

Proceedings of the Punjab Government (Ministry of Education) in the
Education Department, No. 12682-G., dated the 14th October 1921.

READ—

The proceedings of the Inspectors' Conference held in Lahore in April, 1921.

REMARKS :—Certain important matters discussed in this Resolution will be submitted later to a General Conference or to special Committees for opinions ; and the Resolution itself will also be placed before the Education Committee of the Legislative Council for general discussion. It is hoped by this means to focus public opinion on a number of important problems which demand attention, and thus enable the Minister to have the benefit of the views held by non-officials as well as those of officials :—

I.—EXPANSION AND IMPROVEMENT OF VERNACULAR EDUCATION
IN RURAL AREAS.

2. *Expansion of Education.*—In 1918, a survey was made of the requirements of each district ; and maps showing the location of existing schools and of proposed new schools were drawn up. The object was so to arrange the development of vernacular education that schools would be established at every centre where an average attendance of fifty pupils might be expected provided that a distance of two miles ordinarily intervened between any two schools. To achieve this object, an additional 298 middle schools and 4,060 primary schools, making a total of 4,358 additional schools and a grand total of 9,144 schools, would be required.

3. A five-year programme of development was then formulated by each district, in consultation with Government, by which it was hoped that within five years an additional 122 middle schools and 1,463 primary schools, making a total of 1,585 new schools, would be established ; and that a number of private or elementary schools would be converted into board schools. These figures, however, are somewhat misleading. Since that time, the four-year primary school and the lower middle school have come into existence. In consequence, a larger number of middle schools and a proportionately smaller number of primary schools will be required.

4. The progress made during the first three years of the programme, *viz.*, 1918-19, 1919-20 and 1920-21, has been, on the whole, satisfactory ; in particular, when it is remembered that some of the boards were unable to make a punctual start. During this time the number of vernacular schools maintained by district boards has increased by 1,246 schools to a total of 4,800 schools, a larger proportion of these being middle schools than was originally anticipated. Government is anxious to mark its appreciation of the admirable efforts made by certain district boards to carry out expeditiously their programmes of expansion ; in particular, the Multan and Attock boards. These districts which, a few years ago, were regarded as backward in the matter of education, are now among the more advanced in the whole province. On the other hand, certain boards, notably those of Simla and Montgomery, have done but little to carry out their programme.

5. There were, in April last, 4,800 vernacular schools maintained by district boards. In addition to these, there were on that date 890 aided schools, 121 unaided schools and 1,551 elementary schools, making a total of 7,362 schools. It may be stated, as a rough estimate, that the number of board schools should be doubled, which can be effected both by the establishment of new schools and by the conversion of some of the private and elementary schools into board schools.

6. It is clear from the note by Syed Maqbul Shah appended to the proceedings of the Conference and from the proceedings themselves that, in some respects, the working of the five-year programme has not been either smooth or uniform. The rate of expansion has differed considerably between the several districts ; there has been some misunderstanding in regard to the mode of assessing grants ; the survey maps are somewhat out-of-date owing to changes in the nomenclature of schools and to other causes ; the scale of salaries varies to a marked degree in the several districts ; it is doubtful whether the number of trained teachers has risen sufficiently to meet the increasing demands ; and it seems probable that insufficient care has been given to

the location of new schools with a view to their attracting economically large numbers. It is possible also that, at the inception of the programme, certain inspectors were somewhat inexperienced in their new duties; and that constant transfers, a matter which is engaging the attention of Government, have added to the difficulty. In view of these objections, it is for consideration whether it would be wise to impede the completion of the five-year programme by any radical and hasty changes in the system. Such changes would take many months to effect; and the consequent dislocation would be considerable. Steps, however, can be taken, in consultation with the district boards and other educational authorities, to prepare plans for the revision of the system on the completion of the programme in 1923. Government has also created a new post, that of Inspector of Vernacular Education, to which Syed Maqbul Shah, an inspector of ripe experience, has been appointed. The services of this officer are available to any district board or educational authority which needs his advice or assistance. He has also been instructed to consider the financial embarrassment of certain boards which are either unable to complete their programmes or have completed their programmes already and are desirous of further expansion and improvement. The explanatory definitions in paragraph 1 (b) of the proceedings of the Conference are approved; as also is the proposal that, for statistical purposes, the numbers of upper and lower middle schools should be shown in separate entries. The Inspector of Vernacular Education is also preparing a pamphlet explaining the procedure in assessing grants for the use of inspecting officers and district boards.

7. *Attendance*.—The number of pupils in schools maintained by district boards has increased from 191,747 in 1917-18 to 256,137 in 1920-21. This increase, though fairly satisfactory on the whole, is by no means commensurate either with the increased expenditure or with the increased number of schools. It is probable that several subsidiary causes have contributed to this somewhat disappointing result. It may be that the fees act as a deterrent in certain cases, but it should be pointed out that the total sum collected in fees in all district board primary schools in 1919-20 amounted to only Rs. 69,479; that the sons of agriculturists and kamins are admitted free to primary schools; that exemptions from fees are permitted on the score of poverty up to a maximum of 25 per cent. of the total number; and that, in spite of these exemptions, the fee-paying pupils predominate in a large number of schools. Again, there is considerable apathy on the part of parents. It is for the consideration of educational authorities whether further changes in the school hours and sessions might not be made to suit the convenience of parents. The influenza epidemic and the general unsettlement of the past few years have naturally militated against a satisfactory attendance at school. Government would, however, bring to the notice of district boards and inspecting officers the following suggestions:—

- (a) Frequent transfers of teachers are opposed to progress and sustained effort.
- (b) There is a great need for propaganda work among the villagers, in which connection Government is considering the desirability of increasing the assistant inspecting staff.
- (c) In some places, village education committees might be constituted, one of whose duties might conveniently be the responsibility to the district board for the repair and even the construction of school buildings.
- (d) Education sub-committees of district boards (on which the district inspector might find a place) might also serve a very useful purpose. Members of such committees, district officers and tahsil authorities could also do much to stimulate interest in the village schools and to maintain efficiency in them.
- (e) More attention should be paid to the proper location of schools. Statistics are now being collected; and such as have been received record a very large number of schools with an attendance of below thirty and, indeed, a large number whose attendance only reaches single figures. In the Hissar District, for example, there are as many as 28 schools with an atten-

dance below 10 ; and 83 schools with an attendance below 20. Detailed figures will be published later.

- (f) School masters should also feel that the attendance at their schools will be taken into account. Inspectors should make mention of any marked success or failure in this respect on the certificates of the teachers concerned. And district officers and inspectors might utilise opportunities of giving public recognition to those teachers who have shown energy in increasing the numbers at school. The proposal, in paragraph 1 (f) of the proceedings of the Conference, that the sums of money placed at the disposal of divisional inspectors for rewards should be used chiefly for the encouragement of good work in primary schools commends itself to Government.

8. *Improvement of Education.*—Attention is also drawn to the remarks of the Director of Public Instruction in his note appended to the proceedings of the Conference : “It is a platitude—though often forgotten—that the expansion and the improvement of vernacular education must march together. If too much energy and money are devoted to improvement, it is obvious that expansion must suffer. If, on the other hand, a disproportionate amount of money and energy are given to mere expansion, there will be a danger of the teaching being so indifferent that (a) parents may not consider it worth while sending their sons to school, and that (b) the pupils, on leaving school, may still be illiterate or, shortly after leaving school, will relapse into illiteracy.” Government would impress upon all concerned the necessity of maintaining this difficult and delicate balance. Upon this, the very foundations of an educational system depend. Reference has been made above to the necessity for expansion ; and, in subsequent paragraphs of this resolution, attention is directed to the need for improvement, in particular in the provision of school buildings and of trained teachers and in the revision of the duties of the inspecting staff. In regard to the school curriculum, Government would urge that the main function of a primary school is the removal of illiteracy. With this end in view, it would be unwise to introduce in the primary stage much beyond the three R’s. The proposals of the Conference regarding the improvement of the teaching of nature study and the introduction of practical gardening are of value. In the middle stage, however, Government is strongly of the opinion that vocational training might well be introduced into the curriculum, but these matters will be discussed later.

9. There is, however, a matter of fundamental importance which should be discussed here. In recent years, there has been a somewhat rapid conversion of middle vernacular into anglo-vernacular schools, and a still more hasty introduction of optional English in middle vernacular schools. Government is anxious to meet as far as possible the popular demand for instruction in English, but at the same time feels that these experiments should be watched with the greatest care. It is from the middle vernacular schools that primary school teachers are recruited ; the creation of optional English classes renders difficult the introduction into the curriculum of practical and vocational training ; though the fees, in the main, meet the recurring charges of the optional English classes, the capital expenditure is a heavy imposition on the local educational authorities ; and the provision of a large increase in the number of capable English teachers presents many difficulties. In certain other provinces similar experiments have been made, but on a very limited scale. Government is therefore of opinion that, while in no way desirous of impeding progress in these directions, these questions should be referred to a committee of official and non-official members, which will shortly be appointed.

10. *Finance.*—The financial aspect of the expansion and improvement of vernacular education in rural areas is somewhat disturbing. In 1918 the expenditure on grants to district boards amounted to Rs. 12,66,359. It is estimated that during the current year expenditure under this head will be not less than Rs. 24 lakhs. Thus Government expenditure on vernacular education has been nearly doubled in the short space of four years. Apart from the cost of expansion, the main causes of this increased expenditure are (a) the substitution of lower middle for primary schools ; (b) the increase in the pay of

teachers; (c) the increased cost of equipment; and (d) the general change in economic conditions resultant upon the war. It is difficult to estimate what would be the additional recurring expenditure required for the completion of the total programme of vernacular education which was planned in 1918; but a rough estimate would place the figure at double the present amount. And this does not take into account capital expenditure on buildings, etc.; the education of girls; the needs of urban areas; and the necessary concomitants of expansion such as an increased inspecting staff and an increased provision for the training of teachers. There is, however, some compensation in the fact that there is already accommodation for more pupils in many of the existing schools. There is thus a means ready at hand to increase the attendance at school without any serious addition to expenditure.

11. It is also disturbing to find that many of the district boards experience considerable financial embarrassment in meeting their educational obligations, though certain boards have failed as yet to make satisfactory progress in carrying out their programmes. Statistics are being prepared (which will be published later) to show what proportion of its net income each board spends on education. On the receipt of information and figures which have already been applied for, Government intends to reconsider the rates at which certain boards have been assessed but, in the present financial stringency, it is doubtful how much relief can be given. The finances of some district boards, however, have recently been relieved to some extent by the provincialisation of eleven high schools hitherto maintained by them, the money thus saved being directed to the needs of vernacular education.

12. *Salaries.*—In this connexion, reference should now be made to the scale of teachers' salaries. Government is in agreement with paragraph 1 (e) of the proceedings of the Conference that the minimum scale of salaries is now inadequate. The varying conditions of service in the several districts also afford an anomaly which should be removed as far as possible. Information is being collected; and, in all probability, a maximum scale of salaries should also be enforced, beyond which Government will not be under an obligation to contribute. Government intends to refer these matters to a General Conference.

II.—MATTERS NOT CONSIDERED BY THE CONFERENCE.

13. It is unfortunate that the Conference was unable to discuss the question of compulsory education, the education of girls and the activities of municipalities, but these important matters will be discussed at the next Conference, if not earlier.

14. *Compulsory Education.*—In regard to compulsory education Government would point out that, under the Punjab Act No. VII of 1919, district boards and municipalities are permitted to introduce compulsory education within their areas and that Government will contribute half the additional expenditure incurred. Two municipalities, those of Multan and Lahore, have taken advantage of the Act to introduce compulsory education. Government has recently received a number of petitions signed by members of the poorer classes in Multan against the introduction of compulsory education on the plea that it violates their religious liberties. It is hoped that the Press and leaders of public opinion will do all within their power to support the Municipality and to explain to those who think themselves aggrieved that the introduction of compulsory education is for their ultimate good, and that their religious liberties are in no way imperilled. Great credit is due to the Multan Municipality for its energy and initiative in this respect; and it would be a great disaster to the cause of education if its well-conceived measures on behalf of its citizens were frustrated or even impeded by what can only be a misunderstanding.

15. Government is hopeful that other municipalities will follow in the wake of Multan and Lahore. In regard to rural areas, the suggestion is offered to district boards that, in certain tracts of country where there is already a reasonable provision of schools and where such schools are poorly attended, compulsion might appropriately be enforced. It is understood that some such proposals are already under consideration.

16. The adoption of compulsory education throughout the province, however, needs a thorough investigation and discussion. Premature action would lead only to confusion and possibly even to a reaction against a cause which all leaders of public opinion have at heart. Largely increased facilities for the training of teachers will be required; the salaries of teachers, in many cases, need improvement; increased school accommodation is urgent; and for these and other purposes new sources of revenue will have to be tapped. Government has not, however, been apathetic in the matter. The Director of Public Instruction, acting on the instructions of the Minister for Education, is already engaged in collecting the necessary statistics and information required for an adequate discussion of this vast problem. All this will take time, but there will be no unnecessary delay. It is the intention of Government to refer to a committee of officials and non-officials the necessary statistics as soon as they have been collected and collated; and that committee will also have the advantage of the experience gained by the Multan and Lahore Municipalities.

III.—SCHOOL BUILDINGS.

17. The attempts made during the last few years to provide school buildings have met with but little success, except in a few districts. Spasmodic extravagances, with long intervals of apathy, are not calculated to achieve success in this respect. In the first place, district boards have in many cases neglected even to spend the amounts allotted to them by Government in past years. Information under this head has already been invited. And, in the second place, many boards, in particular the Ludhiana District Board, spend extravagantly high sums on the erection of school buildings. Government has already taken action on the main proposals of the Conference under Circular Memorandum No. 6301-A, dated 13th May 1921 (a copy of which, for convenience, is attached to this letter). Nearly Rs. 3 lakhs have been distributed this year to district boards; and the remainder of the grant will shortly be disbursed in accordance with the initiative and energy shown by each board. Revised building plans in which certain economies have been suggested have also been prepared and forwarded. Inspectors are requested to forward to Government as soon as possible information under the following heads regarding the progress made in each district since the inception of the five-year programme:—

- (a) Amount of Government grant received up to date;
- (b) Amount contributed by each district board and by private subscriptions;
- (c) Amount spent up to date;
- (d) Number of buildings erected and cost of each project;
- (e) Extensions of school buildings and cost of each project;
- (f) Number of schools requiring new buildings or extensions to existing buildings.

18. Government, however, would take this opportunity of emphasising yet again the need for economy in formulating proposals for buildings. The needs of the many are of far greater importance than the comfort and the convenience of the few. In some cases *katcha* buildings, such as are now being erected in the Multan and Dera Ghazi Khan Districts, might be feasible; the possibility of economy by means of thatched roofs should be considered; and the suggestions of Syed Maqbul Shah should be taken into account. In regard to the other proposals of the Conference in this connexion:—

- (a) The proposal, under paragraph 11 (b) of the Proceedings of the Conference, that repairs to the buildings of primary schools (and, it may be added, the erection of such buildings, if practicable) should be included among the functions of the village panchayats or village educational committees, if constituted, is referred for favourable consideration by district boards.
- (b) Expedition as well as economy is essential in the matter of school buildings. Government therefore approves the general principle that some simplification of the procedure is required. The opinions of Commissioners are therefore invited in regard to the suggestions in paragraph 11 (c) and (d) of the Proceedings.
- (c) The suggestion made by the Conference at the end of paragraph 11 (a) of its Proceedings that district boards might with

advantage establish depôts at suitable centres in each district for beams, girders, doors and window-frames and other stock material likely to be used for the construction of primary schools is also referred to district boards for consideration.

- (d) At the time of the initiation of the five-year programme, Government hoped that the cost of erecting primary school buildings might be reduced by the villagers concerned by contributions either in money or in kind, particularly the latter. Provided that the procedure is simple and payments are promptly made by the district board, it is possible that in some cases the work of erecting school buildings might be undertaken by the villagers themselves.

19. It appears that there is a misunderstanding in the minds of certain district boards in regard to their responsibilities for school buildings, which misunderstanding Government desires to remove at once. Some district boards, especially those which are assessed at 100 per cent., seem to think that they therefore have no obligation in regard to school buildings. Last year, Government gave grants amounting to Rs. 3 lakhs for this purpose; and for this year Rs. 6 lakhs have been voted by the Legislative Council. It is doubtful whether, in view of the financial stringency and in view of other and even more pressing needs, this amount can be materially increased. The resources of Government being thus limited, the provision of better school accommodation will be indefinitely postponed unless district boards can contribute something and unless they make a more prompt and economical use of the money available from past savings. Revised instructions are now being prepared.

IV.—INDIGENOUS AND ELEMENTARY SCHOOLS.

20. Government is in general agreement with the treatment of indigenous and elementary schools proposed by the Conference, especially as these schools, though often falling short of the board schools in efficiency, serve a useful purpose as pioneers in backward areas. Moreover, at a time when the funds of Government and of local bodies are so limited and the needs of expansion so great, it would be inadvisable to neglect the assistance given by these schools. At the same time, they provide a sentimental link with the past and, in some cases, afford such religious instruction as parents desire. Government therefore does not consider it anomalous to encourage these schools to a greater degree than it has in the past, and at the same time to favour the conversion of these schools into board schools when occasion demands. But care should be taken, as suggested by the Conference, to provide by the reduction of grants against marked inefficiency and to protect the board schools against unnecessary competition.

V.—THE TRAINING OF TEACHERS.

21. Government has been particularly interested in the proposals of the Conference in regard to the training of teachers, and in the memorandum prepared on the subject by Lala Ram Chandra; for the efficiency of a school depends upon the competence of its teachers. It is probable that this Province is more fortunate than most others in the provision made for the training of teachers; but it is doubtful whether the present provision for training is such as can stand the financial strain of rapid expansion. For this reason a new post of Inspector of Training Institutions has been created, in which Lala Ram Chandra is now officiating. The duties proposed by the Conference for this officer in paragraph IV, (i) to (v), of its proceedings are approved, but Government is also considering whether additional functions cannot be undertaken by this officer. The proposals contained in (vi) and (x) of the same paragraph also commend themselves to Government. One of the main duties of the Inspector of Training Institutions will be to make a survey of the existing facilities and to make proposals for their expansion. It will be seen from Lala Ram Chandra's memorandum that the several normal schools vary much in their success and popularity and therefore much depends upon their permanent location. It may be of interest to place below the number

of stipendiaries at each training institution during the current and the previous years, from which it will be seen that not only is attendance more satisfactory than in past years, but also that Government has increased the number of stipendiaries to be accommodated without any material addition to the staff. Government has already acted on the proposal made in paragraph IV, 2, (i) of the proceedings of the Conference; and, without additions to the staff, it has been found possible to accommodate an additional 29 at the Hoshiarpur Senior Vernacular College, and an additional 6 at the Lyallpur College. The statistics of attendance at training institutions are as follows:—

Institution.	1920-21.		1921-22.	
	Stipends.	Attendance.	Stipends.	Attendance.
NORMAL SCHOOLS.				
<i>Ambala Division.</i>				
1. Delhi	90	87	90	90
2. Karnal	90	89	90	90
<i>Jullundur Division.</i>				
3. Jullundur	100	95	100	93
4. Moga	60	60	70	66
5. Dharmsala	45	42	45	45 (plus 2 Native State stipendiaries).
<i>Lahore Division.</i>				
6. Gurdaspur	90	94	90	93
7. Kasur	90	89	90	88
8. Sialkot	80	80	80	80
9. Gujranwala (now at Gakkhar),	93	86	90	90
<i>Rawalpindi Division.</i>				
10. Rawalpindi	90	70	90	88
11. Sargodha (now at Lala Musa)	90	80	90	90
12. Mianwali	70	36	70	65
<i>Multan Division.</i>				
13. Multan	90	92	90	90 (plus 3 non-stipendiaries).
14. Lyallpur	90	89	90	90
15. Jhang	90	...	90	90
Total	1,165	1,089	1,265	1,250 + 5
<i>S. V. Colleges.</i>				
Lyallpur	83	87	91	93
Hoshiarpur	60	64	80	93

In regard to senior vernacular students, there were last year three senior vernacular classes attached to normal schools with a total enrolment of 104 students; while this year there are four such classes with a total enrolment of 139 students. After calculating the increased attendance at the Lyallpur and Hoshiarpur Colleges, there are 70 more senior vernacular teachers under training than last year; and 166 more junior vernacular teachers.

22. Government is not yet convinced that, as would appear to be the contention of Lala Ram Chandra, the multiplication of normal schools is the only means of expansion. The Inspector of Training Institutions has been instructed to submit proposals whether in some of the existing normal schools a larger number of stipendiaries cannot be accommodated. It is probable that certain large towns are unsuited to be the location of normal schools, but there are certain educational centres where a large normal school could

conveniently be located. It is intended to refer the means whereby training facilities can be materially expanded to a General Conference. It is also the intention of Government to provide each normal school as soon as possible with a practising school building. In regard to the other proposals of the Conference—

- (a) Government is disappointed to hear from Lala Ram Chandra that agricultural communities contribute less than half the total strength of the normal schools, but intends to continue to give preference to these communities. On the other hand, if a sufficient number of agriculturists are not forthcoming stipends may be offered to non-agriculturists.
- (b) District boards are invited to consider the proposal of awarding additional stipends to students, especially to those belonging to the agricultural classes, who are being trained for service under the board deputing them to the school. It would be reasonable to bind down by contract such stipendiaries to the service of the board for a certain period of time.
- (c) The attachment of senior vernacular classes to normal schools is approved. These classes have been continued at Multan, Sargodha and Karnal; and a similar class at Jullundur has been revived.
- (d) The report of the Sub-Committee formed under paragraph IV (ix) of the proceedings of the Conference is awaited.
- (e) Government would also add in this connexion that a good supply of vernacular middle schools in suitable rural centres is indispensable to a good supply of candidates for training.

23. The provision of facilities for training of anglo-vernacular teachers is, however, more complicated and difficult, as much depends upon the decision in regard to the conversion of vernacular into anglo-vernacular schools and to the creation of optional English classes in middle vernacular schools. It has already been decided that the Central Training College in Lahore, with its pressing needs for the provision of higher training, cannot much longer cope with the training of junior anglo-vernacular teachers. Accommodation has therefore to be made for them elsewhere. The segregation of such teachers under training in separate institutions is both uneconomical and unsuitable. Apart from his professional training, a junior anglo-vernacular teacher requires also a considerable degree of general training and, if possible, association with a large and well-conducted college where he will come into intimate contact with students preparing for other walks in life. It is the intention of Government, therefore, to include the training of teachers in the courses of the proposed Intermediate Colleges. The detailed arrangements have been referred to a committee. When the junior anglo-vernacular class has been removed from the Central Training College, increased provision can be made for the training of students for the degree in teaching and for the senior anglo-vernacular certificates.

INSPECTION.

24. Government have read with interest the proceedings of the Conference, paragraphs V, X, XI and XII, which deal with inspection arrangements, and the relations between the inspecting staff and the headmasters of high schools on the one hand and with local authorities on the other. These are matters which have attracted attention in many quarters, particularly in the Legislative Council where many questions have been asked on the points discussed by the Conference.

25. *The position of headmasters in relation to the district inspecting staff.*—It is clear both from the memorandum submitted by the Director of Public Instruction to the Conference and from the proceedings of the Conference itself that the discontent among the teaching staff is not without foundation. In regard to their emoluments Government has noticed that whereas all the posts of district inspectors are now included in the Provincial Educational Service, only five posts of headmasters are included in that service. This is very galling to headmasters who, under the old system, could

reach the salary of Rs. 400 per mensem, but are now limited to Rs. 250. Apart from the inequalities in pay between the district inspectors and the headmasters, the present arrangements are not such as to enable the services of members of the Department to be used to the utmost of their efficiency. On the one hand, the work of an inspector requires considerable powers of physical endurance, while the work of a headmaster, on the other hand, needs experience and administrative capacity. But the present system rarely enables the Department to relieve a district inspector who is advanced in age from the physical fatigue inseparable from his work and to utilise his experience and administrative capacity in the equally important position of headmaster of a large school.

26. In regard to the assistant teachers in high schools, the recent revision has undoubtedly improved considerably the conditions of service, but the problem of ensuring a reasonable rate of promotion to those who prove themselves efficient is yet unsolved. Such promotions can only be arranged where the middle grades of a service are larger in numbers than the upper and the lower grades. By that means competent men in the lower grades can obtain promotion at a fairly uniform rate of progress into the middle grades of a service which, in the case of a large number, represents the extent of their deserts, and the very competent men can, as occasion offers, be promoted to the higher grades. Unfortunately, in the Subordinate Educational Service, the lower grades are out of all proportion to the middle and the higher grades, and therefore promotion is, as has been represented, slow and haphazard. Moreover, the problem has been, and will be further, complicated by the provincialisation of high schools under local authorities, as the disproportion between the several gradings is being thereby emphasised to an even greater degree. There is a still further complication due to the necessity from time to time of appointing new recruits of capacity and experience to the middle or upper grades of the service.

27. The problem is therefore very complicated and difficult. Government is still considering certain solutions to these difficulties and hopes soon to come to a conclusion. In any case, particularly in view of the financial stringency, change can only be effected gradually. Some relief of a subsidiary nature, however, can be made at once, and Government has decided to review the qualifications of its more competent teachers when there are vacancies in the Provincial Educational Service posts attached to the colleges and, more particularly, in the new intermediate colleges in which experience rather than high academic qualifications will often be desired from the members of the staffs.

28. The position of headmasters in relation to the district inspecting staff is also a difficult problem, but one more easy of solution. It entails, however, a drastic recasting of the inspection arrangements, but such is also demanded by other reasons. In the first place, it is advisable that the divisional inspector should be responsible for the proper inspection of all high schools in his division as it is necessary for the inspector concerned to take a wider view of their needs and to possess a larger measure of independence than is possible for a district inspector. It follows therefore that the district inspector will not be responsible for all the schools in his district but, as will be seen later, there are other and more suitable duties which will claim his almost undivided attention. Secondly, to place a headmaster, whether of a Government or of a private high school, under the authority of the district inspector militates against the status of the headmaster and consequently affects the position of the school itself. The status of a headmaster and of a district inspector should be equal, as both are carrying out equally important duties, though of a widely different nature. Government is therefore generally in agreement with the principles laid down by the Conference in paragraph 9 of its proceedings. The solution of the difficulty would appear to lie in a concentration of certain duties in the divisional inspectors on the one hand and in a decentralisation of other duties on the headmasters concerned on the other. The C. M. No. 10774-G of the 4th November, 1920 (the object of which was merely to define the respective positions and duties of divisional and district inspectors) is therefore being redrafted on these lines.

29. *Methods of Inspection.*—Government is in agreement with the Conference that changes are also required in the methods of inspection. The present system of inspection would appear sometimes to miss its true object because (a) the number of inspection visits is laid down too rigidly, and (b) the object of such visits is not always realised with sufficient clearness. The general practice at present is for the divisional inspector, accompanied by the district inspector, possibly by one or two of the assistant district inspectors and by specialist assistants in certain subjects, to inspect a given school. This, however, is not all. A compulsory 'surprise visit' is made later in the year, and there are also separate visits by additional specialist inspectors, e.g., those in drawing, science, physical education, Arabic and Sanskrit. It seems clear that the work of a school is somewhat needlessly harassed by such a large number of visits, and moreover there must necessarily be a lack of purpose in such spasmodic inspections. The methods of inspection therefore need revision. The duty of an inspector should not be confined to remarking in the log-book that the teaching of history in the sixth class is weak, and that the teaching of arithmetic in the seventh class is only fair. The primary object of inspection is not the detection of faults, but rather the encouragement of what is good in a school. The downward path of many a school has been paved by yards of sound, but neglected, criticism in log-books. The pages of many a log-book also reveal the fact that the existence of faults has been noted year after year, but little effort has been made to remove them. What is wanted is a continuity and persistence of purpose in inspection. Government has therefore arrived at the following decisions which take the shape of the acceptance of certain principles rather than of the enunciation of definite and detailed instructions. Considerable latitude should be given to each divisional inspector in putting into practical effect these general principles :—

- (i) The divisional inspector is responsible for the inspection of all high schools in his division.
- (ii) At the beginning of each year the divisional inspector should summon a conference of those other inspectors in his division whose assistance he intends to use materially in his work of inspection. Teachers from aided schools may also be invited to the Conference at the discretion of the inspector; and it is also suggested that certain professors of colleges and members of the training college and normal school staffs within the division might also receive an invitation.

These officers have a first-hand experience of the qualifications of pupils from high schools who proceed to colleges and should therefore be able to offer valuable advice and criticism. The object of these conferences should be to take stock of the general position and to map out a definite plan of campaign for the coming year. This plan of campaign should not attempt to cover the whole ground, but rather the removal of a few long-standing defects, e.g., the prevalence of untidiness in written work, the weak teaching of English, or the initiation of some new scheme such as the introduction of vocational training. This concentration on certain points of improvement will not, of course, exempt inspectors from the duties of general inspection. The fact that it had been decided to improve the teaching of geography should not result in a total neglect of history. It is also for consideration whether, in a subsequent conference, certain teachers who have been marked out for excellence in a particular branch of teaching should not be invited to read a paper or, better still, to give some practical exposition of their methods. The number at a conference should not ordinarily exceed twenty persons; otherwise, declamation might take the place of discussion. The invitations and agenda for each conference should be submitted to the Director of Public Instruction in September of each year for approval; and the proceedings of each conference should be submitted to him later for information. Divisional inspectors should also explain in their annual reports their programmes and add remarks as to their success or failure.

- (iii) Frequent inspections should be avoided as much as possible.

An inspection may be of two kinds; (a) a business inspection for the purpose of assessing a grant or of recognising a department of a school; or (b) an

educational inspection for the purpose of giving criticism and advice in school methods and management. Under present conditions, an inspection under (a) is an annual necessity, but need not be of a detailed nature. It should be conducted by the divisional inspector or his delegate, and does not necessarily require an inspecting committee. Inspections under (b) are, however, quite different. They should not be an annual necessity in the case of all schools but, for the present, should take place at least once in every two years. In these days of specialised teaching specialised inspection is also essential; and a divisional inspector, however well-qualified, cannot be expected to cover the whole ground of a school curriculum. It is the duty, therefore, of divisional inspectors to form *ad hoc* inspecting committees for each educational inspection. The number of such committees should not exceed five; and should usually be less. The divisional inspectors should form these committees in such a way as to guard against any unnecessary expenditure of time and money in travelling. It is possible that a divisional inspector might require a district inspecting officer to travel beyond the limits of his district. Government has therefore decided to give the ordinary travelling allowances in such cases, but they should be reported to the Director of Public Instruction at the end of each year. It is also suggested that, if practicable, professors of colleges or members of the staffs of training colleges within the division might conveniently be members of a few of these committees within their divisions. Such committees should be formed without the assistance of the specialist assistants to the inspectors. Government has decided therefore to abolish as soon as possible these posts and to utilise elsewhere the services of the present incumbents. Government would again emphasise the necessity of inspection committees having some definite object in view beyond the fortuitous detection of faults in a school. Reports in the log-book (which should only be written by the divisional inspector or by his delegate) should therefore be more brief than in the past and of a more general nature, emphasis being directed to those matters which the preliminary conference had decided to be of urgent importance. 'Surprise visits' should be arranged by the divisional inspector only when there is a particular object in view.

30. It is expected that, under these revised arrangements, separate visits by the specialist inspectors of Arabic and Sanskrit, drawing, science, and physical education will not be necessary any longer. It is probable that the new methods of teaching, which have recently been introduced by these inspectors, especially in drawing, manual training and physical education, can best be extended to the schools by the leaven of the teachers trained by them than by spasmodic and separate inspection visits. It is the intention of Government, therefore, to transfer these specialist inspectors, when occasion offers, to the Central Training College. It is probable, however, that divisional inspectors will require their presence from time to time at their annual conferences; and, should a divisional inspector be dissatisfied with the teaching of any of these subjects, he should apply to the Principal of the Central Training College for the services of the inspector concerned who could then make a short tour with him and report fully on the matter. Short pamphlets are also under preparation by these inspectors, which will explain the objects of the new methods of teaching. With the assistance of these pamphlets, inspectors and inspecting committees should generally be able to decide whether the teaching is being conducted in the spirit of the new methods which have been recommended by the specialist inspectors.

31. One of the objects in the above instructions is to demarcate as clearly as possible the duties and responsibilities of the divisional inspectors on the one hand and those of the district and assistant district inspectors on the other hand. Divisional inspectors will as heretofore be in general charge of all educational activities within their divisions; but they will be held responsible, in particular, for the inspection and general supervision of high schools. These duties will, however, be beyond the powers of a divisional inspector without additional assistance. The number of high schools is increasing rapidly; the task of provincialising high schools under the management of local authorities is difficult; and the work in

office does not decrease when divisional inspectors are on tour. This matter is under consideration. District Inspectors and their Assistants, though they will, if required, serve on inspecting committees, will confine themselves almost exclusively to primary and middle school education. It is clear from what has already been said that extravagance, delay and inefficiency have resulted from an insufficient number of inspectors. Building surveys (which should be kept up to date) are urgently required in many districts; careful investigation of the attendance returns of each school is needed to reduce the number of uneconomically small schools; active propaganda work among the parents is desirable; and helpful inspection, in particular in primary schools where untrained teachers are in independent charge, is essential. Vigilance is also required to prevent the recurrence of petty extortions by school teachers such as have recently come to the notice of Government. It will be seen from the statistics provided by the Director of Public Instruction in his memorandum submitted to the Conference that, in certain districts, the number of assistant district inspectors is inadequate. It was originally the hope of Government to provide one assistant for every eighty schools, but such a proposal would entail a larger expenditure than could be afforded. Inspectors have already been invited to submit their recommendations under this head.

VOCATIONAL TRAINING.

32. Industrial education is now being administered by the Department of Industries; but steps are being taken to ensure that the Departments of Industries and of Education will be in intimate contact with each other. Reference is not made now, therefore, to industrial schools pure and simple; but there is an urgent need and demand for some practical and vocational training to be taken in addition to a certain measure of general training in the ordinary schools. It is easy to over-estimate the need and the demand for such training; and it is easy also to under-estimate the expenditure which will be involved thereby—expenditure which must inevitably counteract development in other directions. The Punjab Government, however, takes an optimistic view of the future of vocational training and is anxious as soon as possible to expand the facilities for such training. It prefers again to enunciate general decisions and not to hamper the work by detailed instructions—

- (a) The problem of vocational training should not be tackled in a piecemeal fashion, but Inspectors have been instructed to make a broad survey of the needs of each division and to ensure that an equitable distribution of facilities for vocational training should be made between the several centres in each division.
- (b) The main object of primary education is the removal of illiteracy. The primary curriculum should therefore be as simple as possible; but efforts are being made to improve the teaching of nature study.
- (c) In the middle stage, an expanding amount of time might be devoted by such pupils as desire it to the study of practical agriculture in rural middle schools and to industrial training in urban schools. Commercial education should not be introduced before the high school stage.
- (d) The courses and curricula are being revised so as to enable these forms of training to be introduced as optional subjects.
- (e) In most instances, the adoption of the "Centre system", i.e., a central institution which will be available to pupils from all schools within that centre, is preferable to the provision of such forms of training in individual schools. The equipment is bound to be expensive; skilled teaching is hard to find; and supervision to be effective should be centralised as far as possible.

33. *Survey of vocational training.*—It may now be convenient to tabulate what has already been done and what is proposed in the several forms of vocational training—

Agriculture.	Manual training.	Industrial training.	Commercial training.
<i>Jullundur Division.</i>			
<p><i>Middle Schools.</i></p> <p>1. Dasuya ... } * 2. Chutala ... } Hoshiarpur District. 3. Mahalpur ... } 4. Adampore ... } * 5. Nawanshahr ... } Jullundur District. 6. Baddowal ... } * 7. Swaddi ... } Ludhiana District. 8. Moga Mission ... } 9. Jalalabad ... } Ferozepore District.</p> <p>*Arrangements not finally completed.</p> <p><i>High Schools.</i></p> <p>1. Ferozepore. 2. Jullundur. 3. Ludhiana.</p>	<p><i>Middle Schools.</i></p> <p>1. Mahalpur. 2. Hariana. 3. Muktsar. 4. Zirā. 5. Dharamkot.</p> <p><i>High Schools Centres.</i></p> <p>1. Jullundur. 2. Ludhiana. 3. Faridkot State High School.</p>	<p><i>Middle Schools.</i></p> <p>1. A. S. M. S., Mukerian. 2. A. S. H. S., Dharamkot. 3. Moga Mission School. 4. Kulu Middle School.</p> <p><i>Industrial Centres.</i></p> <p>* 5. Ludhiana. * Proposals under consideration.</p>	<p><i>High Schools.</i></p> <p>1—3. Jullundur. 4—5. Hoshiarpur. 6—8. Ludhiana. 9—10. Ferozepore.</p> <p><i>N.B.</i>—These are all private schools.</p> <p><i>Government Commercial Centres.</i></p> <p>* 1. Jullundur. * 2. Hoshiarpur. * 3. Moga. * Proposals under consideration.</p>
<i>Multan Division.</i>			
<p><i>Middle Schools.</i></p> <p>1. Satiana ... } 2. Khurianwala ... } Lyallpur District. 3. Ahmadpur Syal ... } 4. Kot Shakir ... } Jhang District. 5. Gugera Sadr ... } * 6. Jandraka ... } Montgomery District. 7. Qadirpur Rawan ... } 8. Kot Sultan ... } Muzaffargarh District. 9. Fazilpur ... } Dera Ghazi Khan District.</p> <p>*Arrangements not yet finally completed. Proposals are also under consideration for three more farms.</p>	<p>* 1. Multan. * To be started in the Government High School</p>	<p><i>Industrial Centres.</i></p> <p>* Multan. * Proposals under consideration.</p>	<p><i>High Schools.</i></p> <p>1. D. A.-V. High School, Multan.</p> <p><i>Government Commercial Centres.</i></p> <p>* 2. Jhang. * 3. Lyallpur. * Proposals under consideration.</p>
<i>Rawalpindi Division.</i>			
<p><i>Middle Schools.</i></p> <p>1. Gurgushti ... } 2. Kamunarmashani ... } Attock District. 3. Chak No. 101, S. B. ... } * 4. Mid Ranjha ... } Shahpur District. 5. Ajuala ... } 6. Makhanwali ... } Gujrat District. * 7. Daulat Nagar ... } * 8. Pinawal ... } Jhelum District. * 9. Guliana ... } Rawalpindi District.</p> <p>*Arrangements not yet completed.</p>	<p>1. Rawalpindi. 2. Gujrat. 3. Mianwali. 4. District Board Vernacular Middle School, Daud Kbel.</p>	<p>* 1. Sargodha. * Centre under consideration.</p>	<p><i>High Schools.</i></p> <p>1—4. Rawalpindi 5. Sanatan Dharm High School, Gujrat.</p> <p><i>Government Commercial Centres.</i></p> <p>* 1. Rawalpindi. * 2. Gujrat. * Under consideration.</p>

Agriculture.	Manual training.	Industrial training.	Commercial training.
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Rawalpindi Division—concluded.

<i>High Schools.</i>			
<ul style="list-style-type: none"> * 1. Mianwali. * 2. Sargodha. * 3. Shahpur. 4. Gujrat. <p>* In the Government and C. M. & Z. High Schools, it is proposed to form a centre in the latter school.</p>			

Lahore Division.

<i>Middle Schools.</i>	<i>High Schools.</i>	<i>Middle Schools.</i>	<i>High Schools.</i>
<ul style="list-style-type: none"> 1. Patti ... Lahore District. 2. Ajnala ... Amritsar District. 3. Kalanaur ... 4. Kot Naina ... 5. Sujampur ... 6. Harchoval ... 7. Gakkhar ... Gujranwala District. <p>Proposals are also under consideration for six more farms.</p>	<ul style="list-style-type: none"> Rang Mahal, Lahore. Dyal Singh, Lahore. Khalsa College, Amritsar. Four centres are under consideration. 	<ul style="list-style-type: none"> Raja Sahni (Amritsar District). <i>High School.</i> High School, Akalgarh (Gujranwala District) Five centres are under consideration. 	<ul style="list-style-type: none"> LAHORE— Central Model. D.-A. V. Islamia, I. Islamia, II. Khalsa. Sanatan Dharm. Mission. AMRITSAR— Government High. D. A. V. Mission. M. A. O. F. Baij Nath. Hinda Sabha. BABA BAKALA— Guru Teg Bahadur Khalsa. QADIAN— Talim-ul-Islam. SIALKOT— Scotch Mission. GUJANWALA— Khalsa. Three centres under consideration.

Ambala Division.

<i>Middle Schools</i>			
<ul style="list-style-type: none"> 1. Gharanda ... * 2. Patti Kalyan ... Kharar ... * 3. Naraingarh ... * 4. Kharkhanda ... * 5. Martbal ... * 6. Siasi ... 7. Nuh ... <p>* Arrangements not yet completed. Other farms are under consideration.</p>	<ul style="list-style-type: none"> 1. Simla. Several centres are under consideration. 	<ul style="list-style-type: none"> 1. B. D. High School, Ambala. 2. Arya Middle School, Rohtak. * 3. Ambala. * Centre under consideration. 	<ul style="list-style-type: none"> 1-4. Ambala. 5. Gaur Brahman School, Rohtak. 6. A. S. H. S., Pandri. 7. G. H. S., Karnal. 8. M.B.S., Kaithal. 9. H. M., Ambala Cantonment. 10. B. D., Ambala Cantonment. 11. C. A. V., Hissar. <i>Government Commercial Centres.</i> * 12. Simla. * 13. Ambala. * Proposals under consideration.

34. *Manual training.*—The object of manual training centres is primarily to train the eye and hand; they are not intended to be carpentry schools.

35. *Agriculture.*—In its circular memorandum No. 77, dated February 19th, 1919, the Punjab Government decided that rather than start a number of separate agricultural schools, an effort should be made to give an agricultural bias to the general teaching imparted in rural middle schools by the introduction of training in practical agriculture. The special features of the scheme were that (a) a farm should be attached to the school with an area and equipment sufficient for practical training on a reasonably large scale, and that (b) the training should be given, not by one of the ordinary school teachers but by a teacher selected and trained for that purpose. The farms are maintained by the district board concerned which is responsible for the payment of the teacher who receives an additional allowance of Rs. 10 per mensem, Government being responsible for the provision of the land and the necessary initial outlay. A special training class (with a course of one year) was started temporarily at the Lyallpur Agricultural College, but the intention has been to move the class to the proposed Senior Vernacular Training College in the same town.

Government is gratified to hear that, in the main, the experiment has proved a success and that, though the training is usually optional, it is undertaken by the vast majority of the pupils in each school where such training is offered. It is therefore all the more disappointing to find that the Jullundur District Board has resolved not only to provide no more training of this nature, but even to disregard its obligations to those teachers whom it sent to Lyallpur for training. Government has therefore made the following decisions:—

- (i) The attention of district boards and of inspectors is directed to the necessity of increasing the number of middle schools in which practical agriculture is taught.
- (ii) The proposal that, if need be, the land for the school farm should be leased instead of being bought is approved.
- (iii) The suggestions of the Conference in regard to the amount of time required in each school for agricultural training are considered suitable.
- (iv) The training class in agriculture will be permanently located at the Agricultural College, Lyallpur; and proposals are being considered for the erection of a hostel and for the purchase of the necessary equipment.

36. At the same time, in its letter quoted above Government also formulated a scheme for practical training in agriculture in high schools. Unfortunately, it has not been attended by the same success as that in middle schools. The acquisition of land for a school farm in urban centres is almost prohibitive; the difficulty of obtaining suitably qualified teachers is considerable; and it is open to consideration whether the teaching of agricultural science would not be preferable. Government is therefore constrained to accept the suggestion of the Conference and, while not interfering with existing arrangements, to postpone the opening of any more high school centres in agriculture until the matter has been further considered.

37. *Clerical training.*—At present there are a certain number of commercial or clerical classes, principally in aided schools, preparing pupils for the School Final Certificate examination of the Punjab University. The experiment has not yet proved entirely a success. The efforts in the past have been somewhat spasmodic; the teaching often indifferent; and the equipment usually insufficient. Moreover, as this form of training is rightly taken in conjunction with a large measure of general teaching, it is somewhat superficial and needs to be followed by a more specialised vocational course. Government has therefore decided that its best means of encouraging such training will be by the formation of commercial and clerical centres; and inspectors have been invited to submit proposals for eleven such centres; three in the Lahore Division and two in each of the other four divisions. Government has no desire to discourage private effort in this direction, and is

therefore willing, subject to conditions, to offer the ordinary staff grants and a grant towards initial equipment up to half of a given maximum of expenditure to any private school, or preferably to a group of such schools, which desire to form a private centre where a Government centre does not exist or where the Government centre, as in Lahore, cannot cope with the needs of all the schools. In towns where there is a Government commercial centre, grants would only be permissible on the recommendation of the inspector and with the approval of Government. Temporary arrangements are also being made at the Central Training College, Lahore, for the training of commercial and clerical teachers. Government is also considering a proposal for the institution of post high-school classes in clerical subjects. These would naturally be almost entirely of a vocational nature. It is to be hoped that district boards, municipalities and commercial firms will give some active financial and general support to these proposals.

38. *Industrial training.*—Government has also invited proposals from inspectors for the creation of one industrial centre in each division; and as stated above, the middle standards seem appropriate to such training. In submitting these proposals, inspectors have been invited to take into consideration: (a) the industries which are suited to the locality selected, and (b) the possibility of pupils who have undertaken this preliminary training proceeding to a specialised industrial school maintained by the Department of Industries. It is to be hoped again that district boards, municipalities and industrial organisations will give some active financial and general support to these proposals.

39. *Conferences and Committees.*—In conclusion, it may be convenient to recapitulate the problems on which Government desires to seek the advice of leaders of public opinion, besides the submission of this Resolution for general discussion by the Education Committee of the Legislative Council—

- (a) *General Conference* (to be held in December or January next)—
- (i) The pay and qualifications of vernacular teachers;
 - (ii) The training of vernacular teachers; the best means of expanding training facilities.
 - (iii) Medical inspection.
 - (iv) The expansion of vocational training.
- (b) *Committees* (to sit next cold weather). Optional English classes in vernacular middle schools; conversion of vernacular into anglo-vernacular middle schools; the vernacular final examination; changes in the curriculum necessary to the introduction of vocational training in these schools.
- (c) *Compulsory Education.*—As soon as the necessary statistics and information have been checked a Committee will be formed to consider this problem and, in particular, the financial issue.

ORDER.—Ordered that the above review be printed and circulated with the proceedings of the Inspectors' Conference; also that they be published in the *Punjab Government Gazette*, English and Urdu editions, communicated to the Press, and that copies be forwarded to all Commissioners and Deputy Commissioners, all Divisional, District and Assistant Inspectors of Schools, the Chief Inspectress of Schools, the Principal, Central Training College, the Inspector of Training Institutions, the Inspector of Vernacular Education, the Principal, Government Institute of Commerce, the Principals of the Training Colleges, Lyallpur and Hoshiarpur, the Headmasters of Normal Schools and recognised High Schools, the Director of Agriculture, Punjab, the Director of Industries, Punjab, the Principal, Punjab Agricultural College, Lyallpur, and the Registrar, Punjab University, for information.

By order of the Punjab Government
(Ministry of Education),

G. ANDERSON,

Under-Secretary to Government, Punjab.

Government of the Punjab (Ministry of Education).

No. 6301-A.

FROM

G. ANDERSON, Esq., C.I.E., M.A.,

Under-Secretary to Government, Punjab.

TO

ALL COMMISSIONERS OF DIVISIONS IN THE PUNJAB.

Dated Lahore, the 13th May 1921.

SIR,

I AM directed to inform you that the Punjab Legislative Council has recently passed a budget provision of six lakhs for distribution among District Boards for the current year as grants for the erection of primary and vernacular middle school buildings.

2. It is proposed to distribute nearly three lakhs at once, and the remainder of the grant later in the year on the receipt of reports from divisional inspectors as to the position in each district and the progress made since 1918; and in particular during the current year. In the distribution of the remainder of the grant account will be taken of the initiative and energy shown by each Board. Divisional inspectors will be addressed later in this connection.

3. The amounts allotted to the several districts in your division and the grading of each district are attached to this letter. Any part of this grant unspent at the close of this financial year will be taken into consideration in the award of such grants in the future.

4. In consequence of war conditions and other causes, it is clear that there is considerable leeway to make up in all districts, but in a very varying degree, in the provision of suitable accommodation for schools. It is somewhat disturbing to find that the increase in the number of schools has not been attended by a corresponding increase in the number of pupils attending the schools. This unfortunate result may be attributed to a number of causes; but it is open to consideration whether the poor accommodation of very many of the schools is not the chief factor.

5. What is particularly desirable is that the general condition of a large number of schools should be improved rather than that a small number of unnecessarily expensive school buildings be erected. It is for consideration, therefore, whether it would not be better to make improvements and expansions of a comparatively large number of existing buildings than to erect a very small number of new buildings. The main objects in view are to build quickly and economically. I am, therefore, to point out that the type plans of buildings which were drawn up in 1918 and 1920 are for general guidance, and that modifications of them in the direction of economy are permissible, but in such cases the opinions of the inspecting officers should be invited.

6. A copy of some suggestions which have been compiled by S. Maqbul Shah, Inspector of Vernacular Education, is attached to this letter. I am to invite your attention, in particular, to paragraph 7 of his note. The plans for middle schools and alternative plans for primary schools will be sent later.

I have the honour to be,

SIR,

Your most obedient servant,

G. ANDERSON,

Under-Secretary to Government, Punjab.

D

Suggestions for the consideration of local authorities in building Primary and Middle Schools.

1. *Site*.—The school should be located, if possible, outside the town or village, away from the *abadi*; and on that side of the town or village on which it is not likely to extend. It should be at a safe distance from the insanitary zone which usually surrounds towns and villages. The site should also be such that it remains comparatively dry even when there is a flood in the surrounding area. The ground should be free from saltpetre and white-ants; otherwise there will be constant trouble. The school should not be near a stagnant pool of water, a graveyard, cremation ground or a dusty road; nor should it be near the well from which the village women and girls fetch water. On the other hand, a well close to the school is a necessity. A grove of shady trees, within or close to the school compound, is of great advantage. While the school should be sufficiently close to a village to ensure the safety of school and post office property and to meet the convenience of the teachers and pupils, it should be as central as possible to the several villages which it serves.

2. *Aspect*.—A school should normally face south, as in most parts of this Province there is a south breeze in summer and a north breeze in winter. A verandah to the south is, therefore, essential. If for certain reasons a southern aspect is impracticable, an eastern aspect should be arranged; and in that case a verandah to the east is desirable in view of the fact that in summer months schools are usually open during the early hours of the morning. In any case only one verandah is required; to the south if there is a southern aspect, and to the east if there is an eastern aspect.

A northern aspect is unsuitable though it has been suggested that a verandah on the northern side could be conveniently utilised if need be for an extra class-room. But this would necessitate two verandahs, one to the south being indispensable in any case; and the northern verandah would be too cold for the winter months for use as a class room.

3. *Area*.—The school compound should provide, if possible, for a garden as well as for the school house; and should therefore ordinarily be about two kanals, approximately 90 by 122 feet; but if the school is likely to develop into a middle school, then about six acres would be required so as to provide room for a hostel and playing fields.

4. *Wall*.—A compound wall, even if it be only a low mud wall some three feet high, is very desirable. Without it a school garden can scarcely thrive; and it will be difficult to exclude trespassers and to prevent cattle from straying into the school premises. In sandy tracts it also protects to some extent the school and compound from sand. A keekar, phulahi or cactus hedge would however be an effective substitute for a wall.

5. *Type plan*.—The type plan of 1918 for a two-room school and that of 1920 for a one-room school are in the main suitable, but certain modifications may be necessary in view of local conditions. The size of the class room may vary, but it should not be in any case less than twelve feet wide or more than thirty feet long. This reduction of the width of the room suggested in the type plans may result in very considerable economy. In order to ensure a draught of air, there might be a window on either side of the front door, these facing the three windows at the back. Where the light is good, the windows might well be smaller than in the plan. In view of the fact that the pupils normally sit on the floor, the windows should be two feet from the ground instead of three feet as in the plan. The windows in the back wall should be provided with a grating. Clerestory windows should also be provided.

6. *Blackboards, etc*.—The provision of a cement blackboard (9' × 3½') on each of the end walls would also be an advantage. The pupils could then be so arranged that both sections of the school could each face a blackboard. On either side of one of these blackboards there might be an almirah, one for the use of the teacher and the other for the use of the pupils.

The water-room and the godown in the type plans are both somewhat small. If, however, they are extended to the edge of the verandah the area of each would be about eight feet square. The water-room might also be divided by a thin partition into two parts, one for the use of Hindus and the other for Muhammadans. The floor of the water-rooms should, if possible, be cemented and should be so constructed that the water dropping from the pitchers will flow into a drain outside, which should invariably conduct the water to the school garden. Where funds permit, it would be advisable to construct a room for the teacher on one side of the school which could also be used as a godown, as shown in one of the alternative plans. This is especially necessary in the colony areas where house-rent is very high.

7. *Method of construction.*—The most economical method of constructing primary schools is to entrust the work to the people for whose benefit the school is established; the local authority making a financial contribution in accordance with the means of the people. Such a procedure might stimulate the interest of the people in the school and also prove an economy. In such cases it might be possible for the District Board to purchase beams, timber, etc., at wholesale rates for the whole district, and thus save trouble and expense to individual schools. It would also be necessary to provide a guarantee that on the building being satisfactorily completed, the financial contribution should be paid as quickly as possible.

In this connection, the following extract from the Central Provinces and Berar Report for 1919-20 will be of interest :—

“In view of the expansion that is to be anticipated as a result of the Primary Education Bill and of the interest that the Reformed Government may be expected to take in the spread of education among the masses, the demand for expenditure on buildings is likely to increase largely in the near future; it is therefore desirable to economise as much as possible on the construction of individual buildings. With this object district councils have recently been allowed to delegate to school committees or other village agencies the power to construct new buildings estimated to cost not more than Rs. 1,200, provided that, before doing so, the council shall have satisfied itself regarding the capacity of the agency or committee to carry out the work. A cheap plan for a “kuteha” building by which a school building can be constructed at a cost not exceeding this amount has been prepared. It is hoped that by this means and by taking advantage of the natural interest of villagers in supervising the work of their own school and in economising on materials and labour, it will be possible to build at considerably less cost than hitherto.”

8. *Buildings.*—In districts where the rainfall is small, semi-pacca or kacha buildings should be sufficient. It is also for consideration whether in certain places a thatched roof would not be possible, as shown in the plan.

9. *The school session.*—Another possible method of effecting economy in the provision of school buildings might be to hold two sessions of three hours each, half the classes attending the first session and the other half the second session. This practice, of course, could only obtain where a comparatively large number of pupils live within easy reach of the school.

10. A simple model plan for a middle school will be forwarded. It is an inexpensive plan which fulfils hygienic and educational requirements and will suit both vernacular and Anglo-vernacular middle schools. It will ordinarily have six rooms if it is a lower middle and eight if it is an upper middle school.

11. The Hall (marked on the plan as Drawing Room and office and library) is by no means essential and may be omitted unless the public are willing to contribute towards its cost. For English teaching two fairly large rooms are necessary, so that those two on the plan which lie on either side of the hall should not be less than 25' × 22' each and may be 25' × 24' if the English classes are likely to be the maximum size. The other rooms may be reduced in the width to 20' if smaller classes are expected.

12. The southern aspect is necessary in order that all classes may receive good unobstructed north light from the left, and that it may also be possible to practise drawing in all class rooms, thus rendering a special room for drawing unnecessary. The northern windows should have fanlights and should start 3' from the floor. Clerestory windows should be provided in the side walls to the north and to the south, and might also, with great advant-

age; be provided in the outer walls to the east and west, with holes towards the top in the intermediate walls so as to have through ventilation. These windows should be so weighted that they will normally hang open. A wooden rail provided with hooks for hanging maps, etc., should run round the walls of all the class rooms at a height of nearly 9' from the floor. Of the two almirahs provided in each room, that to the right of the blackboard is for the teacher's use and that to the left for the class library. One of the end rooms should have two large almirahs at the back for science apparatus. The wall blackboards may consist of eternit or of a large slate or of black cement or of a thick (removable) wooden board fixed in the wall. It should be about 10' \times 3½' and should start 3' from the floor.

13. Where a lower middle school is likely to develop higher departments, it is often better to put up a new school on a suitable site than to add room after room to the old primary school without any proper plan. In such a case the old building might be used as a hostel; or the primary classes might be retained there.

14. The model plan admits of easy extension by the addition of a room at either end or, as in the event of its developing into a high school, by building a parallel row of class rooms in front or behind the existing building about 50' away. Two alternative plans will also be forwarded.

15. For a hostel the latest type plan is the best, one or two wings of the quadrangle being completed according to the number of boarders, and others being added as the number increases. A small hostel may, however for the sake of economy, consist of a single line of two dormitories, 18' wide with the Superintendent's room in the middle, so that he may easily supervise both wings. In vernacular middle schools if a separate hostel cannot be provided, the school itself can be utilised for this purpose, provided that kitchens and a room for charpies, boxes, etc., are put up in the school compound.

16. In school buildings there should be no communication between adjacent class rooms, except from the outside as shown in the plan.

17. There should always be in the District Inspector's office a complete and up-to-date list of schools needing new buildings or extensions, arranged in order of urgency, with a rough plan of the building as well as of the site; and brief notes showing what is required and how it can be provided, whether a suitable site is available, and how far people are willing to help, &c., &c.

Proceedings of a Conference of Inspecting Officers held at the office of the Director of Public Instruction, Punjab, on April the 25th, 26th and 27th, 1921.

The Conference was attended by—

- The Hon'ble the Minister for Education (1st session only).
- The Director of Public Instruction, Punjab.
- The Inspector of Rawalpindi Division.
- The Inspector of Lahore Division.
- The Inspector of Jullundur Division.
- The Inspector of Ambala Division.
- The Inspector of Multan Division.
- The Inspector of Vernacular Education, Punjab.
- The Inspector of Training Institutions, Punjab.
- The Registrar of Examinations, Punjab.
- The Principal of the Central Training College, Lahore.
- The District Inspector, Gujranwala.
- The Assistant Director of Public Instruction, Punjab, who acted as Secretary.

The following gentlemen attended at different times during the Conference as visitors :—

- Mr. C. A. H. Townsend, Director of Agriculture, Punjab.
- Mr. E. A. Scott, Director of Industries, Punjab.
- Mr. E. C. Earl, Adviser in Physical Education, Punjab.
- Lala Lachhman Das, Inspector of Agricultural Teaching.

NOTE.—Lala Sohan Lal, Headmaster, Government High School, Gujranwala, was prevented from attending by illness.

The proceedings opened at 10-30 A.M. on April the 25th when the Hon'ble Mr. Fazl-i-Husain, Minister for Education, opened the session with a brief speech outlining the scope of the Conference and welcoming the members. The speech of the Hon'ble Minister is given below in full :—

“ GENTLEMEN—

“ You have been requested to attend this Departmental Conference. I have come over to welcome you. A Departmental Conference means a Conference of the experts who are actually in the service of the Department. This Departmental Conference under the Education Code is an institution distinct from the General Conference, which institution is intended to afford opportunities to members of the Department and to those interested in educational problems of the Province to come together and discuss matters of general policy. In some quarters there has been a misapprehension as to the nature of this Conference. It is apparently believed that this is a General Conference, and that those people who take a very keen interest in educational problems of the country have not been invited to it.

“ I see no harm in stating that, as soon as I took over the charge of my office, I intended to call a General Conference with the object of considering the question of overhauling the whole system of education as prevailing in the Province, but the question of the annual budget in the Council and later on the question of legislation connected with charitable endowments made it impossible for me to carry out my intentions. However, it only meant that the carrying out of my object was delayed. I want to enlist the sympathies of all those who have ever worked in the Department or have taken interest in matters educational while outside the Department. In fact, considering that education is a provincial and a transferred subject, nothing short of that is expected from one who is responsible in the first instance to the Council and, through the Council, to the public in determining the general policy of primary, secondary and university education. So far as the ideal, the object in view, is concerned I believe there is but little difference in the views of those who have devoted any time to thinking

over educational problems in the Province. They all want to educate Punjabis in such a way as to raise their economic value, to make them good citizens, to make them good patriots and good humanitarians, provided always that a Punjabi, situated as he is at the gate of India in the North-West, is able to wield the sword as easily as the pen. Keeping this as our ideal the difference between various schools of thought can only be one of methods to be adopted in order to achieve this object; that is the work for which I have always intended to invite the co-operation of public workers. I expect them to tell me how I can nationalise primary education and how I can nationalise secondary education. I expect them, having defined the nationalisation of education, to enunciate the various methods which can be adopted to achieve this object, and finally to decide upon the most economical and the most suitable machinery for it. It would not have been wise for you to postpone the holding of this General Conference, and not to face the difficult problems which have been staring the Department in the face for some time. Moreover, it was considered advisable to hold this Departmental Conference with the object of placing certain conclusions before the General Conference when it is called, and not as an unflinching critic has said with the object of thrusting your proposals down the unwilling throat of the General Conference. When the spirit of change is abroad and public opinion demands change, let us hope for the better. We are particularly fortunate in having at the helm of the Education Department a Director of Public Instruction who welcomes new ideas and who has not grown grey in the Department so that every change may mean a pang to him. I feel that so far as the ideals are concerned, so far as the two requisite principles of economy and efficiency are concerned, our Director of Public Instruction stands second to none of the nationalists in working for the cause of educational advancement in India. In your deliberations to-day I have no doubt your work will be facilitated a great deal by his tactful guidance. He has the gift of attracting ideas from others and in some cases of moulding ideas for others where they have not actually yet developed. This enables me to hope that, though your programme is a very lengthy one and includes many difficult subjects, you will still be able to give an excellent account of yourselves and to arrive at conclusions which will be beneficial to the Department and to the public as well. I wish you success in the difficult task which is before you to-day."

I.—Expansion and Improvement of Vernacular Education, Appendix A.

(a) The Director of Public Instruction raised the question of the sufficiency of the last survey of the needs of the Province. It was agreed that it would be premature to frame new surveys but that inspectors should show in their returns separate entries for the number of upper middle and lower middle schools which were opened.

(b) In regard to expenditure it was pointed out that certain boards had paid teachers of low qualifications a distinctly higher salary than they would have received had they been eligible for Government service. It was resolved by the Conference that grants to boards should be on the basis of approved expenditure only and that the following points should be taken into consideration by the inspector at the time of submitting his recommendations for recurring grants:—

- (i) The figures of expenditure for the last two years should be scrutinised.
- (ii) The figures of the non-educational income of the board and of the amount spent by the board on education should be determined.

NOTE:—By 'non-educational net income' is meant all income from other than educational sources excluding Government grants for specific purposes.

By 'educational income' is meant—

- (a) Fees.
- (b) Government grants for education, excluding those for buildings.
- (c) Contributions from other local bodies for education.

(d) Subscriptions and endowments from private sources for education.

(e) Sale proceeds of school property.

(iii) How far the board has carried out the programme of expansion.

(c) It was considered that the present grant system had worked harshly in the case of many districts, such as Sialkot, Gujranwala and Kangra. The opinion of the Conference was that the real difficulty lay in the fact that the district boards had practically a fixed income with which to meet steadily expanding liabilities. These liabilities hitherto had been met by a system of grants from Government, the amount of the grant being determined by the grading allotted to each board. This was really a system of doles. The rapid changes in economic conditions had brought several boards, especially those named above, into serious financial embarrassment. They were now faced with the necessity either of ceasing to expand their educational activities or of approaching Government for a revision in their favour of the allotted grading; in other words, of asking Government for a larger dole. So long as the present system continues this undesirable state of affairs is bound to recur from time to time. The Conference therefore recorded its opinion that a permanent remedy is to be found in a change of system. It suggested that Government should hold itself responsible for education above the middle standard while the district board should assume full responsibility for primary and middle education. Further, in order to enable the district boards to meet these responsibilities, expanding sources of income should be put at their disposal. It was the opinion of the Conference that only in this manner could a full and clearly defined responsibility for educational expenditure be secured. The Conference, however, recommended that inspection should remain a function of the Government Department as at present.

(d) To deal with the immediate situation the Conference approved of the appointment of a sub-committee consisting of Messrs. Tydeman, Maqbul Shah, Bishen Singh and Hari Das to examine the cases of the boards which were financially embarrassed and to report to the Director. In connection with the Government grants to district boards the Conference approved of the clause relating to recurring expenditure drafted by Mr. Hari Das for the new edition of the Punjab Educational Code. For facility of reference the clause is reproduced below :—

Educational Budgets of District Boards.—The Educational budget estimates of the district board shall be prepared in the prescribed form by the district inspector in consultation with the inspector. The district inspector shall submit them to the board on or before the 16th October in the year preceding that for which they are framed. The budget estimates, as approved by the board, shall be furnished on or before the 1st November to the divisional inspector with a statement showing the detailed receipts and expenditure under education, and also an abstract of the entire estimate, showing the opening balance, total income, total expenditure and estimated closing balance. On receipt of this statement the inspector shall communicate his views to the commissioner within a fortnight of its receipt, who will take those views into consideration before finally approving the budget. If the budget is subjected by the board to further revision in the course of the year no transfer of funds shall be made from the major head 'Education' to any other head without the sanction of the commissioner who shall give notice of any such transfer to the inspector.

Subsequent changes in the Budget.—No portion of the allotment made in any year for educational purposes shall be subsequently transferred to any other head without the consent of the commissioner; and the unspent balance connected

with either recurring or non-recurring charges, if any, shall be ear-marked for educational purposes in the budget of the following year.

(e) In regard to the scale of salaries for board teachers it was agreed that the minimum suggested by Mr. Richey was now too low and that it was desirable that the Director should issue a circular giving new and higher minimum rates for the various grades of teachers.

(f) The disparity between the ratio of increase of expenditure and that of increase of pupils Appendix B was then examined. The Conference, after much discussion, decided that much benefit could be obtained by giving public recognition to the work of school masters and by personal educational propaganda on the part of district inspectors. Another suggestion approved in this connection was that the sums of money placed at the disposal of the divisional inspectors for rewards should be devoted chiefly to the encouragement of good work in the primary schools.

II.—School Buildings.

(a) On this point there was much discussion in the course of which the situation as regards the whole Province came under review. It was also made clear that difficulties of many kinds prevented steady and uniform progress in carrying out building schemes. The following resolution was passed:—“To secure uniform progress building surveys should be prepared for each district in order that no delay should occur in the utilisation of any Government grant for building purposes as soon as it be given. Standard plans for schools should be prepared and in their preparation future developments of educational facilities should be borne in mind, e.g., plans for primary schools should be so drawn up as to be capable of easy conversion into middle schools. Similarly, middle schools should be capable of conversion into high schools when required.” It was further resolved that a standard plan or plans should be prepared and issued by the Department for the information of district boards. The plan should be accompanied by brief notes to explain important points and to enumerate other points on which local variations might or might not be allowed. It was agreed in this connection that in districts of small rainfall katcha buildings and thatched roofs should be considered permissible. In regard to the cost of construction it was resolved that with the standard plan bills of approximate quantities should be circulated and the divisional inspectors should be asked to ascertain the cost of erecting buildings on these estimates. Such estimates should be accepted as the standard for each division. Any buildings, however, the estimate of which exceeded Rs. 3,000, should be carefully considered by the inspector before giving sanction and a report on the case should be sent to the Department for information. The Conference also suggested that district boards might with advantage be addressed on the economy to be effected by the establishment of depôts at suitable centres in each district for beams, girders, door and window frames and other stock material likely to be useful for the construction of primary schools.

(b) The Conference considered that repairs to the buildings of primary schools should be included among the functions of the “Village Panchayat” and that this suggestion should be forwarded for the consideration of the Minister of Education.

(c) In regard to the various sanctions required before building schemes could be carried into operation the Conference recorded its opinion that when a definite scheme of building and standard plans in connection therewith had once been approved it should be unnecessary to apply for administrative sanction for each building. Further, with regard to the obtaining of technical sanction Government might be asked to allow this to be dispensed with except in cases wherein it was specifically desired by the chairman of the district board or by the inspector of schools.

(d) Finally, it was resolved—

(i) that a letter be addressed to commissioners giving the resolution of the Conference on the question of standard plans and

estimates and on procedure. The letter should state that the question of administrative and technical sanction was being referred to Government and that a second communication on this point should be expected.

- (ii) Government should be addressed on the points relating to administrative and technical sanction.

III.—*Indigenous Schools, Appendix C.*

The Conference resolved that—

- (a) It was desirable to continue the policy of converting indigenous schools into board primary schools.
- (b) Indigenous schools should receive no grants in rural areas wherein a board school exists within a distance of two miles.
- (c) The attention of inspectors should be drawn to their powers to reduce the grant in cases covered by the Code rules. On the other hand, where the indigenous school fulfils the conditions of the Code and is not in competition with a board primary school, it should be encouraged by raising the grant to Rs. 3 in the case of boys' schools and Rs. 5 in that of girls' schools.
- (d) The Conference considered suitable the rates proposed in the new edition of the Code for staff grants to such schools. The rates are given below :—

I. For men teachers—

Rupees 6 a month to a teacher if he has passed the Vernacular Final Examination or the 8th class of an Anglo-vernacular school; or Rs. 7, if he has passed any Oriental Title Examination, or has completed a course of training in a local training class or holds a special certificate for teaching in a primary school or department.

Rupees 4 a month to other approved teachers.

II. For women teachers—

Rupees 10 a month to a teacher who has passed the Middle Standard Examination.

Rupees 7 a month to a teacher who has passed the Upper Primary Examination.

Rupees 6 a month to other approved teachers.

IV.—*Training of Teachers, Appendix D.*

(a) It was resolved that—

- (i) The Inspector of Training Institutions should relieve divisional inspectors of all duties connected with the inspection of normal schools. The divisional inspector, however, should have the right of entry into all the normal schools in his division and of recording his opinion in the log-books of the schools.
- (ii) Certificates awarded to pupils in normal schools should be issued over the signature of the Inspector of Training Institutions and not as hitherto over the signature of divisional inspectors.
- (iii) The Inspector of Training Institutions should be responsible for the general administration of these schools, for senior vernacular classes attached thereto, and for the practising schools. This responsibility would involve the headmasters' communicating with him on these matters instead of with the divisional inspectors. He should also be responsible for the admission of all students to normal schools and for the grant of casual leave to students and staff. Headmasters, however, might be permitted to grant casual leave to the pupils in their normal schools up to a maximum of four days.

- (iv) The Inspector of Training Institutions should be responsible for advising the Department on the development and increase in the number of normal schools and on the proposed change in the location of existing normal schools. In each case he should consult the divisional inspector before making his recommendations.
- (v) The Inspector of Training Institutions should not be responsible for the senior vernacular colleges. The inspection of these colleges could best be done by a specially constituted committee of inspection appointed by the Department from time to time.
- (vi) With regard to local training classes, if the divisional inspector considers them advisable, he should approach the Registrar of Examinations for the examination of students in such classes.
- (vii). In order to attract more candidates to normal schools, Government should be asked whether the policy of favouring agriculturists should be so far modified as to allow of stipends being offered to non-agriculturists if a sufficient number of agriculturists be not forthcoming.
- (viii) District boards should be asked to give additional stipends to students in normal schools who are being trained for service under the board deputing them to the school.
- (ix) A sub-committee consisting of Messrs. Hari Das and Ram Chandra be appointed to draft a letter to the headmasters of normal schools inviting their suggestions on the possibility of modifying the course for junior vernacular teachers with a view to giving such men sufficient training to take charge of lower middle schools. On receipt of replies, this sub-committee should consult Mr. Parkinson as to what action, if any, should be taken.
- (x) Every headmaster of a normal school be required to keep a record of the conduct, progress and character of each student, which record should be produced before the Inspector of Training Institutions at the time of his inspection.
- (xi) The Conference favoured the continuation as a temporary expedient of the attachment of senior vernacular classes to normal schools and considered that some system of allowances to the staff of the normal schools concerned should be introduced in consideration of the additional work involved by the attachment of these senior vernacular classes.
- (b) The Conference recorded the opinion that more senior vernacular students would be forthcoming if additional stipends could be given, or, in the case of Hoshiarpur, if the hostel accommodation could be expanded.
- (c) The Conference agreed that, on the figures supplied by Mr. Parkinson, 120 junior Anglo-vernacular teachers were required each year and that provision should be made for training this number of junior Anglo-vernacular teachers annually in the new intermediate colleges and in the training classes attached to the Khalsa College, Amritsar, and the Islamia College, Lahore, if the junior Anglo-vernacular classes be abolished at the Central Training College to make room for higher training.
- (d) The Conference further considered that, unless the taking of English as an optional subject in middle schools be discouraged, it was probable that within the next few years the annual need for junior Anglo-vernacular teachers would increase.

V.—Assistant District Inspectors, Appendix E.

The Conference was of opinion that the need for additional assistant district inspectors was justified on the ground that not only had the number of schools increased but that there was a great need of propaganda work in rural areas and of constant and steady supervision by these officers of the staffs of the primary schools within their areas. Many teachers in such schools were working on wrong lines owing to their inexperience and ignorance of method. The assistant district inspector should not be content with an ordinary tour or visit to a school but wherever possible he should stay in each locality for two or three days in order to guide and assist the staff of the school and to carry on educational propaganda among the inhabitants of the area.

(ii) The Conference also recorded the unanimous opinion of all the divisional inspectors that, instead of the present system whereby two or three specialist assistant district inspectors are attached to the divisional inspector, these officers should be replaced by one experienced gazetted officer who should act as general assistant to the divisional inspector; and that the specialist assistants should become assistant district inspectors. It was the opinion of the Conference that if this suggestion could be adopted it would obviate the necessity of creating ten more posts of assistant district inspectors, as had been proposed.

VI.—Agricultural Teaching, Appendix F.

Note.—On this question the Conference had the benefit of the advice of Mr. Townsend, Director of Agriculture; Mr. Scott, Director of Industries; Mr. Heath, Principal of the Mayo School of Arts; and Lala Lachhman Das, Inspector of Agricultural Education.

(i) It was resolved that practical gardening should form part of the nature study course in primary schools and that in order to improve the teaching of the subject of nature study the appointments of masters in nature study in the various normal schools should, so far as is possible, be held by senior vernacular teachers who have had special training at Lyallpur.

(ii) With regard to agricultural education in middle schools, Lala Lachhman Das reported that in the Rawalpindi Division equipment had been completed and work had been started at four places, and at four other places arrangements of a less satisfactory nature existed. In the Multan Division farms existed and were in a satisfactory state in the Multan, Lyallpur, Jhang and Muzaffargarh Districts; and arrangements were in a less advanced stage for four other schools. In the Lahore Division satisfactory arrangements had been made only at one place, *viz.*, Patti. At six other places preliminary arrangements were in progress. In this Division there was great difficulty about the acquisition of land. In the Jullundur Division arrangements existed only at two places, and a third centre was under contemplation.

In Ambala only one farm existed, *viz.*, at Gharonda in the Karnal District.

Lala Lachhman Das expressed the opinion that in such cases wherein the farm had been started under satisfactory conditions the success had been gratifying. He stated that his test for the success of a farm was not simply the number of the students attending the classes but the influence which the farm had exercised on the methods and practices of the zamindars cultivating adjacent lands. Where a school farm had succeeded, the surrounding zamindars had imitated its methods.

(iii) Some discussion followed on the procedure whereby land was acquired. Mr. Townsend considered that the Conference should acknowledge that in thickly populated districts owners naturally objected to part with their land. He suggested the use of part of Government "paras", as school farms. Mr. Maqbul Shah and Sardar Bishen Singh advocated the leasing of land, stating their belief that owners had no objection to this, particularly if their land was likely to be improved during the period of the lease.

(iv) The financial difficulties in the expansion of agricultural education were then examined. It was agreed that it was desirable that more consideration should be given to the recommendations of the sub-committee appointed at last year's conference to consider the means of affording financial support to boards in opening middle school farms. Further, that in cases wherein agricultural masters had been appointed but difficulties had occurred with regard to the provision of land and equipment, these men should be transferred to normal schools.

(v) The question of optional English in middle schools and the effect of this subject on the popularity of agricultural teaching was fully discussed. The Conference was of opinion that it was quite possible for both these subjects to be taken. Agriculture should be considered as an alternative to one of the other optional subjects in the middle school course. If this be done, it was then possible to give agricultural instruction for such number of periods as the Agricultural Department considered necessary for agricultural education, viz., four periods a week in classes V and VI and six in classes VII and VIII, together with the intermittent and variable amount of practical work required in connection with each crop, which work must be done outside ordinary school hours.

(vi) In the matter of agricultural training in high schools, the reports received show that only three centres, all in the Jullundur Division, existed. The Conference was of opinion that the experiment of establishing agricultural centres in connection with high schools should not be pushed in view of the expense and the uncertainty connected with it and that a proportionately larger amount of time and money should be devoted to the teaching of agriculture in connection with middle schools.

(vii) The Conference considered that there was no objection to the deputation of senior Anglo-vernacular teachers to the Lyallpur Agricultural College for training along with senior vernacular teachers should occasion require.

(viii) It was further resolved that agricultural teachers should not be penalised with regard to promotion or with regard to their eligibility for the post of superintendent of a boarding-house, merely because they held such posts.

VII.—Manual and Industrial Training in Urban Areas.

The Conference was of opinion that where such training be given, whether in connection with middle or high schools, it should be arranged on the centre system rather than by classes in individual schools on the ground that the centre system is the more economical and efficient of the two methods. It was also resolved that the principle of the centre system should be applied so far as possible to the teaching of commercial subjects. It should be understood that "centre" did not mean that a special building should necessarily be erected for commercial subjects: e.g., one of the schools supplying pupils might be selected as the centre to which the pupils of the surrounding schools should go. Finally, the Conference was of opinion that it was possible to give an industrial bias to education in middle schools and that the experiment of opening industrial training centres should be confined to such schools for the present.

VIII.—Physical Instruction.

In discussing this subject the Conference was assisted by Mr. Earl, the Adviser in Physical Education to the Department. Mr. Earl reported that the vernacular translation of the text-book for use in primary courses was under preparation and that the courses for secondary classes, together with vernacular translations thereof, would be ready within the next few months. Mr. Earl drew attention to the need of choosing the best possible men for a course of training as physical training instructors. He regretted that he could not report favourably on the average quality of the pupils in his previous classes. He considered that the work of expanding physical training throughout the schools depended very largely on the type of men employed as instructors and that unless the instructor be intelligent and capable this expansion was bound to be slow.

(ii) Mr. Earl stated that at his forthcoming summer classes the first class would consist of drill-masters not previously trained on the new system. In this class about 30 men could be trained. In the second of the summer classes it would be possible to take 50 men. These should be men previously trained by Mr. Robson for the reason that such men could master far more easily than others all the principles of the new training and could thus reach a far higher standard of efficiency.

(iii) The Conference considered the question of the inclusion of Ambulance Competitions in district and divisional athletic tournaments. It was agreed that in the Jullundur Division where arrangements actually existed, and in the Rawalpindi Division where they were being made, there was no objection to the inclusion of such competitions in Ambulance and First Aid work in the district and divisional tournaments. The Conference, however, did not favour the universal extension of this practice. There was much difference of opinion as to the value of such training to school boys, mainly on the ground that a little knowledge is a dangerous thing.

IX.—The position of Headmasters in relation to the District Inspecting Staff, Appendix G.

It was agreed by the Conference that there was considerable discontent among headmasters in the matter of their status as compared with the new district inspectors of schools. The following measures were recommended to remove some of the points of friction :—

(1) The headmasters should be allowed to grant casual leave up to a maximum of four days to the members of their staff. Casual leave for more than that period should be granted by the divisional inspector, and all leave of this nature to headmasters themselves, if they were in the Sub-ordinate Educational Service, should be granted by the divisional inspector alone.

(2) The headmasters of high schools should send their promotion examination results to the divisional inspectors for confirmation. The Conference, however, pointed out that if this confirmation is to be carried out in a satisfactory manner a revision of the inspecting staff would be needed.

(3) Confidential reports on headmasters should be made by the divisional inspectors alone. Reports on other members of the staff of Government schools should be made by the headmaster on a separate form for each man and forwarded to the Director through the divisional inspector who should be free to add remarks or recommendations at his discretion.

(4) The Conference was of opinion that in place of the assistant or assistants in special subjects attached to the inspector of the division, an assistant gazetted officer should be substituted.

(5) Surprise visits to high schools should be made at the discretion of the divisional inspector.

X — Inspection and Inspection Reports.

The Conference was of opinion that a detailed inspection of each high school was not an annual necessity. Such an inspection ought to be made at least once in every two years. So long as present conditions obtain, however, there should be an annual visit, not a detailed inspection, to each high school for the purpose of assessing grants and endorsing certificates.

With regard to inspection reports themselves detailed criticism should be avoided. Only noteworthy features of the school and serious defects should be entered in the reports, schools being required to concentrate on the removal of these serious defects before the next inspection.

XI.—Relations of the special inspectors in various subjects with the Divisional inspecting staff.

The Conference was of opinion (i) that every special inspector should send a copy of his tour programme to the divisional inspector concerned for his information and remarks.

(ii) In regard to the inspectors in Arabic and Sanskrit the present system should remain unaltered owing to the requirements of the Central Training College, on the staff of which these inspectors are borne.

(iii) With regard to the Assistant to the Adviser in Physical Education it was resolved that he should consult the inspector before making his tour and find out where that officer is likely to be at any particular time. He should then, if possible, arrange his tour in that division so as to coincide with the inspector's presence in the same place in order to discuss matters with the inspector, and to meet the instructors from surrounding schools. He should not enter his observations in school log-books but should send a report of his inspection to the divisional inspector and a copy of it to the headmaster concerned.

Similarly, the Assistant to the Drawing Inspector should not enter his remarks in school log-books but should send them to the divisional inspector and the headmaster concerned.

XII.—Relations of the inspecting staff with local authorities.

The Conference was of opinion that O.M. No 10774-G of the 4th of November, 1920, should be redrafted and issued again, as some misapprehension appeared to exist with regard to its scope. The letter was not intended to alter, or to infringe on, the powers of the district boards as laid down in the Code with regard to education, but to define the respective positions and duties of district and divisional inspectors.

XIII.—Vernacular and Anglo-vernacular Middle School Examinations, Appendix II.

There was a protracted discussion on the retention or the extension of the public examination known as the Vernacular Final. Many alternatives were examined and difficulties brought to the notice of the Conference. It was finally resolved that the present vernacular final examination should be continued for at least two years and that in the meantime the officers of the Department should watch the progress of the demand for the type of education tested by this examination.

XIV.—The introduction of teachers employed in Provincialised Board Schools into the Subordinate Educational Service.

The question was referred to a sub-committee consisting of S. Maqbul Shah, S. Bishen Singh, Mr. Hari Das, Mr. Tydeman, Mr. Parkinson, and Mr. Towle for examination with special reference to the points raised in the Assistant Director's note on the subject and to the suggestion that the Subordinate Educational Service should be subdivided into classes. In this connection some discussion took place on the question of appointments and transfers between Government schools. The general feeling of the Conference was that the present system whereby such appointments (Appendix I) and transfers are made in the Director's office had serious defects and that an examination should be made into the possibility of making appointments and transfers by some other authority, whether this be the divisional inspector alone or a high school committee.

XV.—Provident Funds in Aided Schools.

The Conference was of opinion that each contributor to a school provident fund should have a separate account in his own name in the Post Office or other savings bank instead of one conjoint account being kept for the whole staff of a school.

G. ANDERSON,
Chairman.

J. H. TOWLE,
Secretary.

APPENDICES.

A.

Provincial recurring grants for the Expansion and Improvement of Vernacular Education.

DURING the year just closed Rs. 22,81,866 were distributed among the various local bodies in the province for the expansion of Vernacular Education against a budget provision of Rs. 21,27,000 and yet most district boards received less than what they had asked for in accordance with the actual expenditure incurred ; and some so much less that they are thinking of closing some schools and refusing promotions and increments to teachers. In the current year's budget Rs. 23,07,000 have been provided for this purpose, and if grants are made according to actual expenditure—let alone paying last year's arrears—over two lakhs more will have to be found by re-appropriation.

It is, therefore, necessary before revising the expansion programme and the system of grants and before raising the grades of some district boards, as recommended by inspectors of schools, carefully to study the financial position of every local body and see what its sources of income are, how it utilizes them, what percentage of its own income it provides for education, how much it has done since the introduction of the expansion programme and what are its chief educational needs. The expansion programme of every district can then be revised in the light of past experience and, if necessary and practicable, a higher grade assigned to it for the Government grant.

Divisional inspectors have been requested to discuss this in the district reports which they will submit next month ; but as the spade work will have to be done by district inspectors, it is necessary that full and clear instructions be issued to them after the question has been discussed at the conference. Many district inspectors are new to their districts and some quite new to their work ; and very divergent views prevail as to what sources of income should be included and what excluded in calculating what percentage of its income a local body provides for education. It will be no easy thing for Inspectors to get correct information as to income and expenditure from the district board or municipal offices.

When the expansion programme was drawn up in 1917, it being quite a new experience for the district inspectors, some of the difficulties which have since arisen were not foreseen. For instance, the temporary allowances that have had to be paid and the higher rates of salary that have had to be adopted were not taken into account ; no regular building programme was drawn up ; and no estimate of the number of trained teachers that would be required was made, nor satisfactory measures adopted for securing an adequate supply of the right kind of teachers. The result is that estimates of expenditure drawn up for the succeeding years of the quinquennium and accepted by every district board on the one side and by Government on the other have proved incorrect, the actual expenditure being much in excess of the estimates. Schools have been opened which are not attended even by 25 or 30 boys. Many Primary-pass or Middle-pass lads are placed in independent charge of primary schools who know little about education ; and about 40 per cent. of the schools, on an average, are ill-housed in every district. Very little has been done during the past few years, except in a few districts, to provide some sort of suitable accommodation.

LAHORE :

MAQBUL SHAH,

*The 20th April, 1921.**Inspector of Vernacular Education, Punjab.*

B.

Expansion and Improvement of Vernacular Education.

IN 1918, there were ... 173 middle schools.
4,613 primary schools.

Total Middle and Primary schools 4,786

2. A survey was then made and maps were prepared for each district. The object in view was so to arrange the development of vernacular education that board schools would be established at every centre where an average attendance of 50 pupils might be expected, provided that a distance of two miles ordinarily intervened between two board schools.

3. With this object in view, an additional 298 middle schools } 4,358 schools would
4,060 primary schools }
be required. In other words, a total of 471 middle schools and 8,673 primary schools would be necessary.

4. A five-year programme of development was then drawn up for every district, by which it was hoped that in 1922-23 there would be 294 middle schools and 6,076 primary schools. In other words, it was expected that by that time the Province would be short of the required number only by 177 middle schools and by 2,597 primary schools. These figures are, however, a little misleading. Since that date, the four year primary school and

the lower middle school of five or six classes have come into existence. In consequence, a larger number of middle schools and a proportionately smaller number of primary schools will be required than was originally anticipated.

5. Figures are now available showing the results of the first two years of the programme. It should be remembered that some of the boards found it difficult to make a punctual start. Two hundred and two middle schools were established during these two years. A large majority of these were lower middle schools—a type of school which did not exist at the time of introduction of the programme. Five hundred and fifty-three primary schools were also started, giving a total of 755 new schools. In addition to these, 281 indigenous schools have been converted into board schools; and new indigenous schools have been started. The pace of development has varied very much between the several districts; and it is significant that Multan and Attock each practically finished its five-year programme in two years.

6. The numbers of pupils were as follows :—

	Primary	Middle.	Total.
1918-19	176,860	26,894	203,754
1919-20	179,365	62,062	241,427

7. In 1918, the expenditure on grants to district boards was Rs. 12,66,359. Mr. Richey estimated that the five-year programme would be completed by an additional recurring expenditure of some eight lakhs, so that he anticipated an expenditure by Government of about Rs. 20,66,000 on the completion of the programme. As a matter of fact, the scheme is far more expensive than was anticipated. In 1920-21, about 20½ lakhs were spent, and we are still short of the number required in 1922-23 by about 450 schools. The main causes of this increased expenditure are (a) increase in the pay of teachers, (b) the substitution of a large number of lower middle for primary schools, and (c) the increased cost of equipment.

8. It is difficult to estimate what will be the additional recurring expenditure required for the completion of the scheme. We require something like 2,300 primary, 500 lower middle, and 200 upper middle schools. The approximate annual cost of maintenance is :—

	Rs.
(1) A single-teacher primary school	500
(2) A two-teacher primary school	700
(3) A lower middle school	1,200
(4) An upper middle school	3,000

The total additional recurring cost works out on these figures at something like Rs. 25 lakhs. Assume that Government contributes Rs. 20 lakhs of these, the total annual cost to Government would be about Rs. 40 lakhs in grants to district boards. And the needs of municipalities and the education of girls are not taken into account in these figures.

9. Speaking generally, the pace of expansion has been reasonably satisfactory and indeed rather faster than was anticipated; the rate of expenditure has risen very considerably; and the increase in the number of pupils is by no means commensurate with the increased expenditure and the increased number of schools.

10. It is a platitude—though often forgotten—that the expansion and the improvement of vernacular education must march together. If too much money and energy are devoted to improvement, it is obvious that the expansion will suffer. If, on the other hand, a disproportionate amount of money and energy are given to mere expansion, there will be a danger of the teaching being so indifferent that (a) parents will not consider it worthwhile sending their sons to school, and (b) the pupils on leaving school may still be illiterate or shortly after leaving school will relapse into illiteracy.

11. The Conference thus might start with a short discussion on the general position of vernacular education. The following general points are suggested :—

(a) The causes of the considerable variations in the rate of progress between the several districts.

(b) The increase in expenditure. Is there extravagance in consequence of schools being started which remain only half full? If so, can the Education Department claim that in certain districts, or at any rate in certain areas, it is prepared for compulsory education if the public choose to apply it? The advisability of encouraging indigenous schools will be discussed later.

(c) The causes of the disappointing increase in numbers in proportion to the increased expenses and the increased number of schools. Possible answers : fees act as a deterrent ; apathy of parents ; influenza and general unsettlement ; owing to possible deterioration of teaching parents do not think it worthwhile to send their sons to school.

(d) To what extent are we prepared for any sudden acceleration of the programme of expansion ?

LAHORE :

April, 1921.

G. ANDERSON,

Director of Public Instruction, Punjab.

C

Indigenous Schools.

A NOTE on the subject prepared by Syed Maqbul Shah has been circulated to inspectors. This question is placed on the agenda for the next Divisional Conference.

2. In 1919-20, 1,033 indigenous schools of all kinds in the Province were examined for grants. There were 40,052 pupils attending these schools ; and Rs. 1,55,767 were given to these schools in the shape of grants.

3. The rate of grant per unit for average attendance is Rs. 2 per annum in case of boys, and Rs. 4 in that of girls. The grant can be reduced by 25 per cent. if the instructional state of school is below the normal or if the school registers are unreliable. Staff grants varying from Rs. 3 to Rs. 4 are also given.

4. The average grant to each school, therefore, works out at about Rs. 12 per mensem while the average number of pupils in each school is about 38. A board primary school of this size would cost about Rs. 30 per mensem, excluding equipment and accommodation.

5. The ordinary primary school under private management costs public funds about half as much for maintenance as a board primary school. It is for consideration whether additional encouragement should be given to—

(a) indigenous schools, and

(b) primary schools under private management.

6. On the one hand, some have held somewhat strongly that these schools were of little value and should be converted into board primary schools at the earliest opportunity. They suggested that schools with a distinct religious purpose and managed by some recognised religious body should be treated as exceptions. On the other hand, it is clear that, with the increase in the salaries of teachers and with the substitution of a large number of lower middle for primary schools, the cost of the expansion of vernacular education is far more than what was anticipated, and many district boards, as well as possibly the Government itself, are beginning to feel the strain. Again, it is represented that the teaching in oriental languages, which used to be a feature of the old indigenous schools, is fast deteriorating through lack of encouragement.

7. The question of imparting religious education is a factor in the discussion.

LAHORE :

April, 1921.

G. ANDERSON,

Director of Public Instruction, Punjab.

D.

Training of Teachers.

I AM circulating a note drawn up by Lala Ram Chandra, Inspector of Training Institutions, for consideration.

The Conference will discuss the extent to which the present provision for the training of teachers is adequate to meet the existing demands and also the demands that are likely to be made in the future. If there is a need for expanding the provision, the following suggestions are for consideration :—

Junior Vernacular Teachers.—Lala Ram Chandra has shown the capacity of the present normal schools. Government intends as soon as possible not only to make the necessary improvements in the existing normal schools, but also to establish new ones ; but this will require a considerable sum of money which may not, all of it, be forthcoming in the immediate future. It is therefore for consideration whether certain changes will not be possible. The following three suggestions have been made :—

(a) It appears that some of the normal schools are not always full. To what causes is this due, and is it because the stipends are not of sufficient value ?

(b) A proposal has been made that the course in normal schools should be altered so as to enable junior vernacular teachers to undertake work in lower middle schools.

(c) A proposal has also been made that it might be possible to attach training classes for junior vernacular teachers to certain high schools.

Senior Vernacular Teachers.—It is for consideration whether additional students could not be accommodated at the two senior vernacular training colleges at Hoshiarpur and Lyallpur. Arrangements have also been made whereby the training classes at Multan, Sargodha, Karnal and Jullundur will be continued.

Junior Anglo-vernacular Teachers.—At present there is a J. A.-V. class at the Central Training College, Lahore, and some arrangements are also made for their training at the Islamia College, Lahore, and at the Khalsa College, Amritsar. Proposals have been made that J. A.-V. classes should also form a part of the new intermediate colleges. With the removal of the J. A.-V. classes at the Central Training College, there will be additional accommodation for B. T's and S. A. V's.

LAHORE: }
April, 1921. }

G. ANDERSON,

Director of Public Instruction, Punjab.

A brief note on Normal Schools in the Punjab.

The tabular statement attached shows that there are 14 normal schools in the Punjab, all maintained by Government. The number of students attending them is 1,089 against 955 in the previous year. These junior vernacular teachers are trained chiefly for rural primary schools.

2. The Ambala Division has two normal schools—at Delhi and Karnal; Jullundur three—at Jullundur, Dharmasala and Moga; Lahore four—at Gurdaspur, Sialkot, Gujranwala and Kasur; Multan two—at Multan and Lyallpur; Rawalpindi three—at Rawalpindi, Sargodha and Mianwali. The last of these serves the most backward area in the Punjab.

3. Of the total enrolment 514 are Hindus, 498 Muhammadans, 71 Sikhs and 11 Christians. Agricultural communities have contributed 501 or less than half the total strength.

4. The distribution of students Division-wise is as under :—

Ambala	...	176	against	180	provided in the budget.
Jullundur	...	198	„	205	„ „
Lahore	...	350	„	350	„ „
Multan	...	181	„	180	„ „
Rawalpindi	...	184	„	250	„ „
Total	...	1,089	„	1,165	„ „

5. More normal schools are needed to keep pace with the expansion of primary education in rural areas. As a rule, one or two new normal schools are opened each year. It is proposed to open two new normal schools during the next financial year, one at Ludhiana and the other at Jhang.

6. The following schools have Government buildings :—

- (1) Delhi ... (To move to Rohtak where new buildings are under construction.)
- (2) Karnal.
- (3) Jullundur.
- (4) Gurdaspur.
- (5) Sialkot ... (To move to Pasrur where new buildings are to be constructed.)
- (6) Multan.
- (7) Lyallpur ... (Temporarily ousted by the Training College for S. V. teachers.)
- (8) Rawalpindi.

The remaining six normal schools, *viz.*, at Dharmasala, Moga, Kasur, Gujranwala, Sargodha and Mianwali need new buildings. The Gujranwala and Sargodha schools will shortly move out to Gakhar and Lalamusa, respectively, where new buildings are approaching completion. Steps are to be taken for providing adequate buildings for Dharmasala, Moga, Kasur and Mianwali.

7. Some of the normal schools have no practising schools of their own and, consequently, experience great difficulty in training their pupil teachers efficiently. In future, provision should be made to construct the practising school along with the normal school ; as a matter of fact, the former should be regarded as an essential part of the latter to secure efficient training.

8. The staff of normal schools is generally satisfactory but that of the practising schools attached needs overhauling in several cases.

9. The normal schools at Karnal, Multan and Sargodha have temporary S. V. classes attached to them with 34, 39, and 31 candidates respectively. The Training Colleges at Lyallpur and Hoshiarpur have an enrolment of 84 and 64 each. Total strength of S. V. teachers under training is 252.

Statement showing the number of students attending Normal Schools in the Punjab for the year 1920-21.

Name of School.	NUMBER OF STUDENTS.								Districts served.	ACCOMMODATION.		REMARKS.
	Hindus.	Muhammadians.	Sikhs.	Christians.	Total.	Agriculturists.	Teaching experience.	School.		Hostel.		
AMBALA DIVISION.												
Delli	76	11	...	...	87	55	43	Delhi, Hissar, Rohtak, Gurgaon ...	Government buildings (S.) ...	Government buildings (S.) ...	To move to Rohtak.
Karnal	67	16	6	...	89	37	44	Karnal, Ambala, Rohtak, Simla ...	Ditto ...	Ditto ...	Temporary congestion in school on account of S. V. class.	
Total	143	27	6	...	176	92	87					
JULLUNDUR DIVISION.												
Jullundur	81	45	20	...	96	65	89	Hoshiarpur, Jullundur, Ludhiana...	Government buildings (S.) ...	Government buildings (F. S.)...		
Dharmasala	41	1	...	...	42	35	30	Kangra	Housed in Government High School buildings (F.)	Housed in Government High School buildings (F.)	New buildings needed.
Moga	83	20	7	...	60	24	31	Ludhiana, Ferozepore ...	Housed in rented buildings on a lease of five years (F. S.)	Housed in rented buildings on a lease of five years (F. S.)	Ditto.	
Total	105	66	27	...	198	124	150					
LAHORE DIVISION.												
Gurdaspur	53	34	6	1	94	33	59	Gurdaspur, Amritsar, Sialkot, Hoshiarpur, Chamba, Jammu State.	Government (F. S.) ...	Government and one rented (F. S.)		
Kasur	34	45	7	3	89	22	67	Amritsar, Lahore, Kapurthala State	Housed in hired buildings (N. S.)	Housed in hired buildings (F. S.)	New buildings needed.	
Sialkot	31	44	2	3	80	26	57	Sialkot	Government buildings (F. S.)...	Rented (F. S.) ...	To move to Pasrur.	
Gojranwala	22	61	2	2	87	37	52	Gujranwala, Sheikhupura ...	Housed in rented buildings (S.)	Housed in rented buildings (F. S.)	To move to Gakhar.	
Total	140	184	17	9	350	118	235					

MULTAN DIVISION.															
Multan	43	49	1	...	92	44	77	Multan, Muzaffargarh, Dera Ghazi Khan, Montgomery.	Government buildings (S.)	...	Government buildings (S.)		
Lyalpur	38	43	8	...	89	27	59	Lyalpur, Jhang, Montgomery	Government buildings (S.)	...	Rented (F. S.)	...	Temporarily ousted by the Training College.
Total	..		80	92	9	...	181	71	136						
RAWALPINDI DIVISION.															
Rawalpindi	17	44	7	2	70	31	42	Rawalpindi, Jhelum, Attock	Government buildings (S.)	...	Government buildings (S.)		
Sargodha	18	59	3	...	80	45	64	Gujrat, Shahpur	Rented buildings (F. S.)	...	Rented buildings (F. S.)	To move to Lalamusa.	
Mianwali	11	21	2	...	34	20	4	Mianwali, Dera Ghazi Khan, Shahpur, Campbellpur.	Old Tahsil buildings (F. S.)	..	Old Tahsil buildings (F. S.)	New buildings needed.	
Total	...		46	124	12	2	184	96	110						
GRAND TOTAL	...		514	493	71	11	1,089	501	718						

The number of Assistant District Inspectors.

It has been represented that one of the reasons for the comparatively slow progress in the expansion of vernacular education is the inadequacy of the assistant inspecting staff. Mr. Richey proposed that there should be, roughly speaking, one Assistant District Inspector for every eighty primary schools: possibly, one Assistant Inspector for every tahsil. This would enable the Assistant Inspector to pay on an average three visits a year to every school in his tahsil.

2. A list has been drawn up and is appended to this note, showing the number of schools and the number of Assistant District Inspectors in each district. It appears that, at any rate, the distribution of Assistant District Inspectors is inequitable, though the extreme difficulty of travelling in certain districts should be taken into account.

3. On the other hand, a considerable increase in the number of Assistant District Inspectors would entail considerable additions to expenditure on education and would *pro tanto* reduce expenditure in other directions.

4. *Tents.*—A proposal has been made that District Inspectors should have big tents such as are used by gazetted officers; and that Assistant District Inspectors should have tents such as that used by Tahsildars. At present, the District and Assistant District Inspectors use tents somewhat similar, though perhaps a little smaller, than those used by Tahsildars. Doubtless, the proposal would appeal to the Inspectors, but it is for consideration whether the expenditure can be justified; an additional objection would be that the cost and difficulty of transit and of pitching the big tents would be considerable.

1	2	3	4	5	6	7	8	9
District.	High Schools.	Anglo-vernacular Middle.	Vernacular Middle.	Lower Middle.	Primary.	Total.	No. of Assistant District Inspectors.	No. of Primary Schools under one Assistant District Inspector.
Hissar	4	1	8	11	168	217	2	108
Rohtak	6	4	7	11	170	198	2	99
Gurgaon	2	1	6	12	168	189	2	94
Karnal	6	4	4	17	195	166	1	166
Ambala	10	6	7	6	217	246	2	123
Simla	2	2	...	3	22	29	...	...
Kangra	2	4	6	28	195	235	2	117
Hoshiarpur	10	12	8	34	261	325	3	108
Jullundur	9	7	8	11	187	222	3	74
Ludhiana	5	6	9	12	129	161	2	80
Ferozepore	9	6	7	11	206	239	3	79
Lahore	14	4	10	11	190	229	2	114
Amritsar	10	9	9	11	214	253	3	84
Gurdaspur	8	10	9	9	288	324	3	108
Sialkot	10	10	7	14	262	303	4	76
Gujranwala	12	2	6	9	166	195	2	97
Sheikhupura	1	3	5	2	105	116	1	110
Gujrat	7	3	3	22	170	228	2	114
Shahpur	8	9	8	15	217	267	3	86
Jhelum	6	5	6	10	139	166	2	83
Rawalpindi	11	7	6	15	134	173	2	86
Attock	3	3	6	4	132	148	2	74
Mianwali	2	2	5	11	119	139	1	139
Montgomery	2	2	5	10	118	137	1	137
Lyallpur	8	7	12	34	321	382	4	95
Jhang	5	2	7	26	121	171	2	80
Multan	6	2	8	9	275	300	3	100
Muzaffargarh	2	2	7	17	139	167	1	167
Dera Ghazi Khan	3	2	4	16	145	170	2	85

LAHORE :

April, 1921.

G. ANDERSON,

Director of Public Instruction, Punjab.

F.

Teaching of Agriculture.

Primary Education.—It has been decided by various conferences that no attempt should be made to give an “agricultural tinge” to primary education, whose main object, after all, is to remove illiteracy; and Government makes no attempt to teach technical agriculture and horticulture in primary schools. At the same time, Government tries to bring the teaching of primary schools in touch with the environment of the pupils.

The following, however, are the subjects for brief discussion :—

- (i) How far are students in normal schools adequately trained in Nature Study?
- (ii) Primary school gardens; this question should be considered in connection with primary school buildings.
- (iii) Are the school hours suitable? It has been represented that in a good many schools the boys are kept hanging about the schools the major part of the day.
- (iv) What progress has been made by the Text-Book Committee in the preparation of suitable text-books?

2. *Middle Schools.*—The All-India Conference seemed inclined toward the institution of separate agricultural middle schools, somewhat on the lines of the Loni experiment in Bombay, and indeed of separate agricultural high schools. The Punjab Government, however, has decided that, rather than start a number of separate agricultural schools, an effort should be made to “agriculturize” the ordinary middle schools in rural districts. An effort, therefore, is made to enable boys to obtain a certain degree of general training in addition to their agricultural training. In other words, the boys are expected to do agricultural work side by side with the ordinary work of the school.

It is thus at this stage that practical and technical training in agriculture is introduced. Government has decided that, for the present, it will give discretion to each district board concerned to adopt either the compulsory or the voluntary training as it thinks fit.

The following points are for discussion :—

- (i) Lala Lachhman Das will be asked to name the middle schools in each division where a properly equipped farm has already been started; and the projects which are nearing completion. Divisional Inspectors will kindly, as far as possible, check his information. The initial cost of acquisition and equipment should also, if possible, be given.
- (ii) General opinions as to the success of the experiment and suggestions for its improvement.
- (iii) To what extent is the procedure adopted for the acquisition of the land satisfactory?
- (iv) It has been represented that the wide-spread introduction of optional English in vernacular middle schools hampers the development of agricultural teaching. A standard time-table permitting the introduction of English and agriculture seems necessary. The Agricultural Department represents that the minimum for agriculture should be four periods in standards V and VI and six periods in VII and VIII. In the new draft scheme of studies, six periods are provided for agriculture throughout the middle classes; but, when English is taken, the amount is reduced to four. It is for consideration whether the time-table cannot be so altered as to meet the requirements of the Agricultural Department. In any case it would appear suitable that agriculture should be taken either at the beginning or at the end of the school session.
- (v) It has been represented that the agricultural teachers are not generously treated. Is the allowance of Rs. 10 sufficient? Are these teachers penalised in the matters of hostel allowances and of promotion to headmasterships?

3. *High Schools.*—It is intended that agricultural teaching should be optional and should aim at turning out men “who even if they do not adopt practical agriculture as their means of livelihood will still have the ability and the interest to have sound agricultural knowledge.”

The following subjects are for discussion :—

- (i) Lala Lachhman Das will give a list of the high school centres and the initial cost of the acquisition and equipment; also the projects which are nearing completion. Inspectors will kindly, as far as possible, be prepared to check this information.
- (ii) General opinion as to the success of the experiments. In view of the large cost involved and in view of the extreme difficulty of obtaining suitably trained teachers would it be better to “go slow” in the high school centres and to devote a proportionately larger amount of time and money to the teaching of agriculture in middle schools?

(iii) Would it be possible to make use of the agricultural demonstration farms, if permission is granted by the Agricultural Department?

(iv) Would it be advisable and practicable to substitute in urban schools some practical form of industrial training? If so, should this form a part of the middle or the high school curriculum?

4. *Training of Teachers.*—(a) A class for agricultural teachers was opened three years ago at Lyallpur Agricultural College, to which twenty senior vernacular teachers have been admitted each year. The course is of one year's duration. These teachers are employed in the middle schools where agriculture is taught.

The following points are for discussion :—

(i) Have the teachers been properly selected? They should be, as far as possible, of the agricultural class.

(ii) Has the training been satisfactory? It was originally intended that this class should be included in the new Senior Vernacular Training College at Lyallpur, but, in view of the considerable cost involved in the acquisition of the land (which is very near the town) and in view of the more suitable environment of the Agricultural College, it is now proposed, with the general consent of the Agricultural Department, to locate this class permanently at the Agricultural College.

(iii) What has happened to the forty (40) teachers who have passed out of the class? There are only some twelve properly equipped farms.

(b) For high schools the proposal was that agricultural B.A.'s should undergo an additional course of training for one year in the new Lyallpur Senior Vernacular Training College. It is now represented that such teachers would require a scale of pay which would be beyond our means. Apart from this consideration, it would be most inappropriate that they should secure higher pay than the headmasters. It is for consideration whether this work could not be done by the better of the Senior Anglo-vernacular teachers with an additional training of one year in the Teachers' Class at Lyallpur.

LAHORE: }
April, 1921.

G. ANDERSON,

Director of Public Instruction, Punjab.

xi

G.

ADMINISTRATION.

Position of Headmasters in relation to the Inspecting Staff.

It has been represented that the position of headmasters has recently deteriorated, and for the following reasons :—

- (a) Though 30 district inspectors are in the Provincial Educational Service, only five headmasters are in that service. In the olden days the headmasters could reach the salary of Rs. 400 per mensem. Under the new scheme no headmasters, except those in the Provincial Educational Service, can go beyond Rs. 250 per mensem.
- (b) Headmasters complain that under C. M. No. 10174, dated 4th November, 1920, their position has been still further lowered by their being made subordinate to the district inspectors. The question of inspection was referred by me to the divisional inspectors for opinion. In addition, district inspectors grant casual leave to headmasters, and their subordinates and they also deal with complaints regarding the refusal of discharge certificates and the promotion of the pupils ; and presumably, district inspectors make confidential reports of the headmasters and their subordinates to the divisional inspectors. Headmasters complain that in consequence their prestige and status suffer. It is understood that headmasters of aided schools, some of whom are men of considerable distinction and draw comparatively high salaries, resent what they conceive to be subordination to the district inspectors.

2. The following points, therefore, arise for discussion :—

- (a) The possibility of improving the pay of headmasters.
- (b) Consideration whether some of the duties now undertaken by the district inspectors might conveniently be assumed by the divisional inspectors. It is for consideration whether a district inspector is competent to inspect a high school independently ; and also how far the inspection of high schools by district inspectors interferes with their work of inspecting other schools. It is also represented that inspection not only by the district inspectors but also by the special inspectors of Science, Drawing, etc., interferes unduly with the general work of the school ; on the other hand, many deputy commissioners have represented that district inspectors should be responsible for all the schools in the district ; and it is for consideration whether divisional inspectors can undertake these additional duties.

LAHORE :

April, 1921.

G. ANDERSON,

Director of Public Instruction, Punjab.

THE VERNACULAR AND ANGLO-VERNACULAR MIDDLE SCHOOLS.

The effect of their amalgamation on the Vernacular Final Examination.

THE Anglo-vernacular Middle School Examination was abolished in 1904. The chief considerations which led to its abolition were:—

- (a) The average age of the boys entering this examination being 13 or 14, it was considered unwise to subject the pupils to the strain of a public examination.
- (b) There was a danger lest schools, in an anxiety to gain distinction, would concentrate unduly upon the preparation of pupils for this examination and would, therefore, neglect subjects not included in the scope of the examination.
- (c) It was not desirable that an external examination at this stage should thus dominate the courses of study and methods of instruction.
- (d) It was thought that the class promotion test would be an effective substitute for a public examination.

2. The Vernacular Middle School Examination, however, was retained and given the more appropriate title of the "Vernacular Final Examination." It is thus supposed to be an examination for those pupils who have come to the end of their school training. On the whole, it is understood that this examination has fulfilled its purpose satisfactorily.

3. The introduction of optional English in vernacular middle schools since 1913 has met with very considerable response. In his C. M. No. 10175, dated December the 24th, 1919, Colonel Wright said that it would be still more difficult in the future to draw a distinction between Vernacular and Anglo-vernacular Middle Schools and felt that the distinction between these schools which had already been weakened by the adoption of the vernacular medium in the middle departments had in fact disappeared. He hoped that the ordinary middle school of the future would be an institution providing good general education in the vernacular up to the standard of the 8th class and offering an optional four-year course in English leading up to the work in the high department. He, therefore, invited opinions as to the desirability of abolishing the distinctive titles "Anglo-vernacular and vernacular middle schools"; and the substitution of a single term, "middle school" to describe an institution teaching up to the 8th standard.

The opinions which have been received in this office are practically unanimous that the distinction should be removed.

If the suggestion is adopted, the future of the Vernacular Final Examination will have to be considered.

4. The following courses of action are for discussion:—

(a) Admission to the Vernacular Final Examination should be optional for the students who take English. If this is done there is a danger that the Vernacular Final will gradually disappear and that there will be difficulty in regulating the promotion of boys from the middle to the high classes, in particular in case of those who change their schools.

(b) That a new Middle Final Examination be imposed for all the students whether they take English or not. If this proposal is accepted, it is for consideration whether exemption from this examination should not be permitted to those who are in the 8th class of a high school. A final examination of some sort seems essential for the proper admission of students to normal schools and to rural service such as that of a 'Patwari.' Moreover, the certificate of having passed a public examination is of value to a number of pupils seeking employment.

LAHORE :
April, 1921. }

G. ANDERSON,
Director of Public Instructions, Punjab.

A suggestion regarding the method of making Appointments, Promotions and Transfers in the Subordinate Educational Service.

UNDER existing practice all appointments to, and promotions and transfers in, the Subordinate Educational Service are centralized in the office of the Director of Public Instruction. While this practice has the great advantage of bringing all movements of officers under the direct control of the Head of the Department, and thus securing fairness of treatment to individuals with due consideration for the general interests of the Department, it appears to have certain defects of which the following are the more obvious :—

- (a) Notes on cases of transfer or promotion are put up by clerks of the Establishment branch, to whom most of the men in the service are little more than mere names on a list, and not persons with individual talents and abilities which should be given the fullest possible scope, and utilized where they are most needed. Confidential records are, it is true, maintained in the office of the Director and are doubtless consulted when appointments are under consideration, but these are very general in character and, being made by different officers whose standards of efficiency differ, they do not afford an altogether equitable basis of comparison in dealing with cases at a central office.
- (b) Promotions and transfers are usually made either by mere seniority or in the interests of the public service. There is therefore but little reward for real merit or incentive to good work. Promotion tends to become automatic and the individual officer has a grievance if he imagines he is superseded, whether his work is efficient or not.
- (c) Institutions and officers interested in securing for particular posts men with special qualifications are not often consulted when appointments are made. Hence it happens, as was brought to my notice quite recently, that a school loses by transfer the services of a B.T., and is given a man with J.A.-V. qualifications, the organization of the work being dislocated accordingly. In this respect Government Schools are at a great disadvantage as compared with private institutions.
- (d) The rank and file of the service have not, as a whole, implicit confidence in the present system, a statement which will, I am sure, be endorsed by any senior officer who has practical acquaintance with the schools, and is indeed supported by the fact that representations regarding promotions and transfers are not infrequent.

2. It was felt some years ago that decentralization in making appointments would probably be an advantage, and Mr. Godley therefore instituted an experiment (about the year 1907) by which the location of teachers drawing salaries of Rs. 40 and under was delegated to divisional inspectors. But this was practically the same system on a somewhat restricted scale, and for reasons into which I am not in a position to enter the experiment was abandoned after a comparatively short trial. In this note I desire to put forward a suggestion which may serve as a basis of discussion for another experiment on altogether different lines.

3. The Subordinate Educational Service comprises mainly :—

- (a) Assistant District Inspectors of Schools ;
- (b) Headmasters and teachers on the staff of Normal Schools and other training institutions (e.g., Lyallpur) ; and
- (c) Headmasters and teachers on the staffs of Government High Schools, and a few other schools (e.g., the Railway Technical School).

Of these appointments those of men included under (a) and (b) would remain, as at present, in the hands of the Director of Public Instruction. For appointments under (c) I suggest an entirely new procedure with a view to securing adequate recognition of local requirements and giving a much wider opportunity to men to work out their own promotion.

4. My suggestion is that for every Government school a Committee should be constituted which should include both official and non-official members. The official members would be *ex-officio* ordinarily the Divisional Inspector of Schools, the Deputy Commissioner, and possibly the District Inspector of Schools ; the last named, if included, acting as Secretary. The non-official members would be local gentlemen of standing, three or four in number, and nominated by the Deputy Commissioner. To this Committee, I suggest, should be entrusted all appointments on the staff of the school, with the possible exception of the headmaster.

5. To work the scheme it would be necessary that every post on the staff of a school should be assigned to a particular grade, and the qualifications essential or desirable in the incumbent defined. On a vacancy occurring in a school, the fact would be notified in the Punjab Educational Journal, and applications invited by a certain date. Any one already serving in the Department, and possessing the necessary qualifications would be eligible to apply for the vacancy, it being definitely understood that canvassing of any kind whatever would disqualify the candidate. The applications having been scrutinized the appointment would be made by the Committee, and the decision communicated to the Director of Public Instruction, who would make the necessary changes in the Subordinate Educational Service list.

In the event of no suitable man already in Government service applying, the Committee would seek departmental approval to the appointment of a new man, but this would only be given if the Director agreed with the Committee that none of the candidates was suitable or in the event of no candidate applying at all. In this way, it seems to me, recruitment for the Department would be automatic and in conformity with local needs.

6. The advantage of a system of this kind lies in the fact that any one possessing the necessary qualifications is at liberty to apply for any vacancy. If a candidate is not selected for a particular appointment he has no grievance, for his claims will have received equal consideration with those of others in open competition, and presumably the strongest candidate will be selected. Incidentally, the system would encourage men to improve their qualifications both academic and professional.

7. A point for special consideration arises in connection with the transfer of men from the teaching to the inspection side of the service and *vice versa*, although even here I do not anticipate that any serious difficulty would arise in the practical working of the scheme. The Director could of course select any man in the service for employment in Normal Schools or as Assistant District Inspectors, and men working in these branches of the service could be permitted to apply in the ordinary way for posts in Government Schools. Cases of transfer for misconduct would have to be specially provided for, but these I have long felt would be more appropriately dealt with by disciplinary measures of a different kind.

It is a question whether the appointment of headmaster should be in the hands of the Committee or in the hands of Government. For the present, I am inclined towards the latter alternative.

* 8. The Committee need not, and should not, exist merely for the purpose of making appointments. I can foresee a sphere of great usefulness before a really keen body.

- (a) Their personal interest and influence would be of the greatest help to the headmaster, who would look to the members for advice and support in schemes for improving and popularizing the institution.
- (b) They would consider suggestions for the renewal or improvement of equipment, extraordinary repairs to or extension of buildings. In other words, they would be consulted in the expenditure of contingent and special grants.
- (c) They would deal with all matters of religious instruction.
- (d) They would consider questions regarding changes in the curriculum, *e.g.*, the introduction of manual, industrial, agricultural or commercial classes.
- (e) They would be authorized to visit the school and hostel and check the registers. Their impressions might be recorded in a book kept for the purpose.
- (f) They would assist in the promotion of functions, such as prize distributions, tournaments, exhibitions and the like.
- (g) They would voice the feelings of the parents and the public. In short, they would perform most of the duties generally performed by the Committee of a private school. Their powers would be executive as far as appointments are concerned, in other respects, they would be advisory.

9. Meetings of the Committee need not be frequent. A special meeting would be called whenever an appointment to the staff had to be made, ordinary meetings might otherwise be quarterly. The headmaster would not be a member of the committee, but would attend by invitation. He would probably be present at most of the meetings, in order to answer questions, but he would have no vote on any question in which a division was called for.

10. It is unnecessary to point out that this suggestion would bring to bear on our Government Schools an element of local interest and supervision which would, I believe, be all for good. And the saving in the work and cost of establishment branch of the Director's office is obvious.

LAHORE :

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E. TYDEMAN.