



Government of Bombay
(Transferred Departments)

Report
of the
**Committee on Primary and
Secondary Education**
1929

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CONTENTS.

	Page
Terms of Reference and Recommendations collected	v
Prefatory Note	xiii

PART I.

EXISTING SYSTEM.

CHAPTER I.

Appointment of the Committee.

1. Constitution of the Committee	1
2. Terms of Reference	1
3. Questionnaire	2
4. Oral Evidence	3
5. Meetings	3
6. Report	3
7. Cost of the Committee	3

CHAPTER II.

Statistics of Population and Occupations.

1. Area and Population	4
2. Divisions of the Presidency	4
3. Vernaculars	4
4. Occupations	5
5. Educational Needs	6

CHAPTER III.

System of Education and Statistics.

1. The Primary School	8
2. The Anglo-Vernacular Middle School	9
3. The High School	9
4. Number and Distribution of Schools and Pupils	10
5. Expenditure	11
6. Primary Education	11
7. Secondary and Higher Education	12
8. Education of Backward Communities	13

CHAPTER IV.

Criticism of the Existing System.

1. General	15
2. Primary Education	15
3. Secondary Education	17

PART II.

RECOMMENDATIONS.

CHAPTER V.

Division and Duration of the School Course.

1. Stages of Instruction	19
2. Elementary Stage	19
3. Aim of Education in the Elementary Stage	20
4. Stage corresponding to the present Upper Primary and Middle Stages	21
5. Nomenclature	21

CONTENTS.

	Page
6. Retention of Anglo-Vernacular Middle Schools	22
7. Alternative to English in Higher Elementary Standards	22
8. Co-ordination of Higher Elementary Schools	23
9. Duration of the School Course	23
10. Length of the Elementary Course	24
11. Length of the Higher Elementary Stage	25
12. Length of the Secondary Stage	26

CHAPTER VI.

Medium and Subjects of Instruction.

1. The Medium of Instruction	27
2. The Aim of the Teaching of English	28
3. When English should be begun	29
4. Methods of Teaching	29
5. Subjects of Instruction—	30
(a) Arithmetic.	
(b) Algebra and Geometry.	
(c) History.	
(d) Geography.	
(e) Elementary Science.	
(f) Classical Languages.	
(g) Music.	
(h) Nature Study and Handwork.	
6. Differentiation of Courses in Urban and Rural Areas	33
7. Courses for Girls	33
8. Vernacular Readers	34
9. Liberty in framing Courses	35

CHAPTER VII.

The Training of Teachers.

1. Primary Schools	36
2. Teachers for Village Schools	37
3. Secondary Schools	38
4. After-care of Trained Teachers	38

CHAPTER VIII.

Examinations.

1. Examination at the end of the Higher Elementary Stage	39
2. Entrance Test for Secondary Schools	39
3. Secondary School-leaving Examination—	40
(a) General.	
(b) Subjects of the School-leaving Examination.	

CHAPTER IX.

Vocational Education.

1. General	42
2. Existing Vocational Schools	42
3. Vocational Education in Anglo-Vernacular Schools	43
4. Elementary Stage	43
5. Higher Elementary School with a Vocational Bias	44
6. Vocational Instruction	44
7. Agricultural-bias Schools	45
8. Other Higher Elementary Schools with a Vocational Bias	45
9. General Courses in Higher Elementary Schools	45
10. Vocational Instruction in Secondary Schools	46
11. Subjects of Instruction	47
12. Policy	49

CONTENTS.

iii

Page

CHAPTER X

Legislative and Administrative Measures.

- | | | | |
|--|----|----|----|
| 1. Age Limits of Compulsion | .. | .. | 50 |
| 2. Administration of Higher Elementary Education | .. | .. | 50 |

CHAPTER XI.

Finance.

- | | | | |
|---|----|----|----|
| 1. Estimates of Cost-- | .. | .. | 52 |
| (a) Employment of Trained Teachers. | .. | .. | |
| (b) English Teachers in Elementary Schools. | .. | .. | |
| (c) Introduction of a Vocational Bias. | .. | .. | |
| 2. Finance | .. | .. | 53 |

NOTES.

- | | | | |
|--|----|----|----|
| Note by Mr. S. Moos | .. | .. | 5 |
| Note by Mr. M. Hesketh, Rev. H. Wright, Miss Navalkar, and Mr. S. Moos | .. | .. | 57 |
| Note by Mr. N. M. Shah | .. | .. | 60 |
| Note by Mr. G. N. Gokhale | .. | .. | 61 |
| APPENDIX A—Questionnaire | .. | .. | 66 |
| APPENDIX B—List of persons who gave evidence | .. | .. | 70 |

DIAGRAMS.

- | | | | |
|--|----|----|-----------|
| 1. Comparative Importance of Occupations | .. | .. | Facing 5 |
| 2. The Present System of Education | .. | .. | Facing 15 |
| 3. The Proposed System of Education | .. | .. | Facing 19 |

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TERMS OF REFERENCE.

- (1) The reorganisation of Primary and Secondary school courses with a view to their co-ordination.
- (2) The introduction of vocational and industrial training in Primary and Secondary schools.

RECOMMENDATIONS.

1. We recommend that there should be one continuous general course in which the vernacular is the medium of instruction from the lowest class in the elementary school to the highest class in the high school, and that the present differentiation between the upper primary standards and the Anglo-Vernacular middle standards be abolished. (Chapter V—1.)

Stages of Instruction.
2. We recommend that the course which now ends at vernacular standard VII or Anglo-Vernacular standard III should be included in "primary education", the lower stage being called "elementary" and the higher stage "higher elementary". (Chapter V—5.)

The Elementary and the Higher Elementary Stage.
3. We are in favour of the small Anglo-Vernacular middle schools being gradually replaced by primary schools teaching English where the general instruction will be in the hands of trained primary teachers, with a specially qualified teacher for English. We recommend that full high schools wishing to retain the higher elementary standards should be encouraged to add the lower elementary standards. (Chapter V—6.)

Anglo-Vernacular Middle Schools.
4. We recommend that the length of the elementary course should be five years as at present, but that the possibility of completing the course in four years be kept in view, and that schools be permitted to experiment in this direction.

The Lower Elementary Stage.
If it is found possible ultimately to complete the present elementary course in four years, we recommend that one of the standards of the higher elementary stage be transferred to the elementary stage, so that the length of the course should continue to be five years. (Chapter V—10.)

5. We recommend that admissions to the Infant class should be limited to the beginning of the school term. (Chapter V—10.)

Admission to the Infant Class.
6. We are also of opinion that the minimum age of admission to the elementary school should be five years unless something in the nature of nursery schools can be provided. (Chapter V—10.)

7. We recommend the gradual elimination of the one-teacher schools, either by the appointment of additional teachers or by the consolidation of small schools, or by the temporary introduction of the double-shift system. (Chapter V—10.)

8. We recommend that the higher elementary stage should continue to be of three years for boys and should be raised to three years for girls. (Chapter V—11.)

9. While we realise that at present the majority of pupils will leave school after completing the elementary stage, we are of opinion that the ultimate aim should be a course covering approximately the present full primary stage, and that the age of leaving school, which is now 11 years under the Primary Education Act (1923) should be 13 years or 14 years. (Chapter V—2.)

10. We recommend that the high school course should be one of three years. (Chapter V—12.)

11. We are of opinion that a reduction of one year in the total length of the course is possible. (Chapter V—9.)

12. We have also considered the question of the numbering of the standards, and we recommend that the standards be numbered consecutively, *i.e.* from standard I to X, but as long as the elementary course remains as at present, the lowest class should be called the Infant class. If it is found possible to complete the present elementary stage in four years, the term Infant class should be abolished, and the lowest class should be called standard I. (Chapter V—12.)

13. We recommend that the vernacular should be the medium of instruction and of examination in all subjects except English. We realise that, in certain areas and in schools of a certain type, there is a demand for instruction through the medium of English, and we therefore feel that it is necessary to allow the option to schools to use English.

We are also of opinion that English expressions and symbols in science and mathematics should be used, *e.g.* thermometer, oxidation, H_2SO_4 , unless there is a vernacular equivalent in common use. (Chapter VI—1.)

14. We strongly urge that the University should reconsider the question of allowing candidates the option of answering all papers in the vernacular except the English paper. (Chapter VI—1.)

15. We are of opinion that the aim in teaching English should be essentially utilitarian, at any rate in the schools, and that too great a stress should not be laid upon the study of English as literature. (Chapter VI—2.)

16. We are of opinion that the study of English should not ordinarily be introduced before the first year of the higher elementary stage. In special cases where competent teachers are available, it may be begun at an earlier stage. (Chapter VI—3.)

When English should be begun.

17. We recommend that facilities for the teaching of English be provided in all higher elementary schools where there is a demand. (Chapter IX—9.)

English in Higher Elementary Schools.

18. We would emphasise the need of entrusting the teaching of English to specially qualified teachers, and recommend that facilities be provided for the training of such teachers. (Chapter VI—2.)

Qualified Teachers for English.

19. We may state here, however, that we favour the introduction of some additional vocational-bias work in those higher elementary schools in which English is not taught. (Chapter V—7.)

Additional Vocational-bias Work.

20. We are of opinion that the practical side of arithmetic should be emphasised and that the work should be such as to fit a pupil to deal with the ordinary problems of life, and that extraneous subjects which have merely a theoretical interest should be excluded. The subject must be taught with reference to a pupil's environment, and examples must be taken from everyday life. We realise that this will probably involve the special training of teachers and the preparation of suitable text-books. [Chapter VI—5(a).]

Arithmetic.

21. We recommend that the history of the province be taught in the elementary stage through the medium of stories. In the higher elementary standards we are of opinion that it should be possible to cover Indian history in outline from earliest historical times, general movements and the lives of those associated with them being emphasised.

History.

We also consider that some account should be given of the administration of India including simple ideas on "citizenship", i.e. the privileges and responsibilities of the individual in relation to the State and to his neighbours. We would further suggest that in the teaching of history care should be taken that communal relations are not unnecessarily exacerbated. [Chapter VI—5(c).]

22. We regard it as specially important that some form of elementary science be compulsory in all higher elementary and secondary schools and that instruction in physiology and hygiene should be given to all boys and girls in the higher elementary schools. [Chapter VI—5(e).]

Science.

23. We recommend that the study of a classical language should not be compulsory, and that in any case the subject should not be taught until the secondary stage. [Chapter VI—5(f).]

Classical Language.

24. We recommend that a classical language should on no account be made an alternative subject to the vernacular, except in the case of those who do not speak a recognised vernacular of the Presidency or who claim to speak English at home. [Chapter VI—5(f).]
- Classical Language and Vernacular.**
25. We recommend that singing be made compulsory in the primary stage and an optional subject in the secondary stage. [Chapter VI—5(g).]
- Music.**
26. We recommend that drawing and handwork should be introduced as a regular part of the curriculum in elementary schools in addition to nature study and school gardening. Drawing should be taught on the lines suggested in the Drawing Course recently prescribed and should be expressional rather than formal. For handwork we suggest paper-cutting, paper-folding, paper-modelling, cardboard-modelling, clay-modelling, spinning, and for girls sewing. (Chapter IX—4.)
- Handwork in Elementary Schools.**
27. We recommend that some form of handwork be compulsory in all higher elementary schools, both for boys and girls. For boys this work should include drawing, practical geometry, and light wood-work and for girls drawing, practical geometry, and needlework. (Chapter IX—5.)
- Handwork in Higher Elementary Schools.**
28. We recommend that Government should appoint a small Committee of experts to work out the detailed syllabuses. (Chapter V—9.)
- Syllabuses.**
29. We recommend that no differentiation should be made in the courses for urban and rural schools, but that the teaching should depend upon and be associated with the environment of the pupil. (Chapter VI—6.)
- Courses for Urban and Rural Schools.**
30. We recommend that there should be uniform standards for boys and girls in the higher elementary stage, with a common examination at the end, but that needlework should take the place of handwork. (Chapter VI—7.)
- Elementary Stage for Girls.**
31. We recommend that the higher elementary stage for girls should be extended to three years. (Chapter VI—7.)
- Duration of Higher Elementary Stage for Girls.**
32. We recommend that the courses in the compulsory subjects of the secondary stage should be common for boys and girls. (Chapter VI—7.)
- Secondary Stage for Girls.**
33. We recommend that School Boards and Heads of secondary schools be permitted to modify the courses of study with the sanction of Government provided that the total amount of work prescribed in each subject for each of the stages, elementary, higher elementary, and secondary, be completed within the period prescribed. (Chapter VI—9.)
- Liberty in framing Courses.**

34. We recommend that the Vernacular Reading Series be revised and that the special sections dealing with history, geography, science, and object lessons be excluded, special text-books being provided where necessary for instruction in history, geography, and science. We, however, recommend that these special lessons be replaced by easy lessons on those subjects giving only general information and spread over the Reader. We also recommend that the language be simplified as far as possible, so as to encourage the development of a vernacular which can be used as a literary medium and at the same time will be understood by the people. We further recommend that the preparation of interesting books in the vernacular for rapid reading in school and books for use in teaching Silent Reading and for children's libraries be encouraged. (Chapter VI—8.)

Vernacular Readers for Girls. 35. In view of the fact that we have proposed a revision of the Readers and a definite modification in the style, we are of opinion that separate Readers for girls are not necessary. (Chapter VI—8.)

Primary School-leaving Examination. 36. We are of opinion that an examination corresponding to the Vernacular Final should be continued, but that English should be added as an optional subject, and that this examination should serve as a school-leaving examination particularly for those who do not continue their studies after the higher elementary stage. This examination should be conducted by Divisional committees. (Chapter VIII—1.)

Primary and Secondary School-leaving Examinations. 37. We suggest that the examination at the end of the higher elementary course, which will correspond generally to the present Vernacular Final examination, should be called the "Primary School-leaving Examination". This examination will be common for both boys and girls. The examination at the end of the high school course should be called the "Secondary School-leaving Examination". (Chapter VIII—1.)

Secondary School-leaving Examination. 38. We recommend that the School-leaving examination be divided into two parts and the candidates be given the option to appear for each part separately. (Chapter VIII—3)

Qualified Teachers. 39. We recommend that a teacher who has passed the Vernacular Final examination should no longer be regarded as a qualified teacher, and that he should go through some form of formal training of at least six to eight weeks' duration before he is regarded as qualified. (Chapter VII—1.)

Trained Teachers. 40. The policy however should be to aim ultimately at the employment of only trained teachers and no teacher should be regarded as trained unless he has gone through a year's training in a training institution. (Chapter VII—1.)

Teachers for Infant Classes. 41. We recommend the training of all teachers in charge of Infant classes. (Chapter V—10).

42. We recommend that a certain proportion of matriculates, *i.e.* those who have passed the School-leaving examination, should be appointed as primary teachers, mainly with a view to providing teachers for the higher elementary standards. They will gradually replace the third year trained teachers as the latter retire. We are of opinion that training for one year in a vernacular training college will suffice for such teachers. As an alternative we recommend that the third year classes in training colleges be restored. (Chapter VII—1.)

43. We recommend that the question of establishing training institutions in rural areas for the training of teachers in village schools be considered. (Chapter VII—2.)

44. We recommend that facilities be provided in the Engineering College workshops or important industrial schools for the training of teachers of industrial-bias subjects, and in training institutions for the training of teachers of commercial-bias subjects, and that no teacher of the bias subject should be regarded as qualified to teach the subject unless he has received some form of training.

We further recommend that the teachers selected for vocational-bias training should be at least first year trained teachers. (Chapter VII—2.)

45. We recommend that vacation courses and teachers' conferences under the supervision of selected teachers from training institutions should become an annual feature in all Districts, that "Shalapatraks" issued by training institutions be specially subsidised and that special libraries be established at convenient centres for the use of teachers. (Chapter VII—4.)

46. We do not recommend that the special industrial schools for pupils who have completed their elementary education should be extended. We consider that the development of higher elementary schools with a vocational bias should be the accepted policy. (Chapter IX—5.)

47. We recommend that provision should be made in all higher elementary schools for pre-vocational instruction in agriculture, commerce, or one of the following subjects:—

Cabinet-making, metalwork, tinsmith work, canework and basket-making, weaving, tailoring, calico-printing, printing and book-binding, pottery, engraving on wood and metal for boys, and lace work, embroidery, cookery and laundry, and first-aid and nursing for girls. (Chapter IX—6.)

48. We are of opinion that the agricultural side of the work in agricultural-bias schools should be practical rather than theoretical. There should be team work as well as individual work in the fields and workshop. Records of

work should be kept. The aim should be to produce results which will compare favourably with those of the local cultivators. (Chapter IX—7.)

Pre-vocational Instruction. Secondary Stage. 49. We recommend that one "vocational" subject at least should be made compulsory for the School-leaving examination. (Chapter IX—10.)

Pre-vocational Instruction and Industrial Schools. 50. We suggest that efforts should be made to bring secondary schools and industrial schools into closer relation in places where there are schools of both classes. (Chapter IX—12.)

Age of Compulsion. 51. We suggest that the minimum age of compulsion should be $5\frac{1}{2}$ years, and that a pupil should remain at school for five years from the date of his first admission, unless he passes vernacular standard IV before the end of that period. The age of pupils when first admitted will thus be from $5\frac{1}{2}$ to 6 years. (Chapter X—1.)

Local Authorities and Higher Elementary Schools. 52. We recommend that the Local Authorities be made responsible for the administration, including the award of grants, of higher elementary standards, as they form part of primary schools. (Chapter X—2.)

Special Grant for Vacation Courses. 53. We recommend that a sum of Rs. 15,000 be budgetted annually for short vacation courses as a matter of policy. (Chapter XI—1.)

Finance Committee. 54. We have not been called upon to examine the financial situation, and we are not in a position to indicate where additional funds are to come from. The question however is so important that we recommend the appointment of a Committee of financial experts to study the question. We suggest that the Committee consider the advisability of diverting for educational purposes certain amounts now allotted for other activities, the raising of loans for non-recurring expenditure, the levying of a special educational cess throughout the Presidency, and the building up of endowment funds for rural education. (Chapter XI—2.)

PREFATORY NOTE.

We have been profoundly interested by the question propounded in the terms of reference. After hearing the evidence and studying the present conditions obtaining in our schools, we cannot but feel, as we unanimously do, that the present system of school education is not related to life and is too urban in outlook. We are convinced that the present system of education with an academic bias, which is suited only to the needs of the privileged few and which does not provide for a real preparation for life for the majority of the youth, cannot be continued without detriment to the larger interests of the country.

We have therefore suggested the reorganisation of the Primary and Secondary courses so as to bring the schools into more intimate touch with the life and needs of the people, and the revision of the curricula so that they may reflect to a greater degree the life interests of the community served. The proposals made are mainly with a view to giving schooling a definite vocational implication under the stimulus of practical work and realistic studies.

We are aware that, whatever steps are taken to give a practical bias to education, radical changes cannot be brought about in a day. The success of any scheme that is adopted will depend on the training of teachers. But what is immediately possible and most desirable is a change in policy. The school which gives practical or pre-vocational instruction must become the basic institution in this Presidency. The question how many different types of schools the post-elementary system will require can only be determined by experience. What is needed at present is experiment and elasticity, and a new orientation with regard to Primary and Secondary education.

S. MOOS.

REPORT OF THE COMMITTEE ON PRIMARY AND SECONDARY EDUCATION.

PART I.

EXISTING SYSTEM.

CHAPTER I.

APPOINTMENT OF THE COMMITTEE.

1. Constitution of the Committee.

The appointment of the Committee was sanctioned by Government Resolution, Educational Department, No. 4242 of 7th October, 1927. The following are the members of the Committee as finally constituted, one or two changes having been made after the original orders had been issued :—

1. { Mr. M. Hesketh, M.A., I.E.S. (Chairman) (October, 1927 to
March, 1929).
Mr. S. N. Moos, M.A., I.E.S. (Chairman) (September, 1929
to November, 1929).
2. Mr. N. M. Shah, M.A.
3. Mr. R. V. Parulekar, M.A., M.Ed.
4. Mr. D. V. Mirchandani, B.A.
5. Mr. P. K. Desai, B.A.
6. Mr. Nuruddin Ahmad Ghulamally, B.A.
7. Miss Ruby Navalkar, B.A., I.E.S.
8. Rev. Horace K. Wright, M.A., B.D.
9. Dr. B. R. Ambedkar, Bar-at-Law, M.L.C.
10. Mr. Kaniyalal Maneklal Munshi, B.A., LL.B., M.L.C.
11. Mr. G. N. Gokhale, L.C.E., B.Sc., M.I.E. (Ind.).
12. Mr. K. M. Pawar, B.Ag.
13. Dr. K. G. Naik, M.A., D.Sc., F.I.C.
14. Mr. K. S. Vakil, M.Ed., I.E.S.
15. Mr. P. R. Chikodi, B.A., M.L.C.
16. Sardar Bhasaheb *alias* Dulabawa Raisinghji, M.L.C.

Mr. Hesketh was placed on special duty on 22nd October, 1928, and from that date continued the duties of Chairman and Secretary till he went on leave in March, 1929. Mr. Moos was appointed Chairman in September, 1929, to complete the work of the Committee.

Mr. Vakil was originally appointed Secretary, but when the Chairman was placed on special duty by Government Resolution, Educational Department, No. 4242 of 16th November, 1928, he was asked to carry on the duties of the Secretary also.

2. Terms of Reference.

The Committee was appointed to consider and report on (a) the reorganisation of Primary and Secondary school courses with a view to their co-ordination, etc. and (b) the introduction of vocational and

industrial training in Primary and Secondary schools. The detailed terms of reference were as follows :—

(i) To consider and report whether there is any organic relation between the present Primary and Secondary courses and if so, whether it facilitates the progress of the pupil from the Primary stage to the Secondary; if not, how they may be co-ordinated so as to facilitate the pupil's progress from one stage to another without unnecessary waste of time and effort and curtail the total length of his present Primary and Secondary school courses;

(ii) To determine and report whether and, if so, how far the present standards of instruction in Primary and Secondary schools serve the vocational (*i.e.* agricultural, industrial and commercial) needs of the different classes of pupils receiving education in these schools; if not, how they may be revised so as to meet these needs without in any way encroaching upon the province of the minimum general education which all classes of pupils, whatever their needs in after life, must necessarily receive;

(iii) To suggest measures for giving effect to any proposals that it may make, *e.g.* introduction of a special vocational bias in the upper standards of Primary schools and its continuation in Secondary schools, provision for the training of teachers for vocational subjects, arrangements for the inspection of the work of these teachers, institution of examinations for pupils undergoing different kinds of training etc., etc.

(iv) To frame rough estimates of the cost involved in the measures suggested;

(v) To consider and report on any other matters which may be germane to the above general questions.

3. Questionnaire.

The questionnaire issued by the Committee in August, 1928 is printed as Appendix A to the Report. Replies were received from 162 witnesses in all. These may be classified roughly as follows :—

A. Associations	..	..	..	14
B. Head Masters of Government High Schools	..	..	..	12
C. Head Masters of non-Government High Schools	..	..	..	28
D. Heads of Training Institutions	..	..	..	16
E. District and Municipal School Boards	..	..	..	25
F. Heads of Girls' Schools	..	..	..	11
G. Heads of Technical Institutions	..	..	..	16
H. Individuals—				
(i) Retired Government Officers	..	..	..	4
(ii) Educationists	..	..	..	22
(iii) Assistant Masters	..	..	..	12
(iv) Vernacular Teachers	..	..	..	2
				40

162

4. Oral Evidence.

After considering the written replies to the questionnaire, the Committee invited 35 persons to give oral evidence, of whom 29 accepted. In selecting witnesses to give oral evidence, the Committee endeavoured to ensure that the evidence should be as widely representative as possible. A list of those who sent in replies to the questionnaire is given in Appendix B, the names of those who gave oral evidence being marked with an asterisk.

5. Meetings.

The Committee met on
 14th January, 1928 ;
 24th November, 1928 ;
 15th—19th December, 1928 ;
 28th January to 5th February, 1929 ;
 16th and 18th March, 1929 ;
 26th—28th September, 1929 ; and
 25th October, 1929.

Out of sixteen members of the Committee, the average attendance at each meeting was 11. Ten days were devoted largely to the oral examination of witnesses.

6. Report.

The form of the report was first decided upon by the Committee. The descriptive portion was drafted by the Chairman and approved by the Committee after necessary emendations had been made. The part of the report which contains the proposals of the Committee was then considered, and tentative resolutions were passed on the questions involved. A draft report based upon these resolutions was then prepared by the Chairman and submitted to the Committee. Unfortunately owing to the illness of the Chairman it was not possible to complete the report before he proceeded on leave.

The consideration of the draft report was taken up in September, 1929, and finally adopted at the meeting of the Committee held on 25th October, 1929.

7. Cost of the Committee.

The total cost of the Committee was as follows:—

	Rs.
Establishment	15,695
Travelling Allowance of Committee	10,342
Travelling Allowance of Witnesses	1,840
Reporting and Printing	854
Other expenditure	593
Total ..	29,324

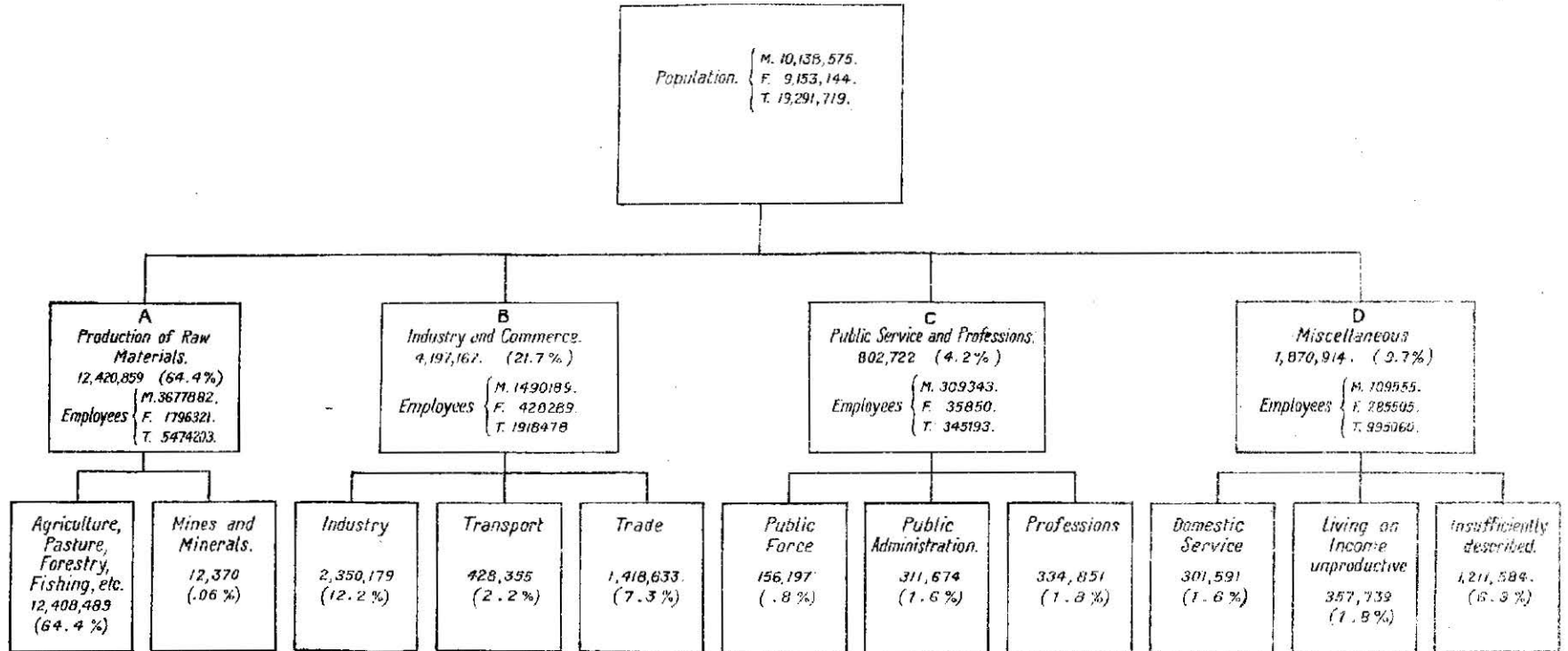
COMPARATIVE IMPORTANCE OF OCCUPATIONS

IN THE

BOMBAY PRESIDENCY

(British Districts.)

OCCUPATIONS BY CLASSES OR
SUB-CLASSES



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4. Occupations.

In order to consider the problem of fitting the school courses to the needs of the people and especially of introducing vocational courses it is desirable that the occupations which they follow should be investigated. A very elaborate classification of occupations was made in the Census of 1921. The statistics then collected are shown in diagrammatic form in the accompanying chart.

It will be seen from the diagram that nearly two-thirds of the people are dependent upon agriculture, including forestry, fishing, and hunting. Industry provides for 12 per cent., trade for 7 per cent., and transport for 2 per cent.

Professions and Administration—

Those dependent upon administration, form less than 2 per cent. of the population, the number actually employed in Government service being about 66,000 including Post Offices and Telephones, but excluding railways. The railways employ about 57,000 exclusive of labourers and coolies. Roughly 1½ per cent. are dependent upon the professions and liberal arts, including actors, dancers, astrologers, conjurers, and journalists, the actual number thus employed being 117,372 men and 19,004 women. The actual distribution is not uninteresting:—

	Men.	Women.
Religion	43,682	8,739
Law	6,974	142
Medicine	11,001	339
Instruction	31,484	4,339
Architects, Engineers, and Employers ..	6,023	266

Clerks—

There is no separate table for clerks in the Census returns, but 116,390 men and 7,293 women who describe themselves as clerks, accountants, etc., are included under "insufficiently described occupations". A considerable number of those returned as Government servants must be clerks. It is impossible to tell how many clerks are included among the persons described as taking part in various trades and professions. Moreover the term is used somewhat loosely. It appears to be generally recognised that there is a good deal of unemployment among clerks, and that matriculates and even graduates find it difficult to obtain posts in offices. It would appear, however, from the Report on Middle Class Unemployment in Bombay, published in 1927, that more than one-half of those unemployed in Bombay City, mostly clerks, have qualifications lower than the School-leaving examination. Out of 1,204 unemployed persons, 416 or one-third are described as having studied in standard VII. The "failed matriculate" is apparently the most serious problem. There were, it is reported, 192 undergraduates and 77 graduates out of employment in Bombay City in November, 1926. The corresponding

figures for the cities of Poona, Ahmedabad, and Karachi were 39 and 27, 21 and 4, and 45 and 10, respectively. The extent of unemployment is however far greater than the figures disclose.

Industry—

Although 834,709 men and 283,367 women are included as workers under the head "Industry", these figures include artisans such as carpenters and home workers, 322,095 men and 76,523 women only being employed in "industrial establishments", i.e. "establishments employing 10 or more persons for making, repairing, ornamenting, or finishing any article or part of an article for sale". The textile industry accounts for 216,994 men and 65,042 women, of whom over 80 per cent. are employed in spinning and weaving mills. The only other industries which employ over 10,000 men are metal industries (26,540), chemical industries including oil mills and salt refineries (15,406), food industries (10,354), and the construction of means of transport (19,842 of whom 12,142 are in railway workshops). Nearly 9,000 men are engaged in printing presses.

The persons engaged in industry have been classified according to their duties as follows :—

	Men.	Percentage.	Women.	Percentage.
Managers	2,436	} 6·6	1	} 0·1
Supervisors	6,961		16	
Technical staff	11,846		66	
Clerical staff	147,079	45·7	24,373	31·8
Skilled workmen	142,160	44·1	47,723	62·4
Unskilled workmen under 14 ..	11,613	3·6	4,344	5·7
Total ..	322,095	100·0	76,523	100·0

Two industries which are developing are motor transport, and electrification schemes of various sorts, especially of railways and power supply. In 1921, 2,700 persons were employed in connection with electric power houses, etc., of whom 137 were on the supervising and technical staff and 1,417 were skilled workmen, while 12,841 persons were returned as connected with mechanically driven vehicles, including trams. Of these, 2,796 were engaged in motor workshops. The numbers are probably considerably higher now.

5. Educational Needs.

The fact that 3,672,858 men and 1,793,846 women are engaged in agriculture, or over 60 per cent. of the total number of persons employed, is sufficient evidence of the importance of agriculture and of the need for relating any system of education to the life of the cultivator.

Next in importance come those who are engaged in the production and supply of material substances, *i.e.* in industry generally and in trade and transport. Those for whom a general liberal education at school is suitable comprise only 4 per cent. of the population.

There are also the unskilled labourers whose numbers are not inconsiderable, *e.g.* nearly 600,000 appear in Class D as labourers and workmen, not otherwise specified. Many of these are migrating, and probably all that we can attempt at present is to bring their children to the elementary school.

CHAPTER III.

SYSTEM OF EDUCATION AND STATISTICS.

1. The Primary School.

The basis of the present system of education is the primary school, in which the pupils receive instruction through the medium of the vernacular. The course in these schools is divided into two parts, the elementary or lower primary, and the upper primary. The elementary course comprises an Infant class and four standards, and is believed to represent the minimum of education which is necessary to secure permanent literacy. [The period of compulsion laid down in the Primary Education Act is five years, *i.e.* from 6 to 11 years of age, the intention being that a pupil should complete standard IV. It may be pointed out that the majority of the pupils spend more than one year in the Infant class, mainly owing to irregular attendance and the fact that in many village schools there is only one teacher, and most of the Infant classes are in charge of untrained teachers.] The upper primary course consists of three standards, at the end of which there is a public examination conducted by the Department, known as the Vernacular Final examination.

This examination is the recognised entrance examination for the lower grades of the public service and for teachers in vernacular schools. The openings for young men who know no English are gradually being restricted. The number of candidates for the Vernacular Final examination is steadily increasing, the number having doubled during the last eight years. The following table gives details :—

Year		Boys	Girls	Total
1920	{ Number appeared	7,696	19	7,715
	{ Number passed	3,646	2	3,648
1925	{ Number appeared	8,371	915	9,286
	{ Number passed	3,697	476	4,173
1928	{ Number appeared	13,758	1,617	15,375
	{ Number passed	6,292	650	6,942

The gradual growth of the vernacular school course in the Presidency is of some interest. In the year 1865-66 there were four standards only, the number being increased to five in 1867-68 and to six in 1870-71. An Infant class was added in 1887-88, and it was not until 1901-02 that the present course of an Infant class and seven standards was fixed.

The majority of vernacular schools teach four standards only, the higher classes being maintained where the number of pupils justifies it. (Out of 14,373 primary schools, 9,825 or 68 per cent. teach the elementary course only. Of the remainder, 2,425 or 17 per cent. of the total teach the full primary course, the others teaching one or two standards only above standard IV.) Out of just over one million pupils in vernacular schools, about 8 per cent. only are in the upper primary standards.

2. The Anglo-Vernacular Middle School.

After passing vernacular standard IV a pupil may go on to vernacular standard V or may join an Anglo-Vernacular middle school. In the Anglo-Vernacular middle stage there are three standards. (The upper primary standards are classed as "primary" in the Bombay Presidency, but as "secondary" by the Government of India.) The term "secondary school" is restricted in Bombay to schools in which English is taught. The upper primary standards and the Anglo-Vernacular middle standards are parallel though not identical, the essential difference being that English is taught in the latter and not in the former. On the other hand the amount of work done in other subjects which are usually taught through the vernacular is less in the Anglo-Vernacular school. Some years ago as an experimental measure Government attached English classes to selected District Local Board schools in order to increase the facilities for boys in villages to obtain a secondary education. The pupils in vernacular standards V to VII follow the vernacular course, but in addition learn English from a teacher specially appointed for the purpose. This experiment which has on the whole proved successful is based upon the assumption that a pupil can complete the full vernacular course in the three upper primary standards in addition to the English prescribed for the Anglo-Vernacular middle standards. There is a general demand for the extension of such classes. It may be noted that there were 87,985 pupils in upper primary standards in 1928, of whom 2,524 were studying English, and 48,866 pupils in the Anglo-Vernacular middle standards.

It may also be mentioned that arrangements have been made in a few Government and non-Government high schools by which boys who have passed the Vernacular Final examination may study English intensively for one year in a special class and then proceed to Anglo-Vernacular standard IV. Reports on this experiment are generally favourable.

3. The High School.

The high school stage which ordinarily follows the middle stage, comprises Anglo-Vernacular standards IV to VII, and at the end of this course pupils may take the School-leaving examination which in this Presidency is conducted by the University. The whole course leading to the School-leaving examination thus takes 12 years, viz. five years in the elementary, three years in the Anglo-Vernacular middle, and four years in the high school stage.

The system may be represented as follows :—

Age	Vernacular	Anglo-Vernacular
6	.. Infant	..
7	.. I	..
8	.. II	..
9	.. III	..
10	.. IV	..
11	.. V	I
12	.. VI	II
13	.. VII	III
14	.. ..	IV
15	.. ..	V
16	.. ..	VI
17	.. ..	VII

4. Number and Distribution of Schools and Pupils.

On 31st March 1928 there were 15,420 recognised schools with 1,160,542 pupils, in addition to 1,293 unrecognised schools with 31,511 pupils. The number of pupils is 6·2 per cent of the total population, but the number varies greatly in different parts of the Presidency. Gujarat stands first, followed by the Deccan, Karnatak, Konkan, Sind. The figures range from 9·7 per cent. in the Surat district to 1·9 in Thar and Parkar. In Bombay City the percentage is 8·7. Bombay stands first among the provinces of India as regards the percentage which the number of pupils bears to the total population.

Of the total number of institutions, 14,890 are for boys and 1,823 for girls. The total number of boys in all kinds of institutions is 955,760 and of girls 236,393 (including 80,857 girls attending schools for boys).

Of the total number of the male population, about 9·4 per cent. attend school and of the female population about 2·6 per cent.

The distribution of pupils according to institutions is shown in the following table :—

				Boys	Girls
Colleges	..	..	..	1·0	0·2
Secondary schools	{	High School standards	..	4·0	1·4
		Middle School standards	..	6·0	5·1
Primary schools	{	Upper	..	8·7	3·1
		Lower	..	78·3	88·9
Special schools	..	..	..	2·0	1·3
				100·0	100·0

Special schools include technical and industrial schools, training schools, schools for adults, etc.

5. Expenditure.

The total recurring and non-recurring expenditure on education in 1927-28 was nearly Rs. 389.9 lakhs, towards which Government contributed Rs. 200 lakhs or 51.4 per cent, and Local Board and Municipal Funds 17.6 per cent., while 17.7 per cent. was derived from fees and 13.3 per cent. from other sources. The average cost of educating each pupil was Rs. 34, towards which Government contributed Rs. 17 or one-half, and Rs. 6 only was derived from fees.

The total recurring expenditure was distributed as follows:—

	Per cent.
University and Colleges	11.0
Secondary schools	21.9
Primary schools.. ..	55.8
Special schools	6.0
Direction and Inspection	5.3
	100.0

The Government contribution was distributed as follows:—

	Per cent.
University and Colleges	7.8
Secondary schools	12.4
Primary schools.. ..	66.4
Special schools	6.9
Direction and Inspection	7.1
	100.0

The cost of educating each pupil is considerably higher in Bombay than in the rest of India, the average for which is Rs. 22.

6. Primary Education.

The Primary Education Act, which was passed in 1923, provides for the gradual introduction of universal compulsory education. Local Authorities may propose a scheme, and if they fail to do so, may be called upon by Government to prepare one.

For various reasons, mainly financial, little progress has been made towards introducing compulsion. So far six Municipalities* have brought in compulsion and several Local Authorities have proposed schemes, which await final sanction. The Bombay Municipality has made education compulsory in two out of the seven wards of the City. It would

* Surat, Fandra, Satara, Dhulia, Ahmednagar, and Sholapur.

appear that in most parts of the Presidency little opposition would be met with, at any rate in the case of boys. The agricultural and artisan classes are now interested in education, and anxious that their sons should have the same chances as others.

The limits of age for compulsion are from 6 to 11 years, i.e. a child should attend school from the beginning of his seventh year to the end of his eleventh year. As far as can be calculated about 37 per cent. of boys within these limits are attending school and about 11 per cent. of girls.

The development of primary education during the last 10 years has been rapid. The number of boys attending such school has increased from 522,962 to 809,799, or by nearly 55 per cent.

The girls have increased from 127,868 to 211,279 or by nearly 65 per cent. The number of schools has increased from 11,142 to 14,373 or by less than 30 per cent. The average number of pupils in each school has risen from 58 to 71. This would lead to some economy.

The total expenditure on primary schools of all kinds, Government, District Local Board, Municipal, and aided has increased from Rs. 68·2 lakhs to Rs. 197·6 lakhs during the last 10 years, while the Government contribution is now Rs. 122·8 lakhs as compared with Rs. 36·5 lakhs in 1917-18.

The average cost of educating each pupil in a Local Board school is Rs. 18·8. For the Bombay Municipality the cost is Rs. 65·1 and the average for other Municipalities is Rs. 20. It may be pointed out that 57 per cent. of men teachers and 59 per cent. of women teachers are trained, and all teachers except those who have passed no qualifying examination are in receipt of incremental scales of pay. These scales are comparatively high in comparison with those in force in other provinces and this mainly accounts for the high cost of primary education in the Bombay Presidency.

7. Secondary and Higher Education.

The development of secondary education during the last 10 years has also been rapid, the total number of boys in Anglo-Vernacular schools having increased by 40 per cent. and of girls by nearly 70 per cent. During the last 30 years the number of pupils has nearly trebled. The average cost of educating a boy in a secondary school is about Rs. 66 towards which Government contribute Rs. 18·6, and of a girl Rs. 108, the Government share being Rs. 38. The total cost of educating a boy in a Government secondary school is Rs. 103, the cost to Government being Rs. 63. The corresponding figures for a non-Government secondary school are Rs. 62 and Rs. 14 respectively.

The number of arts colleges has increased from 8 to 14 and of professional colleges from 6 to 11. The number of students has not increased in the same proportion, the increase for arts colleges being 48 per cent. and for professional colleges 22 per cent.

8. Education of Backward Communities.

The following table gives the distribution by race of the population and of the pupils under instruction on 31st March, 1928:—

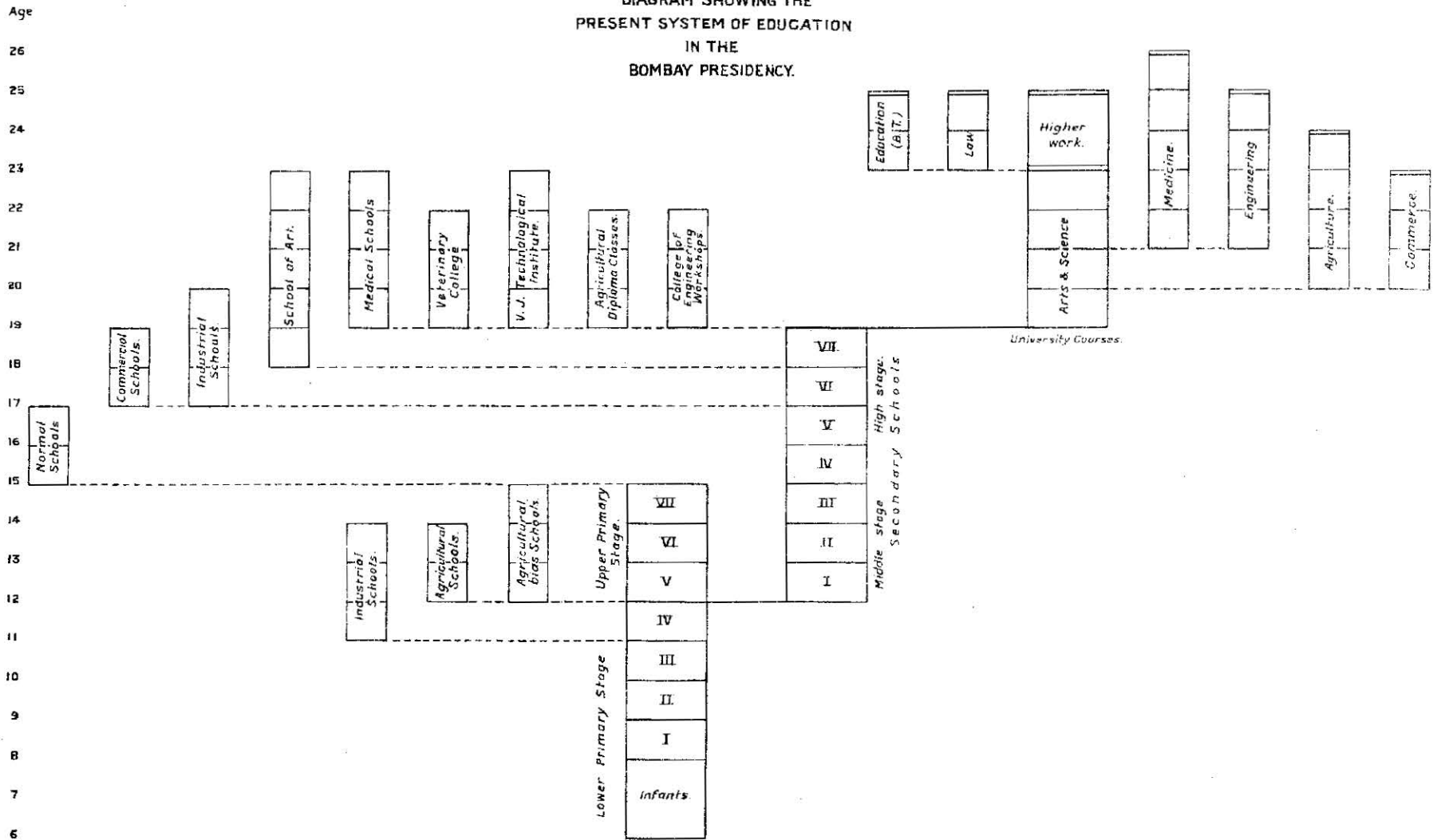
Race or creed	Population	Percent- age of population to total popula- tion	Number of pupils under instruction	Percent- age of pupils to total number of pupils	Percent- age of pupils to popula- tion	
1	2	3	4	5	6	
Presidency Proper						
Hindus	Advanced ..	1,444,955	9.1	242,103	23.2	16.8
	Intermediate ..	9,083,618	56.7	473,053	45.2	5.2
	Backward ..	3,770,706	23.5	129,045	12.3	3.4
	Total ..	14,299,279	89.3	844,201	80.7	5.9
Muhammadans ..	1,369,075	8.6	143,676	13.7	10.5	
Zoroastrians ..	79,783	0.5	16,922	1.6	21.2	
Indian Christians ..	213,820	1.3	33,228	3.2	10.5	
Others ..	50,385	0.3	7,753	0.8	15.4	
Total ..	16,012,342	100.0	1,045,780	100.0	6.5	
Sind						
Hindus	Advanced ..	472,100	14.4	62,474	42.7	13.2
	Intermediate ..	73,361	2.2	4,857	3.3	6.6
	Backward ..	305,143	9.3	2,330	1.6	0.8
	Total ..	850,604	25.9	69,661	47.6	8.2
Muhammadans ..	2,406,023	73.4	74,458	50.9	3.1	
Zoroastrians ..	2,913	0.1	752	0.5	25.8	
Indian Christians ..	6,855	0.2	463	0.3	7.0	
Others ..	12,982	0.4	1,039	0.7	8.0	
Total ..	3,279,377	100.0	146,373	100.0	4.5	
Total						
Hindus	Advanced ..	1,917,055	9.9	304,577	25.5	15.9
	Intermediate ..	9,156,979	47.5	477,910	40.1	5.2
	Backward ..	4,075,849	21.1	131,375	11.0	3.2
	Total ..	15,149,883	78.5	913,862	76.6	6.0
Muhammadans ..	3,775,098	19.6	218,134	18.3	5.8	
Zoroastrians ..	82,696	0.4	17,674	1.5	21.4	
Indian Christians ..	220,675	1.2	33,691	2.8	15.3	
Others ..	63,367	0.3	8,792	0.8	13.9	
Total ..	19,291,719	100.0	1,192,153	100.0	6.2	

The Hindu castes are divided into Advanced, Intermediate, and Backward. Over one-half are classed as Intermediate and nearly one-quarter as Backward. While a few castes are highly advanced in regard to education, the majority are still in a very backward condition. Thus while 15·9 per cent. of the Advanced classes attend school, about 5·2 per cent. only of the Intermediate classes and 3·2 per cent. of the Backward classes are at school. It is in the secondary schools and colleges that the disparity is even more marked. Thus 357 Advanced Hindus out of one lakh are attending colleges as compared with 9 members of the Intermediate classes. Similarly more than 29 Advanced Hindus per thousand are attending a secondary school, the corresponding figure for the Intermediate classes being 2. The number of the Backward classes in secondary schools and colleges is almost negligible although some progress is being made.

The Muhammadans of the Presidency proper are considerably in advance of the Intermediate Hindus, the percentage attending school being twice as great. In Sind, however, the Muhammadans are considerably behind the Intermediate Hindus of the Presidency, only 3·1 per cent. of the Muhammadan population attend school.

During the last ten years or so there has been a very definite movement on the part of the trading classes, the cultivators and artisans, in favour of education. It was very largely the desire of the people generally to advance which led to the Primary Education Act being passed, and in some districts there have been large increases in the number of pupils attending school. Unfortunately the development has been handicapped by lack of funds, and were money available a very rapid expansion of primary education might be anticipated.

**DIAGRAM SHOWING THE
PRESENT SYSTEM OF EDUCATION
IN THE
BOMBAY PRESIDENCY.**



CHAPTER IV.

CRITICISM OF THE EXISTING SYSTEM.

1. General.

Perhaps the commonest criticism of the present system of education is that it is too literary in character and fitted only for those who wish to join the learned professions. It is not related to life and is far too bookish, and curricula and text-books are too urban in outlook.

This is perhaps to be expected when it is remembered that education was chiefly taken advantage of by a few since it suited only those who used their heads rather than their hands. Moreover, the system of education has definitely tended to prepare men to become scholars or administrators, or to follow the learned professions. For a long time education, at any rate in the secondary stage, has been looked upon as a stepping-stone to Government service and the learned professions, and to occupations which do not demand the use of the hands. The idea that all have a right to some form of education is a modern development. There has been a steady and in some ways rapid spread of education largely among the more backward classes, but there has not been a corresponding change of outlook. What has not been so clearly recognised is that the education should be such as to fit a boy for the life which he is likely to follow, and not to prepare him for a clerk's post.

The question of technical and industrial education is a difficult one. It ought perhaps to be pointed out that in passing the Primary Education Act in 1923, the Government of Bombay embarked upon a policy of universal compulsory education. Unfortunately the finances of the Presidency have been in anything but a flourishing condition during the last few years, and whatever funds that were available have had to be devoted to primary education. Consequently the development and improvement of secondary and vocational education have had to be held up for want of funds.

2. Primary Education.

The general criticisms apply in full measure to the education given in primary or vernacular schools. The work bears little relation to the environment of the pupils, possibly because the training of teachers has been almost entirely literary in character. It is held that the teachers in the primary schools are deteriorating, and that we are not getting full value for the money spent on education. This deterioration of teachers is mainly due to the trained teachers not having any opportunities later to keep in touch with modern educational developments.

There is no doubt that the wastage in primary schools is great, and that a comparatively small proportion complete the elementary course. The mere fact of placing a child at school does not ensure his eventual literacy. He may either stagnate in one class for a number of years, or he may be withdrawn after a short period of study.

The following table gives the percentage of the total number of pupils in each standard of a primary school in 1927-28.

Standard.	Percentage.	
	Boys.	Girls.
Infants	33.2	48.7
Standard I	17.8	18.6
Standard II	15.7	13.8
Standard III	12.6	9.5
Standard IV	10.7	6.1
Total, Lower Primary Stage ..	90.0	96.7
Standard V	4.9	2.1
Standard VI	2.8	1.2
Standard VII	2.3	0.0
Total, Upper Primary Stage ..	10.0	3.3
Grand total (Lower and Upper Primary Stages) ..	100.0	100.0

It will be seen that over 90 per cent. of pupils are in the lower primary stage while over 50 per cent. are in the first two classes.

The five-year and the four-year progress of a class as given below tells the same tale from year to year.

(a) *Five year progress.*

	Year.	Number.	Percentage of passes.
Infants	1919-20	328,542	} 11.6
Pupils passing standard IV	1923-24	38,267	
Infants	1920-21	330,992	} 12.6
Pupils passing standard IV	1924-25	41,733	
Infants	1921-22	302,960	} 15.4
Pupils passing standard IV	1925-26	46,900	
Infants	1922-23	287,930	} 16.8
Pupils passing standard IV	1926-27	48,596	
Infants	1923-24	287,714	} 19.7
Pupils passing standard IV	1927-28	56,871	

(b) Four year progress.

	Year.	Number.	Percentage.
Pupils in standard I	1919-20	151,160	23.8
Pupils passing standard IV	1922-23	35,949	
Pupils in standard I	1920-21	159,425	24.0
Pupils passing standard IV	1923-24	38,267	
Pupils in standard I	1921-22	141,963	29.4
Pupils passing standard IV	1924-25	41,733	
Pupils in standard I	1922-23	150,105	31.2
Pupils passing standard IV	1925-26	46,900	
Pupils in standard I	1923-24	156,976	31.0
Pupils passing standard IV	1926-27	48,596	

It will be seen that only about 30 per cent. of the pupils in standard I are able to pass standard IV at the end of four years, and even those that pass standard IV do not all attain the standard of literacy that is likely to be permanent. These figures, serious as they are, do not reveal the true state of affairs in the village schools. The extent of the wastage in the village schools is greater even than the figures disclose because the figures given include town schools where fewer children are retarded and eliminated. This state of affairs is mainly due to premature withdrawals and stagnation.

Withdrawals are partly due no doubt to economic reasons. However anxious a parent may be to keep his child in school he is at times compelled to remove his child from school either for service in the field or for service at home. But the main cause is the ignorance and apathy of the parent. Compulsion appears to be the chief remedy, but it will not solve the difficulty completely, unless part-time and short-term schools are also established at the same time.

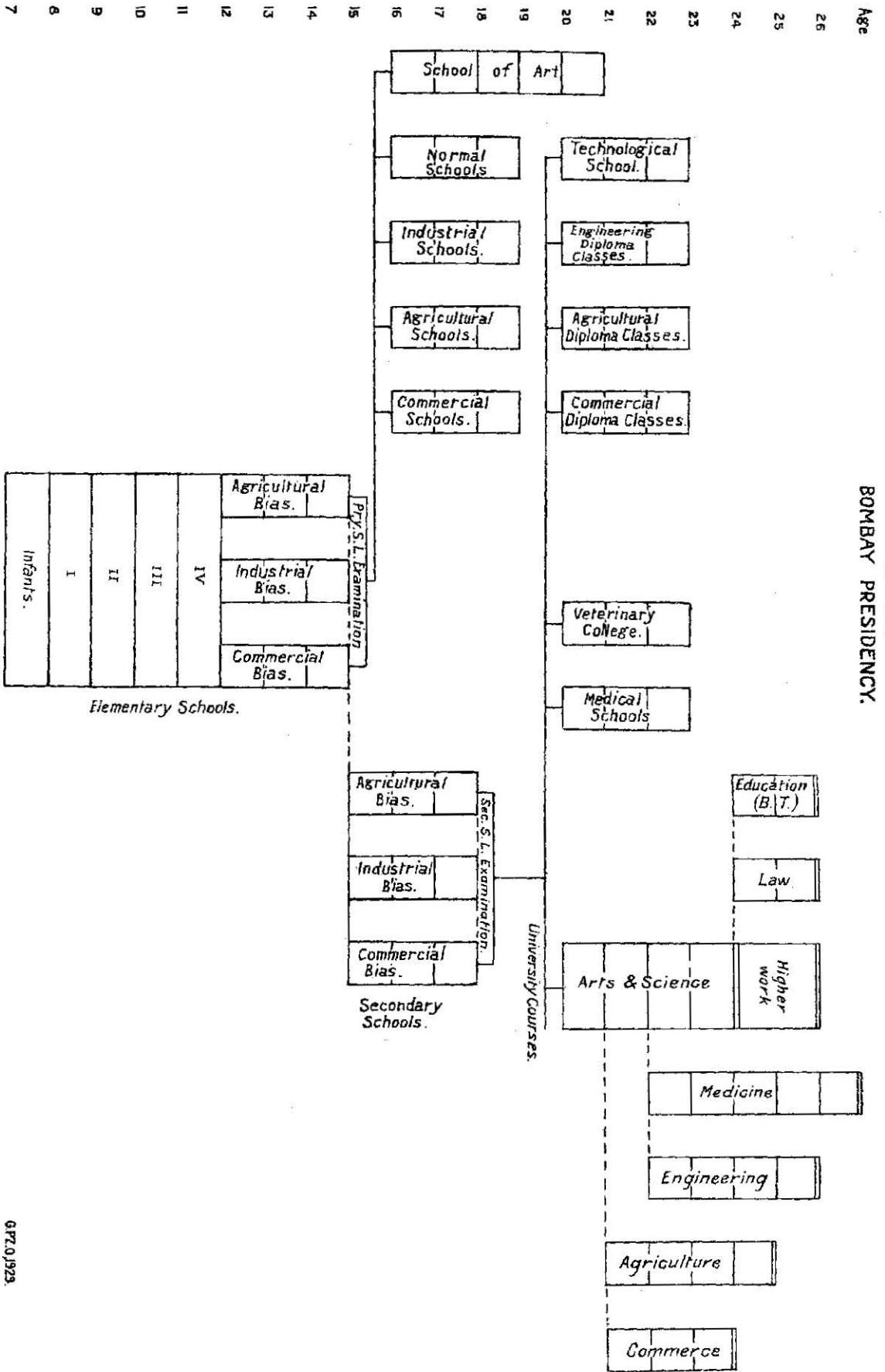
Stagnation is due primarily to ineffective teaching. Nearly 50 per cent. of the primary schools are one-teacher schools and the majority of them are in charge of untrained teachers. The work done also does not emphasise sufficiently the child's life and environment and the whole school and village atmosphere is such that the child does not realise what bearing education has on the life he is familiar with.

3. Secondary Education.

The work in the secondary schools depends largely upon the School-leaving examination and the subjects prescribed and the examination papers set. Comparatively few join the high school course except with the object of passing the Matriculation. This has been and still is the stumbling block, but there are signs of a change of outlook. It is generally agreed that the importance of English in the school curriculum has been overemphasised, and that the general education of the pupil has suffered in consequence.

A very common criticism is that there is unnecessary duplication of studies in part of the course, mainly as the result of a subject being taught first in the vernacular and again in English. The courses in some of the subjects are overburdened with unimportant matter, an unnecessary strain being thrown upon the pupils. There are strong criticisms of the style of teaching in secondary schools, and the facilities for the training of secondary teachers are admittedly inadequate. These questions will be considered in greater detail in Part II of the Report.

DIAGRAM SHOWING THE
PROPOSED SYSTEM OF EDUCATION
IN THE
BOMBAY PRESIDENCY.



*PART II.***RECOMMENDATIONS.****CHAPTER V.****DIVISION AND DURATION OF THE SCHOOL COURSE.****1. Stages of Instruction.**

As explained in Chapter III, there are three stages in the full school course, the elementary or lower primary, the middle stage comprising both the upper primary and the Anglo-Vernacular middle course, and the high school stage.

There is a definite bifurcation after the elementary stage, some pupils remaining in the vernacular school, while others join an Anglo-Vernacular school.

The education given in the upper primary and in the Anglo-Vernacular middle standards is part of the general education of the pupil, and it does not appear to be necessary to have two independent types of school and two separate curricula, merely because some of the pupils learn English and others do not. The general question of the position of English in regard to school education is discussed in Chapter VI, and the conclusion arrived at is that English should be treated as a second language and that the medium of instruction and of examination in all other subjects should be the vernacular. While we realise the importance of English both for every day use and for the pursuit of higher studies, we feel that it has been allowed to influence the courses of study to an unnecessarily large extent. The general education of a boy should be in his own vernacular, and it is vain to expect the average boy to study the ordinary subjects of a general education through the medium of a foreign language, at any rate during the school stage. The problem in the University stage of instruction is a different one, and we are not called upon to deal with it.

We recommend that there should be one continuous general course in which the vernacular is the medium of instruction from the lowest class in the elementary school to the highest class in the high school, and that the present differentiation between the upper primary standards and the Anglo-Vernacular middle standards be abolished.

For practical reasons this general course must continue to be divided into three stages for some time, corresponding to the present elementary, upper primary or middle, and high stages. The duration of each stage will be discussed later.

2. Elementary Stage.

The elementary stage which now comprises the Infant class and first four standards of the vernacular school represents what is believed to

be necessary to ensure permanent literacy in the pupils who have completed it. At the present time roughly 63 per cent. of the boys of school going age, and 89 per cent. of the girls do not attend school. Of those who are at school, nearly 80 per cent. are in the elementary stage. It does not appear to be possible at present to attempt anything higher than the acquirement of literacy for the majority of pupils, but ultimately a more extended education should be the aim.

While we realise that at present the majority of pupils will leave school after completing the elementary stage, we are of opinion that the ultimate aim should be a course covering approximately the present full primary stage, and that the age of leaving school, which is now 11 years under the Primary Education Act (1923), should be 13 years or 14 years.

What we aim at therefore is that there should be two stages only, which may be called the primary and the secondary stages.

3. Aim of Education in the Elementary Stage.

The aim of education may be stated in general terms as follows: The development of mind and body, the forming and strengthening of character, and the training of tastes which will fill and dignify leisure.

The particular aim in the elementary school should be to give a pupil a mastery of the 3 R's, which may be called the "tools" of education. A taste for reading should be encouraged. The practical side should not be neglected, and a pupil should be able to write a simple letter and to perform the ordinary calculations of domestic life when he leaves school. He should understand that a knowledge of the 3 R's is for use in everyday life, and is intended to help him to perform his ordinary work more intelligently and efficiently. The development of the body should receive as much attention as the development of the mind. Special attention should be paid to personal and domestic hygiene and to what is comprised under the term "citizenship." This should be continued through all the stages. Above all, the development of character should be emphasised.

These aims may appear to be a counsel of perfection, but it is essential that teachers should realise that mere instruction is not their only duty and that they are responsible for the development of their pupils in all directions.

4. Stage corresponding to the present Upper Primary and Middle Stages.

As already stated we propose that the differentiation between the upper primary course, now taught in the vernacular schools, and the Anglo-Vernacular middle course should be abolished, and that there should be a common general course. The position will be somewhat similar to what now obtains in the English classes attached to primary schools. English will be taught as a special additional subject, and by a specially qualified teacher. It is not proposed that all pupils who continue their studies beyond the elementary stage should learn English.

For the majority this stage will be the completion of their general education. Less than 5 per cent of the total number attending educational institutions are studying in classes beyond the present Anglo-Vernacular standard III.

The aim in this stage should be to broaden the pupil's outlook and to give him an all round education of a practical and useful character. The education given should help him to discover his special aptitudes and fit him for a suitable walk in life. It should not be treated merely as a preparation for the next higher stage.

5. Nomenclature.

It has already been stated that in this Presidency the upper primary standards are classed as "primary", while the Anglo-Vernacular middle standards as "secondary". The essential difference between the two sets of standards is that English is taught in one, and not in the other, and it is the teaching of English which is treated as the criterion in determining whether the instruction in a particular school is primary or secondary.

If our proposal that the differentiation between the upper primary and the Anglo-Vernacular middle standards should be abolished is accepted, it will hardly be reasonable to treat the schools in which English is taught as secondary and others as primary. These terms connote stages in general education, and although learning a foreign language is usually postponed to the secondary stage, the fact that a second language is taught should not necessarily convert a school into a secondary school. The position of English in Indian schools is not the same as that of a classical or modern language in England, because English is practically the second language of India to-day. The analogy lies rather with bilingual countries such as parts of South Africa, Wales, and parts of Switzerland.

Although all instruction beyond the elementary stage, *i.e.* above the present vernacular standard IV is classed as secondary by the Government of India, we doubt whether the work done in the upper primary or middle stage is of a sufficiently advanced nature as to justify this designation. We should prefer to retain the term "primary" to cover the whole course below the high school stage, as this represents what, in our opinion, we should aim at as the ordinary general education of the people. This is admittedly an ideal, but the main argument is not affected thereby. The term "elementary education" is defined in the Primary Education Act as "the education from time to time imparted in Infant classes and vernacular standards I to IV inclusive". It therefore appears to be necessary to retain the term "elementary", although it would be simpler to use the term "lower primary". The next stage could then be called the "upper primary" stage. It is, however, rather awkward to use the term "upper primary" when the lower primary stage bears the title of elementary, and possibly the simplest course is to define the stage following the elementary as the higher elementary stage.

We recommend that the course which now ends at vernacular standard VII or Anglo-Vernacular standard III should be included in "primary education", the lower stage being called "elementary" and the higher stage "higher elementary".

We have adopted this nomenclature in the remainder of the Report, and restricted the term "secondary education" to the high school stage, e.g. the stage corresponding to the present Anglo-Vernacular standards IV to VII.

6. Retention of Anglo-Vernacular Middle Schools.

While we are in favour of pupils remaining in the primary or vernacular schools for the higher elementary stage, we realise that it is not feasible to follow this plan universally. It has been pointed out that there are 53,534 pupils studying in Anglo-Vernacular middle standards. Of these, 34,839 are in the middle standards of full high schools, and it would clearly be difficult, if not impossible, to provide for them in the upper classes of vernacular schools.

We are in favour of the small Anglo-Vernacular middle schools being gradually replaced by primary schools teaching English where the general instruction will be in the hands of trained primary teachers, with a specially qualified teacher for English. We recommend that full high schools wishing to retain the higher elementary standards should be encouraged to add the lower elementary standards.

Such a school would then be in a position to provide for its pupils from the earliest stage to the end of the secondary course, and this is likely to result in an improvement in the work of the elementary standards, owing to the superior supervision. Such an arrangement is in force to a limited extent at present.

We would again emphasise the point, that the instruction in the higher elementary stage must be in the nature of general education through the vernacular, and that English should be taught as an optional second language, by specially qualified teachers.

7. Alternative to English in Higher Elementary Standards.

There is one point which calls for consideration. If all pupils follow the same general course in the vernacular, and some learn English in addition and others do not, it is probable that the curriculum for the former may prove too heavy, or that for the latter too light. It should therefore be possible to make some addition to the course in schools in which English is not taught. The majority who learn English at present do so with the intention of proceeding to a high school, and although the majority of witnesses favoured the teaching of English in village schools on the grounds that such knowledge will prove useful in village life, there are in the opinion of other witnesses certain objections to teaching English unless a boy intends to continue his studies beyond the primary stage. The majority of the pupils in schools in which English is not taught whom we have to consider are those whose

education will be completed at the end of the middle stage. The general question of vocational education will be discussed in a later chapter. We may state here, however, that we favour the introduction of some additional vocational-bias work in those higher elementary schools in which English is not taught.

8. Co-ordination of Higher Elementary Schools.

We would emphasise the fact that we do not recommend anything in the nature of special rural standards for village schools. These have been tried from time to time and have proved a failure. The range and standard of the ordinary cultural subjects should be the same in urban and rural schools. They may and should be taught from a different point of view, but the differences should not be of such a nature, as to place unnecessary difficulties in the way of the transfer of a pupil from a rural to an urban school or *vice versa*. Such difficulties can altogether be avoided, *e.g.*, a boy who has studied for 2 years in a school in which English is not taught will be at a disadvantage if he wishes to join another school in order to learn English. One solution of this difficulty is for such pupils to complete the higher elementary stage, and then to join a high school in which there is a special class for the intensive study of English for one year. It appears to be desirable that such facilities should be more general, and some of the scholarships tenable in Anglo-Vernacular schools should be reserved for those pupils who pass the Vernacular Final examination and join such special English classes.

9. Duration of the School Course.

One of the most important questions referred to the Committee is the possibility of a reduction in the total period required for the course leading to the School-leaving examination. There is some divergence of opinion on this question.

The majority of the witnesses who gave evidence were of opinion that a reduction is possible, some favouring 11 years and others 10 years.

The main arguments urged in favour of a reduction may be summarised as follows :—

(a) The total period of the course is 10 years in the Punjab, Bengal (East), Burma, Assam, and the North-West Frontier Province, and 11 years in Madras.

(b) The use of the vernacular as the medium of instruction and examination is bound to result in a saving of time and will avoid unnecessary duplication.

(c) The present differentiation between the courses in the upper primary and the Anglo-Vernacular middle standards is unnecessary and leads to a waste of time.

(d) A certain amount of unnecessary matter may be deleted from the courses laid down in some subjects, and better grading of the subjects generally appears to be possible.

It was also suggested by a number of witnesses that the elementary course could be reduced to one of four years by a more careful grading of the work.

The opponents of any reduction bring forward the following arguments in favour of their view :—

(a) Comparatively few pupils complete the whole course without at least one failure, and the average age at which candidates appear for the School-leaving examination is 18·5 years.

(b) As the majority of the pupils take more than one year in the Infant class, any reduction in the elementary stage is out of the question at present.

(c) A reduction in the number of years required for the whole course implies an increased amount of work in each year, and this will adversely affect the Backward classes, as failure at an examination involves the addition of one year to the total time taken for the course.

We are of opinion that a reduction of one year in the total length of the course is possible.

The majority of the Committee have come to this conclusion on the grounds that the use of the vernacular as the medium of instruction and examination must result in a considerable saving of time in the higher classes. Moreover, from the experiments made in some English classes attached to primary schools it would appear that the pupils are able to complete the vernacular course prescribed for the upper primary standards in addition to English within three years. Pupils proceeding to the high school standards should therefore have made further progress as regards their general education than at present.

A careful revision of the detailed syllabuses in each subject will be necessary. We have considered one or two subjects in this connection, but we have not attempted to frame detailed syllabuses in all subjects.

We recommend that Government should appoint a small Committee of experts to work out the detailed syllabuses.

10. Length of the Elementary Course.

A reference has already been made to the fact that the majority of pupils now spend more than one year in the Infant class. This is mainly due to lack of trained teachers for Infant classes, to irregular attendance, to one-teacher schools, i.e., small village schools teaching four standards with one teacher only, and to the fact that pupils are admitted at any time of the year. Compulsion is probably the main remedy for irregular attendance. It will also result in increased numbers in the schools, and thus reduce the number of schools in which the attendance does not justify the employment of more than one teacher. (The abolition of one teacher schools is one of the most urgent reforms in primary education. It is a question whether the double-shift system has been sufficiently tried as an alternative.) By this system the Infant class and

possibly standard I meet for $2\frac{1}{2}$ to 3 hours or so at one session and the other standards at a second session. Although the total time spent in the school by each pupil is less, he is likely to receive more actual teaching.

We recommend the gradual elimination of the one-teacher schools, either by the appointment of additional teachers or by the consolidation of small schools, or by the temporary introduction of the double-shift system. We further recommend the training of all teachers in charge of Infant classes.

As pointed out above pupils are newly admitted to a school at any time of the year. Consequently the Infant class is likely to contain pupils at all stages of the course, and it is clearly impossible for a teacher in a small school who can give only one hour or so each day to each class to do justice to all his pupils.

We recommend that admissions to the Infant class should be limited to the beginning of the school term.

We are also of opinion that the minimum age of admission to the elementary school should be five years unless something in the nature of nursery schools can be provided.

In present conditions it does not appear to be possible to reduce the length of the elementary course. Many witnesses, however, are of opinion that the course can be reduced to one of four years, but usually qualify this by making a proviso that better teachers should be employed.

It is possible also that the use of better methods of teaching Reading will materially reduce the time spent in the Infant class. We understand that considerable success has been attained by experiments in this direction.

We recommend that the length of the elementary course should be five years as at present, but that the possibility of completing the course in four years be kept in view, and that schools be permitted to experiment in this direction.

If it is found possible ultimately to complete the present elementary course in four years, we recommend that one of the standards of the higher elementary stage be transferred to the elementary stage, so that the length of the course should continue to be five years.

This will not involve any increase in the length of the period of compulsion.

11. Length of Higher Elementary Stage.

The upper primary and the Anglo-Vernacular middle courses now take three years. The amount of work to be done in this stage is fairly heavy and no reduction in the length of the course appears to be possible without a reduction in the range of studies. Moreover if it be assumed that a boy first joins school at the age of six, he should complete the elementary stage by the age of 11 years, and the higher elementary stage by the age of 14 years. Education is compulsory up to the age of 14

in England, and this appears to be a suitable point for the completion of the higher elementary stage in this Presidency.

We recommend that the higher elementary stage should continue to be of 3 years for boys and should be raised to 3 years for girls.

12. Length of the Secondary Stage.

If the vernacular is used as the medium of instruction and examination, there should be a very definite saving of time, and it will no longer be necessary to study a subject first in the vernacular and then in English.

We therefore recommend that the high school course should be one of three years.

The above represents the view of the majority of the Committee.

We have also considered the question of the numbering of the standards, and we recommend that the standards be numbered consecutively, i.e., from standard I to X, but as long as the elementary course remains as at present, the lowest class should be called the Infant class. If it is found possible to complete the present elementary stage in four years, the term Infant class should be abolished, and the lowest class should be called standard I.

By the latter proposal a renumbering of the standards will be avoided if ultimately the total length of the school course is reduced to 10 years.

CHAPTER VI.

MEDIUM AND SUBJECTS OF INSTRUCTION.

1. The Medium of Instruction.

The position of English in education in India presents one of the most difficult problems. The ordinary language of the masses is the vernacular but English is being used to a growing extent among the educated classes, at any rate as a subsidiary language, it is the medium of instruction in higher studies and it is also tending to become a *lingua franca* of India. A knowledge of English lays open a vast field of knowledge, much of which is not available to those knowing a vernacular only. To what extent English should be the medium of instruction in Indian schools has been a matter of controversy for many years. It must be remembered that the educated classes in India are to all intents and purposes bilingual, and the Calcutta University Commission summed up its recommendations on the language question in Bengal as follows: "Our general aim is to make the educated classes of Bengal bilingual". From experiments and observations in bilingual countries such as Wales, Switzerland, and South Africa, the conclusion has been arrived at that bilingualism is a definite handicap. In the words of one investigator "it is a doubtful privilege to be born in a bilingual country".

It is therefore open to serious doubt whether bilingualism should be thrust upon an Indian boy at an earlier stage than is necessary. Teaching through the medium of English is definitely attempting to make him bilingual. It is generally recognised that for the present English must be the medium of instruction in the university stage, but opinion in favour of using the vernacular as the medium prior to that stage has been steadily growing. The question was exhaustively considered by the Calcutta University Commission. They came to the conclusion that the premature use of a foreign medium of instruction tends to produce an intellectual muddle, and recommended the use of the vernacular as the medium of instruction in secondary schools in all subjects except English and mathematics. The Bombay University Reform Committee also reported in favour of the vernacular as the medium of instruction in schools. The majority of the witnesses who gave evidence before us were of the same opinion. This view is held generally in the Presidency except in Bombay City and parts of Sind, and among certain Muhammadans there is a body of opinion in favour of the retention of English as the medium of instruction. It is argued that it is only by the regular use of English that a boy can obtain a mastery of that language, which will enable him to proceed to a university or to obtain suitable employment. We are not satisfied that experience justifies this argument, and we feel strongly that a boy's general education must suffer and his intellectual development be arrested by the premature use of a foreign language of which he has no real understanding.

The question has been raised whether suitable text-books are available in all the vernaculars. We are assured that in some vernaculars there are already suitable books, and we believe that it will not be long before the demand is met in other vernaculars, if our proposals are accepted.

We recommend that the vernacular should be the medium of instruction and of examination in all subjects except English. We realise that, in certain areas and in schools of a certain type, there is a demand for instruction through the medium of English, and we therefore feel that it is necessary to allow the option to schools to use English.

We are also of opinion that English expressions and symbols in science and mathematics should be used, e.g. thermometer, oxidation, H_2SO_4 , unless there is a vernacular equivalent in common use. This will facilitate the further study of these subjects in the University stage.

It is necessary to point out that the use of the vernacular as the medium of examination depends upon the attitude of the University, which has been somewhat conservative in this matter. It is only within the last few years that the use of the vernacular in answering the papers in a classical language and history has been permitted. As long as the examination in any subject is held through the medium of English, the schools will naturally teach that subject in the higher standards through the same medium.

We strongly urge that the University should reconsider the question of allowing candidates the option of answering all papers in the vernacular except the English paper.

2. The Aim of the Teaching of English.

We have already stated our opinion that the medium of instruction should be the vernacular. English will then be treated as a second language. There is a marked difference of opinion as to what will be the effect on the standard of English. Some argue that far too much time is assigned in the time-table to the study of English, while others believe that even more time should be devoted to English if it is no longer the medium of instruction.

A considerable proportion of those who reach the higher standards in the high schools proceed to the University where the medium of instruction is English. It is a common complaint of professors in colleges that the average student when he joins has an insufficient command of English, and cannot follow the lectures or write reasonably correct English. A similar complaint is constantly heard from those who employ matriculates in posts where a knowledge of English is required. It is clearly undesirable that there should be any falling off in the command of English which a pupil acquires at school, and we realise that there is a serious danger of this happening, if less importance is attached to the study of English in schools. The question is whether it is possible to guard against this danger without unduly infringing upon the time which should be devoted to general education.

It is necessary to determine what is the object of learning English.

We are of opinion that the aim in teaching English should be essentially utilitarian, at any rate in the schools, and that too great a stress should not be laid upon the study of English as literature.

English is required for use, and the teaching of English in India has little analogy with the teaching of Sanskrit in India, or of Latin in England. In regard to method the Calcutta University Commission advocated the use of the Direct Method, and in teaching a language for practical use this appears to be the only suitable method. It must be admitted that in the hands of an incompetent teacher this method is likely to prove a failure, but it is a question whether such a teacher is likely to prove successful with any method. At the same time we realise that there is need for experiment, and work in this direction is being done at the Secondary Training College in Bombay and by Dr. Michael West at Dacca. The first step is to enable a boy to read and understand straightforward English. A useful test is the reproduction of the substance of what he has read in his own vernacular. In this connection we would refer to Dr. West's advocacy of "Silent Reading" which was also recommended by the Philippine Islands Education Commission. Skill in writing and speaking English will follow, but constant practice is essential.

We are of opinion that much of the weakness in the teaching of English is due to the subject being entrusted in the lower standards to teachers whose knowledge of the language is inadequate and who have little or no idea of how to teach it.

We would emphasise the need of entrusting the teaching of English to specially qualified teachers, and recommend that facilities be provided for the training of such teachers.

3. When English should be begun.

The next question is the stage at which the study of English should be begun. There is a considerable difference of opinion on this point. Some advocate the introduction of English at a very early stage, provided a competent teacher is available. The teaching should be mainly conversational. Others consider that a pupil will make more rapid progress if he begins the study of English at a fairly late stage, when his mind is more developed and he has acquired some idea of language from the study of his own vernacular. It is doubtful whether the introduction of a second language below the higher elementary stage is justifiable as a general rule, and the majority of the witnesses were not in favour of English being taught below that stage.

We are of opinion that the study of English should not ordinarily be introduced before the first year of the higher elementary stage. In special cases where competent teachers are available, it may be begun at an earlier stage.

4. Methods of Teaching.

It is generally agreed that the teaching in schools of all types is far too bookish and divorced from practical life. Pupils and parents come

to look upon education as something apart, and do not realise that it can and should be applied to ordinary life. The examples given in a subject like arithmetic deal with conditions which are unfamiliar to the pupils, *e.g.*, the cost of papering the walls of a room. The theoretical side of the work is emphasised at the expense of the practical. Unintelligent teaching also leads to a great waste of time. The teacher fails to realise what is important and what is unimportant, and frequently lays stress on the latter. There is far too much pure memory work, and the repetition of tables, etc., is insisted upon rather than the ability to use them.

We are of opinion that the teaching generally should be as simple and practical as possible, and we would especially emphasise the need of relating the teaching to the pupil's environment.

We may also refer to the influence of examinations on teaching in schools. A teacher will naturally be very largely influenced in his teaching by the type of question papers likely to be set at the examination. While a syllabus may be laid down in detail, it is the examination paper which largely defines the course, and determines the general style of teaching and the emphasis laid on each part of the subject. Some of the members of the Committee would go so far as to advocate that model examination papers should be appended to all syllabuses.

5. Subjects of Instruction.

In the elementary stage, the 3 R's will form the basis of the course. In addition, drawing and some form of handwork, and nature study and gardening should be included. A beginning will also be made in geography and history. In the higher elementary stage, the same subjects will be continued, but additions have been proposed. The course in the high school depends largely upon the regulations of the School-leaving examination. The subjects to be included in this stage are discussed in Chapter IX. Some of the more important subjects in the higher elementary and secondary courses are considered in the following paragraphs.

(a) *Arithmetic.*

Arithmetic is a subject which is perhaps taught on less satisfactory lines than any other. Many of the difficulties are artificial, and much is included which is of no practical use and of very little theoretical value. In the elementary and higher elementary stages, the aim should be to equip the pupil with a knowledge of the subject which will enable him to deal with the ordinary problems of everyday life. There is no reason why the greater part, if not the whole of the subject, should not be completed by the end of the higher elementary stage.

For example, what is known as true discount is purely a mathematical conception, and much time is wasted in problems on the subject. While the discounting of bills according to the methods used by a bank might form part of a commercial course in arithmetic, there is no justification for treating the subject in any detail in a general course. Arithmetical

problems which can better be solved by algebra are little more than conundrums, and need not find a place in a school course. There is also a tendency to treat portions of arithmetic in watertight compartments, separate chapters being devoted to interest, discount, stocks and shares and so on, all of which are merely examples of the use of proportion. Elementary ideas of geometry and of the use of symbols may very well be included in the arithmetic course.

A reform in the teaching of arithmetic is necessary on the lines indicated, and the special training of teachers seems to be the only course to be followed.

We are of opinion that the practical side of arithmetic should be emphasised, and that the work should be such as to fit a pupil to deal with the ordinary problems of life, and that extraneous subjects which have merely a theoretical interest should be excluded. The subject must be taught with reference to a pupil's environment, and examples must be taken from everyday life. We realise that this will probably involve the special training of teachers and the preparation of suitable text-books.

(b) Algebra and Geometry.

We recommend in Chapter IX that practical geometry should be a compulsory subject in the higher elementary stage. It may be treated as an introduction to the study of theoretical geometry, as well as with reference to handwork, and practical problems. Theoretical geometry and algebra should be postponed to the secondary stage.

(c) History.

History is a subject which lends itself to unintelligent teaching. The text-books are in many cases responsible, inasmuch as they consist of descriptions of a series of events rather than a reasoned account of the general movements of which these events form a part, e.g., in Indian history a boy is expected to know the chronological order of the Governors-General, and the special features of the period of office of each of them. In the elementary stage little more than the history of the province through the medium of stories can be attempted, and attempts to add to this by the inclusion of chronological details should be discouraged. In history as in other subjects there is a tendency on the part of text-book writers and teachers to increase and amplify a course and to include much that was never intended.

We recommend that the history of the province be taught in the elementary stage through the medium of stories. In the higher elementary standards we are of opinion that it should be possible to cover Indian history in outline from earliest historical times, general movements and the lives of those associated with them being emphasised.

We also consider that some account should be given of the administration of India including simple ideas on "citizenship", i.e., the privileges and responsibilities of the individual in relation to the State and to his neighbours. We would further suggest that in the teaching

of history care should be taken that communal relations are not unnecessarily exacerbated.

There has been a considerable amount of criticism of the concentric method of teaching history, by which a part of the subject is taught in outline at an early stage and repeated in detail later. The majority of the Committee consider that this criticism is justified.

(d) *Geography.*

The importance of treating geography as something more than a list of facts is now generally recognised. The subject is one of great human interest and is also essentially scientific. The subject has suffered in the past because there have been no facilities for further study after the high school stage. It is understood that there are proposals to make provision for geography in the University courses, and this should result in better teachers becoming available.

(e) *Elementary Science.*

We regard it as specially important that some form of elementary science be compulsory in all higher elementary and secondary schools and that instruction in physiology and hygiene should be given to all boys and girls in the higher elementary schools.

In the lower standards the science lessons may take the form of object lessons and simple nature study combined with gardening, but in the higher standards we recommend a simple course in general everyday science grouped round a simple syllabus consisting of—

- (1) The chemical and physical properties of air and water and some of the commoner elements and their compounds.
- (2) Elementary physics and mechanics abundantly illustrated by easy experiments.
- (3) Broad outlines of biology describing methods of assimilation in plants, the process of growth and reproduction, principles of heredity.
- (4) Instruction in elementary physiology and hygiene.

The lines and development of the syllabus would vary according to the type of school. The work need not entail in the elementary schools the provision of an expensive laboratory, a very modest equipment being sufficient. Secondary schools should, however, have a properly equipped laboratory.

(f) *Classical Languages.*

The position of a classical language in the school curriculum has given rise to much controversy. Until about 5 years ago a classical language or a modern European language was compulsory for candidates for Matriculation. It has now been made an alternative to a vernacular, although it is still compulsory in the First Year Arts examination.

Although it is recognised that the study of a classical language is valuable and is calculated to promote the more scholarly study of the vernacular, the question of its inclusion in the general school course has

to be considered with reference to other subjects. In the secondary school all pupils have to take English in addition to their own vernacular, and the majority of the Committee consider that it is unnecessary to insist on more than one additional language. Further a classical language appears to have no place in the elementary school course.

We recommend that the study of a classical language should not be compulsory, and that in any case the subject should not be taught until the secondary stage.

There was a strong feeling among the Committee that a classical language should on no account be made alternative to the vernacular. The latter subject must be taken by every pupil. There are, however, some communities, e.g. the Goans, who speak no recognised vernacular of the Presidency, and others who claim to speak English at home, and for them some provision should be made.

We recommend that a classical language should on no account be made an alternative subject to the vernacular, except in the case of those who do not speak a recognised vernacular of the Presidency, or who claim to speak English at home.

(g) *Music.*

There was a general agreement among the members of the Committee that vocal music should be given a definite place in the school curriculum and that it has a definite educational value.

We recommend that singing be made compulsory in the primary stage and an optional subject in the secondary stage.

(h) *Nature Study and Handwork.*

Our proposals in connection with these subjects will be found in Chapter IX.

6. **Differentiation of Courses in Urban and Rural Areas.**

It was agreed that the subjects and standards of a general education should be the same for all boys, whether residing in urban or rural areas. This does not mean of course that the subjects should be taught in exactly the same manner.

We recommend that no differentiation should be made in the courses for urban and rural schools, but that the teaching should depend upon and be associated with the environment of the pupil.

7. **Courses for Girls.**

Although some of the witnesses advocated different courses of study for boys and for girls, the Committee were generally opposed to this view.

We recommend that in the elementary stage the course for girls should be the same as for boys, except that needlework should be included.

At present there are only two upper primary standards for girls, V and VI, and the Vernacular Final examination is taken at the end of standard VI instead of after standard VII as in the case of the boys.

It is understood that it is in contemplation to make the course for girls of the same length as for boys, and that the teachers in the schools will then be able to undertake the more advanced work.

We recommend that the higher elementary stage for girls should be extended to three years.

This will involve a modification of the course of the Training College for Women, as the course for the First Year certificate now covers two years, the work in the junior year corresponding generally to what is done in standard VII of a boys' primary school. If standard VII is added to the girls' school course, it should be possible to reduce the course for the First Year examination of the Training College for Women to one year.

In regard to the work of the higher elementary stage we do not consider that separate courses are necessary for girls in the general or cultural subjects.

We recommend that there should be uniform standards for boys and girls in the higher elementary stage, with a common examination at the end, but that needlework should take the place of handwork. (Vide Chapter IX).

The question of text-books for girls will be considered in the next paragraph.

In regard to secondary education for girls there is greater support for separate courses for girls. It is pointed out that many of the girls who join a high school do not intend to proceed to a university, and it is argued with some force that courses of study should be laid down which will prepare them for their duties as wives and mothers, and members of society. It would appear that this object can be achieved by reducing the number of compulsory subjects in the secondary stage, and allowing a greater amount of choice in selecting additional subjects. Latitude may also be allowed to schools which definitely do not attempt to prepare their pupils for an examination leading to higher studies.

We recommend that the courses in the compulsory subjects of the secondary stage should be common for boys and girls.

8. Vernacular Readers.

There has been a good deal of criticism of the present Government Vernacular Reading Series, both in regard to the subject-matter and in some vernaculars to the language. When these Readers were prepared about 25 years ago, it was intended that they should not only be used for the teaching of languages, but should also be definitely instructional in character.

It is felt that greater use should be made of the literature of each vernacular, and that as far as possible translations from a common English origin into the various vernaculars should be avoided. In this way a pupil should be brought into contact with the literature and culture of his own people. Moreover, suitable text-books in the different subjects of the primary course are now available, and it is no longer

necessary to insist upon the instructional character of the Readers and to include so many lessons of this nature.

In regard to language it is stated that the language of most of the Readers is artificial as many of the lessons are mere translations. The language of some of the Readers is also highly Sanskritised and is difficult for the average pupil to follow.

We recommend that the Vernacular Reading Series be revised and that the special sections dealing with history, geography, science, and object lessons be excluded, special text-books being provided where necessary for instruction in history, geography, and science. We, however, recommend that these special lessons be replaced by easy lessons on these subjects giving only general information and spread over the Reader. We also recommend that the language be simplified as far as possible, so as to encourage the development of a vernacular which can be used as a literary medium and at the same time will be understood by the people. We further recommend that the preparation of interesting books in the vernacular for rapid reading in school and books for use in teaching Silent Reading and for children's libraries be encouraged.

Care must be taken that the introduction of additional text-books and reading books does not materially increase the cost of primary education, and additional provision may be necessary for the supply of books to the children of the poorer parents.

If boys and girls are to have a common course in both the elementary and higher elementary stages, the question arises whether there is any need of separate Readers for girls. At present there are common Vernacular Readers up to and including standard III. The Committee which prepared the present Vernacular Reading Series decided that separate Readers were necessary for standards IV to VI and such Readers have been prepared in Gujarati for standards IV to VI, in Marathi for standards IV and V, and in Kanarese for standard IV.

In view of the fact that we have proposed a revision of the Readers and a definite modification in the style, we are of opinion that separate Readers for girls are not necessary.

9. Liberty in framing Courses.

It is a common criticism that too little freedom is allowed to headmasters in the framing of their school courses. Provision is made in the Grant-in-Aid Code that the courses laid down by Government may be modified with the sanction of the Educational Inspector. The migration of pupils from school to school, which is very common in this Presidency, makes it more difficult for a headmaster to depart from the detailed courses laid down. We are of opinion, however, that considerable latitude may be permitted.

We recommend that School Boards and Heads of secondary schools be permitted to modify the courses of study with the sanction of Government provided that the total amount of work prescribed in each subject for each of the stages, elementary, higher elementary, and secondary, be completed within the period prescribed.

CHAPTER VII.

THE TRAINING OF TEACHERS.

1. Primary Schools.

Men and women who have passed the Vernacular Final examination are eligible for appointment as primary teachers, and on confirmation teachers are entitled to certain scales of pay. It is laid down in the Primary Education Rules that not less than 50 per cent. of the teachers in primary schools should be trained, and not less than 15 per cent. or more than 30 per cent. should hold the second or third year certificate. The third year certificate has been abolished and the highest certificate now obtainable is that of the second year.

On 31st March, 1928, the proportion of trained teachers employed in Government, District Local Board, and Municipal primary schools was as follows :—

				Per cent.
III year ..	..	..	..	15·2
II year ..	..	..	..	15·9
I year ..	..	..	..	25·9
Qualified	..	..	..	37·8
Unqualified	..	..	..	5·2
Total ..				100·0

There is a strong feeling that the standard of the Vernacular Final examination has deteriorated, due possibly to the great increase in the numbers who appear for it, an increase made up mainly of candidates from classes backward in education, and that the examination no longer affords a sufficiently high standard of general education for a teacher in a primary school. This deterioration is probably also due to the decrease in the number of third year trained teachers. Either a higher standard of general education should be demanded, or all candidates who have passed only the Vernacular Final examination should attend a training college for one year, during which they should receive further general education in addition to training in the theory and practice of teaching.

We recommend that a teacher who has passed the Vernacular Final examination should no longer be regarded as a qualified teacher, and that he should go through some form of formal training of at least six to eight weeks' duration before he is regarded as qualified.

We suggest that all the present so-called "qualified" teachers be given a short course of intensive training during vacations by selected men from training institutions and that such vacation courses be held annually at important District centres.

The policy however should be to aim ultimately at the employment of only trained teachers and no teacher should be regarded as trained unless he has gone through a year's training in a training institution.

We have recommended that the higher elementary stage should be included under the head of primary education, and that the differentiation between the upper primary standards of vernacular schools and the Anglo-Vernacular middle standards should be abolished. The teachers of these standards will be primary teachers in name, and a good many witnesses urged that a better educated type should be recruited. Formerly primary education attracted a good many men of ability, and many of the third year trained teachers were fully competent to teach the higher elementary standards. It is urged that an inferior type of teacher is now being recruited, partly owing to the falling off in the standard of the Vernacular Final examination, and partly to the rule by which a majority of the new appointments in primary schools must be given to men belonging to classes which are educationally backward. It is therefore suggested that matriculates should now be employed as primary teachers, mainly with a view to providing teachers for the higher elementary standards as the third year trained teachers retire. The majority of the Committee are in favour of this proposal.

We recommend that a certain proportion of matriculates, i.e. those who have passed the School-leaving examination, should be appointed as primary teachers, mainly with a view to providing teachers for the higher elementary standards. They will gradually replace the third year trained teachers as the latter retire. We are of opinion that training for one year in a vernacular training college will suffice for such teachers. As an alternative we recommend that the third year classes in training colleges be restored.

We have already recommended that special teachers should be appointed to teach English in higher elementary schools, whether in towns or villages, and recommended that facilities be provided for training such teachers in training colleges. It may be pointed out that matriculates, who have been trained in the ordinary vernacular training college courses should not be used for the teaching of English unless they have received a special training for this purpose. The former are essentially teachers of ordinary school subjects through the medium of the vernacular. The latter have to teach and use a foreign language.

2. Teachers for Village Schools.

We have recommended that the teaching in primary schools should be related to the environment of the pupils. It is a common complaint that the teachers in village schools either do not belong to the rural classes or have been trained in an urban atmosphere. Almost all the primary training institutions are in fairly large centres of population and the atmosphere and curricula are no doubt urban rather than rural in character. Further we are recommending that the higher elementary standards should have a definite vocational bias. This bias will usually be agricultural in village schools. Even if no special instruction in agriculture is given to teachers for village schools under training, we are of opinion that the work should be closely related to rural life.

We recommend that the question of establishing training institutions in rural areas for the training of teachers in village schools be considered.

We recommend, however, that facilities be provided in the Engineering College workshops or important industrial schools for the training of teachers of industrial-bias subjects, and in training institutions for the training of teachers of commercial-bias subjects, and that no teacher of the bias subject should be regarded as qualified to teach the subject unless he has received some form of training.

We further recommend that the teachers selected for vocational-bias training should be at least first year trained teachers.

3. Secondary Schools.

The facilities for the training of teachers in secondary schools are admittedly inadequate. The Secondary Training College will take 50 or 60 candidates annually, a very small number in comparison with the total number of teachers in secondary schools.

We have, however, proposed that the higher elementary stage should be treated as "primary" and that even if matriculates are appointed as teachers they should be trained in vernacular (or primary) training colleges. This should naturally lessen the demand for trained teachers for secondary schools.

4. After-care of Trained Teachers.

We should like to refer here to the necessity of providing special facilities for trained teachers to enable them to keep in touch with modern educational developments. It has been urged that the majority of trained teachers within a few years of training get fossilised, and their work degenerates into mechanical forms of teaching in which drill is predominant.

The ordinary village teacher's environment is narrow and uninspiring. His means are limited and he cannot afford to buy books. He has no one near him with whom he could discuss his problems, no one to encourage him and to appreciate his work, and no one to help him in his difficulties. Except for a hasty visit or two of the Inspecting Officer, he is completely isolated from others engaged in education. It is not surprising that in few years time he gets discouraged, and his work degenerates into unthinking routine.

We urge that more should be done than at present to keep up the enthusiasm and interest of these teachers in their work, and to give them facilities to keep in touch with modern educational developments. We suggest (1) the appointment of a sufficient number of efficient supervisors, whose chief function should be sympathetic and constructive supervision rather than inspection of details and criticism of breaches of regulations, (2) the holding of annual conferences and vacation courses, (3) the establishment of central libraries and teachers' associations, (4) the circulation of interesting and useful literature by training institutions.

We recommend that vacation courses and teachers' conferences under the supervision of selected teachers from training institutions should become an annual feature in all Districts, that "Shalapatraks" issued by training institutions be specially subsidised, and that special libraries be established at convenient centres for the use of teachers.

CHAPTER VIII.

EXAMINATIONS.

1. Examination at the end of the Higher Elementary Stage.

At present there are two public examinations, the Vernacular Final conducted by the Educational Department for candidates who have completed the upper primary standards, and the School-leaving examination which is conducted by the University for those who have completed the high school course.

The former, as its name suggests, is an examination in the vernacular, and those who have passed this test are eligible for the lower ranks of Government service and for appointment as primary teachers.

We are of opinion that an examination corresponding to the Vernacular Final should be continued, but that English should be added as an optional subject, and that this examination should serve as a school-leaving examination particularly for those who do not continue their studies after the higher elementary stage. This examination should be conducted by Divisional committees.

The present Vernacular Final examination is held in each Division by the Educational Inspector, and the new examination might be held on a linguistic basis, with a general committee for each language, on which the Local Authorities, school masters including representatives from approved schools and inspecting officers would be represented, with local committees for each centre.

It is not easy to suggest a suitable name for this examination. It will correspond to the middle school examination which was formerly held in some provinces, but as it will mark the end of the primary school courses, the name "Middle" is hardly suitable.

The fact that the examination marks the end of the primary school course suggests "Primary School-leaving Examination" as a suitable title.

We suggest that the examination at the end of the higher elementary course, which will correspond generally to the present Vernacular Final examination, should be called the "Primary School-leaving Examination". This examination will be common for both boys and girls. The examination at the end of the high school course should be called the "Secondary School-leaving Examination".

2. Entrance Test for Secondary Schools.

Until recent years a boy had to pass a formal examination in the subjects of vernacular standard IV before he could be admitted to an Anglo-Vernacular middle school, which is at present classed as a secondary school. Government were formerly responsible for this examination,

but this duty has now been handed over to the School Boards of the Local Authorities, to whom the power of determining whether a pupil has completed his elementary education has been delegated under Section 19 (b) of the Primary Education Act. If a boy continues in the same school when he joins the higher elementary stage no formal examination other than the ordinary promotion examination of vernacular standard IV will be imposed upon him. In order to ensure that there should be some formal test of a boy's fitness to proceed to the secondary stage, some members of the Committee are in favour of the Primary School-leaving examination being made the entrance examination to a high school. The majority of the Committee are opposed to this proposal and deprecate putting obstacles in the way of pupils anxious to continue their education beyond the primary stage.

3. Secondary School-leaving Examination.

(a) General.

The School-leaving examination, to which we have suggested that the word "Secondary" be prefixed, is conducted by the University. For any modifications in this examination it will be necessary to approach the University.

It may be argued that the University is concerned mainly with a school-leaving examination in so far as the examination serves as an entrance examination to the University, and it is a question whether that body is specially concerned with subjects which a candidate for admission to the University is not required to take. The subject is a thorny one and has been settled for the time being, and it hardly appears to be necessary to discuss it.

(b) Subjects of the School-leaving Examination.

A candidate for Matriculation, *i.e.* for entrance to the University, is required to pass in the following subjects:—

English.

A Vernacular or Classical Language or a modern European Language (French, German, and Portuguese).

Arithmetic, Algebra, and Geometry, English and Indian History Geography.

Science (One of the following groups)—

Physics and Chemistry ;

Botany and Zoology ;

Physiology and Hygiene ;

Domestic Science (for girls).

These subjects are recognised as forming the basis of a general education.

A candidate may, however, obtain the School-leaving certificate, which will qualify for Government service, but not for entrance to the University, by passing in English, vernacular, and any three of the other subjects mentioned above, including the following four additional subjects,

provided that he passes in arithmetic at the same or a subsequent examination :—

Drawing ;
Manual Training ;
Book-keeping and Commercial Arithmetic ;
Shorthand and Typewriting.

We are of opinion that some option should be allowed to candidates. Some consider that arithmetic can be omitted, as this subject should be completed in the primary school, and that algebra and geometry should be optional. It is also considered that a course in general elementary science would be more suitable than the more formal course in physics and chemistry.

We recommend, however, that one “vocational” subject at least (vide Chapter IX) should be made compulsory for the School-leaving examination.

We further recommend that the School-leaving examination should be divided into two parts and the candidates be given the option to appear for each part separately.

CHAPTER IX.

VOCATIONAL EDUCATION.

1. General.

The statistics of occupations have been given in Chapter II, where it has been pointed out that the cultivating and artisan classes form by far the largest portion of the population. These usually have an hereditary occupation, and in any case the large majority will not continue their education beyond the higher elementary stage. The problem in their case is to produce a type of education which will fit them for their future calling.

As stated before, the commonest criticism of the present system of education is that it is too literary in character and fitted only for those who wish to enter the learned professions. It is divorced from realities and is far too bookish, and curricula and text-books are too urban in outlook. This type of education has engendered a tendency among the educated to look upon all education but literary as inferior, a tendency which has been confirmed by the recognition of literary education from the very start as a passport for Government service. The spread of education among the artisan classes has also to a certain extent created a feeling of contempt for occupations which involve manual labour. This tendency is fraught with serious dangers to the future economic life of the country.

To the majority of the population the chief problem in life is how to earn a living and education must be so adapted as to give them a definite lead. "Sound educational theory must maintain the principle of continuity between school and life after school, and accept the inference that all schooling should be vocational, and that the vocational criterion, liberally conceived, should be applied to all educative purposes without exception."*

We consider it absolutely essential in the larger interests of this country and the children themselves that a definite vocational bias should be given to school education beyond the elementary stage.

2. Existing Vocational Schools.

In addition to the agricultural-bias classes to which reference is made later, there are 25 or 30 special schools, mostly in urban areas, which teach carpentry, weaving, printing, and a few other occupations. These schools, which are under the supervision of the Committee of Direction for Technical Education, are attended by about 1,800 pupils as compared with 43,000 in Anglo-Vernacular middle and nearly 35,000 in high school standards.

Although these special schools have been described as pre-vocational, some of those which were visited by members of the Committee were

*Adamson : "The Individual and the Environment", p. 249.

definitely approaching the vocational in character, the work being done under commercial conditions and the pupils being able to obtain employment after completing the course. It may be noted that graded examinations are held by the Committee of Direction, e.g. the course in carpentry is of three years, with an examination at the end of each year. Little of general education is given except some instruction in the 3 R.'s for those who are educationally backward plus mechanical drawing and mensuration. Candidates for admission are supposed to have passed vernacular standard IV. The usual age of admission is 13 or 14 years, and the village boy of the poorer classes probably does not complete the elementary course until this age. Some of these schools are maintained by missionary bodies, and the pupils are mainly Indian Christians.

There is a tendency for such schools to be treated as a refuge for those who have failed in a more literary course. This is in accordance with the tradition that "head work" is more honourable than work with the hands. It is this prejudice that manual labour is inferior which has done much to prevent the success of schools of a vocational type. It is necessary to combat this prejudice and to create a new tradition.

3. Vocational Education in Anglo-Vernacular Schools.

Little or nothing has been done in the way of introducing vocational training in Anglo-Vernacular middle schools and in high schools. An experiment is being made in the Ahmednagar District in which practical farming on a large scale forms part of the course, and experiments are being made in some high schools* by the introduction of agriculture, printing, and weaving.

There would appear to be a definite gap in our educational system between the so-called technical and industrial schools under the Committee of Direction for Technical Education, in which the standard of general education is low and no knowledge of English is required, and the professional colleges, including the V. J. Technical Institute, which usually fix the School-leaving examination as the minimum standard of admission. The Ahmedabad and Surat Technical Schools, which held an intermediate position, are gradually raising the standard of admission. The only other institutions in addition to the high schools referred to above, which are secondary in character, appear to be the commercial classes attached to certain high schools**.

4. Elementary Stage.

It is generally agreed that nothing of a very definite vocational character can be attempted in the elementary school. It is felt, however, that the importance of the training of hand and eye should be emphasised more strongly at this stage. There is far too great a tendency to look upon "book-learning" as the sole aim of education, and although

*A. M. A. V. School, Vadala; K. E. Society's High School, Alibag; Gokhale Education Society's S. P. H. High School, Bardi; S. P. G. Mission High School, Ahmednagar.

**Elphinstone High School, Bombay; R. S. Dalal High School, Breach; Sorabji J. J. High School, Surat; B. J. Parsi Charitable Institution, Bombay.

attempts have been made from time to time to combat this view, they have not been altogether successful owing largely to the apathy or lack of training of the teachers.

We recommend that drawing and handwork should be introduced as a regular part of the curriculum in elementary schools in addition to nature study and school gardening. Drawing should be taught on the lines suggested in the Drawing Course recently prescribed and should be expressional rather than formal. For handwork we suggest paper-cutting, paper-folding, paper-modelling, cardboard-modelling, clay-modelling, spinning, and for girls sewing.

5. Higher Elementary School with a Vocational Bias.

The majority of the Committee do not favour the extension of the special schools of the type described in section 2 above. They are usually expensive, and they provide for a comparatively small proportion of the pupils coming up from the elementary schools. It has been pointed out in Chapter II that over 60 per cent. of the population of the Presidency depend upon agriculture for a living, and the problem is to provide an education suitable for the children of the cultivators and artisans.

We do not recommend that the special industrial schools for pupils who have completed their elementary education should be extended. We consider that the development of higher elementary schools with a vocational bias should be the accepted policy.

We further recommend that some form of handwork be compulsory in all higher elementary schools, both for boys and girls. For boys this work should include drawing, practical geometry, and light woodwork, and for girls drawing, practical geometry, and needlework.

The latter proposal is intended to meet the criticism that our present system of education is too literary, and to do something to develop a sense of the dignity of labour. The aim is educational rather than vocational.

In regard to the woodwork for boys we are of opinion that this should be made as interesting as possible, and that the work should not be restricted to planing and sawing and the making of joints, but that definite articles should be produced.

6. Vocational Instruction.

The next question is the introduction of a definite vocational bias. The following vocations are suggested:—Agricultural, industrial, and commercial. The term "industrial" is used to cover those trades or industries in which some manual skill is essential. The following have been suggested:—Cabinet-making, metalwork, tinsmith work, cane-work and basket-making, weaving, tailoring, calico-printing, and printing and book-binding, pottery, engraving on wood and metal for boys, and lace work, embroidery, cookery and laundry, and first-aid and nursing for girls. It is understood that there is a demand by commercial firms for young men who do not necessarily know English, and that a

commercial course comprising commercial arithmetic, book-keeping, commercial geography and correspondence and other subjects relating to commercial life would be successful.

We recommend that provision should be made in all higher elementary schools for pre-vocational instruction in agriculture, commerce or one of the following subjects :—Cabinet-making, metalwork, tinsmith work, cane-work and basket-making, weaving, tailoring, calico-printing, printing and book-binding, pottery, engraving on wood and metal for boys, and lace work, embroidery, cookery and laundry, and first-aid and nursing for girls.

We have used the term pre-vocational as more or less synonymous with "bias". The object of the courses proposed is to prepare a pupil to enter an industry, rather than to make him a skilled workman.

7. Agricultural-bias Schools.

Experiments have been made from time to time to teach agriculture both in primary and secondary schools. It is hardly necessary to review the history of these experiments. It is generally recognised that the agricultural-bias classes which have been opened in one or two villages in each district during the last 4 or 5 years have been the most successful of the various experiments. The Royal Commission on Agriculture has definitely approved of schools of this type, and we have no hesitation therefore in recommending that the majority of the higher elementary schools in rural areas should be of the agricultural-bias type. There have been some criticisms of the existing agricultural-bias schools, and in some areas they are unpopular as they are believed to constitute an attempt to come in the way of the villagers obtaining English education.

We are of opinion that the agricultural side of the work in agricultural-bias schools should be practical rather than theoretical. There should be team work as well as individual work in the fields and workshop. Records of work should be kept. The aim should be to produce results which will compare favourably with those of the local cultivators.

8. Other Higher Elementary Schools with a Vocational Bias.

Although a number of vocations have been suggested, it is not intended that a school should necessarily take up more than one, and the selection of a subject must depend upon local conditions. Some of the trades probably require considerably less training than others, e.g. in cane-work or basket-making, a boy can probably be in a position to earn something after a few weeks' training. Possibly work of this type might be introduced as a subsidiary vocation in an agricultural-bias school.

9. General Courses in Higher Elementary Schools.

In the present agricultural-bias schools the bias extends to most of the school subjects, not only in regard to the method of teaching, but also to the content, and history is omitted. It is stated that the agricultural-bias and similar industrial course will never be altogether popular as long as there is a differentiation in the work done in the general subjects in these schools and those in which English is taught. We have

recommended in Chapter VI that the courses in the general or cultural subjects should be the same in all schools, so as to facilitate the transfer of a pupil from one school to another, and the fact that parents object to any lower level of work in any of the ordinary subjects may be used as an additional argument in favour of this recommendation. A doubt has been expressed whether the average boy in a village school can complete the ordinary general course plus the "bias" subjects, but we repeat the recommendation that the cultural portion of the course in higher elementary schools should be similar for all classes of schools, rural as well as urban, and for girls as well as boys. We further recommend that facilities for the teaching of English be provided in all higher elementary schools where there is a demand.

10. Vocational Instruction in Secondary Schools.

There is perhaps greater diversity of opinion among the witnesses on the subject of introducing vocational instruction into secondary schools than on any other question. Some would insist on every pupil taking up a vocational subject, while others are of opinion that such instruction should have no place in an ordinary high school and that there should be special technical and industrial schools. A middle course has been put forward in the following terms :—

"The aim should be (1) to create a mind set favourable to productive labour, (2) to create a more practical goal for the boy in a secondary school than the present one of passing the Matriculation examination, and (3) to provide an education which can be used as a foundation either for further vocational training or for further literary education. It does not seem that the object of the secondary school is to train boys vocationally but rather to fit them to make use of such vocational training opportunities as already exist."

The chief openings for boys in secondary schools so far as we can discover are for mechanics of various kinds in railway workshops and similar places. We do not refer here to the ordinary artisans but to those who will rise to superior posts, not the highest perhaps, but those of an intermediate nature, *e.g.* foremen. A good deal might be done by negotiation with the Railway Companies and other employers of labour. Other openings are in the electrical and motor industries and possibly in spinning and weaving mills. Another vocation which appears to be suitable for secondary schools is printing and there should be good openings for competent Indians.

We wish to emphasise the point that in the secondary schools we must aim at producing young men who will be able to rise to superior posts in industry, and will have to use their heads as well as their hands. The training should be such as to enable them ultimately to occupy posts intermediate between those of graduates of professional institutions and the ordinary skilled workmen.

In regard to the actual training we should concentrate on the general education suitable for a young man entering a particular industry rather than on the technical details of that industry, *e.g.* for any form

of engineering, practical mathematics and mechanical drawing are essential, and some skill in wood and metal work. We would, for instance, attempt to give a pupil some knowledge of the theory of a steam engine or an internal combustion engine, rather than details about the parts of modern engines. He will learn the practical details when he joins a workshop.

In regard to commercial and clerical education, the complaints usually are that the ordinary matriculate fails as a clerk owing to his weakness in English and want of general commercial knowledge. We should, besides aiming at teaching the ordinary school subjects from the commercial point of view, include in the course one or more general commercial subjects which would be of direct use to him whatever line he takes. Here also the training would be general, the practical details of a business firm or an office he will learn when he joins service.

We therefore recommend that one "vocational" subject at least should be made compulsory for the School-leaving examination.

11. Subjects of Instruction.

We propose to recapitulate here briefly the subjects that may be taken up by schools. We have already recommended the appointment of a special committee for the grading of the courses and for drawing up detailed syllabuses, and details will have to be worked out by them.

(i) In the lower primary stage (Infants and standards I-IV) the 3 R.'s will form the basis of the course, but in addition geography, history, drawing, handwork, nature study, and school gardening should be included as a part of the curriculum. Handwork should comprise paper-tearing, paper-cutting, paper-folding, paper-modelling, cardboard-modelling, clay-modelling, sewing, spinning, etc.

(ii) The upper primary course (Standards V-VII) should be cultural and pre-vocational. The cultural part should be exactly the same for all classes of schools, rural as well as urban, for girls as well as for boys, and should include the vernacular, arithmetic and practical geometry, history and geography, everyday science, and English as an optional subject. The pre-vocational part should be one of the following three:—

- (1) Agricultural,
- (2) Industrial, and
- (3) Commercial.

The agricultural-bias part of the course should be more practical than theoretical and should require practical work (team-work as well as individual work) not only on the school farm but also in the workshop (carpentry and smithy) by every pupil taking the course.

The industrial part of the course should comprise drawing, practical geometry, light woodwork, and one of the following: Cabinet-making, metalwork, tinsmith work, cane-work and basket-making, weaving, tailoring, calico-printing, printing and book-binding, pottery, engraving on wood and metal for boys, and lace work, embroidery, cookery and laundry, and first-aid and nursing for girls.

The commercial part of the course should include commercial arithmetic, book-keeping, commercial geography, commercial correspondence, and other subjects, relating to commercial life.

We consider that little beyond what has been outlined above need be or can satisfactorily be attempted by pupils of the age of 11 to 14 for whom the upper primary course is intended.

(iii) The secondary course of standards VIII, IX, and X should be both cultural and vocational. It should include the vernacular, English, history (Indian history and administration, and growth of the British Empire), world geography (physical, economic, and political), and everyday science as compulsory subjects for all secondary schools for girls as well as boys, and two additional subjects one from each of the following groups at the option of the pupil :—

Group A.

- (i) Sanskrit, Pali, Ardha Magadhi, Zend-Avesta and Pahalavi, Arabic, Persian, Latin, Greek, Hebrew.
- (ii) Hindi, or any modern European Language.
- (iii) Elementary Mathematics (Arithmetic, Algebra and Geometry).
- (iv) Elementary Physics and Chemistry.
- (v) Elementary Botany and Zoology.
- (vi) Elementary Physiology and Hygiene.
- (vii) Domestic Science (for girls).

Group B.

- (i) Agriculture including animal husbandry, horticulture, poultry raising, etc.
- (ii) Chemistry of local trades and industries (theoretical and practical).
- (iii) Workshop practice in wood and metal including moulding, turning, lathe work, etc.
- (iv) Practical Mathematics.
- (v) Applied Drawing (Machine and Building) and Design.
- (vi) Printing and Book-binding.
- (vii) Weaving and Calico-printing.
- (viii) Pottery.
- (ix) Business Correspondence and Typewriting.
- (x) Typewriting and Stenography.
- (xi) Book-keeping and Accounting.
- (xii) Elements of Banking and Exchange.
- (xiii) Principles of Co-operative Organisation.
- (xiv) Housecraft and First Aid.
- (xv) Infant Care and Nursing.

All the work in any or all of the subjects enumerated above should be done under one head with undivided responsibility.

12. Policy.

We have indicated our recommendations in regard to vocational instruction in higher elementary and in secondary schools. We suggest that the agricultural-bias schools be extended as rapidly as possible, and that an industrial and commercial bias be introduced into schools.

It has been suggested that by co-operation between high schools and existing industrial schools a good deal of useful work might be done, *e.g.* at Ratnagiri, Satara, Jacobabad, Dhulia. It would certainly appear to be unnecessary to build workshops and fit them up in places where there is already an adequately equipped industrial school.

We recommend that efforts should be made to bring secondary schools and industrial schools into closer relation in places where there are schools of both classes.

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CHAPTER X.

LEGISLATIVE AND ADMINISTRATIVE MEASURES.

1. Age Limits of Compulsion.

We have proposed in Chapter V that pupils joining the Infant class of an elementary school should be admitted at the beginning of the school term only. This proposal, if accepted, will involve an amendment of the Primary Education Act.

We suggest that the minimum age of compulsion should be $5\frac{1}{2}$ years, and that a pupil should remain at school for 5 years from the date of his first admission, unless he passes vernacular standard IV before the end of that period. The age of pupils when first admitted will thus be from $5\frac{1}{2}$ to 6 years.

2. Administration of Higher Elementary Education.

At present the Local Authorities established under the Primary Education Act are responsible for the maintenance and administration of primary schools. Although this Act deals more especially with elementary education, the maintenance of primary schools is a statutory obligation under the Local Boards and District Municipal Acts. Anglo-Vernacular schools are aided directly by Government, and although a number of District Local Boards and Municipalities maintain such schools, there is no statutory obligation for them to do so. The English classes attached to Local Board primary schools are recognised as secondary, but the primary teachers are employed by the District Local Boards, and grants on their account are paid according to the Rules made under the Primary Education Act. The District Local Boards also employ the teacher of English and meet other expenditure in connection with the teaching of English, but grants are awarded separately on the expenditure thus incurred from the allotment for secondary schools. Moreover, the District Local Board cannot meet expenditure on this account directly from the Primary Education Fund.

If the middle stage of the course is to be treated as part of primary education, the question has to be considered whether the Local Authorities should assume responsibility for administering schools in which higher elementary standards are taught.

As a large number of the pupils in this stage will be attending schools teaching what is called the full high school course, corresponding to the present Anglo-Vernacular standards I to VII, there are obvious difficulties if two authorities, viz. Government and a Local Authority, exercise control over different parts of the same school. There will also be difficulties in assessing the grant. Primary schools which are not maintained by a Local Authority are aided mainly on a capitation basis, while in Anglo-Vernacular schools the grant is determined by the expenditure.

The present system is not a very logical one and depends upon a somewhat arbitrary definition of the term "secondary education".

The majority of the Committee are in favour of the administration of higher elementary standards in all classes of schools being handed over to the Local Authorities. Some of the members object to this on the ground that it is too early to add further to the responsibility of these bodies, and that additional expenditure may be involved, especially in the case of Local Authority Municipalities if they have to maintain a staff for the inspection of the teaching of English.

We recommend that the Local Authorities be made responsible for the administration, including the award of grants, of higher elementary standards, as they form part of primary schools.

Legislation appears necessary if this proposal is accepted, as it is clearly desirable that there should be a redefinition of "primary education" in the Acts which lay down the duties of Local Authorities in respect of such education.

CHAPTER XI.

FINANCE.

1. Estimates of Cost.

We are asked in the terms of reference to give an estimate of the cost of our proposals. The financial implications of our proposals are very difficult to estimate as many factors are involved. The main factors are the financial resources of Government and the Local Authorities, the rate of expansion of the proposals, and the rapidity with which trained teachers can be supplied. It appears unnecessary, at this moment, to attempt any detailed estimate of the probable future cost. Such an estimate would have no relation to the immediate financial requirements, and besides no estimate of any value can be made till all details of the courses are laid down, and the position in each District is carefully examined. We propose therefore to give only a rough idea of the cost involved.

Our proposals involving additional expenditure fall under three heads—

(a) Training of all primary teachers.

(b) Employment of specially qualified teachers of English in elementary schools.

(c) Introduction of a vocational bias in elementary and secondary schools.

(a) Employment of Trained Teachers.

There were in 1928, 11,728 untrained teachers. If all these teachers are replaced by trained hands and paid at the existing rates laid down for such teachers the additional annual recurring expenditure will amount to Rs. 15·5 lakhs, of which the Government share will be 9·4 lakhs.

In view however of the heavy recurring expenditure involved, and the difficulty of training such a large number within two or three years, we have recommended short vacation courses for "untrained" men. The expenditure involved will be the cost of such training courses. As the courses are proposed for vacations, the expenditure will be only on account of the allowance and travelling allowance that will have to be paid to supervisors. If two classes of 50 to 60 teachers each are held annually in each District under the supervision of two trained teachers from training institutions, the total annual cost should not exceed Rs. 15,000.

We recommend that a sum of Rs. 15,000 be budgetted annually for short vacation courses as a matter of policy.

(b) English Teachers in Elementary Schools.

The employment of trained matriculates and of trained teachers of English in higher elementary schools is likely to be counterbalanced by the saving which will result from the amalgamation of Anglo-Vernacular middle classes and the higher primary standards.

(c) *Introduction of a Vocational Bias.*

The main proposal is that vocational bias classes be extended. The present agricultural-bias subjects involve a recurring expenditure of Rs. 1,100 per school for the Presidency proper, and Rs. 1,400 for Sind, and a non-recurring expenditure of Rs. 425 for equipment. As some of the subjects are replaced by agricultural-bias subjects it is possible for the present to replace an ordinary teacher by the agricultural-bias subject teacher, and the additional cost is Rs. 480 for the Presidency and Rs. 800 for Sind.

The cost of a school with a commercial bias will mean an expenditure of Rs. 700 or more on account of a special teacher.

The cost of a school with an industrial bias will depend on the subject selected. The recurring liability should not exceed Rs. 700 for the teacher, and Rs. 300 for material, while the non-recurring expenditure should not exceed Rs. 500 per school.

There are in all over 2,400 full primary schools, and if we take the annual recurring expenditure roughly at Rs. 800 per school on the average, the total recurring expenditure will amount to over Rs. 19·2 lakhs, of which the Government share of the expenditure will be Rs. 12·5 lakhs. If an ordinary teacher is replaced by a vocational subject teacher, the cost will be roughly Rs. 500 per school and the total expenditure will amount to Rs. 12 lakhs, of which the Government share will be Rs. 8 lakhs.

The expenditure on account of vocational training in secondary schools will depend on the subject selected, and on whether an ordinary teacher can be replaced by the teacher of the vocational subject or not. Assuming an additional teacher is employed, we estimate on the average the additional annual recurring expenditure at Rs. 1,000 per school, and the non-recurring expenditure at Rs. 500 per school for equipment. There are in all roughly 226 high schools, and on the basis of the figures given above, the total recurring expenditure will amount to Rs. 2·3 lakhs, and the non-recurring expenditure to Rs. 1·1 lakhs. If an ordinary teacher is replaced by the vocational subject teacher the additional recurring expenditure will be only Rs. 250 per school.

As stated above this is not an estimate of the cost involved, but only a very rough indication of what the cost is likely to be per school.

2. Finance.

The fundamental and most important educational problem this Presidency has to face is that of finance. We have made proposals, *e.g.* the training of teachers, and the introduction of vocational education which involve additional recurring expenditure. We are fully aware of the necessity for further expansion of primary education, but we are convinced that mere expansion without improvement will lead to considerable wastage, and that both expansion and improvement will have to be faced simultaneously.

We have not been called upon to examine the financial situation, and we are not in a position to indicate where additional funds are to come from. The question however is so important that we recommend the appointment of a Committee of financial experts to study the question. We suggest that the Committee consider the advisability of diverting for educational purposes certain amounts now allotted for other activities, the raising of loans for non-recurring expenditure, the levying of a special educational cess throughout the Presidency, and the building up of endowment funds for rural education.

The present position is impossible. So far there has been one long struggle to meet an impossible situation with inadequate funds. Unless there is much greater sacrifice for education by all concerned than is being made at present, we fail to see how any progress can be made.

*† S. MOOS (Chairman).

‡ N. M. SHAH.

R. V. PARULEKAR.

D. V. MIRCHANDANI.

P. K. DESAI.

N. A. GHULAMALLY.

† R. NAVALKAR.

† HORACE K. WRIGHT.

K. M. MUNSHI.

K. M. PAWAR.

K. G. NAIK.

K. S. VAKIL.

BHASAHEB.

§ G. N. GOKHALE.

B. R. AMBEDKAR.

P. R. CHIKODI.

Poona, November, 1929.

* Subject to reservation in Note, p. 55. † Subject to reservation in Note, p. 60.
 † Subject to reservation in Note, p. 57. § Subject to reservation in Note, p. 61.

NOTE BY MR. S. MOOS.

In Chapter IX the Committee have recommended a definite vocational bias in both the higher elementary and the high school stage of education. The Committee were unanimous on this point. I entirely agree to the general principle that whatever scheme of education is adopted there should be a definite vocational implication, but, I regret, I am unable to agree to the proposals regarding the degree and nature of the bias proposed to be introduced.

2. Whatever bias is introduced, it is necessary to have a very clear idea of the aim of such instruction and what relation it should bear to the ordinary school course. For children in the higher elementary stage (age 11-14) the important distinction between general education and vocational education, I think, should not be ignored, and we should aim essentially at the improvement of general education by treating *all* subjects from the practical point of view and by laying greater stress on practical work of a nature which would be useful for any occupation. Manual work may take any form, *e.g.* school gardening (agriculture as some would call it), woodwork, metalwork, weaving, needlework, embroidery, etc., but the aim should be essentially educational and not vocational. I am emphasising this point as there is a definite tendency in some of the existing bias schools to become definitely vocational. The Punjab type of schools, for instance, recommended by the Royal Commission on Agriculture, although the professed object is cultural, are tending in reality to be vocational. These schools are mentioned in the Reports on the Progress of Education in the Punjab under 'Vocational Training', and in schools where this bias is introduced all boys are obliged to take it. On paper it may be voluntary, in practice it is compulsory. We must, I feel, guard against establishing a large number of schools with an inelastic curriculum, and giving to large numbers an education adapted to specific vocations, *e.g.* tailoring, book-binding and printing, agriculture, which may not be able to absorb more than a fraction of those trained.

Higher elementary schools with a vocational bias will be more expensive than the existing upper primary schools. Funds will not permit of every rural school which now teaches up to vernacular standard VII being turned into a 'bias' school, and it is suggested that there should be concentration of effort and something of the nature of 'Central' schools may be established, perhaps one per taluka at the start. If this policy is followed it should not be necessary to restrict a school to one vocation.

3. For the secondary stage the Committee are in favour of insisting upon one of the two optional subjects being a vocational subject, and they have suggested the introduction in ordinary high schools of such subjects as printing, book-binding, weaving, fabric printing, chemistry of local trades, typewriting, shorthand, etc., which are very definitely vocational in character.

My view is that vocational subjects to be introduced should be limited to those for students of which there are likely to be openings, and that the work should be definitely prevocational rather than vocational. A subject like the chemistry of local trades, for instance, is narrowly vocational in character. I should prefer to concentrate upon pure chemistry and physics, theoretical and practical, rather than attempt to teach applied chemistry. Again, special subjects such as typewriting, shorthand, printing, etc., can be learnt in special schools, and it is possible that by an intensive course of a few months a boy will learn more than in several years in a high school.

I am not convinced that any useful vocational bias can be given in an ordinary high school by the addition of stray subjects which involve work in the technicalities of any one specific trade or occupation. I am certain that the necessary time for really useful work in vocational subjects of the type suggested will not be available in an ordinary high school. On the other hand, there is every danger of the cultural subjects being treated far more superficially than at present. The complaint of all headmasters is that the course is over-congested and that sufficient time is not available to treat any subject fully. The matriculation and school examination results also show that the course is beyond the powers of the majority of boys who take it to complete it in seven years. It will, therefore, be a mistake to add materially to the burden that already exists in ordinary high schools, specially in view of the fact that it is proposed to reduce the high school stage from 4 to 3 years.

I am, however, in full sympathy with the idea of making the secondary course more elastic and of introducing a definite vocational bias in the secondary stage, but the bias, if the training is to be of real use in after life, should extend to all the school subjects not only in regard to the method of teaching but also to the *content*. This bias should not be limited merely to the acquisition of mechanical skill, but should aim at an intelligent understanding of the problems of a group of allied occupations, and the instruction must be in the hands of a specialist with a certain amount of teaching ability. This is only possible if separate and distinct schools are established. What is needed is a new type of high school of the same dignity and status as the existing high schools, but with a distinct curriculum and with crafts and commerce as the objective. This type of school should become the basic institution in this Presidency. But I am not convinced that it is either feasible or desirable to convert all secondary institutions into vocational-bias institutions. Adequate provision must also be made for the needs of pupils who may profit more by following a more general course of study.

It appears to be desirable to proceed with caution at first. Vocational-bias schools are found to be more expensive, and money is not likely to be available except for experiments on a modest scale. In any case it is wise to make sure of the foundation before completing the building.

S. MOOS.

NOTE BY MR. M. HESKETH, REV. H. WRIGHT,
MISS R. NAVALKAR, AND MR. S. MOOS.

Some of the members of the Committee are in favour of an examination at the end of the higher elementary course, with or without English, corresponding roughly to the present Vernacular Final examination being used as an entrance examination to the high school course. The majority rejected this proposal.

The only test will be the certificate of a headmaster that a pupil has passed the school examination in the highest standard of the higher elementary stage. Experience has shown that there is a marked tendency, on the part of some headmasters at least, to be lenient in the matter of promotion from class to class. Their position is a difficult one and they are subject to pressure of various kinds. The fact remains that a large proportion of the candidates fail at the School-leaving examination, and this suggests that many pupils promoted to Anglo-Vernacular standard VII are not fit for that standard. If a boy is a little below the standard required to pass in each class the effect is cumulative. There is little doubt that a formal examination by an outside agency is likely to prove a stricter test than the ordinary school examination conducted by the staff.

The proposal that there should be an entrance test for admission to a secondary school is not a new one. A pupil cannot be admitted to an Anglo-Vernacular school unless he has passed vernacular standard IV, and until recently there was a formal examination of such pupils by the Government inspecting staff.

This formal examination has now been done away with, and the responsibility for deciding whether a boy has passed vernacular standard IV and is eligible for admission to an Anglo-Vernacular school now lies with the Local Authorities. The headmaster of an Anglo-Vernacular school may of course hold his own entrance examination.

There are fewer objections to holding a formal examination at the end of the higher elementary stage than at the end of the primary stage. A pupil is 3 years older, and will ordinarily have reached the age of fourteen. The number of candidates will also be very much less, and an examination can be conducted more efficiently.

The objections raised, however, are not to the examination, but to its being made the entrance test for admission to a secondary school. We have used the term 'secondary school' in the sense recommended by the Committee, i.e. as one teaching the high school standards. There is undoubtedly a feeling that obstacles should not be placed in the way of boys desiring to join a high school. It appears to us that the interests of the individual are less important than those of the community, even if it is assumed that a boy who is not fit for secondary education will profit by attending a high school, an assumption which in our opinion cannot be accepted.

We may quote from a speech by the President of Harvard University delivered in 1869:—

“The community does not owe superior education to all children, but only to the elite—to those who, having the capacity, prove by hard work that they have also the necessary capacity and endurance.”

It is true that this quotation dates back 60 years, and that the maximum school age has been steadily rising in America and other countries, but as long as less than half the boys and a small proportion only of the girls attend school at all we cannot agree that every boy has a claim to join a secondary school. It is a common complaint that there has been a marked falling off in the standard of education in secondary schools, and this has been attributed largely to the fact that the increase in numbers has been mainly from pupils of less ability, and that there has been a deterioration in the average quality of the pupils in these schools. It must be remembered that the pace of a class is set up by the duller pupils. The more dull pupils there are, the slower the pace and the lower the general standard of the class. There are undoubtedly openings for young men of ability who have passed through a high school. The trouble is that so many are now turned out who are unfit for posts in which they will have to use their heads rather than their hands.

The imposition of a formal entrance test will do much to keep out the more incompetent. It must be admitted that the secondary school is the avenue to what are considered the more honourable and lucrative callings, but we see no use in encouraging vain hopes by admitting pupils to secondary schools indiscriminately. In elementary education we are prepared to agree that there is justification for aiming at quantity rather than quality, at any rate at the present stage, but as regards secondary and higher education we feel strongly that quality should not be sacrificed.

We realise that a formal test may be considered to affect adversely the interests of the backward communities. We have every sympathy with these communities and their desires to better their lot and to obtain their fair share in the administration of the Presidency. We consider, however, that this end will be arrived at more surely by selecting the best men of the communities and giving them facilities for secondary and higher education. There is already a wide system of scholarships, and if necessary this might be extended. To encourage the incompetent is to invite failure and to create a discontented class by turning a man who might have proved an efficient cultivator or artisan into an unsuccessful aspirant to a clerkship.

The demand for English in primary schools in rural areas is growing, while one or two careful observers have stated plainly that it is useless to teach a boy English unless he is going on with the study in the secondary stage, a view which is not unreasonable. We are prepared to make concession to sentiment by not placing obstacles in the way of the spread of the teaching of English in higher elementary schools. At the end of that stage, however, there should be a definite test, and the fit only should be allowed to go on. The amount of English he has learnt should not unfit a boy to go back to the ancestral plough, but if he joins a high school he will begin to feel that he is superior to ordinary village

life. We may say in passing that we would not insist on a boy passing in English at the examination at the end of the higher elementary stage, on the understanding that if he failed he should devote his first year in the high school to an intensive course in English. The handicap of the village boy would thus be reduced and the need for expanding the teaching of English in rural areas lessened. It may be argued that if a boy is prepared to take a vocational course in the high school we should not insist upon the entrance test. Our view is that in high schools in which there is a vocational bias we should aim at turning out men who are capable of taking up responsible posts in industry ultimately. They will not be mere artisans, but men who will have to use their heads as well as their hands, and we agree with one of the witnesses that we should not recruit for vocational courses those who have proved failures in the general course. Ability is at least as necessary in industry as in other walks of life.

We have written at great length on this question of an entrance test for secondary schools. Our excuse is that the question is one which appears to be of fundamental importance to education and also to the welfare of the people of this Presidency.

M. HESKETH.

H. K. WRIGHT.

R. NAVALKAR.

S. MOOS.

NOTE BY MR. N. M. SHAH.

While I agree with the majority of the Committee in their view that the secondary course for standards VIII, IX, and X should be both cultural and vocational, I cannot agree to the scheme suggested by them in Chapter IX, section 11 (*iii*), and to the relevant recommendations in the body of the Report.

As recommended by the Committee at the end of Chapter VIII, the School-leaving examination may be divided in two parts and the candidate may be given the option to appear for each part separately. If the examination is spread over two years, the examination strain on a candidate will be decreased. If, in addition, the courses in various subjects are made more practical, we may expect a further lightening of the student's burden.

But I would insist on a certain minimum knowledge of a Classical Language, a Vernacular (or optional English for those who have no Vernacular), Mathematics, History, Geography, and General Science. Without this minimum knowledge it is vain to expect a boy to find out what his aptitudes are and choose the optional group for which he is best fitted. I have found many a third year student in our University making a wrong choice of the optional group and regretting it afterwards.

After providing for the necessary minimum knowledge in the subjects mentioned above, I would make three broad divisions: (1) Classics and Vernaculars, (2) Mathematics and Sciences, (3) Modern Humanities. The last would include modern languages, history, etc. Mathematics and science must go together at first and cannot be separated at this early stage.

This gives in outline my views on what the Secondary School-leaving examination course should be, with the addition of one vocational subject selected from Group B mentioned in section 11 (*iii*) of Chapter IX.

5th November, 1929.

N. M. SHAH.

NOTE BY MR. G. N. GOKHALE.

I agree with most of the Committee's recommendations, but there are a few points on which I hold different opinions, or which I would like to specially emphasize; and that is my only excuse for writing this minute.

2. Of all the proposals made by the Committee, the most mischievous recommendation, in my opinion, is the one in Chapter X (2), that the Local Authorities should be made responsible for the administration including the award of grants for higher elementary schools. Under the present Act the statutory obligation to provide lower primary education is placed upon the Local Bodies; and how this function is being discharged during the last few years, is a matter of common knowledge. The Local Bodies complain that they have been given the responsibility without power or resources, and that they are hampered at every step by the Educational Department, who in their turn divide the blame between the inefficient management of the Boards, and the "financial stringency". Whatever the reasons, no one has contended that the new Primary Education Act has been a great success, and it is surprising to see the Committee suggesting that the responsibility for higher elementary schools should be shoved on to shoulders which have thus failed—and miserably failed—to bear the burden already put on them. The aim of higher elementary education is *entirely different from the lower elementary*, and it is not right to confound the two. The lower elementary marks the present compulsory stage, and for a generation, at any rate, it is futile to look forward to raising it. Inasmuch as the proposed change will reduce the financial responsibilities of Government, their financial conscience is likely to welcome it, and that is why I called the recommendation "mischievous". I am afraid the majority in the Committee have not realised how they are throttling the cause of education by blessing this proposal, and I do hope Government and the Public will reconsider this aspect of the question before proposing any legislation.

3. The aim of education in the lower primary stage, as stated in Chapter V (3), is comprehensive but not clear. Chapter V (3). We have all along interpreted "education" to mean "literacy" and so it is that when so many children who have once attended school lapse into illiteracy, the school leaves practically no effect upon them. I am therefore of opinion that Government should definitely lay down in the Act that the compulsory education of every citizen will include:—

- (a) Sound physical development,
- (b) Formation of habits of cleanliness,
- (c) Cultivation of an active temperament,
- (d) The three R's—reading more of poetry, with special attention to rhythm, writing a good hand, and arithmetic as applied to problems of every-day life.

4. To put this aim into practice, I would recapitulate the following detailed suggestions, some of which have been already accepted by the Committee :—

(i) Physical education should be given a definite place in the curriculum ;

(ii) As is done in all civilised countries, Government and Local Bodies should at least recognise their moral responsibility with respect to medical inspection, medical attendance and proper nourishment of school children, and should do what they can ;

(iii) Habits of cleanliness should be encouraged by providing and using in each school soap, towel, a bucket of water and a mirror, in preference to elaborate lessons on cleanliness, and by getting all the boys to wash their teeth, eyes and ears properly in the school at intervals, instead of reading jaw-breaking lessons on those subjects ;

(iv) Introduce the practical aspect in schools—(a) by cutting out stenciled letters with a pair of scissors in preference to writing them on paper ; (b) by tracing the outline of letters and figures of animals, birds, etc., and then filling them with colours ; (c) by getting boys to make paper-boats and boxes (without calling it paper sloyd) ; (d) by getting them to make clay models of mangoes and bananas and later on of more complicated patterns ;

(v) Music should be introduced in all schools in the form of devotional songs, like those of Kabir and Mirabai and national songs of various countries sung as loud choruses ;

(vi) The teaching of Legeem, Tipri and other indigenous varieties of rhythmic exercises should be encouraged in all schools ;

(vii) Story-telling as an art should be taught in all Training Colleges, and encouraged in all primary schools.

5. Inasmuch as the Higher Primary stage is at present a distinct stage, I think the chief aim of education during this stage need to be separately defined. I would suggest the following :—

Higher Primary Stage. (a) A good knowledge of the vernacular ;

(b) Cultivating exactness by good handwriting and geometrical drawing ;

(c) Acquiring manual dexterity by some handwork ;

(d) Physical training and games which should form part of the regular time-table ;

(e) A beginning of the working knowledge of English should be made at this stage, but this should not be compulsory.

In schools where English is not taught, I would earnestly urge the teaching of Hindi instead as the other *lingua franca* of India.

6. The aim of education in the secondary stage ought, in my opinion, to be similarly laid down in clear terms. I would suggest the following :—

Secondary Stage. (a) A good working knowledge of English but this should not be compulsory, except for those who wish to proceed to the University ;

(b) A better acquaintance with vernacular ;

(c) Beginnings of a classical language with more attention to ability to understand than to the intricacies of grammar;

(d) A practical knowledge of science, with special reference to the pupil's own physical well-being, i.e. hygiene and science in every-day life, with some physical geography;

(e) Acquaintance with algebraical methods and more geometry combined with accurate drawing;

(f) Special subjects—literary or vocational, as detailed in the Vocational Sub-Committee's report.

7. I consider a working knowledge of the students own classics a necessity for cultural reasons, and would have this to be made compulsory for all students proceeding to a University. Experiments carried out at the Secondary Teachers' Training College have proved that this can be done by competent teachers in a reasonable time, and even the backward classes take to it very easily.

Freedom in Teaching.

8. One of the greatest defects in our present system of education is its cast-iron rigidity. In a Presidency where the parts, in the words of the report, differ from each other, as Norway does from the Balkan States, an attempt at a dead uniformity kills out all life and initiative. We were told that requests for change of curriculum are rarely made and still more rarely refused. The American Society for the Promotion of Industrial Education have, after a careful study, come to the conclusion that "more cases of lack of initiative can be traced to some big discouragement than to any other single cause", and perhaps that is the reason for the existing state of affairs. One Headmaster of a Government school who laid before us very sound ideas, when questioned as to why was it that he had been unable to put those into practice told us that his business was to obey orders. Another Headmaster of an aided school told us how difficult it was to get the Department to agree to proposed changes, and I have heard of one case, where instead of sanctioning a revised curriculum sent up for approval the Department has asked the school to adopt a revised curriculum of their own. Perhaps the latter is really better, but then the Department should try it out in one of their own schools, and leave the aided schools to carry out their own ideas.

9. Another way in which the Department controls curricula more effectively though indirectly is by the grant-in-aid system. Schools cannot get on without money, and as long as human nature is what it is, people will always omit things which do not bring in Government grant. The value of scouting for instance may be very loudly proclaimed, and yet as long as Government are not willing to allow even a reasonable expenditure on this head, its adoption is bound to be hampered. I know of a Municipality, who introduced music, drawing and physical training in schools, by appointing special teachers for the purpose, and are now seriously thinking of sending away all staff, because Government refuse to pay a share of their pay. All this, I think, militates greatly against the creation of an atmosphere where initiative can grow. Whatever

the reasons, I am convinced that it is the dread of the Department which is (rightly or wrongly) at the root of the trouble, and until this is removed, no great improvement can be expected.

10. Having clearly laid down the aim of education in each of the three stages, including the subjects expected, I am of opinion that we should give complete *statutory freedom* to the schools (acting under their own administrative officers or governing bodies) to arrange the curriculum as they like. The number of years and the detailed syllabuses should be recommended only as a guide, but not enforced for purposes of grant. I would propose the following set of rules :—

(1) The schools must not omit any of the subjects compulsorily required during each stage, but may add to them or re-arrange them as they like. Each school must send a copy of the syllabus it proposes to follow to the Director of Public Instruction for information, *not for previous sanction*. The Director's remarks, if any, should be always welcome but not binding on the school.

Changes in Curriculum.

(2) Three years after any changes are introduced the Director should have the right—if he thinks it necessary—to institute an enquiry into the effects of the change by a committee, on which the Department, the governing body, and the parents of the pupils will all be represented. The report of the Committee with the Director's remarks should be sent to Government, and if after reading it, they come to the conclusion that any features of the experiment have proved unsuccessful or harmful, Government should order necessary alterations.

(3) All schools should be free to use any text-books they like, subject to a veto by Government. If a school does not like to adopt the text-book recommended (*not laid down*) by the Department, it should be required to send on to the Director copies of any new texts it may have in view, not less than four months before commencing their use. On receipt of this, the Director should invite public criticism of these, and if after taking that into consideration, he is of opinion that any contents of the book are repugnant to the morals of the pupils, or are likely to give any offence to any section of the public, he should move Government to veto their use permanently or until the offending passages are removed. If no such veto is exercised by Government within the four months, the use of the new text-books in all schools should be considered lawful.

Text-books.

(4) A school may divide their classes according to standards or subjects (horizontally or vertically) as may be feasible, and the Headmaster of the school should be free to impose what he considers necessary for deciding on the promotion of pupils from one class to another within one of three definite stages laid down. The responsibility for promotions within the stage will rest on the Headmaster of the school, assisted by his teachers.

Standards.

(5) For the examinations at the end of each stage, common papers should be set by a committee for each linguistic division, but the answer papers should be marked and oral examinations where necessary be

conducted by a Board of four Headmasters of similar schools, the school being examined being one of them, a fifth officer appointed by the Educational Department, and a sixth representative appointed by the Local Board, or governing body, the two latter not being lower in status than the Headmasters. This Board will grant to successful pupils a certificate for having passed the minimum requirements of that stage, and this certificate will be accepted by all schools recognised by Government.

(6) Students would be well-advised to change a school only at the end of a stage, but if they have to leave it when they are half way through, their place in the school they wish to join will be decided solely by the Headmaster of that school, after imposing any test he considers necessary. The leaving certificate from the previous school will be considered only as a recommendation, and in no way binding on the school which the pupil wishes to join.

11. I am sorry to have to write a minute at some length; but as Government have done me the honour of appointing me to the Committee, I have considered it my duty to place before them what I feel on these important questions, to be taken for what they are worth.

Karachi, 9th November, 1929.

G. N. GOKHALE.

APPENDIX A.

Questionnaire.

INTRODUCTION.

The object of the introduction is to define as far as possible the terms used in the questionnaire.

The following shows the stages of instruction in this Presidency and it is desirable that the terms Primary, Secondary, and so on should be used as defined here, unless it is clearly stated in the replies that they are used in a different sense.

Vernacular Schools (Primary)—

Infants and Standards I-IV ..	Elementary or Lower Primary ..	Five years.
Standards V-VII ..	Upper Primary ..	Three years.

A. V. Schools (Secondary)—

Standards I-III ..	Middle ..	Three years.
Standards IV—VII ..	High ..	Four years.

A. V. Standard I follows Vernacular Standard IV and is parallel to Vernacular Standard V. The Elementary stage, i.e. the first five vernacular classes, is intended to cover the period of compulsory education (6-11) years. In the questionnaire Vernacular Standards V-VII and A. V. Standards I-III are included in what is called the Middle stage. The High stage comprises A. V. Standards IV to VII.

In some provinces all classes above Vernacular Standard IV are classed as Secondary, but in Bombay this term is restricted to schools in which English is taught.

2. Subjects of instruction may be divided into two classes, cultural and vocational. The term 'cultural' is used in the questionnaire to denote those subjects which form part of what is usually known as a general education. They are not intended to train a boy for one occupation rather than another.

The term 'vocational' is used in the widest sense to cover those special subjects or special courses in general or cultural subjects which are intended to give a pupil's studies a definite direction towards the requirements of some particular calling.

For convenience pre-vocational courses and courses with a practical bias have been included under the term 'vocational'. A hard and fast distinction cannot be drawn between cultural and vocational subjects. Thus, Arithmetic is ordinarily a cultural subject, but when it is taught on practical lines with special reference to a particular calling, e.g. if practical mensuration is introduced or special attention is paid to commercial questions, it becomes part of a vocational course.

3. It is not necessary to answer every question. The Committee will particularly welcome replies based upon personal experience, giving the results of any experiments or modifications of the ordinary course which may have been made. Suggestions of a concrete rather than an abstract nature will be specially valuable.

As in some cases two or more questions refer to the same subject, there is no objection to an answer being given which will cover the combined questions, e.g. question 9 is of a general nature, while questions 10-16 deal with particular aspects of the general question. Question 20 deals with one scheme which has been suggested.

The questionnaire is not exhaustive and if anyone has any information or suggestion to make on points which are not covered by the questionnaire, the Committee will be very glad to receive it.

QUESTIONNAIRE.

N.B.—(i) Please read the introduction before answering the questionnaire.

(ii) It is requested that the answer to each question should be begun on a separate page.

SECTION A.

The questions in this section deal mainly with general education.

1. (a) (i) Name.
 - (ii) Academic qualifications.
 - (iii) Profession.
 - (iv) Postal address.

(b) What opportunities have you had of studying the question of primary, secondary, or vocational education and what has been your practical experience of educational problems ?
2. (a) What do you consider should be the aim of education in each of the stages (primary, middle, and high) ?

(b) To what extent are these aims being kept in view, and how far are they being realised ?
3. On the assumption that the elementary stage represents the minimum of general education for the pupil who leaves school on reaching the limit of age for compulsion.
 - (a) What should be the duration of the elementary stage, and the limits of age ?
 - (b) Mention the subjects and the extent or range of each, which in your opinion should be included in the elementary stage.
4. Do you consider that any vocational subjects can be included in the elementary stage or that any vocational or practical bias can be given to the work in that stage ?
5. To what extent should there be separate courses in Vernacular schools in urban and rural areas ?
6. To what extent should there be separate courses for boys and girls in Vernacular schools ?
7. Do you consider that any reform in the style of teaching in the elementary stage, e.g. with a view to bringing the school work into closer relation with life, is necessary or feasible, apart from the question of the actual subjects taught ?
8. Do you consider that the present division of education into elementary, middle, and high stages is satisfactory ? If not, what modifications do you suggest ?
9. Have you any suggestions to make in regard to the subjects taught and the extent or range of each subject in the general course in the middle and high stages ?
10. Criticisms have been made against the present courses to the effect that—
 - (a) there is a duplication of studies in the primary and secondary curricula ; and
 - (b) the total length of the course leading to the S. L. examination could be reduced by one or two years.

Do you consider that these criticisms are justified, and if so, what remedies do you suggest ?
11. (a) What should be the position of English in the school course ?
 - (b) What do you consider should be the aim of the teaching of English ?
 - (c) At what stage should the study of English be introduced ?
 - (d) To what extent should English be the medium of instruction and of examination ?
 - (e) Do you consider that the length of the whole course could be shortened by the greater use of the vernacular as the medium of instruction without a falling off in the standard of English ?
 - (f) Do you consider that too much attention is devoted to the study of English in secondary schools, and if so, what changes do you suggest ?
 - (g) Have you any suggestions to make for the improvement of the teaching of English in regard to the method of teaching and the courses of instruction ?
12. Have you any general suggestions to make in regard to the general style of teaching in secondary schools apart from the subjects taught, e.g. do you consider that it is too literary in character and not sufficiently related to the environment of the pupils ?

13. Do you consider that a classical language should be a compulsory subject in A. V. schools, and if so, at what stage should it be introduced ?
14. Should Drawing and Handwork form a part of the general course in the middle and high stages, and if so, what form should Handwork take ?
15. What should be the place of music in the school curriculum ?
16. (a) To what extent should there be separate courses in secondary schools for boys and girls ?
(b) What should be the position of Domestic Economy in the course for girls in secondary schools ?
17. Do you consider that any material modifications are required in the syllabus and standard of the S. L. examination ?
18. Do you consider that there should be an examination before the end of the A. V. course ? If so, at what stage and by what agency should it be held ?
19. Do you consider that there should be any age restriction in regard to the admission of pupils to any stage of the course, e.g. should a maximum limit of age be fixed above which a pupil should not be admitted to the High School course, i.e. to the present A. V. Standard IV ?
20. (a) Do you consider that the present differentiation between the courses in purely vernacular schools and in A. V. schools should be abolished, and that there should be one common continuous course ? If so, can you suggest a scheme ?
(b) If there is a common course, how many years will be required to complete it ? Can a course corresponding generally to the present course and leading to a S. L. examination on the present lines, which now takes 12 years, be reduced to one of 10 years ?
(c) At what stage should the study of English be introduced into such a course ?
(d) On the assumption that English is introduced in the middle stage of a general course, do you consider that the teaching of English should be introduced generally in the upper primary standards of vernacular schools, especially in rural areas ? If so, how would you provide teachers ?
(e) If English is introduced generally into the upper primary standards of vernacular schools, should it be treated as an additional subject or made an alternative, and if so, to what subject or subjects should it be an alternative ?
(f) If English is introduced generally into the upper primary standards of vernacular schools, would you retain the present A. V. Middle schools ?
(g) If English is not introduced into the upper primary standards of vernacular schools, especially in rural areas, what steps do you suggest to facilitate the transfer of a pupil from a purely vernacular school to one in which English is taught in a lower standard than that which the pupil has reached ?
(h) Should there be a Vernacular Final Examination, and if so, at what stage of the course ?
21. Can you suggest any measures by which general education can be extended to those who are not in a position to attend a day school ?

SECTION B.

The questions in this section deal mainly with vocational training.

22. What is your opinion in regard to the agricultural-bias classes, which have been attached to various primary schools in rural areas ? Do you consider that the experiment has been successful and should be extended ?
23. (a) Do you consider that other vocational subjects should be introduced into the higher primary standards of vernacular schools, e.g. that classes with an industrial bias should be started ?
(b) If so, what subjects do you suggest ?
(c) Who should decide whether classes with a vocational bias are to be opened in a particular school ?
(d) Should the general course be retained in addition, in a vernacular school in which a class with a vocational bias has been opened ?
(e) Are classes with a vocational bias likely to prove popular ?
24. Are you in favour of opening special vocational schools for pupils who have attended a vernacular school only ? If so, what should be the age and standard of admission and the courses of study ?
25. Do you consider that special vocational schools and classes with a vocational bias are both necessary ? If so, what should be the function of each ?

26. Have you any general scheme for the organisation of vocational education in secondary schools to suggest ?

27. (a) What are your views in regard to the introduction of vocational instruction (in the widest sense) in secondary schools ?

(b) What should be the extent of vocational instruction, e.g. will it suffice if a practical or vocational bias is given to the instruction in general subjects, or should a definite training for a particular calling be provided ?

(c) At what stage should vocational instruction be introduced ?

(d) Should there be a definite bifurcation of classes at any stage of the secondary course into 'cultural' and 'vocational' ?

(e) If vocational subjects are made alternative to cultural subjects, will a reasonable number of pupils take the former ? If not, how are they to be induced to do so ?

(f) Do you consider that vocational instruction should be compulsory for all pupils ? If so, to what extent will the addition of compulsory vocational instruction to the school curriculum necessitate a reduction in the number or range of the cultural subjects to avoid a lengthening of the school course ?

(g) For what particular callings do you consider that provision for vocational training should be made ? Can you suggest a detailed scheme for any vocation or vocations showing the subjects to be taught and the range of each and the division of the time table between cultural and vocational subjects ?

(h) On what principle should a particular school select the vocation or vocations in which training is to be given ?

28. Are you in favour of opening special vocational schools for pupils who have studied for some years in an Anglo-vernacular school ? If so, what should be the age and standard of admission and the courses of study ?

29. Do you consider that special vocational schools are necessary if vocational training is introduced in secondary schools ? If so, what should be their special function ?

30. To what extent should the vocational training in secondary schools be devised so as to lead up to the courses at the V. J. Technical Institute and similar institutions ?

31. What should be the place of English in regard to vocational education ?

32. What openings are there likely to be for boys and girls who have been through a vocational training ? Discuss with special reference to your own area.

33. Is any special provision necessary for the training of teachers of vocational subjects ?

34. What arrangements do you suggest for the inspection of vocational instruction ?

35. Do you consider that special examinations should be instituted for pupils who have received vocational training ? If so, what should be the scope of these examinations and by what agency should they be conducted ?

36. To what extent can morning and evening classes giving vocational instruction be organised for those who have left school and are at work in the day ?

APPENDIX B.

List of persons who gave evidence.

(The names of persons who gave oral evidence are marked with an asterisk).

1. Advani Mr. R. D., B. A., Karachi.
2. Akkad, Mr. B. J., Surat.
3. Alavi, Mr. T. A., Karachi.
- *4. Ambalal Sarabhai, Seth, Ahmedabad.
5. Amembal, Mr. K. V., B.A., L.T., Sirsi.
6. Amin, Rajya Ratna B. D., B.A., Baroda.
7. Angal, Mr. G. C., B.A., Poona.
8. Anklesaria, Mr. V. H., B.A., Bombay.
- *9. Atiya Begum, Bombay.
- *10. Bahadurji, Miss G. J., M.A., Bombay.
11. Baptista, Miss V., M.A., B.T., Ahmedabad.
12. Bhagwat, Miss I. N., B.A., Ahmedabad.
13. Bhagwat, Mr. N. K., M.A., Thana.
14. Bhise, Mr. S. S., B.A., Karad.
15. Bhojwani, Mr. L. G., B.A., Karachi.
16. Bhopatkar, Mr. T. G., B.A., Baramati.
17. Bhuji, Mr. N. G., Panchgani.
18. Bhutto, Khan Bahadur S. N., Larkana.
- *19. Baman Beheram, Mr. J. B., B.A., Ll.B., J.P., Bombay.
20. Bruce, Miss Clara H., Ahmednagar.
21. Chablani, Mr. M. L., M.A., Karachi.
22. Chaitram Dharamdas, Mr., Tandq Adam.
23. Chapman, Miss G., Sholapur.
24. Chichghur, Mr. P. E., I.M.I.Mech., Surat.
25. Chilson, Miss E. M., B.A., Baroda.
26. Chiplunkar, Mr. G. M., M.A., Poona.
27. Choksi, Mr. M. H., M.A., Ahmedabad.
- *28. Contractor, Khan Bahadur S. D., B.A., Karachi.
29. Cuthbert, Rev. J. R., M.A., Bombay.
30. Dalal, Mr. M. D., B.A., Broach.
- *31. Daudpota, Dr. U. M., M.A., Ph.D., Karachi.
32. Deodhar, Mr. C. A., M.A., Satara.
33. Deodhar, Mrs. Kashibai, Poona.
- *34. Desai, Rao Saheb Dadubhai P., Nadiad.
35. Desai, Mr. G. M., Nadiad.
36. Desai, Mr. H. A., B.A., Ahmedabad.
37. Desai, Mr. J. M., B.A., Bombay.
38. Desai, Mr. L. R., Bombay.
39. Desai, Mr. N. K., B.A., Broach.
40. Deshpande, Mr. H. G., B.A., Dharwar.
41. Dike, Mr. G. C., B.A., Bhiwandi.
42. Duvedi, Mr. M. H., B.A., Karad.
43. Dwivedi, Mr. M. N., B.A., Ahmedabad.
44. Dwivedi, Mr. M. S., M.A., Rajkot.
45. Eason, Mr. J., Poona.
46. Gajra, Mr. T. D., B.A., Shikarpur.
47. Garud, Rao Bahadur S. D., B.A., Dhulia.
48. Gaurishankar Nanjibhai, Mr., Ahmedabad.
49. Ghate, Mr. K. B., B.A., Dhulia.
- *50. Ghate, Mr. V. D., M.A., B.T., Ahmednagar.
- *51. Gidwani, Mr. A. T., M.A., Karachi.
- *52. Gidwani, Mr. K. G., B.A., Hyderabad.
53. Gogte, Mr. B. R., B.A., Miraj.
54. Goheen, Mr. J. L., Sangli.
55. Gokhale, Mr. C. H., B.A., Erandol.
56. Gokhale, Mr. J. G., M.A., B.Sc., Amalner.
57. Goklani, Mr. V. V., Shikarpur.
- *58. Gordon, Miss E. A., M.A., Poona.

59. Gray, Miss E. J., M.A., Ahmednagar.
 60. Gupte, Mr. V. R., B.A., Amreli.
 *61. Hamley, Mr. H. R., M.A., M.Sc., Bombay.
 62. Haroon, Mr. H. A., Karachi.
 63. Hassanally, Mr. W. M., B.A., LL.B., Karachi.
 64. Hiremath, Mr. S. C., B.A., Bagalkot.
 65. Holiman, Mr. C., A.M.I.Mech., Dapori (Poona).
 66. Javli, Mr. R. L., B.Sc., Bijapur.
 *67. Joshi, Rao Bahadur K. G., B.A., I.E.S., Poona.
 68. Joshi, Mr. R. G., Bombay.
 69. Joshi, Mr. R. S., B.A., Satara.
 *70. Joshi, Mr. V. M., M.A., Hingne Budruk (Poona).
 71. Kale, Mr. G. V., M.A., Bombay.
 *72. Kanitkar, Mr. K. R., M.A., Poona.
 73. Karira, Mr. L. M., B.A., Tharushah.
 74. Kelkar, Mr. K. H., M.A., Poona.
 75. Kellar, Mr. R. H., M.A., Yerandavna (Poona).
 *76. Khalique, Mr. N. A., B.A., Surat.
 77. Khasnis, Mr. V. K., B.Ag., Poona.
 78. Kolhapure, Mr. B. P., Karad.
 79. Kolhatkar, Mr. B. S., L.Ag., Poona.
 80. Korambe, Mr. S. V., Jalgaon.
 *81. Koreishi, Mr. A. O., M.A., Broach.
 *82. Kshirsagar, Mr. K. A., B.A., Nasik.
 83. Kshirsagar, Mr. N. K., Nasik.
 84. Kudale, Mr. B. D., Satara.
 85. Lilaram Premchand, Mr., B.A., Hyderabad.
 86. Limaye, Mr. P. G., B.A., Nasik.
 *87. Long, Rev. I. S., M.A., Ankleshwar.
 88. Mantri, Mr. K. T., B.A., B.T., Alibag.
 89. Master, Mrs. A., B.A., I.C.S., Kaira.
 90. McMichael, Miss M., M.A., Poona.
 91. Mehta, Ganga Girdharlal, Ahmedabad.
 92. Mehta, Mr. H. M., B.A., Ahmedabad.
 93. Mehta, Mr. N. D., B.A., Ahmedabad.
 94. Mehta, Mrs. Sharada, B.A., Baroda.
 95. Mehta, Mr. V. N., B.A., LL.B., Bhavnagar.
 96. Mirza, Mr. G. M., Karachi.
 97. Memon, Mr. M. A., B.A., Hyderabad.
 *98. Modak, Mr. M. G., M.A., Ahmednagar.
 99. Modak, Mr. V. A., B.A., Hingne Budruk (Poona).
 100. Moomaw, Rev. I. W., M.Sc., Ankleshwar.
 101. Mudholkar, Mr. Y. R., B.A., Bhusawal.
 102. Mulherkar, Mr. D. G., B.A., Thana.
 103. Mulla, Mr. Mahomed Salleh Jiand Memon, Nawabshah.
 104. Munshi, Mr. R. M., B.A., LL.B., Ahmedabad.
 105. Munson, Miss K. E., B.A., Gokak Falls.
 *106. Naik, Rao Bahadur B. R., Surat.
 107. Napp, Rev. J. E., M.A., Kolhapur.
 108. Nathani, Mr. G. A., B.A., B.T., Shikarpur.
 109. Nawalkar, Miss R., B.A., I.E.S., Poona.
 110. Needham, Miss M. A., B.A., Baroda.
 *111. Nilkanth, Lady Vidyagavri Ramanbhai, B.A., Ahmedabad.
 112. Oka, Mr. N. A., M.A., Dhubia.
 113. Pangarkar, Mr. S. B., Ratnagiri.
 *114. Paranjpe, Mr. M. R., M.A., B.Sc., Poona.
 115. Parikh, Mr. A. M., B.A., Umreth.
 116. Pathak, Mr. G. N., Jalgaon.
 117. Patel, Mr. B. K., B.A., Anand.
 118. Patel, Mr. K. G., Ahmedabad.
 119. Patil, Mr. N. N., B.A., LL.B., Jalgaon.
 120. Patwardhan, Mr. G. P., M.A., Sholapur.
 121. Patwardhan, Mr. N. M., M.A., L.T., Poona.
 122. Perez, Mr. G. S., Manila (Philippine Islands).
 123. Phadnis, Mr. S. V., M.A., Bombay.
 124. Phadnis, Mr. V. B., M.A., B.T., Bombay.
 125. Pervani, Mr. S. N., M.A., Shikarpur.

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126. Pithavala, Mr. M. B., B.A., B.Sc., Karachi.
- *127. President, Secondary Teachers' Association, Khondesh, Amalner.
- *128. Ranade, Mr. V. G., M.A., B.Sc., Alibag.
129. Rege, Mr. G. L., B.A., Andheri.
130. Rochlani, Mr. G. N., Ratodero.
131. Sabnis, Mr. M. P., B.A., Poona.
132. Sane, Mr. G. G., M.A., Thana.
133. Sant, Mr. G. S., B.Sc., Amreli.
134. Sant, Mr. M. B., Sangamner.
135. Sant, Mr. S. G., Patan.
136. Secretary, Educational Committee of the General Council of the A. M. Mission, Ahmednagar.
137. Secretary, Gujarat Kelavni Stree Mandal, Surat.
138. Seth, Mr. A. D., M.L.C., Ahmedabad.
139. Shah, Rao Saheb G. P., B.A., Surat.
140. Shahane, Mr. G. G., Baramati.
141. Shastri, Mr. B. J. G., M.A., Nadiad.
142. Shukla, Mr. K. L., Ahmedabad.
143. Smith, Rev. S., Ahmednagar.
144. Syed, Mr. H. R., B.A., B.T., Poona.
145. Syed, Mr. J. A., B.A., Kaira.
146. Swart, Rev. W. Q., M.A., Ahmednagar.
147. Tambe, Mr. S. L., B.A., B.T., Dapoli.
148. Tannan, Mr. M. L., M.A., I.E.S., Bombay.
149. Tawde, Mr. S. R., M.A., Poona.
150. Tevermalani, Mr. S. T., M.A., Sukkur.
- *151. Thakore, Mr. B. P., B.A., Ahmedabad.
152. Thakore, Miss P. I., M.A., B.Sc., Ahmedabad.
153. Thairiani, Mr. H. W., M.A., Sukkur.
- *154. Tirodkar, Mr. M. S., B.A., Ratnagiri.
155. Trivedi, Mr. T. P., M.A., LL.B., Karachi.
156. Trivedi, Mr. V. S., B.A., Ahmedabad.
- *157. Turner, Mr. A. J., B.Sc., F.I.C., Bombay.
158. Vagal, Mr. B. N., B.A., Satara.
159. Valimbe, Mr. T. J., B.A., B.T., Dhulia.
160. Varde, Mr. B. G., B.A., Dhulia.
- *161. Varti, Mr. K. G., M.A., B.T., Gokak.
162. Vasavda, Mr. G. B., B.A., Ahmedabad.
163. Wadhvani, Mr. H. R., B.A., Jacobabad.
164. Wiley, Rev. A. L., Ph.D., Ratnagiri.
165. Wright, Mr. J. C., Washington (U.S.A.)

N.B.—Nos. 34, 52, and 87 did not give written evidence.