sift students with the object of determining which of them are fitted to receive secondary education of different types and to divert them to such schools. This will not be an easy task and will require considerable psychological skill and organization but it is being done with increasing success in other countries and we see no other alternative unless we are prepared to allow the present aimless, haphazard drift of students to an alley which does not lead a majority of them anywhere at all.

Normally then we contemplate that boys will be diverted to secondary schools after the completion of five years' work. But there may be cases of children, particularly in rural areas, who may not be able to join the secondary schools at that stage. They may, for example, be "late bloomers" who show promise at a later stage or their financial or other personal circumstances might not have permitted them to shift to secondary school after class V. In such cases—which should not be very many—we feel that some arrangement should be made for their special coaching if necessary in order to enable them to join the third year of the secondary school. This will not be very difficult because we contemplate that during the first two years of our secondary schools, work will not be very different from that in the last two years of basic schools, and considerable time will be devoted to what may be described as general education with a vocational bias. The last three years of the second-

ary school will have a more definite vocational bias and objective.

We do not want to lay down definitely the length and the exact scope of each one of these schools but would suggest that the question should be thoroughly examined later and the types of schools as well as their detailed courses should be worked out in consultation with specialists e. g. in Agriculture, Engineering, Medicine etc. Tentatively and as a basis of discussion, we suggest that in the Teachers' Training secondary school as well the Nursing and Homecraft schools, the course should be of three years' duration after the completion of the basic school course, and in case of other types of schools it should, generally speaking, be of five years' duration. The following diagram gives a graphic representation of the scheme of reorganization described above.

III	III		V	V	V	V	V
II	II		IV	IV	IV	IV	IV
I	I		III	III	III	III	III
Nursing and Home craft secondary school.		VII Year.	II	II	II	II	II
		VI Year.	I	I	I	I	I
Teachers Training secondary school.		V Year.	Literary, scientific & commercial secondary school.	Mechanical, Electrical, & Civil Engineering secondary school.	Secondary school of Agriculture and Horticulture.	Secondary school of Medicine	Secondary school of Arts and Crafts.
		IV Year.					
		III Year.					
		II Year.					
		I Year					
		Basic Education.					

In the matter of granting admissions this committee is of opinion, as pointed out already, that it would be inadvisable to restrict the facilities available for secondary education at present but it is essential that there should be a better selection of candidates who want to enter secondary schools of various types contemplated in this report. For this purpose it is essential that at the end of the first five years of schooling (and, in some cases at the end of the 7th year) there should be a test of general intelligence and literary ability for those students who want to

enter into the present type of secondary schools as free scholars. Those who pass in this test creditably and cannot afford to pay fees should be admitted to the literary and scientific type of secondary Schools without the payment of any fees. If in certain cases, this rule appears to affect adversely the proportion of scholars belonging to any community, the position should be remedied by granting an adequate number of free places to the best students of that particular community. Others who are unable to secure admission on a competitive basis will be eligible for admission on the payment of fees. We do not think such an arrangement to be an ideal one—in fairness secondary education should only be open to those who are most likely to profit from it. But, considering the existing social and economic conditions, we feel that this compromise formula will meet realistically the needs of the existing situation. When the new types of secondary schools have come into existence, thereby increasing the facilities for secondary education, it will be possible to sift and select the increasing number of students more equitably for various types of schools on the basis of their aptitudes and capacity.

CHAPTER VI.

THE CONTENTS OF NEW EDUCATION.

The most important practical problem in connection with the proposed educational reorganization is the question of defining the contents of the new syllabus which has to be related integrally, on the one hand, to the psychology and the needs of the child, and on the other, to the society of which he is a member. This is a difficult and complicated question which can be solved satisfactorily only after long, careful and controlled experimentation and research. But luckily we can make a beginning in the direction of evolving a better curriculum without much difficulty because this problem has been recently examined carefully and at length by various education committees particularly the Wardha Education Committee which has published a syllabus of Basic National Education which we have found of great value and from which we have derived some very useful ideas. We have considered the existing syllabus, many of the proposed new syllabuses and the present needs of the State. We are of opinion that the present syllabus is too bookish and academic, too far removed from the realities of the socio-economic situation and unrelated to the child's native interests and psychology. Its various branches are unrelated to one another and therefore likely to have a distracting effect on the child's mind. In order to remove these defects, we recommend that education in basic schools should be an 'integral' progress of child development centring round the pupil's physical environment, his social environment and some form of craft work, which will provide room for his creative self-expression and also have social and productive value. It seems therefore necessary, that the following subjects should be included in the scheme of

studies of the basic schools :—

1. Language (Urdu)
2. Mathematics (Practical)
3. General Science.
4. Social Studies.
5. Craft Work.

But the mere enumeration of these subjects is not enough, for it will not convey any idea of their contents. Our subcommittees have prepared syllabuses in Urdu, Social studies Mathematics and General science which will give an indication of how these are to be related to the actual needs of children, and to be enriched with significant subject matter bearing on their environment so as to make them an instrument for interpreting present social problems and eliminate from them unimportant or unnecessary material, which has only historic or traditional value. But in the preparation of this syllabus we have not confined ourselves merely to the sifting of the subject matter, the elimination of the trivial and the inclusion of the significant. The most important feature of the new syllabus would be the introduction of craft work in schools as a vital, integral and basic part of the school work. In view of the comprehensive and detailed discussion of this proposal that has been going on in the press and at all educational committees and conferences during the last twelve months it is not necessary for us to give any lengthy justification of the place which we propose to give to craft work in our reorganization scheme of education. We endorse in this connection the reasons advanced by the Zakir Husain Committee in support of the proposal and take this opportunity to quote with approval the following paragraphs which throw valuable light on the question :—

“Modern educational thought is practically unanimous in commending the idea of educating children through some suitable form of productive work. This method is considered to be the most effective approach to the problem of providing an “integral” all-sided education.

“Psychologically it is desirable, because it relieves the child from the tyranny of a purely academic and theoretical instruction against which his active nature is always making a healthy protest. It balances the intellectual and practical elements of experience and may be made an instrument of educating the body and the mind in co-ordination. The child acquires not the superficial literacy which implies, often without warrant, a capacity to read the printed page, but the far more important capacity of using his hand and intelligence for some constructive purpose. This, if we may be permitted to use the expression, is “the literacy of the whole personality”.

Socially considered, the introduction of such practical productive work in education, to be participated in by all the children of the nation, will tend to break down the existing barrier of

prejudice between manual and intellectual workers, harmful alike for both. It will also cultivate, in the only possible way, a true sense of the dignity of labour and of human solidarity—an ethical and moral gain of incalculable significance.

“Economically considered, carried out intelligently and efficiently, the scheme will increase the productive capacity of our workers and will also enable them to utilise their leisure advantageously”.

“From the strictly educational point of view, greater concreteness and reality can be given to the knowledge acquired by children by making some significant craft the basis of education. Knowledge will thus become related to life, and its various aspects will be correlated with one another.”†

In addition to these reasons, we also took the opportunity to consult local opinion and needs, and with this purpose, availed ourselves of chances that came our way to discuss this question not only with educationists and public men but also people in villages and towns and with what may be called “the average parent”. All of them are convinced that the present education is too bookish and academic and agree that it should be supplemented by some form of practical productive work or craft work. Their main criticism is that the present education is divorced from the realities of life as it is lived in villages and does not fit children to participate effectively and usefully in the life of the community. Thus the children become averse to all forms of manual work, lose contact with the interests and pre-occupations of their fellows, and hanker after “service” and clerical jobs. This is a criticism which is quite justified and which applies more or less universally, all over India. But in the Jammu and Kashmir State, where many classes of people are gifted with such extraordinary skill in craftsmanship, this is a particularly tragic situation. Due partly to economic conditions and partly to the unsatisfactory and unsuitable type of education imparted, the crafts are decaying and craftsmanship is at a discount. We have been reliably informed that many families, which have a long tradition of first rate craftwork behind them, have taken to, or have been compelled to take to, unskilled manual labour. In so far as this is due to economic causes, it is the business of the State to investigate the situation which is fraught with grave danger to the well-being of national life. But, in so far as the present system of education makes students averse to craftwork and predisposes them to clerical services only, it is the business of educationists to give a new orientation to schools. We, therefore, recommend that craft work should be introduced in schools not just as an “extra” subject but as a central or basic element in the syllabus. We are convinced that the introduction of craft element will not only provide practical training—which is a good thing in itself—but greatly vitalise the process of general

†*Basic National Education Page.*

education for, in the words of the great German educationist, Kerschensteiner, "the education of the worker is the door to the education of the man". But it is essential for this purpose, as the Zakir Hussain Committee report has also stressed, that this craft should be taught intelligently and in close coordination with other subjects of the curriculum, not mechanically. Hence the need for a thorough and properly organised system of teachers' training that will enable them to exploit the full cultural and practical possibilities of the new scheme of education. We are of opinion that in order to achieve this end about half the time available for teaching in schools should be devoted to the teaching of crafts and the rest to other subjects. But, any oral teaching or expressional work that is integrally related to the craftwork should be done during the time allotted to craft teaching. We contemplate that, if the correlated technique of teaching is adopted, there will be numerous opportunities of providing such oral teaching in the course of craftwork and thus meet the objection that too much time is given to the latter.

We are anxious to clarify the point that craft teaching in schools has as its primary aim the coordination of manual and mental activity and the training of practical aptitudes and initiative. Therefore, the crafts that are chosen to be introduced should be selected and their teaching planned with an eye to the educative possibilities inherent in them, and not primarily with reference to vocational or economic considerations. It is our hope that, if it is rightly conducted, craft teaching will enrich the general education of children and help to remove the current prejudice against manual work. It will also result in bringing teaching closer to the real problems and situations of children's life and the occupations practised in the locality.

The existing schools have failed to establish any fruitful contact in their teaching and their general activities with the social and cultural life of the community. Barring certain activities like scouting or village work undertaken by some schools at their own initiative—and they are still far from being fully developed—the problem of relating the entire work of the schools integrally to the needs, interests and occupations of the people does not appear to have been clearly realised. It is, therefore, necessary that in the reconstruction of the educational system as well as the curriculum and methods of teaching, this significant fact should be given primary consideration and pupils should be trained in practical work and habits of social service. Hence the proposal to introduce "social studies" in the syllabus which should be utilized to give the right orientation to children's minds and place proper stress on civic and social attitudes.

In the previous chapters mention has been made of the different types of secondary schools which must be opened in due course in the State in view of its existing needs. We

indicate below, generally the nature of work to be done in each type of school and suggest that the detailed syllabus should be worked out after the general principle underlying the proposal is agreed upon and expert opinion consulted where necessary.

As already pointed out, we do not desire that these schools should be merely technical or trade schools with a narrowly specialised curriculum but anticipate that they will also provide for the teaching of certain subjects of fundamental human significance, irrespective of their immediate economic value—subjects like languages, social studies and general science. Against this common background which represents the identity of human interests amongst students with varying vocational bias, we should build up our different types of secondary schools.

1. The Literary, Scientific and Commercial schools. These will lead to the present Matriculation Examination of the University and their curriculum will therefore be largely determined by the requirements of the University. But it will be necessary to provide more optional subjects in the curriculum of such schools.

2. The Technical secondary schools. In these schools training will be given in mechanical engineering, electric engineering, civil engineering and carpentry (furniture and house building). The object of these schools will be to train skilled artisans who would be able to take up intelligently all the mechanical, electrical and civil engineering and carpentry work which is required for every day purposes and for which highly skilled scientific workers are not needed. The present standard of work and efficiency in these lines is far from satisfactory and needs to be improved, and we do not see why properly trained workers should not be employed in such work.

3. Agricultural and Horticultural schools. This type will give training in upto-date operations of agriculture and fruit culture built on a basic foundation of general science,—both physical and biological.

4. Medical schools:— These will impart knowledge and training in the Unani and Ayurvedic system of medicine with upto date knowledge of human physiology and anatomy. Students trained in these schools will be qualified to take up health work in rural areas which is an urgently needed service and at present inadequately available.

5. Teachers' Training secondary schools which we have discussed elsewhere.

6. Schools of Arts and Crafts :- From these schools teachers of Arts and Crafts will be recruited for Basic schools. These schools will also train boys of the artisan class and thus help to improve their technical efficiency.

7. Schools of Home-craft and Nursing which will provide a course of education specially designed for girls to equip them to become intelligent householders and citizens.

As we have already pointed out it is not possible for us to work out the detailed syllabuses of these schools which will in many cases require the cooperation of experts in connection with the syllabuses of Medical, Arts and Agricultural Schools. But we are anxious to stress once again the point that their work should be so planned that it fulfils the requirements and attains the standard of secondary education which has, the distinctive duty of providing social, civic and intellectual training by approaching the student through his (or her) vocational interests in the wider sense of the word. That is why we have recommended that there should be a certain common background of intellectual training in all these schools by providing for the teaching of subjects of general cultural value like Literature, Languages, Social studies, and General science particularly in the first two classes. But the points of emphasis and the selection of material in these subjects will of course be determined by the nature of the secondary school in order to correlate them with the specialized work to be done by the students.

CHAPTER VII. ADULT EDUCATION.

The scheme of mass education for an educationally backward country can neither be complete nor effective unless it gives due attention to the pressing problem of adult education. If we attend merely to the question of children's education, the campaign of literacy will not only be a very long one but it will have a chequered career. For, it will be difficult to enlist the interest and cooperation of the parents in the programme of children's education unless they are educated themselves to realise the individual civic significance of education and look upon schooling as a normal feature of civilised life. Other wise the entire education department has an uphill task in persuading parents to send their children to schools. But this is, after all, an indirect justification for making adult education an integral part of our scheme. A more direct reason for it lies in the fact that we cannot raise the civic standard or general efficiency of the people or train them for better living unless we provide for them facilities for adult education in the wider sense of the term. In this sense adult education does not mean the mere imparting of literacy, though the acquisition of literacy by itself will be no small achievement. It includes also the spread of useful knowledge and better habits of living, for literacy is after all only a means to the acquisition of knowledge. Therefore, our scheme of adult education must press into its service all methods of visual and aural instruction also. Illiterates or semi-literates can learn a great deal through the eye and ear. Talks should therefore be organized, supplemented by pictures and illustrations on topics like health, food, exercise, problems of agriculture and animal husbandry, local diseases, epidemics, better ways

of living in other lands etc. The organisation of village games, inter-village competitions, improvising and staging of popular dramas and magic lantern shows should also be utilised as means towards this end. The conservation of literacy and promotion of the reading habit should be attempted by providing libraries in rural areas.

We would have liked to suggest the immediate provision of facilities for adult education in both urban and rural areas, but taking into account the magnitude of the problem as well as existing conditions, we suggest that in the programme of adult education, priority should be given to rural areas, where cultural and educational facilities are conspicuously lacking at present. The people in towns and cities are more alive to the value of education and have greater opportunities of acquiring useful knowledge, even in the absence of specific provisions for the purpose. The villager, on the other hand, is in a depressing backwater and he has to be made conscious of the value of education and be provided with effective and easily available means of obtaining it.

We, therefore, recommend that adult schools be opened in rural areas, for imparting literacy and useful knowledge. For those who are either mentally unfit or unwilling to acquire knowledge through the laborious process of learning to read and write, lectures, talks, reading and magic lantern shows should be arranged for imparting useful information on problems of every-day life.

For promoting literacy, village libraries should be opened in suitable centres so that literate villagers may have an opportunity of reading easy, useful and interesting books and thus the habit of independent reading may be inculcated in them. The village teachers should, as a rule, work as librarians on a small allowance. They should not only issue and recover books but will also organize reading groups, assist members in the selection of books and occasionally give readings from books to illiterate as well as literate villagers. They should also give the villagers short and simple talks on topics in which they are naturally interested, basing these talks on the reading material available in the library or on lecture notes which should be supplied to them by the Department for the purpose. The general supervision of the working of these libraries as well as adult education centres should be done by the Inspecting Officers in the course of their tours, but the detailed organization and supervision will be the duty of the whole time Adult Education Officer, who should be appointed for the proper co-ordination and supervision of all adult education activities. He should be assisted in this work by one Assistant in each province.

We have also considered the question of utilising private

effort and non-official organizations for this work because we feel that adult education should not be just an official activity but a movement which secures the willing and enthusiastic cooperation of the public and all public workers, for only then can it strike firm root into the soil. We make the following suggestions in this behalf for securing public cooperation without which this tremendous, nation-wide task cannot be successfully tackled.

1. It is essential in the interest of general enlightenment as well as the spread of education among children that a wide spread campaign should be organized to remove illiteracy within a reasonable period of time and for this purpose, effective propaganda should be undertaken not only by the Education Department but by other Departments of the State as well. A spectacular beginning should be made, as in Bihar or the United Provinces by the highest officials of the State joining the movement and showing their keen personal interest in the work.
2. In this work of adult education, various classes of people should be invited to cooperate, e. g. students and teachers of schools and colleges, different organizations working for the good of the people, and voluntary workers who might be paid a small maintenance allowance for the spread of literacy among the masses.
3. Various measures should be adopted to commend and suitably reward teachers and others who do specially creditable work in this direction, e. g. public recognition of their services, award of certificates of merit, preference in matters of employment and promotion.
4. It is necessary for this purpose to work out a syllabus as well as a technique of teaching suited to the needs and capacities of adult learners, and workers in this field should be given necessary and helpful instructions. The Department should also undertake to prepare reading and illustrative material which may be utilised by all workers to make their work effective and attractive.

We have already pointed out that adult education should be interpreted in a liberal sense and should include not only a programme of literacy but also visual and aural instruction. Further, in order to popularise it, provision should also be made for the amusement and healthy recreation of the villagers. It will, therefore, be desirable for such workers to encourage village games, fairs, folk-songs and dramas. The other Departments

of the State can cooperate in such a programme by preparing slides relating to their own work and making these available to the Education Department which will exhibit them through the agency to be set up under the Adult Education Officer.

As an effective inducement to voluntary workers, the Committee suggests that the Government might frame rules to the effect that—other things being equal—in giving employment to matriculates, under-graduates and graduates in various departments, preference will be given to those who have put in at least six months' satisfactory work in the cause of adult education. The Department may, so far as funds permit, give such voluntary workers a subsistence allowance say of Rs. 5/- p. m. during their period of service in villages. This will not only place a body of workers at the service of the cause of Adult Education, but be of considerable advantage to the educated youngmen themselves, because they will come into educative contact with actual village conditions and problems from which education is apt to alienate them at present.

We have elsewhere suggested the extension of compulsion to some urban areas from the age of 7 to 14. In the beginning, it may not be possible to get all the boys of such a wide age range into schools. During the first three years of compulsion, therefore, we suggest that the older children, those between 12 and 14, may not be drawn into the ordinary schools but they should be compelled to attend the adult schools, just as the younger children are compelled to attend the compulsory schools. In this way we shall provide, as it were, two catching stages, one at the commencement of the age of schooling and the other towards the end, in order to ensure that the largest possible number of children receive some minimum of education during the period of transition before the system becomes effectively established.

Since these recommendations were made, we are aware that the Education Department has made a vigorous beginning with the movement of adult education and the Government have sanctioned the opening of 50 libraries and 50 adult education centres in each province to be conducted by teachers who will be paid a small allowance for the purpose. We heartily commend this move but would like to point out that, if the movement is to grow in strength quickly, it is desirable to open 100 libraries and 100 adult education centres in each province annually till the State is gradually covered with a net work of such educational facilities. If vigilant supervision is exercised and the workers are imbued with the right spirit, these can become cultural centres of great importance in the life of the people.

MEDIUM OF INSTRUCTION.

According to the census of 1931 the following principal dialects are spoken in various parts of the State :—

1. Kashmiri and its sub-dialects 1,413,166
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2.	Balti and its sub-dialects	137,914
3.	Ladakhi	41,418
4.	Dogri	549,917
5.	Lahnde	44,460
6.	Punjabi	..	...	329,433
7.	Shina (Gilgit including trans-Indus area)			63,918
8.	Pahari	...	...	595,783
9.	Gojari	...	...	317,762

Thus, it will be seen that Kashmiri is the spoken language of about 2/5ths of the population of the State. In order of importance, comes next the group of Dogri, Lahnde and Punjabi which are all allied languages and are spoken by about 9 lacs of people. Pahari and Gojari are also somewhat akin to this group and are spoken by about 9 lacs of people. Balti and Ladakhi between themselves account for nearly 2 lacs of people. Shina is the language of only 50,000 people if the trans-Indus area recently ceded to the British Government is excluded. These various groups of people do not as a rule understand one another's language and the only language which, for historical and educational reasons, is the common language of the State and is understood and spoken by people in various parts of the State, is Urdu which is the medium of instruction in all the boys' schools in the State from the first class upwards. Now Urdu is not, strictly speaking, the mother tongue of a large section of the people residing in the State. But it is fairly closely allied to Dogri, Lahnde and Punjabi and, to a somewhat lesser extent, Pahari and Gojari. In schools attended by boys speaking these languages, the use of Urdu medium does not present any great difficulty to the students. Therefore, so far as education in these areas is concerned there is no other practicable or educationally sound medium of instruction except Urdu, which is a rich and highly developed language and possesses the receptivity which is so essential for a living and progressive language. Moreover, it is the only language which can be said to be a possible medium of common intercourse amongst various linguistic groups. If the State adopted a multiplicity of media, it is likely to encourage disintegrating tendencies and prevent that cultural and political fusion among the various sections of His Highness's subjects which it should be one of the most important aims of education to promote.

The case of Kashmiri, Balti and Ladakhi speaking groups is somewhat different. There is not the same closeness of affinity between these languages and the medium of instruction adopted, and children, particularly in rural areas, who are not conversant enough with Urdu find it difficult to follow lessons given in it during the first few years of their schooling, and their attention is apt to be divided between the subject matter and the difficulty of following the words in which it is conveyed. This naturally results, sometimes, in learning of words by rote without the forma

tion of clear concepts. In the larger cities and towns where there is greater admixture of people speaking different languages and large numbers of visitors speaking Urdu pour in every year, this difficulty is not so pressing. In the rural areas, however, where there are less frequent contacts with outsiders, and the language of the people has not been equally enriched by considerable intermixture with Urdu, Persian and Hindi words, the question of the medium of instruction presents certain difficulties which must be courageously faced and solved. In the case of the Balti and Ladakhi (or Bodhi) languages the situation may be taken to be the same, except that the latter i. e. Bodhi has an entirely different script and there are few common words between it and the other languages.

We shall first deal with the question of Kashmiri. We have given very careful and anxious thought to this problem and the opinions which have been advanced from various sides about it. On the one hand, there is the psychologically sound demand that education, particularly in the primary stages, should be given through the mother tongue which is, obviously, the easiest medium through which children can acquire knowledge and we sympathise with the aspirations of some of Kashmiri speaking people that primary education should be imparted to their children through the Kashmiri Language. But we have also to consider certain other relevant factors - firstly, the openly expressed attachment of the vast majority of Kashmiris to the Urdu language; secondly the far-reaching social and political significance of maintaining a common medium of speech for the various linguistic groups living in the two provinces of the State; thirdly, the feasibility, or otherwise, of changing the medium of instruction in schools from Urdu to Kashmiri or any other language. So far as the first consideration is concerned, we are satisfied that a large majority of the people in the State would not welcome any measures which may adversely affect the position of Urdu in the State, although many thoughtful people, who have given their attention to the problem are anxious that the linguistic handicaps from which children in rural areas suffer when they are taught from the very beginning through Urdu, should be removed. With reference to the second point, we cannot stress too much the importance of checking all disruptive tendencies which might result in dividing different groups from one another and checking the growth of a sense of national solidarity. Even now there is, within the State, an inter-provincial jealousy which has struck us unpleasantly and which sometimes threatens to assume disagreeable forms. We consider it absolutely essential for the good of the State and the peaceful evolution of its cultural life that nothing should be done which would accentuate this tendency which is not unconnected with the language problem. We are strongly

convinced that, even when one or more of the languages within the State become developed enough to serve as media of instruction in schools and it is decided to utilise them for the purpose, it will be necessary to teach the Urdu language effectively to all children, for that alone can serve as a means of intercourse amongst the various linguistic groups in the Jammu and Kashmir provinces and between the people of the State and the rest of India. Then there is the question of the practicability of introducing Kashmiri as the medium of instruction in Kashmir schools. In this connection, we should like to make it clear at the outset that, in our opinion ultimately not only Kashmiri but other undeveloped languages also have the capacity to become effective media of instruction for schools. For, the development of a language is, after all, determined by the standard of intellectual and cultural development attained by the people speaking it and we have no doubt that, as education becomes more wide-spread in the State and the intellectual status of the people as a whole is consequently raised, their languages would become more enriched and in due course, be capable of expressing literary, academic and scientific ideas. In making our proposals in this behalf, therefore, we are fully conscious of the place and the possibilities of this language. But our concrete proposals must take into account the existing conditions and the literature available in the language for the purpose of schooling. Taking these into account, we do not think it is in the interest of the people to recommend the general adoption of Kashmiri as the medium of instruction in all primary schools. For it is not only a question of the provision of a few text books, one or two in each subject for each class, but of providing supplementary reading material and library books which will be all the more necessary, under the new scheme of education. Then there is the further difficulty of dovetailing the medium of instruction in primary classes with that in the secondary schools where Urdu must be retained. If two different media are used in the two stages of education, the transition stage will be attended with great difficulties, and prove to be a set-back in the process of children's education.

We are, however, keenly conscious of the need for making the acquisition of knowledge an easy process for children in the lower classes and therefore, making the following suggestions which, we hope will go a long way to ease their genuine difficulties :-

- i. Teachers should be directed, particularly in rural areas, to give their oral lessons in Kashmiri in the first three classes in order to ensure that children follow clearly whatever they are being taught. Thus their lessons in Geography, Arithmetic, Hygiene etc

will be given in Kashmiri and children will also be encouraged to express themselves freely and easily in it. Technical terms should however, be the same as in Urdu and care should be taken to ensure that this permission does not prejudice the educational progress of the non-Kashmiri speaking children of whom there is a large number in cities and towns. Explanation in Urdu also should be given for their benefit. In order to ensure that children in class IV are able to follow lessons in Urdu, conversational lessons should be included in Urdu teaching and Urdu books of the lower classes.

- II. In order to overcome the difficulty which young children experience when they are struggling through the stage of learning to read and are required simultaneously to learn the meaning of the new words, we suggest that the children's primer and Reader taught in class I should only contain Kashmiri words of every day use or words which are common to Urdu and Kashmiri, of which we understand there is a very large number. This will considerably facilitate the children's progress in the early stages of learning to read.
- III. Moreover, in the Urdu readers prescribed for the first three or four classes, great care should be taken to make the language as simple as possible and to utilise fully those Urdu words which have been adopted in the Kashmiri language. The present Urdu text book in use in Primary schools have struck us as being linguistically too difficult for children, particularly those reading in village schools. Incidentally, their subject matter also appears to be too difficult for them and it is necessary to get Urdu readers prepared with great care.
- IV. We also hope that all those who are generally interested in the development of the Kashmiri language will devote themselves to the production of educational literature of good quality in the Kashmiri language—both for children and adults—and that the Education Department will encourage this cultural service by utilising these books—if they are good enough—for school libraries and for purposes of adult education.

The question of script has also been raised in this connection and some witnesses have suggested the adoption of a policy of two scripts—Persian and Devnagri instead of the one script now in vogue. We have given anxious thought to this problem also and individually discussed it, not only with educationists but with other public men of various communities, belonging to Jammu and Kashmir. Taking all the relevant factors into consideration,

we are definitely of opinion that any measure which tends to divide the people of this State into two water-tight groups, one conversant with the Devnagri script and the other with the Persian script is not only likely to be attended by many administrative and financial difficulties but also prove a great hindrance in the evolution of a common nationhood and the enrichment of the Kashmiri language and literature. For, it would tend to estrange people acquainted with one script from the literary contributions made by people who use the other script and such a division will have the unfortunate effect of tending to divide the Hindus and Muslims into two groups and stand in the way of their fullest cultural intercourse which is desirable from all points of view. If this State—like the U. P. or C. P.—had actually two scripts in general use, we should have accepted the existing situation and recommended the compulsory teaching of both scripts to all the students in schools. But now that there is only one script in use in the State and a great majority of people are attached to it, the introduction of the controversy of a second script will be a distinct disservice to the cause of national solidarity. We are so strongly convinced of the need for teaching a common script to all the citizens of the State that, if all the people could agree to the adoption of any other script—say Hindi or Roman—and such a measure were feasible, we should consider that preferable to the alternative of educating the new generation in such a way that some of them would be unable to read the thoughts and writings of others. And, of course, the administrative and other difficulties involved in introducing two scripts in schools—when there is one court language and script which is in use in the offices, the law courts and everywhere else—are too patent to require elucidation.

There is, however, another allied question which is often—wrongly, we think—confused with this matter of the script. There is a demand on the part of certain sections of the Hindu community that Hindu boys should have facilities for the study of Hindi as it is closely related to their religious literature and culture. We consider the demand to be quite justified and recommend that wherever possible, facilities should be provided for Hindu students who desire to learn the Hindi language as an additional subject from the 3rd class upwards. But, side by side with the learning of this additional language, it will be compulsory for all students in schools to take up Urdu in order to be able to discharge effectively their duties of common citizenship in a common state.

What we have said about the Kashmiri language applies also to the Balti language and the same facilities should be given to children of primary classes in Balti speaking area as we have proposed for Kashmiri children. In the case of Bodhi speaking people—they number a little over 40,000—who have an

entirely different language and culture, we suggest that their primary education should be conducted in the Bodhi language and script, Urdu being taught as a compulsory second language from class III upwards. Any consequential changes which may be necessary in the standard of their Urdu courses in the light of this recommendation should be made by the Department.

EDUCATION OF GIRLS.

The Committee considered very carefully the position and problems of the education of girls in the State in consultation with Miss S. W. Shaw, Officiating Chief Inspectress of Girls Schools who had been specially coopted on the committee, for this purpose. The Committee examined the figures of the total number of schools the enrolment of students, the expenditure and the number and qualifications of teachers in service. It also considered the existing facilities for the training of teachers and the implications of this situation for the quality of teaching imparted in schools. The position as revealed in consequence of this survey of existing conditions appears to the committee to be extremely unsatisfactory and depressing, and requires the adoption of immediate and drastic measures to quicken the pace of educational expansion and improve the quality of instruction provided in schools. The committee heartily endorses the view expressed by the Hartog Committee that in all schemes of future expansion, priority must be given to the question of girls' education and this recommendation appears to be particularly applicable to this State where unfortunately 99.5% of the women are illiterate. It is obvious that no educational scheme for the betterment and expansion of children's education can be effective or successful, so long as practically all the mothers continue to be illiterate and consequently unappreciative of the advantages of education. Nor can we expect education to become an instrument for raising the cultural status of the homes and permeating into the life of the people, so long as it continues to ignore the problem of the education of girls.

EXPANSION OF TRAINING FACILITIES :—

We, therefore, recommend that as a first step in this direction, increased facilities should be provided for the training of women teachers. At present only about 16 teachers are trained every year in the J. V. class in both the provinces. This number is entirely inadequate to meet the needs of the situation, particularly because a majority of the teachers in service have very poor academic qualifications and it has been represented to us that in the case of some of them it is doubtful if they possess even the bare minimum of literacy. In order to persuade a large number of teachers in service and outside candidates to take advantage of the extra facilities proposed and to make training effective it will be necessary to fulfil the following conditions :—

1. Additional staff, properly qualified, should immediately

be given to each of the two Training Departments in Jammu and Srinagar in order to make it possible for teachers to derive some advantage from the training received. In the opinion of the Committee, the minimum qualification for the teachers on the staff of the Training Department should be the passing of the Matriculation or one of the Proficiency examinations followed by adequate training in the S. V. class.

- II. Arrangements should be made for training 25 teachers in each province annually, in order to meet the needs of educational expansion that we have recommended below. The teachers of aided schools should be eligible to join without payment of tuition fees.
- III. The provision for scholarships should be liberally increased and, in this connection, we suggest that 15 scholarships of Rs. 10/- per month should be provided for each province.
- IV. A Hostel should be attached to each Training Department and all girls under training should be required to reside in it. The Hostel should be provided with necessary furniture and other requisites and no fees should be charged for residence in it. The Hostel should be in the charge of a resident-warden who should be paid an allowance of Rs. 15/- per month.

The Committee also examined the position with regard to the S. V. training, as it exists at present. During the last four years, 9 girls have been deputed to the Ferozapore Training School for the S. V. training and the total cost of their two years' training to the State works out at about Rs. 1370 per student. We are of opinion that without incurring a proportionately greater total expenditure, it would be possible to train a much larger number of teachers, if the S. V. class is opened in the State. We give the details of expenditure which will have to be incurred for opening the S. V. class in Appendix G which shows that the cost of two years' training, per teacher would in this case, be about Rs. 1,500/- instead of Rs. 1,400/- as at present.

In the opinion of Committee, the minimum qualification for admission to the J. V. class should be the passing of the middle school examination and for the S. V. class, the passing of the matriculation examination, provided it shall be open to the department, in special cases, to admit experienced middle passed J. V.'s in the service of the department to S. V. class. In their case also the condition of passing in the vernacular should be enforced as recommended in the case of men.

EXPANSION OF EDUCATIONAL FACILITIES :—

The Committee is of opinion that the present rate of expansion, namely, the opening of 2 middle schools and 6 primary

schools, in each province, is entirely inadequate to meet the pressing needs of the existing situation. We, therefore, recommend that 20 primary schools and 4 middle schools should be opened every year in each province. We are aware that even this provision is far too meagre to cope with the immense problem of the illiteracy of women in the State. But we have made a reasonable and somewhat conservative recommendation because we are of opinion that the provision of educational facilities in the case of women should not out-pace the demand for it. We have also been informed that, in some cases, attendance in existing schools is very thin and that people in certain areas have not shown sufficient keenness to avail themselves of the facilities provided. This is a problem which must be seriously tackled by the Girls' Education Department, both by its own efforts and by securing the cooperation of other departments, like the Revenue, the Cooperative and the Rural Development Departments. We would suggest that the Government should, for this purpose, adopt measures, similar to those which are being successfully tried by the Punjab Government which has appointed local committees consisting of local Revenue officials and other village functionaries, for the purpose of carrying out educational propaganda to increase the number of students (boys and girls) reading in schools. We expect that if the higher officials of these departments take keen personal interest in the matter, and suitably commend or censure their subordinate officials, according as they do or do not take part in this propaganda work, it will be possible to give a great stimulus to the movement for the extension of primary education in backward areas, both amongst girls and boys.

As a further method of attracting a larger number of girls to schools, who are often reluctant or unable to join them without scholarships, we are of opinion that it is necessary to increase the provision made for the award of scholarships to girl students. The actual amount to be sanctioned for scholarships should, however be determined after examining in detail the requirements of each province. It should also be permissible for the department to transfer scholarships from one school to another and from one class to another, in order to extend the benefit of these scholarships as much as possible, and to avoid the lapse of funds which occurs at present, on account of the inadmissibility of such transfers. Moreover, in certain cases, it should be open to the Headmistresses with the permission of the Inspectress, to split up the sanctioned scholarships in order to enable a larger number of girls to avail themselves of monetary help. Further, we recommend that in the award of these scholarships, it should be permissible for the Inspectress in the case of primary and middle schools, and the Headmistress in the case of high schools, to

waive aside the present restriction of awarding scholarships only to those girls who have passed in all the subjects in the annual examination, if, by so doing, some poorer girls are able to benefit from these scholarships. It has also been brought to our notice, in this connection, that scholarships awarded on merit are often annexed by well-to-do girls who pass the examination creditably. In view of the conditions that prevail in the State, we are definitely of opinion that in such cases "Certificates of Merit" should be awarded to these girls and their scholarships should be transferred to poorer girls who have done well enough in the examinations, even though they may not have secured higher marks than their more well-to-do class-fellows. This recommendation is also worth considering in the case of the boys' schools.

The work of educational propaganda, as well as that of supervision, suffers badly at present because the inspecting staff available for the purpose is very inadequate and on the whole, not well qualified. The entire inspection staff on the side of the girls' education consists of the Chief Inspectress and two provincial Inspectresses whose jurisdiction is so large that, although the number of schools is not very large, it is very difficult for them to inspect annually all the schools under them. We are of opinion that it is urgently necessary to increase the number of Inspecting officers and to begin with, as a measure of immediate relief, one more Inspectress should be appointed for each province. It should be their duty not only to visit the schools more frequently but also to adopt all possible steps to increase the general efficiency of the teachers working under them. As we have pointed out above, in the case of many teachers, their academic knowledge as well as professional efficiency is extremely unsatisfactory and inadequate, and it is necessary that the Inspectress, who should be adequately qualified, be charged with the duty of conducting Refresher - courses for their benefit and in other ways helping them to improve their professional efficiency. Another suggestion which may be tried in this connection, is the establishment of a central library which should be attached to the office of the Chief Inspectress and from which books of educational and general interest might be sent out to the teachers working in mofussil schools, all over the State.

WASTAGE IN SCHOOLS.

We have been greatly concerned to note that there is a great deal of wastage in girls' educational schools due to the fact that a large majority of girls do not carry on their education to the 5th class by which time they may be reasonably expected to achieve permanent literacy. In order to minimise this wastage and check the present lapse into illiteracy, we recommend that financial provision should be made for

the distribution of free-books in the 4th and 5th classes of the Primary schools and we are inclined to think that this attraction will result in retaining a much larger number of girls in the upper classes of the schools. We expect that the total cost of this proposal will not exceed Rs. 10,000/- per annum. We have also been informed that there is no provision for the supply of free books to the genuinely poor girls reading in primary or secondary schools. It will be necessary to make some provision for these girls also, similar to the provision that has already been sanctioned for boys reading in compulsory schools.

SYLLABUS.

We recommend that the Department should undertake a careful scrutiny of the existing syllabus and courses for girls schools and overhaul them with the object of making them more suitable and congenial for the present interests and the future occupations and responsibility of the girls. There is no reason whatever why the education of girls should be made unreal, mechanical and stultified under the domination of the examination system. We have much greater latitude in their case and the external circumstances are not so pressing or forbidding as they have been in the case of boys. We therefore suggest that a representative and well informed committee should be appointed for reorganizing the contents of the syllabus of girls' education.

SCHOOL BUILDINGS:-

The Committee was informed that the accommodation available for the girls' schools, particularly in the rural areas is generally very unsatisfactory, the schools being mostly housed in unsuitable rented buildings. The committee is of opinion that the Government should undertake a scheme for the gradual construction of buildings for girls' schools which should provide accommodation for the classes as well as suitable accommodation for the residence of the teacher-in-charge. We recommend that the Government should construct 15 school buildings every year at a moderate cost and we anticipate that if this recommendation is carried out, it will be possible, in the course of the next 10 years, to provide Government buildings for the existing primary schools which number about 150. This recommendation is made with a view to securing reasonable conditions of work for the students and the teachers, the latter being greatly handicapped on account of their inability to find suitable accommodation in the rural areas.

PARENTAL COOPERATION.

In the opinion of the Committee it is desirable that opportunities should be provided for bringing the mothers of the girl students and other women of the locality into touch with the work of the schools. The committee, therefore, suggest

that occasional functions should be arranged—in school time if necessary—to which they may be invited, and on such occasions talks should be given on useful subjects likely to be of interest to the visitors and an exhibition of the work done by girls should be organised. This will give the ladies coming from outside a better understanding of, and greater interest in, the work of the school and it would incidently form a modest beginning for the inauguration of adult education work amongst women.

MEDICAL HELP.

The Committtee recommends that wherever lady doctors are available in cities or towns or touring lady doctors are available in rural areas, it should be their duty to conduct medical examination of the girls reading in schools within their jurisdiction and to deal with cases that require medical attention.

CHAPTER VIII.

DIRECTION AND INSPECTION OFFICES.

There is a general, and perhaps inevitable tendency, in all government departments under present conditions, for the clerical and "File" work to increase rapidly with the result that responsible officials are over-burdened with clerical work and unable to attend as much to their real work as they should. The Department of Education is no exception to this rule and on inquiry we found that work in the Direction office as well as Inspection offices has been suffering on this account. The present establishment of the Direction office was sanctioned in 1989 when the scope of its activities was comparatively limited and there were only 1096 schools under it against 1246 today. Now that its work has greatly expanded and further developments are under contemplation which will throw increased responsibility on the Director of Education as well as Inspecting officers, it is necessary that their establishments should be adequately strengthened. In order to relieve the Director from the purely routine work and enable him to devote greater attention to the work of guidance and supervision we consider it absolutely necessary that he should be given a competent Personal Assistant who should be a Gazetted officer and should be duly qualified, not only to deal with office routine but also to help the Director in working out details of educational schemes and proposals. Secondly we consider the present strength of the clerical staff in the Direction office to be very inadequate and we find that Directors have been pressing this point in the past also. In Appendix H we give our detailed recommendations in this behalf, showing their financial implications.

In our survey we have pointed out how the work of inspection and supervision suffers because of various geographical and personnel difficulties. While the former are, on the whole, beyond our control, measures should be taken without delay to strengthen

the Inspection staff and give them adequate clerical assistance with a view to releasing them from the excessive attention to details of office routine, which takes up too much of their time and energy, and enabling them to devote more of their time and attention to the work of guidance and supervision. As a result of the recommendations made in our Interim Report we were glad to find that the Government has accepted our view in the matter and made some provision for the strengthening of the Direction and Inspection offices in this year's budget. We warmly welcome this move but we feel that the relief given to the offices of the Inspectors of Schools is not adequate and we hope that this question will be sympathetically considered by the Government, when these proposals are scrutinised. We consider this all the more necessary because at present some of the Inspecting officers are unable to carry on the prescribed amount of touring and inspection work for want of time. We give in Appendix 6 our detailed recommendations for the increase in the establishment of the Inspecting officers.

In order to lay down a reasonable policy for the future in this connection, we recommend that every year, with the opening of 100 new schools, the post of an Assistant Inspector of Schools should be created and, whenever the number of schools in the jurisdiction of an Assistant Inspector exceeds 100, an Asstt. District Inspector should be given to him who should be an experienced and otherwise suitable trained graduate. The latter suggestion would require the provision of the posts of Asstt. Distt. Inspectors in all the Divisions.

We also wish to emphasise the fact that the Inspecting officers should at this crucial point in the history of educational development in the State, learn to take a new and more helpful and responsible view of their work and duties. In educationally advanced countries, the Inspector is no longer looked upon as merely a critic or a fault-finder but as a friend, counsellor and guide of the teachers working under him. He is generally a better educated and more experienced person who goes from school to school, collecting impressions and experiences and helping to transmit the most significant and useful of them from one school to another. We expect our inspecting officers to approach their work in this spirit and to address themselves to the task of improving not only the teachers' professional efficiency but also their social status and their sense of self-respect, in so far as it lies in their power. Their visits to schools should not be looked upon as annual "visitations" the safe termination of which is a matter for thankfulness, but as welcome opportunities which honest and sincere teachers may utilise to add to their knowledge, and learn what is being done elsewhere by their colleagues. The Inspecting officers will also have to keep themselves more upto date in their knowledge

of educational methods and technique, if they are to guide successfully the work of teachers on the new lines and to conduct properly the Refresher courses which it will be a regular and important part of their duty to do. We expect them and appeal to them to play their part efficiently and earnestly in the educational programme to be worked out in the near future.

We also suggest that it would be extremely helpful and stimulating if the Director of Education calls an Annual conference of all Inspecting officers-province-wise or for the whole State at which the work of the preceding year may be reviewed and plans drawn up for the coming year. Such personal contacts and discussions can be of immense benefit to all concerned and they will enable the Direction office to keep in close touch with the progress of educational schemes.

FINANCIAL IMPLICATIONS OF BASIC EDUCATION.

The programme of future expansion of basic education that we have drawn up in our report envisages a ten years' scheme, beginning with Baisakh 1997, and provides for the opening of one hundred new schools every year. This will provide at the end of the period of ten years, a school for every village having a population of over 500 persons. This will be followed by the next 15 years' programme designed to bring similar facilities within reach of all villages with a population of 200 or more. As this is the biggest and the most expensive part of our programme, it seems necessary to work out its approximate financial implications which will, of course, be spread over a number of years as proposed.

The basic schools of seven classes when fully developed should have a staff of at least five teachers including craft teachers. This will include a headmaster (a trained graduate) in the grade of Rs. 55-2-75, two teachers in the grade of 35-2-55 and two other teachers in the grade of 20-1½-35. This scale of salaries is by no means extravagant in view of the efficiency on the part of teachers, demanded by the new type of education, and the fact that these schools will give education which, barring English and Classical languages, will not be much below the standard of the present high schools in academic subjects and superior to it in others.

The schools will not, however, spring up full-fledged but gradually grow to their full status, and will not require, at the outset, the full complement of the staff shown above. It is anticipated that the schools will start with the two lowest classes in the first year, and go on adding a class in each subsequent year till at the end of six years full fledged seven class basic schools will come into being.

In the first year when there are only two classes in the school one teacher in the grade of 20-1½-35 will be provided. In the second year i. e. for three classes another

teacher in the grade of 35-2-55 will be added. In the third year i. e. for 4 classes, a third teacher in the grade of 20-1½-35 will be necessary. No addition in staff will be necessary in the fourth year when the school will have five classes. In the fifth year the school will start the 6th class and it will then require the services of the headmaster in the grade of Rs. 55-2-75. In the 6th year the school will develop to its full size i. e. have seven classes and it is suggested that another teacher in the grade of Rs. 35-2-55 should then be added.

On this basis, the minimum salary budget of a full basic school in the 6th year following the inauguration of the scheme works out as follows :-

One post at Rs. 55/-	in the grade of 55-	2-75	660
Two post at Rs. 35/-	" "	35- 2-55	840
Two posts at Rs. 20/-	" "	20-1½-35	480

Total ... 1980 Per annum.

But as all the posts will be on a time-scale it is necessary to calculate the average expense which in such cases, is usually calculated at the minimum plus 2/3 of the difference between maximum and minimum scales. On this basis the average cost on the staff of each basic school will be as follows :-

One post at Rs. 69/-	in the grade of 55-	2-75	828
Two posts at Rs. 49/-	" "	35- 2-55	1176
Two posts at Rs. 30/-	" "	20-1½-35	720

Total ... 2724 P.A.

It is also proposed to convert gradually the present primary schools into schools of the new basic type. Such conversion implies the addition of two more classes to the usual five class primary schools existing at present and a strengthening of the staff in conformity with the scale proposed above. The present staff of the primary school is confined to one and occasionally to two teachers in the grade of 20-1-25 or 20-1½-35. The average cost of converting each primary schools into a basic school by adding three or four teachers will be as follows :-

One post at Rs. 69/-	in the grade 55-	2-75	828
Two posts at Rs. 49/-	in the grade of 35-	2-55	1176
One post at Rs. 30/-	in the grade of 20-1½-	35	360

Total ... 2364 Per annum.

As in some cases, the schools will have two or more

teachers the average increase in salaries may be taken as about 2,000/- p. a. In the building programme mentioned elsewhere in the report, it has been estimated that each basic school building will cost Rs. 1,000. Of this Rs. 500/- will be required when the school is started and the balance after two years when two more classes have been added and the number of students increased. In estimating the cost at this low figure, it has been assumed that facilities will be afforded by the Forest Department in the form of free timber and that the villagers can be persuaded to provide free or cheap labour and other facilities in order to show their keenness for the opening of a Government school in their villages.

In these basic schools it is contemplated that education will be imparted generally through three basic crafts—agriculture, spinning and weaving, and woodwork. It will, therefore, be necessary to provide craft requisites for the schools.

In regard to the first craft-agriculture—each school will require about 5 acres of arable land. This will have to be acquired by the Government and suitable compensation awarded to the owners. It will not be right to acquire waste land, where available, for the purpose, for such land is presumably unfit for agriculture and school boys cannot make it cultivable. The cost of land will, of course, vary from place to place. In addition to this, agricultural implements, plough animals, seeds and manure will cost about Rs. 450. Later contingencies and replacements will be met out of the proceeds of the farm.

Spinning and weaving will require taklies, carding instruments, looms and other requisites as also the initial outlay for raw material. This is calculated at Rs. 200 per school.

Wood work will also similarly require tools and implements as well as timber. The approximate cost of these may be put down at Rs. 900.

These crafts are not intended to be taught on a rigidly commercial basis. Their primary *raison d'être* is the rich possibilities inherent in them for imparting effective and real education and adjusting children to their actual environment. We do not therefore, propose to emphasize remunerative aspect of craft work and it would be premature to say how much it will yield when the basic schools have begun to function properly and effectively. But it is equally true that if craft teaching is properly organised, not looked upon as an idle relaxation, and the boys acquire the real discipline of work, it must result in the production of useful articles which are marketable and must yield some income. We are of opinion that this should be spent either on the development of crafts or the general equipment of schools, or in the interests of the boys reading in the school. The produce from farms may, for example, be utilised in giving the underfed children their midday meal, the

cloth woven may partly be used for purchasing implements and raw materials and partly for clothing the large numbers of children in schools who are neither adequately clothed nor can afford to keep clean because they have no clothes to change; the wood work section will prepare all kinds of furniture and other implements required in the schools, and attend to minor repairs of the school building. In addition to this, the craft learnt in the school can be utilised for community service-repairs of village buildings, helping the farmers, and constructing objects of common utility for the village. Ultimately, the work of each school will be assessed in terms of the welfare work done by it in an organised way according to the conditions and requirements of the locality in which the school is functioning. We are thinking in this connection of the first few years of the experiment but we anticipate that, when full seven year schools have come into being, and they are staffed with properly trained teachers, craft work in schools will become more remunerative and it may be possible to meet part of the increasing expenses on education from this source.

Another item of expenditure in these schools would be the provision of the furniture, general equipment, science apparatus and books. Now the provision of these articles is absolutely necessary if the schools are to function at all satisfactorily and most of the existing schools are hopelessly backward in this respect. If these requisites were purchased from the market in the ordinary way, they will involve very considerable expenditure. In order to economise expenditure and to organize work rationally, we are of opinion that our technical schools and later the other schools also should vigorously cooperate in a movement of self help and articles like benches, chairs, tables, blackboards, chalk, ink etc. could be made according to carefully standardised specimens by them. Likewise simple science apparatus, agriculture and weaving apparatus could also in due course be prepared by them under expert guidance. In the matter of the preparation of books and supplementary reading material which is needed for all schools, the Department should undertake to get suitable material prepared by teachers, inspecting officers and others, and the Government should undertake to print it for the use of the schools at cost price. In this way if there is a concerted attempt, it will be possible to equip the schools without incurring prohibitive expenditure.

CONTRACT BUDGET.

The committee has noted the fact that considerable lapses of educational grants occur every year which, if available, could be used for initiating new measures of educational organisation. The following table gives an idea of the lapses that have occurred during the last five years.

Year.	Estimates.	Actuals.	Lapses.
1989-90	Rs. 17,53,000	Rs. 16,09,970	Rs. 1,43,030
1990-91	Rs. 17,68,000	Rs. 15,81,839	Rs. 1,86,161
1991-92	Rs. 16,70,000	Rs. 15,86,316	Rs. 83,664
1992-93	Rs. 17,93,000	Rs. 16,67,229	Rs. 1,25,771
1993-94	Rs. 18,93,000	Rs. 17,53,284	Rs. 1,39,716

The Committee therefore, recommends that the budget for education may be placed on a contract basis so as to enable the department to utilise the savings of one year in the next year. In this way if the total grant for the education budget, say for the next ten years, is determined beforehand, the Department can plan out its programme of expansion and development in a systematic manner and make the best use of the money placed at its disposal.

MISCELLANEOUS.

In this chapter, we propose to formulate our recommendations about certain important topics, which have not found place in the preceding chapters. We have included them in this final chapter, not because they are less significant than the topics we have already discussed, but because they do not require full and separate chapters to be assigned to them.

1. MEDICAL EXAMINATION.

In connection with the problem of the health we have been reliably informed that there has been, during the last few decades, a deterioration in the health of school children and consequently, in that of the older generations also, and we consider it absolutely essential for the general welfare of the people and for the effective success of our educational programme that measures should be devised to improve children's health in schools. We are of opinion that this deterioration must be ascribed primarily to the lack of adequate nourishment and want of proper medical supervision and treatment. In some cases, absence of the facilities for physical training is also responsible for the poorly developed physique of school children. It is, therefore, necessary that suitable preventive and remedial measures should be adopted, as early as possible, to safeguard the health of the students. We welcome the move that has been recently made of appointing doctors and establishing dispensaries in the two colleges. But we would like to stress the point that medical supervision is even more important in the case of younger children reading in schools. We are of opinion that ultimately arrangements will have to be made for the periodical medical inspection and treatment of all children but as an immediate beginning, we suggest the adoption of the following measures, which we consider practicable from the financial and administrative point of view:

- I. Wherever Refresher course for teachers, suggested in our Report, are organized, the cooperation of the local medical authorities should be obtained invariably, in order to train school teachers to record systematically the various physical measurements which give an indication of the general health of the students. They should also be taught how to detect ordinary physical defects and common diseases and to adopt simple precautions in connection with them. It would be advisable for the Medical Department to consider this problem as a whole and lay down the general lines to be followed by local medical officers in giving the requisite training.
- II. In bigger cities where the number of students justifies this measure, special dispensaries should be opened for school children, in order to deal with all such cases as are either detected by the medical officers or are reported to them by the school authorities.
- III. Special instructions should be issued to the Touring Dispensaries situated in the rural areas to look after the health of school children and conduct their medical examination, so far as possible with their present resources.
- IV. In the towns where adequate medical arrangements are in existence, it should be the duty of the medical officers to arrange for the medical inspection of school children within their jurisdiction.
- V. The Medical Department should be instructed to include in their annual Report a special section showing what has been done in the way of medical examination and treatment of school children, during the year under review.
- VI. The Government should consider practicable ways and means of providing some midday refreshment for poorer children who may need it, because we are aware that the educational progress of many poor children—in this as in other countries—is greatly handicapped, because of the lack of suitable and sufficient diet. We would also recommend that later, when our scheme of basic education is in full working order, part of the proceeds of children's work should be specifically devoted to the object of providing midday meal for children.

We are of opinion that the service of college doctors, whose appointment has been sanctioned, should be utilised during the long vacation for conducting medical examination of as many schools as possible. This could be easily arranged by the Srinagar doctor working in Jammu during the winter

vacation and the Jammu doctor working in Kashmir during the summer vacation. We further suggest that our proposals contained in this section should be referred to the Medical Department with the request that it should work out their financial implications and other necessary details, and take the requisite steps to implement these proposals.

II. PHYSICAL EDUCATION.

Closely allied with the question of medical inspection is that of physical education which is a vital condition for health. We are glad to find that mass drill and outdoor scout activities, team games and competitive sports are fairly common in schools and in some places they are quite effectively organised. We feel, however, that these should be supplemented by regular physical education, supervised so far as possible by qualified men. We therefore, recommend that while teachers actually working in schools should be made responsible for the general physical health and development of children in their charge, provision should be made for trained and qualified physical instructors to give expert advice and guidance to teachers in this work which really requires an intelligent understanding of the laws of children's physical growth. For this purpose we recommend the appointment of one qualified physical instructor for each of the ten divisions into which the State is divided for educational administration. They will supervise, coordinate, and try to improve the work of the general teachers in this direction and also help in scouting, excursions and other physical activities.

III. MANUAL WORK WEEK.

It is a well known fact that in the State, as is the rest of the country, educated youngmen are apt to develop an aversion to manual work and to hanker only after the clerical or other "white collar" professions. Socially, morally, economically—in fact, from all points of view—we consider this to be a vicious and reprehensible mentality and are anxious that it should be completely eradicated. The emphasis which our new scheme of education lays on crafts and practical work is intended, amongst other things, to foster the right attitude towards manual work. In order to stress the idea of the dignity of labour and to give manual work its proper status in the social structure, we recommend further the celebration every year of a manual work or labour Week in all schools. During this period, which may extend to a fortnight in the secondary schools, all the teachers and students should devote themselves to some kind of manual work required in the school, or in the form of rendering service to the local community in accordance with a carefully considered plan drawn up before-hand. A record of all the constructive work done during this period should be neatly maintained and submitted at an annual function to which the public may be invited. The schools may be given a small contingency grant

at the start in order to meet the initial cost of organising the work, but it should be the aim of every school to make it not only educationally useful but also remunerative. This is easily possible if, for example, the students carry out much of the annual repairs of the school building and the furniture themselves and the amount sanctioned for the purpose is made over to them. We are convinced that, if such "Labour Week" are rightly organized, they can vitalise the entire work of the school and give the students a new social and intellectual orientation.

IV. SCHOOL OF ORIENTAL LEARNING.

The Government at present maintains two pathshalas, one in each province, which are attached to Government High schools and where students are prepared for the various Sanskrit Examinations of the Punjab University. But there is no corresponding Government Institution in the State, in order to prepare students for Arabic and Persian Examinations. In view of the large number of Muslims in the Kashmir province, and their attachment to and demand for oriental learning, we recommend that a well equipped school of oriental learning should be established in Srinagar where students would be prepared for Proficiency examinations in Arabic and Persian. This school will in course of time, become the recruiting ground for teachers of Arabic and Persian in the Middle and High schools and possibly also for the teachers of theology.

V. RELIGIOUS EDUCATION.

It was brought to the notice of the Committee, in the course of evidence given by certain witnesses, that there is an insistent demand for the provision of religious education in schools, particularly among the Muslims, and that if adequate arrangements were made for this purpose, the enrolment of students, both boys and girls, would increase considerably. This position is understandable, because religion has always played a dominant role in the life of the Indian people and education has always been closely allied to it. The various committees and commissions that have, from time to time, considered the problem of Indian education have also recognised the force of this demand. The present position is that a number of Urdu teachers (formerly designated Arabic teachers) are appointed every year with the object of teaching Urdu and providing religious instruction to Muslim students, and a number of Hindi, Gurmukhi and Bodhi teachers are similarly appointed for the teaching of Hindi, Gurmukhi and Bodhi to Hindus, Sikhs, and Bodhs. But it was represented to us, and we have no reason to disagree with the view, that, the religious education actually imparted in schools is very ineffective. The committee, therefore, feels that steps should be taken to provide religious education of a more effective nature for all those who make a demand for it. As a first step,

therefore, the Committee recommends that the Government should appoint committees consisting of members of the different communities - both educationists and people well-versed in religion - for revising the existing curricula of religious instruction or drawing up new curricula as the case may be, with the object of improving the present system of religious instruction. When these curricula have been prepared, books should be invited according to the criteria drawn up. The committee may also be requested to suggest other ways and means for making religious education more effective and better suited to the needs of the times, and for equipping teachers incharge of this work for the efficient discharge of their duties.

It should be the duty of Urdu, Hindi and Bodhi teachers, wherever they are appointed, to impart religious education if it is desired by the community concerned. But where such teachers are not available, one of the general teachers, who is considered to be personally qualified for this work, should be entrusted with the task of giving this instruction to his own co-religionists, on the basis of books prescribed for the purpose. The demand for religious education is particularly strong in the case of girls' schools mainly attended by Muslim girls. We, therefore suggest that in their case a special provision would be made for appointing teachers who may be qualified to teach the Holy Koran and impart necessary religious instruction.

We should like, in this connection, to stress the fact that a proper religious education is not merely a function of academic instruction given in schools, but depends far more on the spirit and the attitude of the teachers, and on the way in which the entire programme and social relationships of teachers and pupils are organised. We would, therefore commend this point to the attention of all those who are interested in the provision of proper education for children, and suggest to them that the values and ideals implicit in religious education should be translated into concrete terms in the everyday life and activity of children who are being educated in schools.

VI. SELECTION OF TEXT BOOKS.

At present there is a Text-Book Committee which selects books for being prescribed in schools. The printing and publishing of these is the concern of the authors or the publishers and the Text-book Committee only fixes the price in accordance with a sanctioned schedule. But we are not convinced that this is the best method and we are afraid that, here as elsewhere, it leaves considerable loopholes for corruption and canvassing on the part of the publishers which takes devious forms. Moreover, since the new scheme of education would require books written on new lines, not only as to subject matter but also as to the method of presentation, it is necessary

that a more suitable technique for the preparation of books should be adopted. We have considered various aspects of this problem and we suggest that the new syllabus and detailed criteria should be published, giving all necessary instructions as to lines on which books are to be written, and authors should be invited to submit manuscripts. These manuscripts should be carefully reviewed by competent and independent reviewers whose names need not be made public, and after these reviews have been considered by the Text-Book Committee, the authors of the accepted manuscripts should be paid a lumpsum together with some suitable royalty, and publication arranged on suitable terms either through approved publishers or directly by the Government. The amount paid to the authors will be ultimately recovered from the publishers or the sales and the method suggested will eliminate considerably the unhealthy rivalry of publishers which often makes proper selection difficult.

SCHOOL OF ARTS AND CRAFTS.

The committee is of opinion that the Government should consider the desirability of establishing a school of Arts and Crafts in each province which may not only provide higher training in these subjects for teachers working in the Basic schools, but also serve as a centre of inspiration for the people of the State and help to raise their standard of work and craftsmanship. It would be desirable also to have a Museum of Arts and Crafts attached to the school, where the best specimens of work done, whether in the schools or outside, as well as the best available specimens of old arts and crafts, should be exhibited for the inspiration and guidance of teachers, students and craft men. The Government might consider the possibility of remodelling the present institutes at Jammu and Srinagar with this object in view.

VIII. EDUCATIONAL JOURNAL.

The Committee is of opinion that in order to keep the teachers and Inspecting officers in the Department, as well as the public, in touch with the progress and development of the work of educational reorganisation, as also to improve the professional efficiency of the teachers working in primary and secondary schools, it is extremely desirable that a monthly educational journal should be published under the auspices of the Department. This Journal should include all the bulletins and instructions published by the Department from time to time in connection with school education and adult education and contain accounts of educational experiments carried out in the State or outside, and articles on subjects of general and professional interest to teachers. Such a journal would be particularly useful for teachers in rural areas where there are at present hardly any means of coming into contact with new

educational ideas and developments. We expect that with a recurring grant of Rs. 500/- per annum, it will be possible to bring out this journal and to make it an instrument for the improvement of the teachers' professional efficiency and a clearing-house of educational ideas.

IX. CENTRAL LIBRARY OF EDUCATIONAL LITERATURE.

The Committee recommends that a central Library of Educational Literature for teachers and inspecting officers should be established in each of the two provinces from which teachers all over the province should be eligible to borrow books. At present there are two public Libraries in the State, but they contain neither enough books nor the right kind of books for the use of teachers, and the Assistant Inspectors' libraries which we have recommended elsewhere, would not serve the purpose of these central libraries, because they i. e. the former would mainly include books likely to be helpful in conducting short Refresher courses, for teachers.

X. TECHNICAL EDUCATION.

The subject of Technical Education was not specifically included in our terms of reference, nor did we get sufficient opportunity to examine the working of the technical schools. But, in view of the close connection which we have postulated between general and technical education, it seems necessary to refer to this subject in passing although we speak with a certain measure of hesitation for lack of sufficient first hand knowledge. We think it will be necessary for the State later to appoint a small competent committee to examine the entire question and make recommendations for the improvement of the work of these schools. We can only make a brief survey of the existing position and offer certain suggestions that appear to us to be useful.

As we have already pointed out there is no teaching of crafts or any form of productive work in the ordinary schools anywhere. There are, however, eight technical schools in the State—two in the cities of Jammu and Srinagar and the others in Baramulla and Anantnag in the Kashmir Province and Samba, Mirpur, Bhadarwah and Kishtwar in the Jammu Province.

The following table shows the total number of students in each technical school:—

Srinagar.	...	...	...	142
Jammu.	...	...	...	49
Bhadarwah.	...	...	...	22
Kishtwar.	...	...	...	37
Samba.	..	...	...	31
Mirpur.	..	...	...	47
Baramulla.	...	...	...	51
Anantnag.	...	..	...	23
			Total ...	<u>402</u>

Each of the schools conducts a number of courses which

are usually of three years' duration and to which literate students are, as a rule, admissible. Illiterates are, as a rule, taken in the preparatory class and have to put in a year longer.

The following table shows the courses and the number of students in the different classes of each course in these institutions.

	Preparatory.	1st.	2nd.	3rd.	Total.
BHADARWAH.					
1. Carpentry	3	2	2	1	8
2. Dyeing & Weaving	2	3	2	3	10
3. Smithy	3	...	...	1	4
KISHTWAR.					
1. Carpentry	4	6	5	5	20
2. Dyeing & Weaving	5	5	4	3	17
SAMBA.					
1. Calico Printing	6	5	3	...	14
2. Dyeing & Weaving	4	7	4	2	17
ANANTNAG.					
1. Willow Works	...	6	3	3	12
2. Weaving, Dyeing & Calico	...	5	2	4	11
MIRPUR.					
1. Carpentry	8	11	6	2	27
2. Weaving	2	3	2	...	7
3. Utensil making	3	7	2	1	13
JAMMU.					
1. Drawing & Painting	...	7	4	5	16
2. Carpentry	...	5	2	1	8
3. Weaving	...	3	1	4	8
4. Toy making	...	1	1	1	3
5. Pottery	...	3	1	1	5
6. Smithy	...	5	2	2	9
BARAMULLA.					
1. Carpentry	15	6	4	3	28
2. Embroidery	11	5	4	3	23
SRINAGAR.					
1. Painting & Decorating (Boys' Section)	...	18	5	5	28
2. Painting & Decorating (Girls' Section)	...	25	15	...	40
3. Basket making	...	9	5	1	15
4. Carpentry	...	6	2	3	11
5. Smithy	...	13	3	4	20
6. Dyeing	...	2	2	8	12
7. Building	...	...	1	3	4
8. Special students	...	...	...	...	12

The emolument of students, the record of old students who received training in these schools as well as the impression that we gathered by discussing the matter with many people

show that the schools are neither popular nor have they played their expected role in the development of crafts and cottage industries in the State. Their alumni too have been either hankering after services or suffering from unemployment. Very few of them have shown the capacity to set up successful independent business of their own. This is a situation which requires careful consideration. We are anxious to utilise these institutions to better purpose and suggest that most of these institutions may, in course of time, be remodelled and reorganised so as to fit into our scheme of education as vocational secondary schools of different kinds. As at present circumstanced, it cannot be said they have succeeded to any appreciable extent in diverting youngmen to the pursuit of independent occupations or crafts. We are of opinion that when the detailed scheme of diversified types of secondary schools is worked out, these institutions should be dovetailed into the general scheme, so that the existing grants earmarked for technical education may be utilised in imparting education of a secondary standard in arts and crafts, which will not only bias youngmen towards various practical occupations but also help to raise the standard of workmanship, and enable them to carve out new lines of work for themselves. It is true that the craftsmanship of Kashmiri work is superb but, being generally illiterate and uneducated, they cannot take any advantage of modern scientific facilities or work out new designs, new motifs or new techniques, and get into touch with what is being done in other provinces or countries, and thereby increase the appeal of their products and extend their markets. They also lack the capacity to market their goods properly and to guard their economic interests. It is, therefore essential that they should have a better cultural background, and that they should receive primary education of a type which does not kill their artistic capacity or prejudice them against manual and craft work. The "basic education" which we have recommended in our Report is, in our opinion, an excellent prelude to craft training, and when young men, who have received their education in the new basic schools, join the technical schools, they will show a much better standard of work and much better appreciation of its possibilities than the haphazard collection of students now being taught in them. Moreover, since these schools will give them a better general background and also train them on the business or commercial side under more realistic conditions, they will be able to play their part in the rebuilding of the crafts and industries in the State.

Sd. K. G. Saiyidain *Chairman.*
 Sd. Zakir Hussain *Member.*
 Sd. Moh'd Ishaq *Member.*
 Sd. R. C. Mehdiratta *Member.*
 Sd. N. L. Kitroo *Secretary.*

APPENDIX A.

(List of ladies and gentlemen who submitted their memoranda to the Committee.)

1. Mr. E. D. Tyndale Biscoe—Copy of note submitted to Unemployment Commission and Memorandum.
2. Mr. Nurud-Din, M. A., of Praja Sabha Secretariate.
3. Mr. G. A. Mukhtar, M. A. B. T. Asstt. Inspector of Schools.
4. Mr. B. K. Madan, M. A. Professor of History, S. P. College.
5. Rev. A. Andrews, St. Joseph's College, Baramulla.
6. Mrs. Z. A. Begum, Headmistress, Govt. Girls High School, Srinagar.
7. Mr. Girdhari Lal Anand, Banker, Jammu.
8. Mr. Frederic Jacob, M. A., C. M. S. High School, Srinagar.
9. Mr. J. L. Kaul, M. A., LL. B. Lecturer in English, S. P. College, Srinagar.
10. Mr. Fazli Haque, M. Sc., B. T., S. P. College, Srinagar.
11. Mr. Ishwar Das, B. A. B. T. Headmaster, H. S. High school, Akhnur.
12. Mr. Mehdiratta, Inspector of Schools, Jammu.
13. Dr. H. L. Tikku, Retired Chief Medical Officer.
14. K. S. Mirza Ghulam Mustafa, Retired Wazir Wazarat, Srinagar.
15. Mr. K. N. Tikku of the Peripatetic Party, Sopore.
16. Dr. E. F. Neve, F. R. C. S., Etc., Srinagar.
17. Miss. M. Gomery, Anantnag.
18. Canon C. E. Tyndale Biscoe, Srinagar.
19. Mr. Das Ram Malik, M. A., B. T. Headmaster, Normal School, Udhampur.
20. Mr. Kashi Nath Koul, Headmaster, Middle School, Hattian Dopatta.
21. Mr. Q. Mohammad Ishaq, M. A., M. O. L. Inspector of Schools, Srinagar.
22. Mr. Kanth Koul, M. A., Librarian, S. P. College, Srinagar.
23. Dr. Sri Ram, Scout Organizer, Srinagar.
24. Mr. Dina Nath Fotedar, Headmaster, Government High School, Bhadarwah.
25. Mr. Balwant Singh, Inspector of Schools (Retired).
26. Mr. S. L. Raina, Headmaster, Sri H. S. National High school, Baramulla.
27. Mr. R. K. Bhan, Professor of Economics, S. P. College, Srinagar.
28. Dr. Sodarshan, Asstt. Surgeon, Srinagar.
26. Mr. Gopi Nath Vishen, Headmaster, H. S. High school, Rainawari.
30. Mr. Mulk Raj Gupta, Headmaster, Government High school, Udhampur.
31. Mr. Lal Khan, Headmaster, Govt. High school, Kishtwar.
32. Mr. Prem Nath Masroor, Sopore, Kashmir.

APPENDIX A (continued)

33. Mr. Ghulam Rasul, Headmaster, Government High School, Srinagar.
34. Mr. A. K. Kichlu, Professor of Philosophy, S. P. College, Srinagar.
35. Mr. Damodar Das Kachru, Headmaster, Babapore Middle School, Srinagar.
36. Mr. Ram Lal Basur, M. A., LL. B. Mohalla Gupan, Jammu.
37. Mr. Habib Ullah, Rangteng Middle School.
38. Miss. M. P. Mallinson, Principal, C. M. S. Girls' School, Srinagar.
39. Mr. J. L. Pandita, S. P. High School, Srinagar.
40. Mr. Prithvi Nath Koul, Malapora, Srinagar.
41. Mr. R. K. Sapru, Office of the Director of Education, Jammu.
42. Mr. B. D. S. Chopra, Sri Ranbir Ganj, Srinagar.
43. Mr. Q. Qamar-ud-Din, S. R. High School, Jammu.
44. Mr. Ghulam Mustafa, Ist. teacher, Daulerpora, Sopore.
45. Mr. Radhakishen Koul, H. S. High School Rainawari, Srinagar.
46. Mr. Shridar Koul, Headmaster, Govt. High School. Sopore.
47. Mr. Mohammad Hussain, teacher Akbar Islamia High School, Jammu.
48. Mr. Jagan Nath Raina, Normal School, Udampur.
49. Mr. Nand Lal Dhar, Ist teacher, Kalashpora, Srinagar.
50. Mr. Noor-ud-Din, Rangteng School, Srinagar.
51. Mr. Dina Nath Dhar, S. P. High School, Srinagar.

APPENDIX B.

The Educational Reorganisation Committee was appointed by His Highness' Government of Jammu and Kashmir under Government order No. E. D. B. 517/38 dated 27th June 1938 for the reorganisation of the existing educational system in the State. The Director of Education, Mr. K. G. Saiyidain was appointed the Chairman of the Committee and the following gentlemen as members :—

1. Dr. Zakir Husain, Principal, Jamia Millia, Delhi.
2. Mr. Eric Tyndale Biscoe, Principal, C. M. S. School, Srinagar.
3. Q. Mohammad Ishaq, Inspector of Schools, Kashmir.
4. Mr. R. C. Mehdiratta, Inspector of Schools, Jammu.
5. Pt. Nand Lal Kitroo, Headmaster, S. P. High School Srinagar, Secretary.

The following are the terms of reference under which the Committee was appointed.

In view of the urgent need for a new orientation of educational policy and a reorganisation of the existing educational system in the state, the Government have appointed an Educational Reorganisation Committee consisting of the Director of Education as Chairman, and the above noted gentlemen as members, to examine the suitability and adequacy of the present system of primary and secondary education and to make recommendations for bringing it into more vital touch with the needs of the people of the State and the ideals of the good life, and to awaken a keener and healthier civic and social sense. The following were the terms of reference to the Committee :—

1. To make a brief but comprehensive survey of the present position of primary and secondary education in the State with special reference to the following points :—
 - (a) the adequacy of the existing facilities for the educational needs of the people,
 - (b) the method of recruitment, qualifications and status of teachers,
 - (c) the facilities available for the training of teachers and the maintenance and improvement of their professional efficiency during their period of service,
 - (d) the existing curricula and methods in schools,
 - (e) the relation of the school to the social and cultural life of the community as a whole and the pursuits and occupations of the people,
 - (f) the facilities available for games, physical education, scouting and other extra-mural and extra-curricular activities,
 - (g) existing machinery for "continuation education" of

students when they pass out of the schools,
 (h) does the State get full value for the money spent on education?

2. To recommend to the Government ways and means for bringing education into closer touch with the existing socio-economic conditions so as to make it more useful and practical as well as improve its quality and, in this connection, to consider the following points :-
 - (a) the length of the primary and secondary school courses and of the period of schooling,
 - (b) the overhauling of the courses of instruction in accordance with the objects laid down in the preamble,
 - (c) the medium of instruction,
 - (d) the introduction of compulsory primary education,
 - (e) the correlation of the present academic education with the teaching of crafts, and ways and means of doing it,
 - (f) the diversification of courses at the secondary stage so as to provide for different types of students, to reduce the pressure on clerical services, and help to place national economy on a more rational basis,
 - (g) the improvement of the professional efficiency of teachers, both trained and untrained, and provision of craft courses for them,
 - (h) the feasibility of utilising private effort and non-official agencies in the development of education, particularly with regard to Adult Education,
 - (i) ways and means of making the school a living centre of social work and service.

By order of His Highness' Government.

As the terms of reference indicate, the Committee was appointed to consider the existing situation with regard to Primary and Secondary education, and to make recommendations for its re-organisation, so as to bring it into more vital touch with the needs of the people of the State, awaken a keener civic and social consciousness in them, and strengthen the ideals of the good life. What the Committee has therefore attempted to do, is not merely to suggest small formal changes in the curriculum and methods of teaching, but to work out a scheme of education inspired by a new educational ideology which will, on the one hand, be in harmony with the needs and requirements of the present age, and on the other, be effectively correlated with the ideals of the people of the State.

The Committee met from 7th to 25th of July 1938 and considered in detail the various questions arising out of the terms of reference. A large number of memoranda had been received in response to the appeal published in the papers by the Chairman of the Committee, and these memoranda, which

gave evidence of the keen interest taken by the public in problems of educational policy, were carefully examined by the members of the Committee. They also considered statistical data, relating to educational conditions in the State, which had been prepared by the Secretary with great care and diligence. In connection with certain specific questions on which the Committee wanted to have the benefit of the opinion of public men and certain officials of relevant Departments, the following ladies and gentlemen were invited to give evidence before the Committee, which they kindly consented to do:—

1. K. B. Thakur Aga Syed Hussain, ex-Minister and State Counsellor.
2. Mr. Kotibhaskar, Director of Industries.
3. Mr. M. R. Fotadar, Director of Agriculture.
4. Miss Shaw, officiating Chief Inspectress of Schools.
5. Miss Mallinson, Principal, C. M. S. Girls' School, Srinagar.
6. P. Shive Narayan Fotadar, M. L. A.
7. Mirza Mohamed Afzal Beg, M. L. A.
8. Mian Ahmad Yar Khan, M. L. A.
9. P. Amar Nath Kak, M. L. A.

The Committee adjourned on the 25th, and decided to meet again some time in September, in order to consider the draft report to be prepared by the Chairman and the Secretary. There are certain questions which required more detailed examination and these also will be considered when the Committee meets again for the final consideration of its recommendations.

The Director of Industries, the Director of Agriculture and the officiating Chief Inspectress of Schools have been requested to prepare notes on certain questions with which they are specially concerned in regard to the scheme of education which was discussed with them. The Chairman of the Committee has also appointed the three following sub-committees, in order to prepare the syllabus of studies for the basic schools and the Teachers' Training School.

1. The Social Studies and Mother tongue Sub-Committee, consisting of:—
 - (i) Mr. L. D. Suri ... Lecturer, P. W. College, Jammu.
 - (ii) Mr. G. A. Mukhtar ... Assistant Inspector, S. Division.
 - (iii) Mr. Veshnath Dar ... Teacher, S. P. High School.
 - (iv) Pir Zada Ghulam Rasul ... Assistant Inspector, Western Division. (Convener)
2. Mathematics General Science Sub-Committee, consisting of:—
 - (i) Mr. R. C. Pandita ... Professor, P. W. College, Jammu.
 - (ii) Mr. Fazle Haq ... Lecturer, S. P. College, Srinagar.
 - (iii) Mr. Nand Lal Kitroo ... Head Master, S. P. High School, Srinagar. (Convener)

3. Teachers' Training Syllabus Sub-Committee, consisting of :-
- (i) Mr. L. D. SuriLecturer, P. W. College,
Jammu.
 - (ii) Mr. G. A. Mukhtar...Assistant Inspector,
Southern Division.
 - (iii) Mr. Fazle HaqLecturer, S. P. College,
 - (iv) Mr. Nand Lal Kitroo...Head Master, S. P. High
School, (Convener)
 - (v) Mr. Das Ram Malik...Head Master. Normal
School, Udhampur.

The committees have been given powers to co-opt more members, if necessary, and it is expected that they will submit their draft syllabus to the General Committee in September.

In the Interim Report, which I have the honour to submit, on behalf of the Committee, I have included only those recommendations, about which the Committee has come to final decision and have not included those points about which further consultation and discussion is to be held next month. These proposals should not, therefore, be regarded as exhaustive, but merely as giving a general idea of the lines, along which it is proposed to reorganise the educational system. In this connection, a brief report giving the financial implications of such of the schemes as are proposed to be introduced with effect from the beginning of the next financial year, has already been submitted to the Government, to enable the Council to consider the financial side of the proposals at the time of the formulation of the Budget for the coming year, and I understand, that the Government has viewed the proposals favourably, and a certain amount of money has been provided for making a beginning in connection with the proposed educational scheme.

After making a comprehensive survey of the educational conditions in the State, and examining the immediate, as well as the future needs of educational expansion, the Committee has come to the following conclusions :-

1. The new scheme of education should aim at the establishment, in due course, of a system of free, compulsory and universal basic education for all the children in the State, between the ages of 7 and 14.
2. For this purpose, it is necessary to draw up a 25 years' plan, so that, during this period, education should be made universal and compulsory, and the requisite provision of schooling facilities be made throughout the State.
3. The Committee is of opinion, that in order to achieve this end, it is necessary to accelerate the

pace of educational expansion very considerably, so as to ensure that, in the first ten years, all the villages having a population of over 500 should be provided with schools. This is not an ambitious but a modest proposal. As far back as 1916, Mr. Sharp had recommended in his report that during the next 10 years, schools should be established in all villages, having a population of over 500. This proposal thus requires, that, at least, 100 Primary schools should be opened every year, so that, during the next 10 years it should be possible to open schools in all such villages (which number about 1000) and thus the first part of the 25 years' plan should be completed. In the subsequent 15 years, it should be the effort of the Government to provide suitable schooling facilities for the villages having smaller population.

4. The Committee is of opinion that, side by side with the accelerating of the pace of educational expansion, an attempt should be made to thoroughly overhaul and improve the quality of education imparted, and for this purpose, they suggest, that a scheme of basic education should be drawn up, in which craft teaching and book teaching should be imparted simultaneously, in integral relationship with each other.

This coordination of theoretical and practical education is absolutely essential for academic, psychological and vocational reasons. In the Jammu and Kashmir State, where people are gifted with unusual skill in craftsmanship, the introduction of the craft element in education is particularly urgent and desirable. For this purpose, the committee has given detailed suggestions to its sub-committees as to how the new syllabus of primary education is to be drafted.

5. The introduction of the new scheme of education and the opening of basic schools requires that adequate arrangements should be made for the proper training of teachers in the light of the new requirements. The Committee strongly feels that no educational reform is possible, unless the system of teachers' training is thoroughly reorganised. They have therefore, recommended that two Training Schools, properly staffed and equipped, should be opened, one in Jammu and the other in Srinagar, where one hundred teachers might be trained every year. This period of one year however, is merely proposed as an emergency measure, because in the opinion of the Committee, one year is too short a period for providing adequate professional training to teachers. The recommendation is that ultimately, the teachers' training course should last 3 years after the completion of the basic school education. The

Committee further recommends that one basic school of the new type should be established in association with each Training School, where teachers may receive practical training in the art of teaching, and which may serve as an inspiration and a model to other schools in the province. If these schools are properly staffed and organised, they would not only serve as model schools but may also assume a position of All-India importance, because in many provinces and states, experimental attempts are being made to organise schools on these lines.

6 The Committee also recommends that provision should be made for the construction of 100 buildings for basic Primary schools every year, because such schools which are to provide craft education, side by side with academic instruction, must be housed in buildings specially constructed for the purpose. The Department of Education should get plans prepared of simple and inexpensive buildings for such schools. The co-operation of the villagers can be obtained in this work and the cost of construction can be considerably minimised if they are constructed, not through the Public Works Department but under the general supervision of the Education Department itself.

7. With regard to Secondary education, it is the opinion of the Committee that in comparison with the facilities for Primary education, the facilities available for Secondary education are fairly satisfactory and that, in future, the resources of the State should be primarily concentrated on the expansion and consolidation of Primary education. But, in order to make the existing Secondary schools really effective, and educationally satisfactory, it is essential to remove the congestion, which at present characterises practically all of them, and makes effective education almost impossible, and which is having a most detrimental effect on the physical health and mental peace of students, as well as teachers. It is therefore, necessary to set a reasonable limit to the size of each section of a class and although the ideal number should be 30 pupils in each section, the Committee realises that this may be very difficult immediately and therefore suggests that the number of students in a section should under no circumstances exceed 40. In order to give effect to this recommendation, it will be necessary to increase the accommodation in existing schools and to provide extra staff, wherever it may be necessary.

8. The Committee is also of opinion, that the grant-in-aid rules should be so modified that private effort on behalf of Secondary education may be forthcoming in a larger measure than is the case at present. If this can be done, and the responsibility for Secondary education is taken over by private agencies to a greater extent, it would be possible for the Government to spend a larger amount of money on the

expansion of Primary education.

9. The Committee has under contemplation a scheme for the re-organisation of Secondary education, whereby the present unhealthy and exaggerated emphasis on one type of schools only, namely the academic type, may be diminished and the principles of diversification be introduced in the interest, both of individual students, and the needs and demands of community life. The details of this scheme will be given in the full report of the Committee, to be submitted later. But it may be pointed out that the object of the Committee is not to limit the facilities for Secondary education now available. Their desire, rather, is to see that Secondary schools of different types, some of them with a bias in technical, commercial and agricultural directions, may be established and students may be selected on the basis of their natural aptitude for admission to these schools. But the Committee strongly feels, that free Secondary education of the academic type should be mainly provided for those who, on the basis of their intelligence and aptitudes, are fitted to receive it. If such facilities are thrown open indiscriminately and the Secondary schools are crowded with students who are unable to profit from them, it is neither in the interest of the individual students nor in the interest of national progress and advancement.

10. The Committee strongly feels that the educational problem facing the State, as well as the public, will not be solved merely by the multiplication of facilities for Primary or Secondary education. It is necessary to attack the existing illiteracy and ignorance from the other end also, namely, by organising a scheme of Adult Education and of a free library service in rural areas. The Committee, therefore, recommends that the State should provide adequate funds for carrying on the work of Adult Education, partly through teachers working in rural schools, partly by helping voluntary effort in this direction, and partly by encouraging outside agencies, particularly the students of secondary institutions and colleges, to take up this work of national service as a labour of love. Detailed suggestions for this purpose will be found in the final report of the Committee.

11. As a necessary complement to this scheme, the Committee recommends the establishing of libraries in rural areas, which will be placed in charge of some competent teachers of the village schools who would not only work as librarians, but also give readings from books and newspapers and generally help the literate population of the village in the selection of their readings. These libraries are necessary, not only to raise the general standard of knowledge and culture among the rural population, but also to arrest the lapse into illiteracy, which is such a common and deplorable feature of the present educational system. The Committee is of opinion,

that the work of Adult Education, which is to be placed in charge of an Adult Education Officer, should consist not merely in the teaching of reading and writing, but also include the imparting of useful knowledge about subjects of everyday interest to the villagers, and aim at widening their knowledge and their interests. In this work, the co-operation of various other Departments will be necessary, for which detailed suggestions will be made in the final Report. The Committee is of opinion, that if various departments, which are concerned with different aspects of national reconstruction can co-operate in this endeavour, it will, within a short time, have a very healthy reaction on the life of the people of the State.

12. The training of new teachers by itself, will not be sufficient for the work of educational reconstruction that has to be carried out, because it would leave a large number of teachers, at present in service, without any idea of the methods and principles of the new education. In order to add to their knowledge and efficiency, and to give them new enthusiasm for their work, it is essential to organise Refresher courses for these teachers, so that they may acquire a new orientation and outlook towards their professional duties. The Committee has drawn up a scheme which will be incorporated in the final Report for providing these Refresher courses at a comparatively small cost. The Committee is of opinion that such Refresher courses, if properly conducted, will be of the greatest value in giving a stimulus to the cause of better education. Another problem which has been considered by the Committee, is that of providing the right kind of text books, supplementary reading books, charts, diagrams and illustrative material that would be needed for the new basic schools, as soon as they are established. As these schools will organise their work according to the coordinated technique of teaching, which aims at relating the various branches of knowledge to one another and to the child's life and environments, it is necessary to have books especially prepared by competent educationists who are conversant with this idea. The Committee has therefore proposed, that an adequate sum of money should be sanctioned for this purpose in order to get manuscripts of such books prepared which may later on be either published by the Government or given over to approved publishers, on reasonable terms. The Committee expects that by adopting this method, the amount sanctioned and spent on remuneration to authors will be recovered and good books will be provided without the State having ultimately to incur any expenditure.

13. The Committee is of opinion that the Direction office and the offices of Inspecting officers are greatly understaffed and it is impossible to carry on the work of educational direction and supervision unless the establishment is strengthened

and the officers are thereby released from some of the mechanical routine work which at present takes up a good deal of their time. Since these officers were appointed and their office establishments were sanctioned, the number of schools has greatly increased and the work done by each officer has become much heavier. The Committee has therefore proposed certain additions being made to these offices, so that the work may be carried on more efficiently and the officers may be able to devote a greater part of their time to their real duties.

14. The Committee has noted the fact that during the last few years there has been a considerable lapse of educational grants every year, which could have been utilised for working out financial measures of educational reorganisation and expansion. In view of this fact and also for various other reasons, the Committee is of the opinion that the budget of the Education Department should be placed on a contract basis, in order to enable the Department to utilise the savings of one year in the following years. The suggestion is, that for the present the budget may be drawn up on a three years' basis. This is specially necessary, because some of the schemes recommended by the Committee, for example the construction of new school buildings, cannot be definitely expected to be completed within any particular calendar year. In some other States also, for example in the Hyderabad State, certain departmental budgets, like that of the Usmania University, have been drafted on this basis.

15. The Committee has also examined very carefully the grades and salaries of the teachers in the various cadres of the Education Department, and it has been struck forcibly by two facts, firstly, that in comparison with other Departments and even in comparison with some clerical services, the teachers' salaries are low; secondly with the exception of a few grades, all other salaries are ungraded, and teachers, as a rule, have no regular increments and can look up to promotions only when there are some vacancies in the higher posts.

It is essential, in the opinion of the Committee, that this anomalous position should be remedied, and the Government should try to secure a reasonably contented personnel of teachers, so that they may work with devotion and enthusiasm, without constant anxiety about their financial position. The Committee has therefore drawn up a scheme for regradation of teachers' salaries and to place them in the time scale, and it is hoped that if these recommendations are accepted, which do not imply any large increase of expenditure, it would have a very healthy reaction on the work and the spirit of most of the teaching profession.

There are many other matters, for example, girls' education,

medical inspection of school children, physical education and medium of instruction etc., about which the recommendations of the Committee have not been included in the present pages. The reason for this omission is, that on some of these points, the Committee has still to form its definite conclusions while the rest are points of detail, though extremely important in themselves, which need not be included in this interim report. But in the final report of the Committee, due attention will be paid to all these points and the Committee's recommendations clearly formulated.

In submitting the above interim report, on behalf of the Committee, I make bold to hope that the State with its keenness and deep interest in the problems of education, and the Praja Sabha with its pronounced policy of aiding and developing the educational facilities available in the State, will look upon our proposal with favour, and that the necessary funds will be provided for this great work of educational and national reconstruction. The Committee is hopeful that if the scheme is worked under favourable auspices and with the cooperation of all concerned, it will react most favourably on the life and character of the people, and the State of Jammu and Kashmir will, in due course, become educationally one of the most advanced and progressive States in this great country.

K. G. SAIYIDAIN,

(Chairman, Educational Reorganisation Committee.)

APPENDIX C
TEACHERS' TRAINING INSTITUTION.

1.	Head Master.	100-10-200	190/-plus 50/- D. A.
2.	Science and Math. teacher.	75-5-125	75/-
3.	Social studies teacher.	75-5-125	75/-
4.	Teacher of Method.	75-5-125	75/-
5.	Arts teacher.	55-5-100	55/-
6.	Agriculture teacher.	55-5-100	55/-
7.	Vernacular teacher.	55-5-100	55/-
8.	Supervisor of teaching practice	55-5-100	55/-
9.	Clerk & Librarian.	60-4- 80	60/-
10.	Physical Instructor.	50/-	50/-
11.	Teacher of spinning and weaving	50/-	50/-
12.	Teacher of Woodwork	50/-	50/-
13.	Allowance to Hostel Superintendent	20/-	20/-
14.	Two peons @ Rs. 14/- each		28/-
15.	4 coolis @ Rs. 12/- each		48/-
16.	2 Kitchen servants @ Rs. 8/- each		16/-
17.	2 Farm hands @ Rs. 12/- each		24/-
18.	2 Sweepers @ Rs. 12/- each		24/-

Total Rs. 1055/- p. m.
or Rs. 12660/- p. a.

CONTINGENCIES.

1.	Furniture.	300	1400 N. R.
2.	Science apparatus	200	300 N. R.
3.	Implements for Crafts & Agricul- ture.	300	1400 N. R.
4.	Animals for ploughing	100	100 N. R.
5.	Library	300	600 N. R.
6.	Newspapers and Magazines.	100	
7.	Maps and Charts	200	300 N. R.
8.	Hostel Furniture	100	900 N. R.
9.	Contingencies	200	
10.	Service Stamps	100	
11.	Stationery	200	
12.	Uniforms to menials	75	
13.	Games material	100	
14.	Travelling allowance	600	
15.	Scholarships at 15/- for 75 students, 25 will join on their own expenses	13300	

16,475 plus 5,000 N. R.

APPENDIX C. (Continued)

Total Establishment	...	12,660/-	
Contingencies	...	16,375/-	5,000 N. R.
		<hr/>	
Total	...	29,035/-	5,000 N. R.

Note :— Cost of 20 acres of land not included.
Cost of School and Hostel building not included.

BASIC SCHOOL SRINAGAR.

one teacher @	...	...	55-5-100	660/-
three teachers @	...	...	35-2-55	2260/-
three teachers @	...	...	20-1½-35	720/-
one Peon @	...	...	14/-	168/-
				<hr/>
		Total		3808/-
Furniture	...	...	200/-	
Sweeping	...	...	60/-	
Firewood	...	...	40/-	
Books	...	...	200/-	N. R. 50/-
Maps charts	...	...	100/-	N. R. 50/-
Games material	...	...	50/-	
Contingencies	...	...	100/-	
			<hr/>	
		Total	650/-	
Craft equipment	...	...	500/-	N. R. 100/-
			<hr/>	
			1150/-	N. R.
		Total	Rs. 4958/-	

BASIC SCHOOL JAMMU.

- Head teacher at 75-5-125 Rs. 900/-
The rest same as for Srinagar.
Total ... Rs. 5198/-

Grand total for two schools 10156/-

APPENDIX D.

Estimate expenditure for 10 Refresher Courses for Primary school Teachers in both the Circles.

Each course shall provide for teachers.

Number of teachers undergoing the course:- 350 per year.

(i) Actual Mileage to 250 teachers (100 being within a radius of 15 miles) at Rs. 6/- per head Rs. 1500/-.

(ii) Food allowance to 300 teachers (50 being local) at -/8/- per head for 30 days ... Rs. 4500/-.

Allowance to 15 temporary teachers in the Muzaffarabad District where the course is to be held in Maghar at Rs. 20/- per teacher Rs. 300/-.

Allowance to 120 temporary teachers for 15 days (in Jammu Circle) at Rs. 20/- p. m. each ... Rs. 1200/-.

Contingencies e. g. Stationery, carriage of furniture and library books, maps and charts printing of pamphlets on educational topics, etc, at Rs. 50/- per course Rs. 500/-.

Total Rs. 8000/-.

APPENDIX E

One month's Refresher Course for
Graduate teachers 20 teachers in each course.

T. A. both ways at 20/- each	...	...	400-0-0
Food Allowance at 15/- each per month...	...	...	300-0-0
Books, Maps and Charts, Stationery etc, at Rs. 200/-	...	...	200-0-0
		Total	<u>900-0-0</u>

For two such courses, one at each Training School $900 \times 2 = 1800$

APPENDIX F

Scheme of a Post Graduate Training College.

In order to open a post graduate Training class (B.T.) in the State where about 30 teachers including aided school teachers and private candidates may receive training every year, the following expenses will have to be incurred.

I. STAFF		Grade.
1. Principal		Rs. 200 - 400/-.
(He should be a trained and experienced teacher with outstanding academic qualifications and some knowledge of training technique.)		
2. Lecturer		Rs. 100 - 200/-.
(Trained and experienced teacher with adequate knowledge of Modern methods of teaching preferably an M. A. in some school subject.)		
3. Supervisor of Teaching Practice.		Rs. 75 - 125/-.
(Trained and experienced teacher B.A., B.T. or M.A., B.T.)		
4. Teacher of Science & Mathematics		Rs. 75 - 125/-.
(B. Sc. B. T. or M. Sc. B. T.)		
5. Clerk & Typist		Rs. 25-2-55/-.
6. Peon	two	Rs. 12/- × 2/-.
II. EQUIPMENT.		
	Non-recurring.	Recurring.
Library grant.	1000/-	250/-
Apparatus & equipment	2000/-	300/-
Furniture	700/-	300/-
Contingencies		100/-
Stationery (including postage)		150/-
T. A.		300/-
Type-writer	300/-	
Allowance to Superintendent Hostel	360/-	
Magazines	100/-	
Duplicator	300/-	
Science equipment	200/-	100/-
Firewood or fans	100/-	250/-
Hostel furniture & utensils	500/-	100/-
Sweeper at 12/-		144/-
III. OTHER EXPENSES		
1. Pay of 20 substitute teachers at Rs. 35/- p m. for 10 months	7000/-	
2. It is presumed that the Government will provide building for the college and arrange to accommodate students in the hostel of the college or elsewhere; No rent has therefore been included.		

APPENDIX F. —*Continued*

IV. Some other relevant points :-

1. The teachers deputed by aided schools and private candidates should pay a tuition fee of Rs. 6/- p.m. but no proportionate cost.
2. The teachers in State service should be paid their full salary during the period of training and should not be charged any tuition fees.
3. A practising and demonstration secondary school should be attached to the Training college and it should be directly under the Principal of the Training College. This arrangement might also make possible some economy so far as the staff is concerned, which can however, be worked out only when the scheme is put into practical shape.

APPENDIX G.

S. V. class for Girls.

10 students every year.

Students under Training draw their own pay. Substitutes will be engaged on Rs. 25/- p. m.

One Graduate trained on Rs. 100/-	...	1200/-.
One Graduate trained on Rs. 100/-	...	1200/-.
10 substitute teachers at Rs. 25/- each	...	3000/-.
Travelling Allowance.	...	300/-.
Hostel rent at Rs. 25/- p. m	...	300/-.
Allowance to Superintendent 20/- p. m.	...	240/-.
Servant at Rs. 14/-	...	168/-.
Sweeper at Rs. 8/-	...	96/-.
Library	...	300/- (150/-N.R.)
Contingencies	...	150/-.
Furniture for School and Hostel	...	400/- (200/-N.R.)
Educational apparatus and appliances	...	350/- (200/-N.R.)
Total Rs.	...	<u>7654/- (550/-N.R.)</u>

APPENDIX H.
DIRECTION OFFICE.

—————
Statement of Increase and decrease.
—————

Add one Personal Assistant to the Director at 240/- p. m.
 Add two Head Assistants in the grade of 65-5-100 at 65/-
 and Rs. 75/- p. m. each.
 Add two clerks in the grade of 25-2-55 at 25/- p. m. each.
 Add two clerks in the grade of 25-2-55 at 25/- p. m. each.
 Add two peons at Rs. 14/- p. m. each.
 Total increase per mensem Rs. 458/- p. m.
 Increase per annum Rs. 5496/-
 Reduce one clerk in the grade of
 30-3-75 at 72/- p. m. Rs. 864/- per annum
 —————
 Net increase. Rs. 4632/-

APPENDIX I.

Reduce.	Create.
1. Head clerk 60-4-80 at 80/-+2 82	2. Head clerks 65-5-100 at 85/- each... .. 170
2. Head clerks 60-4-80 at 80/- 80	2. clerks 30-3-75 at 30/- each 60
5. Relieving teachers 20-1½-35 at 27½ & 29/- p. m. each 141	5. clerks in 25-2-55 at 29/- each 175
1. Relieving teacher at 24½ & 26/- 25	7. clerks 25-2-55 at 25/- p. m. each ... 175
1. -do- 20-1-25 (@) 23 & 24..24	
Total 352/-	Total 550/-

Increase 198/-
or 2376/- for the year.

Note :—

The relieving teachers are provided for on pages 99 and 113 of the current budget.

Add one clerk to each Asstt. Inspector of Schools' office at Rs. 25-2-55. 10 such clerks will cost Rs 250/- a month.