

# COMPULSORY EDUCATION COMMITTEE.



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## APPENDIX I.

*Census figures for 1921.*

	Males.	Females.	Total.
British Districts in the Bombay Presidency ...	10,138,575	9,153,144	19,291,719
Bombay City ...	771,332	404,582	1,175,914
Bombay Suburban Division ...	88,337	64,453	152,840
Sind ...	1,837,265	1,442,112	3,279,377
Total population in the British Districts of the Presidency excluding Bombay City and its Suburban Division.	9,278,856	8,684,109	17,962,965
Total population in the British Districts of the Presidency excluding Bombay City, its Suburban Division, and Sind.	7,441,591	7,241,997	14,683,588

Total number of towns and villages in the whole of the Presidency ...	26,730
Number of 'towns' with 5,000 population ...	202
Number of 'villages' ...	26,528
Towns and villages with schools ...	10,000
Villages without schools ...	16,730
Of these 16,730 villages without schools—	
Number of villages with a population over 1,000 ...	250
Do. do. do. between 500 and 1,000 ...	2,490
Do. do. do. do. 250 and 500 ...	5,956
Do. do. do. less than 250 ...	8,034

It is considered that in villages with less than 250 population the starting of schools is doubtful, and even if started, there is no likelihood of their successful working. Chances are that such schools will not flourish. They require a separate consideration. Such villages are mostly to be found in Sind. So then we have:—

Villages which have already got schools ...	10,000
Villages where schools can be successfully started ...	8,696
Villages whose population is less than 250 and where schools even if started cannot flourish.	8,034

Total ... 26,730

## APPENDIX II.

*The total number of pupils of the school-going age is arrived at.*

	Males.	Females.	Total.
(a) Total population in the British Districts of the Presidency excluding Bombay City and its Suburban Division.	9,278,856	8,684,109	17,962,965
(b) Total population in the above of villages of less than 250 persons where schools are not likely to flourish.	520,000	493,000	1,013,000
If (b) is deducted from (a), the population is ...	8,758,856	8,191,109	16,949,965
(In round figures) ...	8,760,000	8,200,000	16,960,000
(c) At 12½ per cent. of the population, the No. of pupils of the school-going age under compulsory system is.	1,095,000	1,025,000	2,120,000
(d) No. of pupils of the school-going age already receiving instruction in the existing schools.	600,000	160,000	760,000
	(deducting (d) from (c))		
(e) No. of pupils of the school-going age for whom instruction is to be provided.	495,000	865,000	1,360,000
(f) No. of pupils of the school-going age in villages of less than 250 persons at 12½ per cent.	65,000	62,000	127,500

## APPENDIX III.

*Annual cost of educating one pupil.*

It is assumed that the maximum strength of a normal class should be 30 pupils--

One teacher with an average monthly pay of Rs. 20 (Rs. 20 × 12 months)	...	Rs. 240
Rent of the school-house at Rs. 2 per month (Rs. 2 × 12 months)	...	24
Contingency at Re. 1 per month (Re. 1 × 12 months)	...	12
Supply of materials such as slates, books, &c., per pupil annually at Re. 1 each for 30 pupils	...	30
Annual cost of inspection at Re. 1 per pupil for 30 pupils	...	30
	Total Rs. ...	336

It will thus be seen that for a class of 30 pupils the annual expenditure (recurring) is estimated to be Rs. 336; that is to say, it will be about Rs. 11-3-3. *I have therefore taken Rs. 12 as the annual recurring expenditure of educating one pupil.*

## APPENDIX IV.

*Cost of training a teacher.*

Two kinds of teachers may be employed in primary schools under the compulsory system. They are:—(1) Pupil teachers, and (2) ordinary 1st year trained teachers. There are at present no pupil teachers but these should now be introduced as they will be less costly and quite competent to teach the three Rs. This suggestion of employing the pupil teachers is not made for the purpose of providing a cheap agency, but because they are quite fit for the task in view of the experience gained in England, and also because their service as pupil teachers should entitle them to be admitted into the ordinary Training Colleges for receiving a more systematic and scientific knowledge of the art teaching. At present most of the students in Training Colleges are admitted promiscuously after passing the Vernacular Final Examination. This method of admission should be discontinued, and only the pupil teachers that have put in a satisfactory service of two years should be sent to the Training Colleges for receiving a higher course of training. The system will have this advantage that pupil teachers will have good prospects before them and will therefore work more conscientiously, and secondly, the Department will have an opportunity of observing their work and will thus have a good field for selecting and sending for a higher course of training such of them as have a natural tendency and competence for the work of teaching. On these grounds I would suggest the institution of the system of pupil teachers. Now, as regards the *cost of training these pupil teachers* I do not think any extra expenditure is needed, and, even if, needed, it will be only a very small amount. An elementary course of practical instructions may conveniently be incorporated in the present curriculum of VI and VII standards of a full primary school, which usually contains two or three experienced 3rd year trained teachers and these teachers may be entrusted with the task of giving practical lessons in the art of teaching. Still it would be safe to expect and provide for some expenditure. I would therefore provide *Re. 1 as the cost of training one pupil teacher*. In all 22,667 pupil teachers will be needed (*vide* Appendix VI), and according to the programme of 5 years, 4,533 pupil teachers will have to be trained every year for a period of 5 years. As the cost of training each pupil teacher is fixed at Re. 1 annually, Rs. 4,533 will be required every year for the first 5 years.

*As regards the cost of training the ordinary 1st year trained teachers, I would fix it at Rs. 50 annually per teacher.* My conclusion is based upon the following considerations:—

From the Subsidiary Form No. 6 of the Supplement (page 53) to the Report on Public Instruction for 1919-20 I take these figures, *viz.*,

Name of the School.	No. of pupils.	Annual cost of educating each pupil.		
		Rs.	a.	p.
Government Training School, Sholapur	50	70	12	0
Do. do. do. Jalgaon	50	62	1	0
Do. do. do. Godhra	48	41	0	0
Do. do. do. Surat	52	77	0	0
Do. do. do. Karwar	50	56	6	0
Do. do. do. Ratnagiri	49	68	4	0

These 6 Government Training Schools give an average of Rs. 62-9-2 as the annual cost of educating each pupil. But I hold that this cost can considerably be lowered if experienced 3rd year trained teachers of about 15 years' standing are employed in these training schools in the place of graduate teachers employed for the purposes of secondary education. The graduate teachers know vernacular little beyond what they have learnt in the IV standard of a primary school; even the little grammar they might have learnt there by rote is generally forgotten by the time they become graduates. To employ these highly-paid men, who are comparatively ignorant of their vernaculars, for training the vernacular teachers is not only an act of injustice to the vernacular education itself but also is a waste of public money. The practice of employing graduate teachers in district training schools should be stopped immediately and their place should be taken up by experienced 3rd year trained men. Pandits learned in vernaculars may also be advantageously employed in these training schools. Expenditure can thus be reduced without loss of efficiency. On these considerations *I take Rs. 50 as quite sufficient for training one teacher*. In the Supplement to the Report on Public Instruction, referred to above, there are some schools where the cost of training a teacher is prohibitively high; for example, in the Training College for Men, Poona, it amounts to Rs. 319-9-0, in the Training School,

Dhulia, it is Rs. 245-11-0, in the Training School, Shikarpur, it is Rs. 248-1-0. These high figures are absolutely out of account as they are mainly due to the heavy salaries of the staff employed.

Now the number of 1st year trained teachers that will be required is shown in Appendix VI to be 22,657. According to the programme of 5 years, 4,533 teachers will have to be trained every year. At the rate of Rs. 50 as the cost of training each teacher, the expenditure on training 4,533 teachers per year for the first 5 years will be Rs. 2,26,650.

(See Appendix VII.)

#### APPENDIX V.

*Average monthly pay of a teacher in a primary school under compulsory education system.*

Class.	Teacher.	Monthly pay.
		Rs.
Infant Class, 1st standard.	... 1 Pupil teacher* ...	15
II standard	... 1 Do.* ...	15
III standard	... 1 First year trained teacher...	25
IV standard	... 1 Do. do. ....	25

\* What is meant by a "Pupil teacher" is explained in Appendix VI.

The total monthly pay of these 4 teachers amounts to Rs. 80 and this gives us an average monthly pay of Rs. 20 per teacher.

*Proportion of Pupil teachers and 1st Year trained teachers.*

A primary school under compulsory education system consists, as is evident from the above Table, of 5 standards including the Infant Class, and the services of 4 teachers will have to be employed. Of these 4 teachers, two will be Pupil teachers and the remaining two will be 1st Year trained teachers. So, under the compulsory education system of the total number of teachers required for the purpose of introducing compulsory primary education, *half will be Pupil teachers and the remaining half will be 1st Year trained teachers.*

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## APPENDIX VI.

*Number of teachers req*

The draft report contemplates 1 teacher for 35 pupils. My view is that the maximum number of pupils under 1 teacher should not exceed 30. So the following figures are calculated upon the basis of 1 teacher for 30 pupils.

From Appendix II it will be seen that there are 495,000 boys, 865,000 girls, making a total of 1,360,000 pupils in all, who are to be provided for with primary education. Now on the basis of 1 teacher for 30 pupils, the number of teachers required will be:— 16,500 for boys, 28,834 for girls, in all 45,334 teachers both for boys and girls. If the programme is to be spread over a period of 5 years, then the number of teachers that will be required every year will be:—3,300 for boys, 5,767 for girls, in all 9,067 both for boys and girls.

As has been explained in Appendix V, half the total number of teachers will be pupil teachers and the remaining half will be 1st Year trained teachers. Accordingly we get—

(a) Pupil teachers will be	...	22,667
(b) 1st Year trained teachers will be	...	22,667
		45,334
Total number of teachers	...	45,334

Now, under the programme of 5 years, the number of two kinds of teachers required every year will be:—

(c) Pupil teachers	...	4,533
(d) 1st Year trained teachers	...	4,533
		9,066
Total number of teachers	...	9,066

The two kinds of the total number of teachers for boys and girls respectively will be:—

(a) {	Pupil teachers for boys...	8,250	(b) {	1st Year trained teachers—	
	Do. girls...	14,417		for boys	... 8,250
	Total pupil teachers	... 22,667		for girls	... 14,417
				22,667	

Under the programme of 5 years the number of two kinds of teachers required every year for boys and girls respectively will be:—

(c) {	Pupil Teachers for boys	...	1,650
	Do. girls	...	2,883
	Total Pupil teachers	...	4,533
(d) {	1st Year trained teachers for boys	...	1,650
	Do. girls	...	2,883
	Total 1st Year trained teachers	...	4,533

## APPENDIX VII.

*Total expense of training the teachers (1) for both boys and girls,  
(2) and separately for boys and for girls.*

Total number of teachers required	...	Rs. 45,334
Number of Pupil teachers ( <i>vide</i> Appendix VI)	...	Rs. 22,667
Number of 1st year trained teachers ( <i>vide</i> Appendix VI)	...	Rs. 22,667
	...	<u>Rs. 45,334</u>

2. Total expense of training the teachers:—		
(a) Pupil teachers	22,667 × Re. 1	Rs. 22,667
(b) 1st Year trained teachers	22,667 × Rs. 50	Rs. 11,33,350
		<u>Rs. 11,56,017</u>

3. Details of (a) for boys and girls:—		
Cost of training Pupil teachers:—		
for boys	8,250 × Re. 1 ( <i>vide</i> Appendix IV)	Rs. 8,250
for girls	14,417 × Re. 1 (Appendix IV)	Rs. 14,417
		<u>Rs. 22,667</u>

Details of (b) for boys and girls:—		
Cost of training 1st Year trained teachers—		
for boys No. of teachers	8,250 × Rs. 50	Rs. 4,12,500
for girls, do.	14,417 × Rs. 50 (Appendix IV)	Rs. 7,20,850
		<u>Rs. 11,33,350</u>

4. Cost of training teachers for boys only:—		
Pupil teachers (8,250 × Re. 1)	...	Rs. 8,250
Trained teachers (8,250 × Rs. 50)	...	Rs. 4,12,500
		<u>Rs. 4,20,750</u>

Cost of training teachers for girls only:—		
Pupil teachers (14,417 × Re. 1)	...	Rs. 14,417
Trained teachers (14,417 × Rs. 50)	...	Rs. 7,20,850
		<u>Rs. 7,35,267</u>

These are figures if the scheme for the compulsory education is to be put into operation all at once, but as it is to be completed within *five years*, the following are the figures for *every year during the period of first five years*:—

Of the total number of 45,334 teachers, 9,066 teachers will have to be trained *ever year*. Of these 9,066 teachers, 4,533 will be Pupil teachers and the remaining 4,533 will be 1st Year trained teachers. So the total cost of training these teachers will be:—

4,533 Pupil teachers × Re. 1	...	Rs. 4,533
4,533 1st Year trained teachers × Rs. 50	...	Rs. 2,26,650
		<u>Rs. 2,31,183</u>

Of 4,533 teachers, 1,650 will be needed for boys and 2,883 for girls (Appendix VI).  
So the cost of training both the Pupil teachers and 1st Year trained teachers will be:—

*For boys:—*

1,650 Pupil teachers × Re. 1	...	Rs. 1,650
1,650 trained teachers × Rs. 50	...	„ 82,500
<u>3,300</u>	Total ...	<u>Rs. 84,150</u>

*For girls, it will be:—*

2,883 Pupil teachers × Re. 1	...	Rs. 2,883
2,883 trained teachers × Rs. 50	...	„ 1,44,150
<u>5,766</u>	Total ...	<u>Rs. 1,47,033</u>

#### APPENDIX VIII.

*Non-recurring (equipment) expenditure for a class of 30 boys.*

Article.	Amount.
1 Small table	... Rs. 15
1 Chair	... „ 6
1 Box	... „ 5
1 Blackboard	... „ 10
Pictures, maps, &c.	... „ 20
Extra	... „ 4
	<u>          </u>
Total ...	Rs. 60

This shows that Rs. 30 are necessary for a class of 60 pupils; that is to say, Rs. 2 are needed per pupil.



## APPENDIX IX.

(1) *Total Annual Expenditure for 13,60,000 pupils for the first 5 years.*

[Boys and Girls.]

Year.	Pupils.	Cost of educating at Rs. 21 * per pupil.	No. of pupil and ordinary teachers. †	Cost of training both the pupil and ordinary teachers. ‡	Non-recurring cost for the 1st 5 years § (equipment).	Total expenditure (cols. 2, 5, 6).
1	2	3	4	5	6	7
		Rs.		Rs.	Rs.	Rs.
1st	272,000	32,64,000	9,066	2,31,188	5,44,000	40,39,188
2nd	544,000	65,28,000	9,066	2,31,188	5,44,000	78,03,188
3rd	816,000	97,92,000	9,066	2,31,188	5,44,000	1,05,67,188
4th	1,088,000	1,30,56,000	9,066	2,31,188	5,44,000	1,38,31,188
5th	1,360,000	1,63,20,000	9,066	2,31,188	5,44,000	1,70,95,188
6th	1,360,000	1,63,20,000	9,066	2,31,188	Nil.	1,65,51,188

\* Vide Appendix III. † Vide Appendix VI. ‡ Vide Appendix VII. § Vide Appendix VIII.

So the probable expenditure for each successive year after the 5th year of commencement will be about Rs. 1,65,51,188, or in round figures, Rs. 1,70,00,000, if all the 1,360,000 pupils, that is, all the *boys and girls* are simultaneously brought under the compulsory system.

[Boys.]

(2) *If compulsion is applied to boys alone in the first instance, then the expenditure will be as under :—*

No. of boys 4,95,000,	}	Rs. 59,40,000
their cost of educating at Rs. 12 each		
No. of teachers 16,500,	}	Rs. 4,20,750
their cost of training ( <i>vide</i> Appendix VII)		
Non-recurring cost at Rs. 2 per boy	}	Rs. 9,90,000
(495,000 boys × Rs. 2)		

(Vide Appendix VIII.)

Under a programme of 5 years, the annual expenses will be:—

*Total Annual Expenditure for 495,000 boys for the first 5 years:—*

Year.	Boys.	Cost of educating at Rs. 12 per boy (a).	No. of pupil and ordinary teachers. (b).	Cost of training both the pupil and ordinary teachers. (c).	Non-recurring (equipment) cost for the first five years. (d).	Total expenditure, cols. 2, 5 and 6.
1	2	3	4	5	6	7
		Rs.		Rs.	Rs.	Rs.
1st	99,000	11,88,000	3,300	84,160	1,98,000	14,60,160
2nd	198,000	23,76,000	3,300	84,160	1,98,000	26,58,160
3rd	297,000	35,64,000	3,300	84,160	1,98,000	37,26,160
4th	396,000	47,52,000	3,300	84,160	1,98,000	50,34,160
5th	495,000	59,40,000	3,300	84,160	1,98,000	62,22,160
6th	495,000	59,40,000	3,300	84,160	Nil.	60,24,160

(a) Vide Appendix III.

(b) Vide Appendix VI.

(c) Vide Appendix VII.

(d) Vide Appendix VIII.

So the probable expenditure for each successive year after the 5th year of commencement will be about Rs. 60,24,160, or in round figures, Rs. 61,00,000, if *boys alone* are separately brought under compulsion in a *programme of 5 years*.

As regards the programme for girls, see next page.

(3) Total Annual Expenditure for 865,000\* girls under a programme of 5 years.

[Girls.]

[There are 865,000 girls to be provided for (*vide* Appendix II).]

Year.	Girls.	Cost of educating at Rs. 12 per girl.	No. of pupil and ordinary teachers.	Cost of training both the pupil and ordinary teachers.	Non-recurring cost for the 1st 5 years (equipment).	Total expenditure (cols. 3, 5 & 6).
1	2	3	4	5	6	7
		Rs.		Rs.	Rs.	Rs.
1st	178,000	20,76,000	5,766	1,47,150	3,46,000	25,69,150
2nd	346,000	41,52,000	5,766	1,47,150	3,46,000	46,45,150
3rd	519,000	62,28,000	5,766	1,47,150	3,46,000	67,21,150
4th	692,000	83,04,000	5,766	1,47,150	3,46,000	87,97,150
5th	865,000	1,03,80,000	5,766	1,47,150	3,46,000	1,08,73,150
6th	865,000	1,03,80,000	5,766	1,47,150	Nil.	1,05,27,150

So the probable expenditure for each successive year after the 5th year of commencement will be about Rs. 1,05,27,150, or in round figures Rs. 1,00,00,000, if girls are separately brought under compulsion in a programme of 5 years.

### Note on Compulsory Primary Education by Mr. Ghulam-Husain Kassim.

I am in agreement with the general remarks of Mr. Pahalejani about the geographical conditions of Sind and its special features in regard to the Educational condition of the province. I disagree with him on the question of Mulla schools. While it is generally believed that these maktabas have not made any headway and have contributed but little to the educational advancement of rural areas, they are in a conservative province like Sind, necessary in so far as they contribute not a little to the disarming of popular prejudice against education by pondering to the popular desire for religious instruction. I therefore believe that they should be tolerated, however inefficient they may be, provided certain necessary conditions are fulfilled. For instance—

(1) the qualification of each teacher in a Mulla school should not be lower than a certificate of standard VI of the ordinary vernacular course,

(2) that they should not be recognized as approved schools when there is a population of 1,000 and over or where Local Board or Municipal schools exist,

(3) that their control should be transferred to the local bodies which are being constituted under the compulsory system, who should control and pay grants as the Government should reimburse such bodies for what is spent by them on grants, and

(4) that the Mulla system should receive such recognition for only 3 years.

It is generally known that sometime at the end of 1921 a conference of some educational officers was held in Larkhana—and this is referred to in Mr. Pahalajani's note—for remodelling the Mulla system, and I think it will help the Legislative Council to arrive at definite conclusions on this point if the full proceedings of that meeting—not only the suggestions embodied in the resolutions passed—are published and attached to the report.

While I agree with Mr. Pahalajani that the period for introduction of compulsion should be  $1\frac{1}{2}$  times of that for the presidency, I believe that in Municipal areas it should be as much both for girls and boys. As regards compulsion in Local Board limits and Mohaalla schools I agree with him.

#### Age Limit.

In my opinion it should be 6 to 11: but the present option of voluntary admission after 4 should not be withdrawn. If it is, then the age limit should necessarily be 5 to 10.

#### Finance for Compulsory Primary Education.

Vigorous retrenchment should be resorted to. The present taxation is very burdensome and no further taxation should be resorted to until all possible avenues are exploited and exhausted. Retrenchment is the means which should be had recourse to and pruning knife should be fully applied to the satisfaction of the Legislative Council and when there is still need for more money then and then only should further taxation be thought of.

I am opposed to suggestions for additional sources of revenue Nos. 1, 5, 10. As regards 9, this will weigh heavily upon the zamindars, whose capacity to pay is limited, and who are generally in a chronic state of indebtedness.

#### Contributions of Local Authorities.

I agree with that part of the recommendations which relates to Municipalities. But in regard to District Local Boards, I am strongly of opinion that Government should contribute all the money over and above the present contributions of the District Local Boards, from the savings which they may make by retrenchment and from the additional revenues which they may hereafter raise.

### Pension or Provident Fund for School Masiers.

No further investigation of this matter appears to be necessary. Provided Fund is recognized to be more desirable and useful and this should be instituted not only in the case of new entrants but also in the case of those of the present teachers who elect to come under it. In their case the pension contribution standing to their credit should be transferred to the local bodies and paid to the masters or their families when the necessary conditions arise. As it is, a rough estimate made by me shows that Government is actually making a net income of about one lakh of rupees every year from Sind alone on the Pension contribution transaction.

### Pay of Teachers.

In Sind the rates of pay proposed to be adopted are certainly inadequate. I think the following maximum rates are not too high:—

1st year	...Rs. 75.
2nd year	...Rs. 100.
3rd year	...Rs. 125.

I am disposed to think that limiting the number of 2nd and 3rd Year trained masters will be a step in the wrong direction. It will give rise to an amount of discontent, will keep out respectable and proper type of man from enlisting as teachers and thus lead to inefficiency and the continuance of the bad conditions of the past.

What I would suggest is that a fairly high percentage of marks should be fixed entitling a man for promotion to the higher class. This will secure us intelligent, well-behaved and steady recruits, both for the training college and the schools' staff and will ensure a high efficiency.

Generally speaking the Government control which is proposed to be imposed upon the educational system is very strict and rigid and the local bodies will work only within the limit which will be laid down by Government.

There will hardly be any exercise of discretion and I think therefore that a body of men with a liberal outlook on life and composed of the members of the Legislative Council and the outside public, both official and non-official, may be appointed to work out the details of Government control.