

PROGRESS
OF
EDUCATION IN ASSAM

1917-18 TO 1921-22.

QUINQUENNIAL REVIEW

BY

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PROGRESS

OF

EDUCATION IN ASSAM

1917-18 TO 1921-22.

QUINQUENNIAL REVIEW.

CHAPTER I.

GENERAL.

I.—INTRODUCTORY.

Our retrospect involves a prospect. The years which are over have laid foundations for the years which are to come.

General.

If we have not arrived in course of the last quinquennium we have at least travelled hopefully. And the road has not been easy. As will be seen from successive annual reports, poverty has stood against us and calamities and disease. Political changes have made the way uncertain. The spirit of perverse animosity which over half the world followed on the laying down of arms has emphasised every element of discord and led to outbreaks of class feeling and to aggression on the part of militant minorities. Schools and colleges have been marked for attention. Politicians and dreamers have thrown a screen of youth in front of a revolutionary attack on government. Students, high school boys, pupils even of minor schools have been encouraged to reprobate their parents and instructors and take to themselves authority. Educational discipline has reflected the political disturbance of the country.

And education and discipline have survived. If there have been losses, they are already in process of being made good.

In this there is good augury for the times ahead.

But the situation grows increasingly complex and difficult. On the one hand money is needed for advance, and is not forthcoming. On the other, political and social conditions render it almost impossible to frame a policy which will at once be acceptable to the people and in conformity with their needs.

2. Despite an unprecedented increase of educational expenditure on the part of government, progress has been hampered for want of funds. Finance. The increased allotments were in bulk taken up by the developing cost of obligations undertaken in the previous quinquennium, by grants to local bodies, mainly for the improvement of the pay of their teachers, and by the reorganization of the various educational services. What was left did not suffice to enable us to improve the pay of masters in aided schools or to restore these schools against the damage which they suffered by the reduction of their enrolment. Allotments fully pledged, succeeded by a call for retrenchment, have been the lot of the new educational administration, an administration which is eager to advance. This

has seemed hard. And it is indeed nothing but unhappy that we have not had such freedom in finance in the opening years of the new order as would have enabled us to carry on in comfort and to give backing to our friends. It may not, however, be too optimistic to regard the want of *plenty* as a blessing in disguise. The acceptance of the resolutions announced for the first meetings of the new Council would have required, directly and indirectly, the whole budget of the province for education alone. We have been brought up at the start against the measure of our responsibilities and the need for husbanding our means. This must in the long run make for good. An apprenticeship to poverty, if it be not too prolonged, is no bad training for the task of spending public money.

If we are to make progress economically there must be less dependence than hitherto upon provincial revenues. Larger claims must be made upon local bodies and upon private enterprise. Proposals for the establishment of government institutions will have to be jealously scrutinised. For the rest the need for earning will in time be realized, and income will, it may be hoped, develop to enable us, along with other departments of public activity, to plod towards the accomplishment of the expectations implicit in the political reforms.

3. The constitution under the reformed scheme of government is not yet in organic relation with the conditions of life in the country. There is a world of ignorance between the villager and the vote. In commerce, in industry, in the understanding and acceptance of democratic ideas and the establishment of democratic institutions we have far to travel before we can vindicate our title to the political status which has been conferred on us.

Education is looked to as the force which is to move us on the upward road. But education, while it must accompany the general progress, can do little by itself alone.

As regards *elementary* education, the education of the masses, it must prove impracticable to attempt compulsion so long as the great majority of the people can say and truly say that they are very poor, that education, even fee-free education, costs much more than they can afford and that there is no need for literacy in their daily lives.

And *higher* education cannot proceed for long without regard to the readiness of the State to assimilate its products.

If government is to be central and to be representative of and responsible to a wide and widening electorate, if it is to move towards Lincoln's ideal of "government of the people, by the people and for the people," there can be no question that the more general diffusion of elementary education must be a cardinal article of its working creed; but the development can proceed at no more rapid pace than is allowed by the preparation of the way, the state of the exchequer, and the will of the electorate.

The improvement and advance of higher education is equally essential; but already the educated cry out for employment and are not satisfied.

Certain main lines of action appear for consideration :—

To call a halt in the work of our high schools and colleges might help to ease the problem of unemployment. But this is not possible. There is, and it is natural and right that in caste-ridden India there should be, a steady increase in the number of those striving by education to raise themselves to consideration and respect. This is not a movement which can be discouraged. What we can fitly do is to examine more closely than hitherto the credentials of those who claim to be educated beyond a certain stage with the encouragement or at the expense of the State, and more confidently than hitherto to make demands upon the enterprise and public spirit of the people.

Another line of action is that of co-ordination. On the one hand, the opening of communications, the development of commerce and industry, the increase of production, the broadening of the basis of taxation—this is the most important phase—and on the other, the concurrent adaptation of our school and college systems so as to bring education into such relation with the changing life of the country that it will progress with its development and minister to its growing needs. The educational problem presented has not been fully solved in any land. It has scarcely as yet been faced in India.

II.—STATISTICS.

Pupils and institutions. 4. I subjoin a summary, without comment :—

Descriptive head.	1916-17.		1921-22.		Percentage of increase or decrease.	
	Institutions.	Pupils.	Institutions.	Pupils.		
1	2	3	4	5	6	
PUBLIC INSTITUTIONS.						
<i>University Education.</i>						
Arts Colleges	2	688	3	767	+11.48	
Law College	1	45	1	52	+15.55	
<i>School Education—General.</i>						
Secondary for boys ...	{ High schools ...	36	13,481	41	11,102	—17.64
	{ Middle English ...	113	11,183	126	7,867	—29.65
	{ Middle Vernacular ...	112	12,328	133	13,034	+5.72
Ditto for girls ...	{ High schools ...	2	489	3	627	+28.22
	{ Middle English ...	12	1,146	16	1,542	+34.55
	{ Middle Vernacular ...	11	983	17	1,150	+16.98
Primary schools ...	{ For boys ...	3,868	171,015	3,957	158,691	—7.2
	{ For girls ...	329	10,793	343	10,511	—2.61
<i>School Education—Special.</i>						
Training Schools ...	{ For Masters ...	9	489	8	353	—27.81
	{ For Mistresses ...	2	27	2	34	+25.92
Law school	1	13	...	...	...
Medical school	1	178	...	...	...
Technical and Industrial schools ...	7	71	12	170	+139.43	
Other schools	61	1,890	85	2,165	+14.55	
<i>Total of Public Institutions</i> ...	4,587	224,819	4,747	208,065	—7.45	
PRIVATE INSTITUTIONS.						
Arabic or Persian	7	301	11	607	+101.66	
Sanskrit	18	283	21	356	+25.79	
Elementary teaching	{ A vernacular only ...	43	582	55	1,697	+191.58
	{ The Koran only ...	82	2,854	109	3,010	+5.46
Other schools not conforming to departmental standards.	153	5,074	80	2,534	—50.05	
<i>Total Private Institutions</i> ...	303	9,094	276	8,204	—9.78	
GRAND TOTAL	4,890	233,913	5,023*	216,269	—7.54	

* Includes 2 night schools attended by 51 pupils.

Expenditure.

5. The returns show the expenditure on education as having risen from Rs. 25,59,290 to Rs. 34,83,928 as follows :—

Descriptive head.	1916-17.	1921-22.	Per centage of increase or decrease.
1	2	3	4
	Rs.	Rs.	
Provincial revenues	9,97,022	21,85,303	119·1
Local funds	7,33,451	3,86,036	—47·3
Municipal funds	33,265	37,765	17·04
Fees	4,64,503	5,47,997	17·9
Endowments	80,931	57,291	—29·2
Subscriptions	2,50,118	2,69,536	7·7
Total	25,59,290	34,83,928	36·1

These figures are (1) incorrect, (2) misleading, *incorrect* inasmuch as returning officers have perforce omitted returns for Nowgong local board and municipality, which lost all their records in the destruction of their offices by fire; *misleading* inasmuch as government grants to local bodies which were included in 1916-17 under the head of local and municipal funds are now, under revised orders, returned under the head of provincial revenues.

I have in the following table included an estimate of the Nowgong expenditure and adjusted the figures for 1916-17 so as to bring them into line with the figures for 1921-22 :—

Descriptive head.	1916-17.	1921-22.	Percentage of increase or decrease.
1	2	3	4
	Rs.	Rs.	
Provincial revenues	13,51,311	22,17,525	+64·1
Local funds	3,89,274	4,09,752	+5·2
Municipal funds	23,153	38,915	+68·0
Fees	4,64,503	5,47,997	+17·9
Endowments	80,931	57,291	—29·2
Subscriptions	2,50,118	2,69,536	+7·7
Total	25,59,290	35,41,016	+38·3

It will be noted that of a total increase of close on 9·8 lakhs, 8·6 to 8·7 lakhs—83 per cent.—has been borne by Government.

Detailed calculations in the body of the report are affected by the omission of the Nowgong figures.

A statement is appended, as required by instructions received, showing expenditure on buildings, etc.—during each year of the quinquennium.

APPENDIX TO CHAPTER I.

Statement showing expenditure on buildings, furniture and apparatus during the quinquennium 1917-18—1921-22.

Year.	Amount spent on buildings, furniture and apparatus.						Total amount expended (as given in column 33 of General Table IV).
	Colleges.	High schools.	Middle English schools.	Middle vernacular schools.	Primary schools.	Special schools.	
1	2	3	4	5	6	7	8
1917-18.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Provincial revenues (including Imperial).	9,720	77,170	7,634	4,305	4,655	26,186	1,29,670 +6,420*
Local funds ... ..	...	...	5,153	8,378	28,165	...	41,696 +384*
Municipal funds ... ..	...	...	...	681	1,685	...	2,366 +149*
Subscriptions and other private sources.	...	10,168	15,534	1,724	15,747	3,100	46,273 +9,501*
Total	9,720	87,338	23,321	15,088	50,252	29,286	2,20,005 +16,457*
1918-19.							
Provincial revenues (including Imperial).	4,769	41,740	3,841	6,190	12,271	25,443	94,254 +4,681*
Local funds ... ..	...	...	589	6,196	26,583	...	33,368 +1,694*
Municipal funds ... ..	...	...	...	552	1,445	...	1,997 +294*
Subscriptions and other private sources.	...	24,881	23,254	232	11,693	701	60,761 +1,394*
Total	4,769	66,621	27,684	13,170	51,992	26,144	1,90,380 +8,063*
1919-20.							
Provincial revenues (including Imperial).	8,090	35,911	36,487	15,196	31,899	79,456	2,07,039
Local funds ... ..	...	...	822	14,182	43,948	...	58,952
Municipal funds ... ..	...	...	1,779	692	1,106	...	3,577
Subscriptions and other private sources.	...	21,974	23,035	342	22,342	3,203	71,496
Total	8,090	57,885	62,123	30,412	99,895	82,659	3,41,064
1920-21.							
Provincial revenues (including Imperial).	54,744	82,239	24,546	12,407	20,567	32,304	2,26,807
Local funds ... ..	...	...	1,848	10,236	45,039	280	57,403
Municipal funds ... ..	...	...	831	810	2,792	...	4,433
Subscriptions and other private sources.	...	19,062	15,338	214	19,024	273	53,851
Total	54,744	1,01,241	42,563	23,667	87,422	32,857	3,42,494
1921-22.							
Provincial revenues (including Imperial).	1,45,379	52,513	9,859	4,608	9,152	10,751	2,32,262
Local funds ... ..	...	...	3,485	8,583	37,210	49	49,327
Municipal funds ... ..	...	...	40	892	2,259	...	3,191
Subscriptions and other private sources.	...	11,604	13,312	5,077	14,059	620	44,672
Total	1,45,379	64,117	26,696	19,160	62,680	11,420	3,29,452

* Represents the total expenditure on buildings, etc., in the Gauhati subdivision, details of which under the various heads could not be furnished by the Deputy Inspector of Schools.

CHAPTER II.

CONTROLLING AGENCIES.

I.—GENERAL.

6. The spirit of innovation which has been abroad since the war, testing the stability of governments and the institutions of government has manifested itself in educational matters in this province by changes of control, effected or proposed, covering the whole field of activity from the government of education as a whole down to the administration of the village school.

7. As a step towards democratic and representative government, the government of the country and of the provinces has been placed on a diarchical basis. Assam has changed from a Chief Commissioner's administration into a province ruled by a governor in council or acting with ministers. A legislative council has been constituted on a representative basis with large powers of enactment and repeal. The official representation on the council has been reduced to vanishing point. Subjects have been divided with reference to the functions of government into central, or imperial, and provincial. And provincial activities have been classified as reserved or transferred according as they fall to be presided over by the governor in council or the governor acting with ministers. Subject to minor exceptions, education has been classed as a provincial subject, and, under that head, as transferred. The control of education in the province is now therefore in the hands of the people of the province acting through a popular minister and an elected council.

The change of government came into force from 1st January 1921 in the midst of a period of financial and political strain. The omens were unfavourable to progress. The fifteen months which followed were not however barren of educational achievement. Such specific measures as were effected will be duly chronicled in course of this report. Apart from the business of settling down and carrying on, the main efforts of the new régime were devoted to the successful defence of existing educational systems against the attacks of the political malcontents, the suppression of active indiscipline, and the exploration by debate of many avenues of educational reform. The keenness of the public interest was manifest in the number of educational resolutions moved in council and the full participation of members in the debates.

8. As hitherto, the administration of educational institutions so far as it rests with the state has been entrusted to the education department of which the Director of Public Instruction is the head. In addition to his functions as agent of government in the management of its educational affairs and the administration of the educational cadres the Director is the educational adviser of government and he or other officers of the department advises or controls subordinate administrative bodies such as local boards and municipalities or the committees or governing bodies of individual institutions. His authorities and responsibilities towards non-government bodies and institutions in so far as they are not defined by rule rest upon his ability to grant or refuse monetary help under the grant-in-aid code and to recognize or to withhold or withdraw recognition.

The tendency of the period under review has been to limit the authority of the education department. The charge of industrial schools for instance has been transferred to the new department of industries; enlarged responsibilities have been devolved on the committees of government institutions; local bodies have been to a very great extent released from departmental leading strings; and the Director who was a member of the old legislative council was not on reconstitution made a member of the new, his presence being no longer essential in view of the appointment of the Minister.

Such changes as have taken place have the effect not so much of reducing the influence of the department, as of rendering its work more difficult.

Two important recommendations which were made require special notice. The university commission advised that the Director should be a secretary to government, a proposal designed to enhance the prestige of the appointment and to economize in time and labour. It may be considered that the secretariat is not the proper place for the head of an administrative department, that he may be more usefully placed outside than in, and that economy in time and labour would not necessarily result from his translation. The suggestion was not in any case accepted and in

this province the head of the education department continues to retain such independence as is permitted to an officer of government.

The other suggestion, more formidable and less practical, from which the common sense of a minority of the commission revolted, was that a board should be constituted to replace the department and in practice to replace government in the control of secondary and intermediate education, to take over the budget for these branches, as also the property and personnel of government institutions and to administer them in scope and in detail. The Director of Public Instruction was to find place on the board *ex-officio* as a liaison officer with Government and a similar concession was made to the interest of the legislative council who were to be given the right to elect one member out of the 15 to 20 of whom the board was to consist. Of the more important recommendations of the commission, this seems to be the least practicable. It was rejected by the old Administration, and, apart from its merits, if it has merits, would seem to be barred by geographical and financial considerations—the adventure would be costly—from the serious consideration of the new.

II.—DIRECTION AND INSPECTION.

9. The department has been administered by a Director without as in the case of larger provinces one or more assistant directors. Direction. The continuance of this economical arrangement must depend on the degree of activity which prevails in educational matters in the province as a whole and in the districts, the funds found or released for educational purposes and the manner and the measure in which local bodies rise to the responsibilities which have been devolved upon them.

The writer has been in charge of the office for the whole period of the quinquennium except from 27th April 1919 till 26th April 1920 when his place was ably filled by Mr. F. W. Südmersen.

In last quinquennial review of the progress of education in India, Mr. (now Sir Henry) Sharp remarked upon the delegation of powers from the local governments to the Directors of Public Instruction and so onward as a notable characteristic of the period. In the succeeding period the process has been arrested. Powers formerly granted have been withdrawn—notably in the matter of finance and mainly as a consequence of the financial powers granted to the legislative council and to the local boards. At the same time the authority of the Director has been diminished by the transfer of the initiative in educational matters to the minister for education and the legislative council. Generally speaking, the advisory character of the duties of the Director and the Inspectors and Deputy Inspectors has been emphasised at the expense of the executive. It does not follow that their position is impaired or that adequate opportunities of influencing the course of educational events will be denied to them if they can adapt themselves to the changed conditions.

As Personal Assistant to the Director Rai Sahib Kamala Kanta Barua performed valuable service throughout the quinquennium. During the short periods when he was on leave his place was taken by the Head Assistant, Babu Girish Chandra Chakravarty, an able and experienced worker who has proved his title to the succession.

10. In last quinquennial review Mr. Südmersen drew attention to the numerical insufficiency of the inspecting staff in the province. This observation was repeated in the Simla review, if it may be so called, with reference to India as a whole. Inspection. The provincial staff then consisted of two Inspectors and one Inspectress in the imperial service, three Assistant Inspectors and one Assistant Inspectress in the provincial service, and 21 Deputy Inspectors and 39 Sub-Inspectors in the subordinate service. The number of public institutions subject to inspection was then 4,587, giving an average of 68·4 institutions for each officer. The only addition made during the quinquennium was that of two Sub-Inspectors, one for Dhubri with 290 schools and 3 inspecting officers and one for Sunamganj with 238 schools and 3 inspectors. The average number of public institutions for each inspecting officer at the end of the quinquennium was 68·7.

Inspection is a necessary concomitant of educational government. If the state accepts responsibility for the education of the people, regarding it as a public duty, so far as its means permit, to educate the youth of the country, it must have a staff to organize the good work and help it forward, to co-ordinate the efforts of public bodies and private agencies, to lead development along the lines marked out for it, and to see that the funds which are issued for expenditure on educational purposes are duly spent on education and, within that purpose, as profitably as the

wisdom of the educational agency allows. The watchful control of government is more necessary probably in India than in other civilized countries, in Assam than in other provinces of India—in India as a whole, on behalf of those who have been excluded from education and influence by tradition or repented choice, to ensure that the funds which are derived from the taxation of all are spent as evenly as may be for the benefit of all—in Assam in particular, on account of the parochialism of the local bodies whose inexperience and extreme poverty have been charged with unusual powers and peculiarly onerous responsibilities.

Since I have known India there has been on the part of publicists an opposition to expenditure on "inspection," due probably to the failure to recognize or at least to realise the two-fold aspect of "inspection" so-called—the aspect of state agency or administration and the more specialist aspect of skilled supervision. This opposition culminated in a report issued towards the close of the period by a retrenchment committee of three appointed by Government as the outcome of a resolution in the legislative council. The majority of the members, differing from their president, advised the reduction of the superior inspecting staff, already much below the standard of other provinces, by the abolition of the posts of Assistant Inspector and the grading of Inspectors in the provincial instead of the imperial service. This recommendation has formed the subject of a report to Government, whose decision has not yet been announced. It may suffice here to note that the majority recommendation proceeded on a narrative of misunderstanding and of unwitting misstatement of the essential facts. Had the facts been fully and correctly presented to the committee, I cannot but think that a different conclusion would have been arrived at. For the failure to state the case comprehensively I must accept the responsibility.

It is a matter of course that if education is to go forward the educational agency must be strengthened. It is equally a matter of course that education must go forward so long as the tides set towards democracy. While poverty and discontent may arrest progress for a time, as they have arrested it of recent years, the march must duly be taken up again. In prosperity education advertises itself to the people as the key to opportunity: in persistent adversity it must appeal to the politician who looks for palliatives or remedies.

III.—OTHER AGENCIES OF CONTROL.

11. The University of Calcutta is in control of university education in this province. It also governs the course of secondary education, which has meant in practice education in preparation for a university course of study: if this is not sound, it has hitherto been popular and convenient.

The association of Assam with the University has indeed been greatly to the benefit of this province. In some measure it must be regarded as a continuing condition. But times are changing. The scope of the University is narrowing. Formerly an incorporation established—

at Calcutta, for the better encouragement of Her Majesty's subjects of all classes and denominations within the Presidency of Fort William in Bengal in the pursuit of a liberal course of education,

it is in process of becoming in fact as it is in name the University of Calcutta. And in Assam we are arriving at a stage when we can begin to move towards some degree of self-government. A modification of the present system of vassalage came into view towards the close of the quinquennium. It is possible that it may not be yet at hand.

By the Indian Universities Act, 1904, the Universities were empowered, with the sanction of the Government, to make regulations to provide for "the conditions to be complied with by schools desiring recognition for the purpose of sending up pupils as candidates for the matriculation examination." The regulations issued thereunder lay down the syllabus for the matriculation examination, prescribe the books which have to be studied in the closing years of the high school course, and provide for the recognition and the inspection of schools. Effectively, these regulations place secondary education in Assam under the University of Calcutta and "the Government" of that University. Until recently the government referred to was the Government of India. But the Calcutta University Act, 1921, transferred the control to the local government of Bengal. By the Devolution Rules under the Government of India Act university education is a transferred subject. As matters now stand therefore, the course of university and secondary education in Assam is controlled by

the people of Bengal, who naturally know little and care little about our provincial needs and interests and have in any case no business, except charity, in the premises.

During the year 1921-22, the University councils were busy on the subject of the revisal of the regulations affecting schools. In the outcome decisions have been come to by the university which in the event of their being sanctioned by the Government of Bengal must, if the warrant is to run in this province, bring up for early consideration the propriety of effecting a change of jurisdiction.

12. In the Garo, Naga, Lushai and North Cachar Hills, the immediate educational control is in the hands of the local executive officers; in the frontier tracts schools are under the control of the Political Officers. The budgetting for tea-garden schools and the allotment of the various classes of schools according to demand rests with the Commissioners of Divisions. In these respects there has been no change of recent years.

IV.—LOCAL BODIES.

A.—Local Boards.

13 In the rural areas of the plains of Assam the subdivision and not the district is the administrative unit as regards local self-government. Except in Nowgong, which is not subdivided, the local boards, so called, are subdivisional and not district boards. Sylhet, for example, with five subdivisions, has five independent boards. The principle of local self-government is therefore more intimately at work in Assam than in the larger and more forward provinces. If this has advantages they have to be paid for. A greater diligence of control is charged upon the local government to prevent eccentric and unco-ordinated development and the public are limited for the members and functionaries of their boards to a more restricted choice.

14. The provisions of the Assam Local Self-Government Act (1915) are brief and may be quoted in their entirety:—

54. (1) Subject to rule and to such exceptions as the Chief Commissioner may think fit, every Local Board may contribute towards, or be charged with, and be responsible for—
- (a) the establishment, maintenance and management of all primary and middle vernacular schools under public management within the subdivision;
 - (b) the whole or any part of the cost of the construction and repairs of all buildings connected therewith; and
 - (c) subject to the provisions of sections 16 and 17, the appointment and payment of all masters and assistant masters thereof.
- (2) Subject to any rules and exceptions as aforesaid, the Board may, with its own consent, be charged with, and made responsible for, the establishment, maintenance and management of any other schools or class of schools within the subdivision, or may make grant-in-aid of any such schools whether they are under public or private management.
- (3) Subject to any rules and exceptions as aforesaid, the Board may award stipends or scholarships.

These provisions are applied by means of rules issued by the Chief Commissioner. The rules which were brought into force immediately after the passing of the Act came recently under review. In October 1920 the code was redrafted on lines of greater trust. The draft was published and circulated for criticism. After consideration of the criticisms received, the code was put into final form and promulgated in December of the same year on the eve of the change of government. The new education rules have altered but little the scope of the delegation to the local boards. Their main purpose is, within that scope, to give the boards further powers and to release them financially and otherwise from departmental control.

15. On the experience had of the rules during the short period of their operation, I venture the view that, in practice, they do not improve upon the rules which they have displaced. They do not seem to face the facts. The liberty which they appear to grant is, as I shall try to explain, largely an illusion. From the departmental point of view it is of importance that they should be reconsidered by the new Government. It would be well also to reconsider the Local Self-Government Act on which they proceed.

The powers granted to the boards are in excess of the powers granted to similar bodies at home, and are greater than they are qualified to exercise with advantage to the public. The responsibilities charged upon them bear no relation to the

means at their disposal. The rules are inconsistent or confused in their intention granting liberty in large issues and interfering in small. They state no policy, nor does the Act state a policy, for the guidance of the boards or of the department and they obstruct intervention while failing to provide for that timely control which might render intervention unnecessary. These are not merely theoretic or preliminary objections. They have been experienced in practice in the short time during which the rules have been in operation.

16. Under the rules the boards are charged with education in the vernacular up to the close of the middle school course. They are allowed to aid and to maintain middle english schools, but are discouraged from doing so. They can undertake no other department of educational work, *e.g.*, technical or industrial education, without the sanction of Government. Their income is inelastic. It consists of local rates and certain minor heads of revenue which are assigned to them. Broadly speaking, they cannot increase or diminish it by their own efforts. In addition to the funds which they receive from these sources they are entrusted by Government with the administration of allotments which are made over to them for expenditure either on general or on specific purposes. So far as the allotments for specific purposes are concerned, the rules put difficulties in the way of the departments concerned assuring themselves betimes that the money is being spent on the purposes for which it was provided.

Except for railways or tramways the boards have no power of taxation. And this is an exception only on paper.

They are debarred from charging fees in their vernacular schools or from aiding such schools. Vernacular schools are therefore either board schools or venture schools, *i.e.*, institutions which have been started and are maintained without aid in the hope that they will be taken over for maintenance in due course.

The boards are allowed almost complete liberty in such matters as the adoption of type plans and specifications and the allowance of holidays and vacations. They are further given what must, in the case of a body of men with merely general qualifications, have been regarded as a dangerous liberty in the matter of the courses of instruction in their schools, had it not been rendered nugatory by the drawing of a hard and fast line between anglo-vernacular and vernacular schools and the limitation of the boards in the matter of text-books to "the list of books approved by the local government."

17. The education department of government is brought into touch with local self-government by the appointment of its officers, in their degrees, as educational advisers of the boards. The department has no executive authority. The boards on the other hand with an average of some 200 public schools under their direct control have no inspecting or executive agency. The Deputy Inspectors of schools who are government servants, are ordinarily but not necessarily members of the boards—the new rules, I note in passing, preclude them from the membership of board school committees.

Provision is made to allow the divisional Inspectors an insight into the working of the boards. Educational proceedings must be communicated to them and any recommendations which they may make thereanent must be considered by the boards. It is open to the boards to accept or to reject the advice of the Inspectors. When an Inspector's advice is rejected on "any important question of educational principle" he may refer the issue to the Director who may in turn refer it to Government for decision.

Finally, it is incumbent on the Inspectors to examine annually the registers and accounts of the boards. To this duty no authority is adhibited of audit or control; and the Inspectors are not furnished with a copy of the budget or consulted at the time the estimates are framed. The Director on the other hand receives copies of the educational schedules as they are first framed by the board; but there his interest is ended. He is not consulted in regard to subsequent alterations and receives no copy of the budget as finally passed.

18. Such in brief is the system of local self-government in educational matters

Conclusion. which is now in force.

19. The introduction of the new rules has coincided with a general change from official to non-official chairmanship which has enhanced the difficulty of working them satisfactorily.

Observations. The Chairmen are in executive authority without an executive agency: the Deputy Inspectors are in advisory authority but have in practice to be entrusted with

executive duties. Chairmen and Deputy Inspectors have not on all occasions settled down at once to make the best of one another—to flow around each other's incompleteness. The situation requires the exercise of tact on the part of both. The Deputy Inspector must concede to the Chairman his authority and must not resent its exercise. The Chairman must allow the Deputy Inspector the fullest possible liberty consistent with the *public* interest within the range of the duties entrusted to him, and if he seeks the Deputy Inspector's advice, must not flout it. These are hard conditions.

The hiatus in the budget arrangements and the air of liberty which pervades the rules have tended to convert the superior administrative staff of the department into a policing rather than an advising agency. The boards are deluded by the rules into regarding themselves as free agents financially and in more purely educational respects. The department is set against any exercise of liberty which it can construe as a breach of trust or an aberration from good sense or public policy. An extreme instance may be quoted in illustration. It is only now in the month of July that information has reached me in regard to a board which after its estimate for the current year had been seen and approved by me resolved on a drastic alteration, abolishing some 20 per cent. of its primary schools so that it might be free to spend more liberally on communications. Roads, it has been urged in this connection, are an educational influence. *Multi transibunt et augebitur scientia*. For the present, nevertheless, it is desirable to keep the budgets apart.

A breach between the boards and the department may have untoward consequences. Unless in practice it is found that the education department can with experience adapt the machinery of the rules to purposes for which it was not intended and assure itself that government grants given to local boards for educational purposes are so spent, the inevitable tendency must be for the department to set itself against the grant of public funds to local bodies. In greater or smaller measure according to the policy and personality of the Minister and the interests most strongly represented in Council, but always, on a long view, in considerable measure, this must result in the diversion to other purposes of funds which ought to be spent in advancing the education of the people and the principle of local self-government.

It will of course be the business of officers of the department to strive to play their part under the rules while they stand unaltered so as to justify the rules and to guard against such consequences.

20. As has already been noted the duty charged upon local boards is that of educating the people at large. Elementary education—education in and through the medium of the vernacular—is their trust. I have contrasted the weight of their responsibilities with the resources at their disposal. It is important that this contrast should be clearly brought out, as boards, failing to realise their inadequacy to the charge which has been delegated, have chafed on account of the limits set, and endeavoured to compass larger tasks. One or two boards have, for example, without consent sought for or obtained, started or aided technical schools; and all desire liberty in the matter of aiding and establishing English schools. Another board ignoring or ignorant of its inability to furnish men or money for the purpose has resolved to include agricultural and technical subjects in its ordinary courses. The legislative council has urged the introduction of a Bill to make it optional to local bodies to adopt free and compulsory education.

21. What are the facts? Apart from grants given by Government the total income of the boards from local sources, their free income so-called although they do not raise or earn it, amounted at the date of the latest published returns to Rs. 13,16,000, or some three annas per head per year of the population whom they have to educate. From these funds, reinforced by Government grants in money amounting in total to Rs. 13,57,000, raising the capitation rate to six annas, they have to provide not only for education but also for roads, bridges and waterways, conservancy and drainage, sanitation, vaccination and hospitals and dispensaries for man and beast. The insufficiency of their resources may be pointed by an illustration. Were the boards to undertake, instead of these great tasks, the simple business of a news agency or publication bureau, their whole income including grants from Government would not, with the gratuitous help of the post office, suffice to enable them to deliver a copy of a daily newspaper regularly to more than one out of every 15 to 20 households in their areas.

22. In the closing year of the period under review the expenditure of the boards on education from their own sources, as brought out in the returns, amounted to an average over the plains districts of '89 of an anna per head of the population. If the expenditure of municipalities also is taken into account the rate still remains short of an anna yearly. Local bodies groan

and sweat under the burden of this expenditure which, trivial as it is, is in general as much as they can afford : in the case of boards which overstep the anna mark it may be more. I quote from the Government Resolution on the working of local boards for 1917-18 which approached the problem from another point of view :—

The *free* expenditure on education and on medical work are each half as high again in Assam as in Bengal. In this connection the Chief Commissioner wonders whether local bodies always remember that without good roads or good waterways it is impossible for boys to go to school or patients to hospital.

23. This brings up the question of how far local boards are actually free in the matter of the distribution of their funds. In effect their liberty appears to be more a matter of morals than of regulations. Half of the boards' income is received in the form of recurring money grants from Government which have been voted by the legislative council for specific purposes. These sums are voted in trust and are granted and received in trust. It is incumbent on the boards to spend them in accordance with the conditions of the trust and it is incumbent on Government, itself a trustee, to see that they are so spent.

The only way in which Government can assure itself that a recurring grant given for education is spent on education is to see that the educational expenditure is increased by that amount. The local income of the boards is thus mortgaged for educational purposes up to the amount which they were spending on education before the receipt of the grant, and the only liberty they can honestly exercise is with reference to the increase of the local income between one grant and the next. In the last 10 years the local income of the boards has increased by only 30 per cent. or 3 lakhs in all and this accumulation has been interrupted by periodic grants from Government the last of which was made in 1921. Their liberty therefore, whatever freedom the rules may seem to allow, amounts on a broad view to nothing at all.

The principle which I have asserted was laid down definitely by the Government of India in 1919. In answer to a reference on this subject they wrote :—

The proper expenditure by a local body on such an object (an object for which a grant has been made) is its normal expenditure before the distribution of any such grant *plus* the amount of the grant.

They added—

It is probable that in the financial arrangements which will be introduced with the Reform Scheme a larger measure of elasticity as regards grants of this nature will be permitted.

But so long as the council continues to vote and Government continues to make grants on the present system without limit in time, and to earmark them for departmental purposes, no larger measure of elasticity seems to be possible. If the boards are to avoid breach of trust they must either abide by the old rule or refuse the grants.

Alternative courses which suggest themselves as adapted to mitigate present conditions from this point of view are these—and they seem to be alike impracticable—(1) that Government and the Council should cease to earmark grants, (2) that they should earmark grants, and, to take an example from the closing year, allow a board which is given a grant for education to accept it and without delay to apply it to other purposes. A middle course would be for Government to resume the grants which it has made and regrant them for general purposes, proceeding in the future to make grants on a systematic basis with definite reference to the amounts spent by local bodies year by year on the purposes for which the grants are given and the manner in which the work is performed—to follow in fact some such system of grants as is adopted in other countries. To apply this process generally would be to assume a further state of advancement than now exists and would probably result in granting money most sparingly where it was most required. It might however be applied in selected subdivisions; or, if it were made general, standards might be varied according to the circumstances of different areas.

There is not in the present state of affairs any real hardship. The boards do not raise funds. They are mere recipients. In any case it can scarcely, by those who are immediately responsible for the education of the masses in an illiterate country, be considered an undue restraint that they should be prevented from reducing their doles to progress, from diminishing in a thirsty land the little space of shadow which has been trusted to their keeping.

24. Finally, with regard to the possibility of boards increasing their local income or making it go further these major and minor courses may be considered :—

(1) That the boards should be allowed to raise the local rates up to or beyond the present limit or, independent of the proposed Primary Education Act, to levy an educational class.

This course would be unpopular in the extreme.

(2) That they should be allowed to charge fees in vernacular schools.

Receipts so derived would suffice at best for a petty emendment and would certainly discourage enrolment.

(3) That they should be allowed to change their system from a system of maintaining schools to a system of aiding schools.

In other provinces the tendency is to favour the reverse process and to bring schools more and more under public management.

It is enough here to state these possibilities.

B.—Municipalities.

25. Municipal education is a minor problem in Assam. Only 2·3 per cent. of the inhabitants of British territory are town dwellers. The towns are small, Shillong which is the largest having only a little over 17,000 inhabitants. The average population of an Assam municipality or union is between six and seven thousand. The educational needs of the inhabitants are in the main provided for by the government high schools, by mission schools and by middle English schools established by private agency. Formerly local boards maintained schools within municipal limits; but this was forbidden during the quinquennium and the schools with their allotments were transferred by the boards to the municipalities.

Of those to whom the government and mission schools—mostly English-teaching institutions—do not appeal, the greater part have no wish for education. In the Assam Valley, the majority of townsmen, if I may judge by the bazars, are foreigners. They are of the classes which are not interested in education in their own country and they make little or no demand upon the local schools which are taught in a strange vernacular.

• The standing orders on the subject of municipalities and their educational responsibilities are vague. They allow expenditure under this head, indicate elementary schools as the institutions which have the first claim on municipal funds and express the hope that every municipality, station and union will endeavour to devote at least 3 per cent. of its *total* income to schools and scholarships. Grants from government and local boards for educational purposes of themselves amounted in 1920-21 to 4 per cent. of the total income of municipalities in the province. One union shown as spending much more than the minimum of 3 per cent. not only spent nothing from its own resources, but was actually able to lay aside a little for general purposes by saving a few rupees on its educational grants. It will be clear that the question of these bodies and their educational responsibilities has not yet been taken in hand. Nor is it important that it should be.

The majority of municipalities are in fact interested in education and play earnestly enough the shadowy part which is assigned to them. The latest completed returns in which I can have confidence are those for 1920-21. In that year the municipalities spent on schools and scholarships 7 per cent. of their total income, 4 per cent. of this being provided from outside sources. Their own expenditure was therefore 3 per cent., to be more precise, 3·02.

Municipal schools are regularly inspected by the officers of the department and Chairmen ordinarily find it convenient in connection with the business part of the work to use the services of the Deputy Inspectors, which are freely proffered. When funds were plentiful, I found municipalities ordinarily very willing, with the assistance of government grants, to assume larger responsibilities. In some of the more important municipalities—Gauhati for instance—notably good work has been done. The only municipal action of which I have had reason to complain during the quinquennium is that of the municipality of Sylhet (population 17,000) which maintained two primary schools with Government assistance and decided on account of financial difficulties to close one of them—an excellent institution of old standing which had ministered for years to the needs of a backward section of the population.

C.—General statistics regarding local bodies.

26. The number of institutions and pupils in schools managed by local bodies and the total expenditure by these bodies are shown below :—
Number, cost and enrolment of schools.

Descriptive heads.	Boards.	Municipalities.	Total.
1	2	3	4
Number of institutions	3,372	56	3,482
Number of pupils	148,870	4,725	153,595
Total expenditure	Rs. 3,21,255	Rs. 28,039	Rs. 3,49,294

It may be interesting to compare with these the figures of expenditure by local bodies on aided schools :—

Descriptive heads.	Boards.	Municipalities.	Total.
1	2	3	4
Total expenditure	Rs. 24,909	Rs. 6,241	Rs. 31,150

V.—PRIVATE MANAGING AGENCIES.

27. Privately managed institutions numbered 1,072 and their pupils 38,939 or 18·7 per cent. of the total number of pupils reading in public institutions. Expenditure was Rs. 6,27,139, of which Rs. 1,74,703 was provided from public funds, Rs. 2,19,556 from fees and Rs. 2,32,880 from other sources.

28. Throughout the quinquennium the missions continued their work undeterred by hard times and the fall in the rupee exchange which lowered the value of their remittances. The country owes much to their efforts particularly in the matter of girls schools and schools for pupils of hill races and backward communities. The following table gives a statistical summary of their work in Assam :—

Name of Mission or Order according to denominations.	Number of Mission institutions and their pupils.									Expenditure.					
	Colleges.	High Schools.	Middle English Schools.	Middle Vernacular Schools.	Primary Schools.	Training institutions.	Other special schools.	Total.	From Provincial funds.	From local funds.	From fees.	From Mission funds.	From other sources.	Total.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Welsh Calvinistic Mission.	Schools ..	..	2	10	..	471	1	4	488	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
	Pupils ...	..	496	1,124	..	12,130	16	30	13,796	97,035	360	5,323	84,624	160	1,27,642
Roman Catholic Mission.	Schools ...	..	..	3	..	9	..	..	12	2,304	..	306	10,649	..	13,519
	Pupils ...	..	..	335	..	239	..	..	624	..	..	..	720	..	720
Church of England Mission.	Schools ...	..	..	..	..	15	..	..	15	..	..	..	..	..	..
	Pupils ...	..	..	..	..	72	..	..	72	..	..	..	..	..	..
Home Mission	Schools ...	..	..	..	..	15	..	..	15	..	..	..	3,859	..	3,859
	Pupils ...	..	..	..	..	308	..	..	363	..	..	..	..	..	..
Rice Collection Mission.	Schools ...	..	..	..	..	61	..	..	61	..	..	..	6,740	..	6,740
	Pupils ...	..	..	..	..	1,048	..	..	1,048	..	..	..	..	..	..
Brahmo Somaj Mission.	Schools ...	..	..	..	..	1	..	..	1	..	..	..	160	..	160
	Pupils ...	..	..	..	..	20	..	..	20	..	..	..	..	..	..
American Baptist Mission.	Schools ...	..	1	3	1	130	3	..	138	11,018	..	950	31,212	1,500	44,698
	Pupils ...	..	162	325	108	3,407	65	..	4,057	..	..	..	..	..	..
Total	Schools ...	..	3	16	1	690	4	4	718	50,357	360	6,673	1,38,354	1,600	1,97,339
	Pupils ...	..	643	1,784	108	17,320	31	30	10,980	..	..	..	..	..	..

It will be seen that of the whole enrolment of privately managed institutions 51·4 per cent. were reading in Mission schools, that the expenditure on these schools was 29·3 per cent. of the total expenditure on privately managed institutions, and that Rs. 1,38,354 or 70 per cent. of the cost was provided from Mission funds. No other private agency has a similar record of self-help.

It would be ungrateful to omit a tribute to the Missions engaged and to the zeal and efficiency of their educational staff. Particular mention must be made of the Welsh Mission who have for generations been a power in the Khasi Hills. Their influence is manifest in the educational advancement of the people and is strongly marked for good in their character and conduct. During the period of unrest, the hills were more than untouched, they were untouchable, by the disloyalties of the plains.

Special mention must be made of the ladies of the Mission who have devoted themselves to pioneer work in the plains. The acknowledgments of the department are gratefully tendered to Misses Lloyd and Evans at Silchar, Misses Morgan and Rowlands at Sylhet and Miss Edmunds at Karimganj.

The American Baptist Mission also it will be seen is strongly represented in the mission field. They have a high school at Jorhat which they hope to develop on modern lines so as to qualify promising pupils from their congregations throughout the province for various branches of employment; and Miss Doe, Miss Chrissenbery and Miss Hay at Nowgong and Miss Geisenhener at Gauhati, to mention the centres with which I am most familiar, are in charge of large and progressive girls schools.

The Roman Catholic Mission which carried on the work of the repatriated German fathers were beset by financial difficulties; but they conjured into being the funds which they needed to maintain their institutions, and even achieved advance.

29. There is nothing that is new and important to record under this head. The Proprietors and managing committees. Zemindars of Goalpara continued their liberality. Babus Ramani Mohan Das, M.L.C., Pabitra Nath Das, Riddh Karan Saragi and Dasarath De and Khan Bahadur Nasiruddin Ahmed showed liberality and public spirit in connection with the establishment and maintenance of high schools.

Managing committees, naturally enough, are readier to exercise authority than to assume responsibility, particularly financial responsibility.

With grants-in-aid almost stationary, with fee receipts on the ebb and endowments practically non-existent the latter years have been unfavourable to any development of private effort. This subject will engage further attention in the chapter on secondary education.

30. I have referred to grants-in-aid of private institutions. And it seems appropriate to say in this chapter what has to be said on the general subject of grant-in-aid.

In the field of education government must rely largely on the enterprise of unofficial agencies. It is one of the first articles of practical administration in this matter that such enterprise should be encouraged by assistance from the public revenues and that it should be led to follow lines which consist with public policy. The main instrument which government uses to this end is the system of grant-in-aid.

Grant-in-aid is needed to fertilise the thin soil of private effort. If we are to have a full crop of good schools under private management grants must be liberally applied. The allotment placed at the disposal of the department for this purpose is probably rupee for rupee more usefully spent than any other considerable allotment in the budget. It fosters private effort and is a token of the interest and influence of government. It is on private effort that we must depend in the main for educational advancement and to schools maintained by private effort that we must look for the education of the middle classes in loyalty to government.

To a successful system of grant-in-aid these things are necessary, in their order :—

- (1) That it encourages self-help.
- (2) That a proportion or proportions being set to the distribution of the essential charges between public and private sources, the allotment expands automatically as required to meet any increase in the grants which may be due by Government to the schools standing upon its aided list.
- (3) That it expands with the extension of private effort, assuming always that the extension of private effort is on lines and within limits approved by government policy.

A fourth term may be added, *viz.*, that conditions, including the demand for education, are reasonably stable. No system can for example adapt itself to conditions in which a school shows an enrolment of 300 odds in January and 86 in June.

A new code of grant-in-aid was introduced during the quinquennium, which, being framed in times of provincial peace and stability and in prospect of prosperity, took the last three conditions for granted. Times changed. The enrolment of schools fluctuated violently, with a general tendency towards diminution and the consequent reduction of fee income. Private contributions could not be reinforced by raising the fee rates; it was feared that what was gained per head would be lost by a further reduction in numbers. Grants from Government could not be substantially raised: provincial finances did not permit. At the same time charges rose: the value of money dropped; the cost of administration increased. No system could make way against an attack from every quarter at once. The last years of the quinquennium have been a time of tribulation for aided schools and of extreme tribulation for the staff of aided schools. Many teachers have had to be dismissed. Funds have not sufficed to allow increased pay as in the case of the public services. In some cases pre-war rates of pay have had to be reduced and school balances painfully accumulated have been dispersed.

Conditions will stabilise themselves and good times will return. The grant-in-aid allotment will then have a very strong claim to consideration in connection with the distribution of provincial funds amongst the various heads of the education budget.

The sums involved are not excessive, as will be seen from the undernoted statement of the amounts spent on grants-in-aid during the quinquennium:—

						Rs.
1917-18	...	...	...	...	...	1,47,216
1918-19	...	...	...	...	...	1,55,688
1919-20	...	...	...	...	...	1,66,319
1920-21	...	...	...	...	...	1,57,067
1921-22	...	...	...	...	...	1,61,392

An additional Rs. 50,000 would be a notable easement.

31. With the transfer of educational control from the central to the local government, education in the province tended to lose the advantage which it drew from the submission of its larger schemes to an authority commanding a wider outlook.

Such benefits however as accrued from the relationship have been preserved for the provinces by the constitution of a central advisory board under the charge of the Educational Commissioner with the Government of India. The proceedings of the board have hitherto been stimulating and helpful. They keep the department in touch with effort and success in other provinces and may serve to correct the natural tendency of a small province in isolation from its neighbours to pass from the provincial to the parochial and respond too readily to local impulses.

A Teachers' Association was formed in Assam which held meetings during 1921 and the current year. I met a deputation from the association in the cold weather of 1921 and discussed with them at length a series of resolutions which had been passed at the first general meeting. The majority of the resolutions concerned themselves with the pay and prestige of officers of the department. I advised the deputation that the Association if it wished for recognition should be reconstituted on sounder lines, dividing itself into a number of service associations, which might concern themselves with the pay and prospects of the different service, and a professional association which might concern itself solely or mainly with professional questions.

CHAPTER III.

EDUCATIONAL STAFF.

32. The educational staff, exclusive of the office and the menial services, consists of administrative and inspecting officers and teachers in all grades of government institutions from colleges to primary schools. The appointments held by these officers are grouped in four organised services, with the general exception of the appointments of teachers in government primary schools and of a few isolated posts such as that of the director of public instruction which cannot be conveniently included in any of the main categories.

The services are these, in the order of their ranking :—

(i) the Indian educational service ; (ii) the provincial or Assam educational service ; (iii) the subordinate educational service ; (iv) the lower subordinate educational service.

The Indian educational service. (i) The Indian educational service is divided into two classes, *viz.*, one for men and the other for women.

The men's service is divided into three branches :—administrative, collegiate and special. We have no special posts in Assam ; the provincial subdivision of the service is therefore, administrative and collegiate.

The women's service consists of a single appointment, the inspectresship of schools.

The cadre which has a strength of 13 posts includes the appointments of two divisional inspectors of schools, an inspectress, two principals of government Arts colleges, the principal of the government Madrasa, who is also senior professor of Islamic languages in the Murarichand college, Sylhet, and seven professors in government colleges.

The service was reorganised on more favourable terms with effect from 1st December 1919.

The pay of the men's service now ranges from Rs. 400 to Rs. 1,250, with officers of non-Indian domicile drawing in addition an overseas allowance at the rate of Rs. 150 rising to Rs. 250. There is also a selection grade of two appointments on Rs. 1,250—50—1,500. Finally, there are two allowances for principals of colleges, one of Rs. 250 monthly and one of Rs. 150. These allowances are intended for the principals of important colleges having a number of imperial service appointments on their establishment. The first occupants of the selection grade posts were the senior college principal and the senior inspector of schools. The principal's allowance at the higher rate was granted to the senior principal, Mr. Sülmersen of the Cotton college, and that at the lower rate to Mr. A. C. Datta, principal of the Murarichand college.

The inspectress's pay is Rs. 400 rising by annual increments of Rs. 25 to Rs. 850, with an overseas allowance of Rs. 50. In addition, the inspectress gets a house allowance of Rs. 100 and a local allowance of Rs. 50 per month.

The pay of the director of public instruction was originally fixed at Rs. 1,500 to Rs. 1,750. This rate was subsequently raised to Rs. 1,750 to Rs. 2,000.

The rates of pay of the reorganised service are probably as high as the province can afford. And they have, on the whole, given satisfaction to present incumbents. It may be questioned however if the reorganisation can be regarded as stable. The extreme difficulty of arranging on economical lines for a combined service which would at once be fair to Indian officers and attractive to Europeans was raised by political considerations into an impossibility.

Looking to the failure of recruitment for the Indian educational service immediately before the war, when as many as thirty posts had to remain unoccupied for want of suitable candidates, to the great increase in the cost of living in India since the war, and to what must to the ordinary temperament appeal as the degeneration of the previously unattractive conditions of life and work in India in the educational service of the state, it seems more than improbable that Government will have any ease in future in getting suitable men to come out to the country in the Indian educational service on the terms which are offered. The issue of pay is not of course the only issue or even the main issue and it is possible that no terms which could reasonably be offered would prove attractive.

The service must in any case—it has been so decided—become increasingly Indian in its composition. There is no lack of Indian candidates with good university qualifications and there would be none—this cannot be gainsaid—even if the rates of pay were very substantially reduced.

The reorganization fails in these respects that the revised terms will not attract Europeans and that they are extravagant for Indians.

To enter further into the matter would involve the discussion of issues which are not special to the education department but are germane to the consideration of the Indianization of all the public services. The rates in the educational services are not in excess of the general average.

Difficulty was experienced in arranging for the transfer of posts from the provincial to the imperial service which was provided for by the reorganization in order to give the process of Indianization a flying start. The conditions laid down to regulate the selection of posts for transfer could not be fully observed without creating invidious distinctions or asserting unreal differences. In the outcome, two posts out of a possible three were transferred, *viz.*, the post of principal of the Murarichand college held by Mr. A. C. Datta and the post of senior professor of Islamic languages in the same college held by Maulavi Abdullah Abu Sayied. The former post was already in the Indian educational service and Mr. Datta had been appointed to that service on a temporary basis prior to the reorganization. The transfer of the second post was rendered possible only by the accident that the incumbent in addition to his duties as a professor in the Murarichand college was in charge of the government madrasa at Sylhet.

(ii) The provincial or Assam educational service for men which was formerly a graded service was converted into a time-scale service, rising from Rs. 250 to Rs. 800 with two efficiency bars, *viz.*, one at the 14th and another at the 20th year of service, the increments being, biennial at the rate of Rs. 40 up to the first efficiency bar and thereafter at the rate of Rs. 50. The maximum pay can be attained in the 25th year of his service.

The cadre numbers 37 and includes 3 assistant inspectors, 2 superintendents of normal schools, the officer second-in-command of the government madrasa and 31 college professors.

The provincial or Assam educational service for women which has at present only one post, that of the assistant inspectress of schools, has been reorganised into a time-scale service with a minimum of Rs. 200 and a maximum of Rs. 500 with an efficiency bar at the 14th year of service and biennial increments of Rs. 25.

(iii) The subordinate educational service, formerly a service of eight grades rising from Rs. 50 to Rs. 250, was reorganised on a time-scale basis and now consists of two main classes and three sub-classes. The main classes are class I on Rs. 60—5—150 for the rank and file of the service—assistant masters and mistresses of high schools with university qualifications and sub-inspectors of schools; and class II on Rs. 150-10-350 for officers of higher status—headmasters and assistant headmasters, deputy inspectors and the like. The sub-classes are divisions A, B and C of class II on Rs. 150—200, Rs. 200—250 and Rs. 250—350, respectively.

These rates economised on the rates proposed in a scheme of reorganisation which had been approved in principle before the war but had not been sanctioned for want of funds. The reorganisation has not given satisfaction; and the question of further improving the pay of the service has been the subject of a number of resolutions in the legislative council. The officers belonging to this service are in the main graduates: the rates of pay particularly in class I are considerably lower than that sanctioned for other services which recruit men of similar qualifications. The main difficulties in the way of conceding higher terms are (1) the large number of posts involved, *viz.*, 323, (2) the want of funds, (3) the existence of more immediate and more obvious needs, (4) the reaction of the rates of pay in government schools on the development of private enterprise in education.

It may be noted here as a matter of the first importance to education in the province, that, unless finances improve beyond all likelihood, it will be advisable for government to refrain from any further development of provincialised or direct state management of schools and to concentrate on the encouragement of private effort.

(iv) There is a numerous collection of appointments intervening in status between the appointments of the subordinate educational service and the masterships in government primary schools—vernacular masterships in high schools, head and assistant masterships in middle vernacular schools and so forth. Prior to 1919 each post stood by itself on a fixed rate of pay, the rates ranging from Rs. 14 to Rs. 45. In 1919, reorganisation was undertaken. The posts in high and middle English schools were grouped into a time-scale service of three classes with a minimum pay of Rs. 20 and a maximum of Rs. 75. In other schools pay was similarly improved: the posts were given incremental pay, a definite scale of establishment being sanctioned for each institution.

This reorganisation, the lines of which had been settled long before the drop in money values, was regarded as inadequate to the changed conditions, and Government contemplated and made due provision in its 1921 estimates for a further advance of twenty per cent. all round. Before this scheme could be effected the question of improvement was taken up in the legislative council and a resolution passed in favour of the grant to teachers in the ungraded service in high and middle English schools of pay at rates beginning at Rs. 40 and rising to Rs. 100. This resolution was after debate accepted by Government.

The raising of the rates of pay for vernacular masters in English schools involved as a matter of course a similar raising of the rates in the case of teachers equally qualified serving in other government institutions. The cases of all were taken into consideration. With a view to simplifying administration and equalising conditions where there was no plain warrant for differential treatment it was decided that the various classes of teachers, alike in boys schools and in girls schools, should be grouped in cadres according to the standard of the institution in which they were employed. All were accordingly aggregated into a single service called the lower subordinate educational service which was divided into two main cadres :—

- (1) the high school cadre ;
- (2) the middle school cadre.

Normal schools and the government madrasa were grouped with high schools, practising schools with middle schools. The high school cadre was divided into two classes :—

(1) *General grade*—126 appointments on Rs. 40— $\frac{2}{2}$ —50— $\frac{2}{2}$ —70.

(2) *Selection grade*—21 appointments on Rs. 70— $\frac{10}{2}$ —100.

The middle school cadre was divided into two classes A and B.

Class A comprises headmasters and headmistresses of middle vernacular and practising schools and assistant English masters and mistresses in middle English schools :—

(1) *General grade*—26 appointments on Rs. 40— $\frac{2}{2}$ —50— $\frac{2}{2}$ —70 as above.

(2) *Selection grade*—4 appointments on Rs. 70— $\frac{10}{2}$ —100 as above.

Class B comprises assistant masters and mistresses of middle and practising schools—87 appointments on Rs. 30— $\frac{2}{2}$ —40— $\frac{2}{2}$ —55.

In addition to the posts included in the foregoing services, there are 163 posts on special rates of pay—the posts of the director of public instruction, and of the missionary headmaster of the government high school at Shillong, and the establishments of the government European school at Shillong, of the Earle law college and of the state primary schools in tea gardens, hill districts and frontier tracts. The pay of all these posts except the lecturerships in the law college was substantially raised during the quinquennium.

33. The subjoined statement shows the distribution between Indians and Europeans of the posts in occupation at the close of the quinquennium :—

Figures *re* services.

Service.	Number of officers.		
	European or domiciled community.	Indian.	Total.
1	2	3	4
Indian educational service	8	2	10
Provincial (now Assam) educational service ... ..	...	37	37
Subordinate educational service ... ..	...	328	328
Lower subordinate „ „ ... ..	...	264	264
Posts outside the graded service	8	155	163
Totals	16	786	802

34. The pay of the clerical services was improved under a provincial scheme which aimed at a general rise of 20 per cent. on the average. Provision was made in the budget estimates for the current year for a further increase.

Ministerial officers.

35. Pending the elaboration and sanction of schemes of reorganization measures were taken to provide interim relief to the more poorly paid officers.

Interim relief.

36. The total number of teachers in colleges and schools for general education was 7,436, of whom 703 were in government institutions, 4,794 in board and municipal schools, and 1,789 in schools maintained by Christian missions and other agencies.

The staff in non-government schools.

Contributions from provincial revenues have enabled local bodies to improve the pay of their teachers very considerably during the quinquennium. Little or nothing has however been done to improve the pay of teachers in privately managed schools. The following statement carries on the comparison made in paragraph 130 of the last quinquennial review (India):—

Kind of employment.	Number of teachers in public institutions not managed by Government.	Average pay.		
		In secondary schools.	In primary schools.	In other schools.
1	2	3	4	5
Board ...	4,796	Rs. 21 11 4	Rs. 14 10 0	Rs. 50 0 0
Municipal ...	180	25 7 9	17 3 2	...
Private ...	1,902	34 13 4	15 3 5	14 12 5

The comparison will mislead unless it is borne in mind that board or municipal secondary schools are almost all vernacular schools, an inexpensive class of institution, while private secondary schools are high and middle English schools. Again, the average for private secondary schools is raised by the rates given in the zamindari schools, which are comparatively prosperous. In aided schools the rates of pay are very unsatisfactory; in unaided schools they are desperately low and payment is unpunctual and uncertain. This engages attention later.

37. Government officers have the advantage of pensionable service. They may also deposit a portion of their pay into a non-contributory pension fund which allows 5½ per cent. compound interest.

Pensions and Provident funds.

Board and municipal service may be pensionable but is not. In a considerable number of cases local bodies have opened contributory provident funds for their employees. Gratuities are sometimes given on retirement after long service.

Private employees with but few exceptions have none of these advantages—pensions, provident funds, or gratuities.

CHAPTER IV.

UNIVERSITIES.

38. There is at present no university in Assam. Our colleges are affiliated to the University of Calcutta, the control of which has recently been transferred from the Government of India to the Government of Bengal.

Universities in Assam.

39. The provincial colleges cannot cover the whole course of cultural and professional learning. This incompleteness involves us in an intimate connection with Calcutta; Assam students have to go to the Calcutta colleges for instruction beyond the degree standard in all cultural subjects except English and all professional subjects except law. Indeed many of our ordinary degree students in arts and science pass the doors of the provincial colleges and enrol themselves in the more famous institutions of the University city, some, on account of the call of the metropolis, and its promise to the exceptionally qualified of battle with their peers, and of a more liberal, less prejudiced, environment; some

Association with Calcutta.

on account of family tradition ; some because they have not been able to find entrance at Gauhati or Sylhet ; some because they have failed in these centres and wish to try again in a new environment ; none I am glad to say because the instruction in the Calcutta colleges is better or because living is more considerably or economically organised on behalf of the student community than it is in Assam. I find it necessary to conclude in this sense because in course of the quinquennium complaints were received in regard to the drift to Calcutta from the Brahmaputra Valley. This partial exodus was ascribed to causes discreditable to the Cotton College. An enquiry was held, as the outcome of which the management of the college was completely vindicated by Government. The vindication was supported by the University Inspectors and strongly supported by the University Commission :—

Some of us enjoyed the great pleasure of a visit to the Cotton College, Gauhati, which is maintained by the Government of Assam ; and we cannot abstain from some reference to it. It stands in a situation of great beauty, amid wooded hills, looking out across the broad stream of the Brahmaputra, which provides easy and cheap communication with the whole of the Assamese Valley. It is a small college, with only 359 students, but no less than 276 of these live in some of the most charming single-storey bungalow hostels which we have anywhere seen. It has an excellent staff, highly qualified and well-paid ; the average salary (excluding the Principal) being Rs. 296 per mensem, and the proportion of teachers to students one to fifteen. In its buildings, the frequency of earthquake in this region has dictated a bungalow style which is at one simple and appropriate. It has good science laboratories, and a library which, though not large, is better organised, and better used by the students, than any but two or three of the many which we have visited. It serves the needs of a distinctive population, with a language, a literature and a history of their own, which are well worth study ; and just behind it lies the fascinating region of the Khasi Hills. We have visited few, if any, colleges during our travels where a student who did not require quite exceptional facilities could spend more healthily or happily the period of his undergraduate course. One of the points which interested us at Gauhati was that the authorities of the college were contemplating a quite separate organisation for their intermediate classes, on the ground that students at this stage need special treatment. Small as the college is to-day, we see no reason why, with due encouragement, and under proper supervision, it should not develop into a real centre of culture and learning. And in view of the excellent provision which it makes for the needs of Assamese students, it puzzles us that so many Assamese boys—no less than 564 (?) in 1917—should pass by this college in order to enter the crowded colleges of Calcutta or some of the ill-organised colleges of the Bengal mufassal.

40. To the Presidency and Medical Colleges in Calcutta, to the Civil Engineering College at Sibpur and the University College we have

Acknowledgments. to acknowledge our deep obligations for the ready hospitality which they have afforded to students from Assam bent on courses of professional and postgraduate study for which facilities are not provided in this Province.

The new University of Dacca also has given a friendly greeting to those of our students who have sought admission there.

41. Shortly after the opening of the quinquennium it was decided by the Government of India that the state of Calcutta University was such as to render it proper to appoint a Commission of distinguished educational experts to advise in regard to its reconstitution. The Commission was duly appointed, surveyed the scene, and reported. It was exclusively educational in its personnel.

It may be the case that guidance, and even discipline, was needed if the University was to produce less foliage and better fruit. But the radical problems were not educational in their character. The difficulty was less what to do than how to get it done. In the outcome the admirable and most interesting report of the Commission appeared to be wiser in its *dicta* than in its conclusions. It is the less necessary to enter into detail on this subject that I have reported on it separately to Government : I cannot however omit to state that the Commission, on the slight consideration which they gave to the affairs of this Province, took a romantic rather than a practical view, and that, as regards education as a whole, their financial hopes were so little related to probability that the structure of their dream collapsed at the first breath of doubt on the question of funds. This may have been due in part to the fact that the report was published at a time of political and economic strain, but it is more fully to be explained by the un-Eastern cost of the proposals and the hostility of the people either in good times or in bad to any increase of taxation. In the following quotation from the Report of the Commission, I have substituted *Assam* for *Bengal* :—

If Assam is to have a better system of education, Assam must pay for it ; and only Assam can pay for it ; and what Government has to show is not *generosity*, but courage in levying the necessary taxation, a courage not to be expected until it is plain that those who will have to pay the taxes are ready to do so. Either in the form of fees or in the form of gifts or in the form of taxes, Assam must pay more if it wishes to escape from the vicious circle of its present education and to give to its youth a training which will fit them more adequately to play their part in the world.

The public were not ready to undertake anything like so heavy a burden as would have been involved in an attempt to carry out, in their fulness, the recommendations of the Commission—

“ Where should this music be, i' the air or the earth ?”

The answer from the university was immediate and clear. And the same answer would have been given if the question had been asked in Assam.

42. This may be to deal too lightly with a State document of the first importance.

Conclusion. But if it is the fact, as I believe it to be the fact, that the recommendations of the Commission, in so far as they require the grant of funds for higher education according to an altogether new measure, have, with the volumes which contain them, been already in spirit relegated to the library, it may be well that the fact should be recognised. In the library, these volumes with the great body of educational wisdom which they contain will be of service for guidance on many points of purpose and of practice, of value too as a thorough and sympathetic record of the state of higher education in North-Eastern India at an important crisis in Indian history, of its faults and virtues and of the complications and difficulties which invested the various problems of reform. To retain its recommendations on the *agenda* on the other hand will be to confuse consideration and trouble action for many a day with what must, I am afraid, be regarded as counsels of the impracticable.

43. I venture to quote at some length in an appendix from a preliminary note to the University Commissioners stating the case as it appeared to me at the time the note was written, as it is probable that we may have to face the question within the next few years of establishing a university for Assam, and it seems desirable that some statement of the preliminary issues should be before the public to help in focussing discussion. A statement is printed in the same appendix of the views of the Commission on this subject. With the conclusions of the Commissioners I am in strong general disagreement.

A University for Assam. The cry of the moment is for unitary or teaching and residential universities. It may be that this is the best type of university when circumstances combine to recommend it. But circumstances are not favourable in all cases. The formula is not generally accepted in Britain, and on financial and political grounds it seems to be unacceptable at present in Assam. If we are to have a university at all, it should be a university which should help to bring together the people of the component parts of the province in fuller sympathy and understanding.

44. Much as the establishment of a university for Assam may be desired if we could trust ourselves to establish such a university on sound principles (a problem which may breed strife), it is probably not a matter of such urgency as to require that funds should be spent upon it which are immediately needed for our colleges. It may wait until obviously urgent needs are more fully satisfied. It should, I suggest, suffice for the present to have it definitely accepted as a cardinal article of policy that there will be in due and convenient season a University of Assam, and to arrange our minor actions so that they will not conflict with this major purpose.

The following quotation is from the report of the Principal of the Cotton College:—

The experience gained during the quinquennium is not such as to afford much ground for those who claim that Assam is sufficiently developed to need a university of its own. Postgraduate affiliation in English has proved an expensive failure. We do not seem to have been fortunate enough to get more than one good student during the whole period. The study of M. A. English combines itself with Law, and even when it does not is only continued during such period as is required for the obtaining of an attractive appointment.

There is some truth in this, but after all we can begin without specialising in postgraduate work. What we primarily need is improved standards in the matriculation and degree examinations. And, with improved libraries and laboratories, with more study and less instruction, with such concentration as would be possible if our colleges were allowed to co-operate with one another instead of being regarded as divisional preserves, we need not find it difficult with but moderate expenditure to provide satisfactorily enough for most of the students of the province who wish to pursue their studies at college beyond the degree or honours standard and are fit to do so. It may not unreasonably be questioned whether at the present time postgraduate study is not being overdone. The majority of postgraduate students pay a price in time and money for which they expect a high material return. And

a superior degree brings but little in the way of an improved outlook to compensate four-fifths of the host of M. A.s., or M. Sc.s., for the time and money they have spent and the disappointment of their hopes.

Advanced study at college is a comparatively new thing even in Europe.

APPENDIX.

I.—Excerpts from preliminary note of 13th December 1917 addressed by the Director of Public Instruction to Calcutta University Commission.

The university presumably falls to be regarded primarily as an institution for disseminating and advancing knowledge. The first would seem to be its more obvious purpose. Whether it is the more radical or not I cannot judge. But, possibly, the purposes react and the first cannot be well achieved if the second is neglected. It would seem however that the purposes are so far separable that one may on a short view consider which should be first in regard if conflict arises between them in their claims upon the resources forthcoming for university education. Such a consideration need not of course involve the neglect of either.

Again it does not seem possible to regard the university as an institution merely cultural even in its non-professional courses. The collegiate life may be more important than its learning; and confining the view to learning, the studies which are primarily designed to stimulate and enlarge the understanding must yet be related to the course of life for which the student is intended; *their successful completion must qualify him for employment so remunerated and of such dignity as to be appropriate to the degree of his learning and the sacrifices of time and money its attainment has involved.* The university and university institutions must adjust themselves to the needs of the people whose cause they are to serve and assume such functions as these needs impose upon them.

2. If these considerations are of force, *the University cannot be considered as a thing in itself but rather as a single agent inter-acting with others in a complex social, economic and political system to the needs of which all must be adjusted.* The question of reform has to be considered with regard to the circumstances and differentia of the system of which the University is a part. Recent political developments in India for instance appear to claim as a matter of the utmost need that the education imparted under the auspices of the Universities should be such as to set forth upon their way in growing numbers a breed of scholars and of public men of the highest sanity and culture who may lead and inspire the people; and on the other hand to require that education generally should be "in widest commonalty spread" over the length and breadth of India. I say "on the other hand" not only or even mainly on account of the question of precedence which tends to arise when both purposes appeal to the same meagre exchequer; but also and particularly because a wide extension of education involves of necessity under present conditions a multiplication of the numbers who aspire to a University training and thus an immediate conflict (it is present with us now) between the demand for an extension of the facilities which exist and the need for their improvement.

Again regard has to be had to the industrial situation. It may be that it is not unpractical to look for the key to the solution of many educational difficulties in the possibility of a vigorous industrial advance and of such a modification of the social system as will allow of the opportunities afforded by such an advance being taken advantage of by the communities who are now besieging the gates of the University.

If the University has to be considered with reference to its environment, the question of reform involves many extra-academic and preliminary considerations and in regard to these I shall venture to express myself.

3. The first place amongst the collegiate population is taken by the classes known in this part of the world as the *bhadralog* and consisting mainly, so far as Bengali-speaking Hindus are concerned, of the Brahmin, the Vaidya and the Kayestha. This class of people or group of castes have had from of old a monopoly of professional and clerical employment and they look to the market and ultimately to the Government of the country to see that their requirements are satisfied. They have at the same time been in the main the leaders of the people, looked up to and respected. Failure to satisfy their needs becomes a political question and reacts upon the administration.

The market of employment is undoubtedly developing as the wealth of the country increases, but the increased supply does not keep pace with the demand. I have not before me statistics which would enable me to express the measure of this truth. But that it is a truth will be freely admitted. At present in a country in which wide discrepancies of fortune are much less manifest than in other countries which are regarded as economically blessed, such discrepancies would seem to be most marked amongst the *bhadralog*, some of whom live in affluence, but a large proportion in conditions which, considering their standards and requirements, can only be regarded as extreme poverty. It is by the *bhadralog* that the pinch of poverty is most severely felt and it is from them, in a combination of economic discontent and political idealism, that the agitation springs which purifies itself into progress. Progress so backed and so inspired is naturally a progress along lines congenial to the temperament and qualities of the class from which it springs. This class is by its traditions dissociated from industrial enterprise, and, socially, has tended as a whole to resist reorganization or progress in defending its privileges and its prestige against the encroachments of the lower classes. It is natural therefore that such progress as has been achieved or is immediately in view is disproportioned in its various branches—politically it sets itself a hope of rapid accomplishment on democratic lines—socially and economically, it moves slowly and reluctantly to the establishment of such conditions as might at once satisfy its own requirements and safely serve for the foundation of democratic institutions. It may be said that this has been adequately realized on the economic side at least—that for

half a century the literate have called out for technical education with a view to industrial advance. But the cry for technical institutions has been unsupported by useful action. It has in reality been a cry for industries and in its interpretation a cry for employment, the opportunities for employment of the old kind which a busy market would create. The spirit of commercial or industrial enterprise has been wanting or where it has been present, has manifested itself mainly in failure. There are many reasons to account for this—in part, I imagine, the tradition of the classes concerned; in part, probably, the system of early marriages and other aspects of the Hindu social organization; no eager spirit of enterprise can be expected on the part of those who have early in life given hostages to fortune. On the other hand it may be said that there is want of encouragement and opportunity and that the State has not moved as it should have done in this matter. Be this as it may, the fact remains that these classes call out for employment, that in the absence of other avenues they march along the road of the middle school and High school and press in a very mingled throng through the gates of the University. This is a state of things which will not correct itself in a day, and which must be taken into reckoning in any question of educational reform. It complicates the view of a University, its organization and its functions when such an institution has to undertake the task of dealing with numbers of whom only a very small fraction are adapted for a course of life to which the culture and training of a University is necessary or appropriate. It further complicates the task that reform needs money, that money has never been forthcoming to allow of more than a slow progress according to current ideas and requirements and that the rapid increase of numbers eager for an extension of such facilities as are now afforded is so derived as to threaten a progressive deterioration of standards. The problem of numbers grows increasingly difficult. On the one hand there is the risk of collegiate education passing out of hand as completely as secondary education has done and with more serious consequences; on the other there is the problem of the youth of the most advanced section of the people not only unemployed in posts of any emolument or prospect but denied the opportunity of qualifying themselves to compete for such posts of worth as the country does afford.

4. That this problem of numbers is no passing phase will be plain from a consideration of the causes which create it of which the following seem to be the most important :—

- (1) The advance of education.
- (2) The natural increase in the number of the *bhadralog* classes proper, their growing divorce from the land which used to be the base on which the family rested, and the presentation of a larger proportion of the *bhadralog* population as candidates for employment on account of the rise in the standard of living and the falling value of money.
- (3) The impregnation of the lower castes with the determination to rise in the social scale, discarding the old caste names, eagerly seeking for education and striving in accelerating numbers to compete with the higher castes on their own ground, *taking their lead from them and setting their eyes on the same objects of aspiration and endeavour.*
- (4) The awakening of the Muhammadan community.
- (5) The Brahmins, larger classes of whom were supported in former times by the free-will offerings of the people, have no longer in anything like the same measure this good will to depend upon and so to tend to increase the throng of applicants for secular employment.

5. The rapidity of the process in this province will be manifest from the single example of the Murarichand College—a college which ten years ago numbered altogether only 27 students on its rolls and for admission to the first-class of which we had this year between 300 and 400 applicants, over 200 of whom were classed by the University as pre-eminently fit for collegiate study, having been given a first-class pass in their Matriculation examination. The 28 of 1908 did not of course exhaust the local demand; a certain number of the Surma Valley students proceeded at that time to outside colleges. But a certain number still proceed to outside colleges, and it will probably not be excessive to consider that the demand has multiplied itself five or six times in the period. And—harping on the second string—at no stage of the progress, although it has seen two periods of exceptional prosperity have funds sufficed to provide adequately even on existing standards for the demands current at the time. Some five years ago when hopes ran high in the matter of finance a then sanctioned scheme for the development of the college on suitable lines as a second-grade college for 120 students was set aside as inadequate and a new scheme was framed and sanctioned to provide for about 600 students in a college, mainly residential, teaching up to the Honours standard of the University in Arts and Science. The scheme has had in large part to be held in abeyance for want of funds. In the matter of buildings, not one brick has been laid upon another. And already there is an insistent demand from the people that the measure of the scheme should be greatly extended, standards being reduced so as to render this possible.

6. It may be considered that the demand might be dealt with in several ways other than by mere concession, *e.g.* :—

- (1) The raising of the standard of Matriculation.
- (2) The raising of the fee rates.
- (3) The transfer to the schools of much of the work which is now done by the Universities.
- (4) The establishment of new standards for admission to government service.
- (5) The opening of new channels of employment.

In all these ways—it may be—action should be taken. But none offers an immediate solution of the difficulty. The first would be merely a temporary check, the second would intensify the economic stress, the third would transfer the University's burden to institutions which are at present quite incapable of sustaining it, the fourth would be effective if it were practicable, but I do not think it

is, and the fifth which seems to be the most important is an influence of slow growth requiring on the part of the State energetic action and large subsidies, and eager and intelligent co-operation on the part of the community.

All will proceed in an atmosphere of opposition. There is a constant conflict in educational policy between the Government and the people—the one desiring to improve the standard of education, the other crying, on behalf of the hungry who are not fed, for the relaxation of standards and the wider spread of education, good or bad.

7. The problem of numbers taken in conjunction with the question of funds involves us in large classes, low standards, limited supervision and alienation of the teachers from the taught. It involves the question of reform in political opposition unless concessions are made to enable the numerical demand to be satisfied. The political aspect cannot be over emphasized.

8. Another factor of great importance is the condition of our schools. I need not enter into this, for the febleness of the system of secondary education must already have been impressed on the Commission. It is difficult to say that reformation of the secondary school system should precede university reform, because the reforms are interdependent. The university looks to the schools for well-qualified entrants; the schools look to the university for well-qualified teachers; and both look to the exchequer for money. The expectations of all have been disappointed. And disappointment seems a continuing condition unless economic or political changes arise which render it possible to devote funds to educational purposes in growing measure according to a definite educational policy based on finance and co-ordinated with other public activities.

I must not be taken as suggesting that only money is required. But without money, without a policy, without a financial programme, the difficulties in the way of general and radical reform seem to be insuperable.

9. I have already suggested that social reform is a factor to be taken into consideration. Indian witnesses will be able to advise whether change must be left to the slow influences of economic and political pressure.

Related to the social question is the consideration of industrial advance, the opening of new channels, etc. *The channels must be such as are or can be made congenial to the qualities and inclinations of the people concerned.* It may be considered in view of what has gone before that the most hopeful line of action is to betray the community into commercial and industrial progress by leading them along the way and through the gate which have hitherto been for them the only way and the only gate to opportunity. On the other hand it may be considered that the hands of the University are more than full with the responsibilities it has already assumed, that it is in no position to foster the industry or the enterprise necessary to create the markets—they do not at present exist—which would provide employment for its graduates—that to rely on the University to take the first step in this matter would be to obscure the situation, satisfying the public with an illusory solution, and aggravating the problem of unemployment.

The question of industrial development has suffered hitherto from being regarded too largely from an educational point of view. The history of technical schools, State scholarships, etc., in these parts is a history of failure or of ineffectual action—in some cases from an immediate point of view harmful, in some harmless or even trivially useful—but in all unfortunate as putting the cart before the horse, opening schools instead of encouraging industries and acting as an anodyne.

I have already indicated certain difficulties which face the development of industries. The privileged classes do not take to commerce or industry, the unprivileged follow the lead of the privileged. It has been said that in these parts the social order is a despotism of caste tempered by Matriculation. It is only by matriculating and taking the part in after life which has been reserved for those who have matriculated that the lower castes can raise themselves to consideration. It is only so that they can raise a representation strong enough to fight for their social and political interests; and it is only by education that the privileged classes can qualify themselves to oppose effectively the conservatism of Government. On both hands this literary education is what every man desires. And if new ways are opened which lead to profit, the best amongst the lower classes will still press forward, undiverted, to the university unless the new employment is socially esteemed and certified by the fact that the *Uhadralog* compete for it.

10. In the opening paragraph I have considered the university as an institution for the dissemination and the advance of knowledge. But in India more than elsewhere the term knowledge has to be extended beyond its scholastic significance. The way of life, the outlook, the discipline of a European university are congenial to the soil. It is otherwise in India, where a new system of life and thought has to be assimilated and a foreign language is the vehicle of learning. Here it is more difficult than it is at home—and at home the subject is not yet beyond debate—to settle the point at which school education ends and university education begins. And probably in India, even if some devolution from university to school be practicable, the university will still have to occupy itself largely with work which is done by schools elsewhere. I quote in this connection from a recent note on the subject of the type of men we want at present to recruit from home for collegiate work in Assam:—

“What seems to be particularly needed is men who are adequate in learning and at the same time strong in capacity, character and personality. The outlook of our universities cannot be only academic; it is in our colleges that we must train the happy warriors of the new State. And it may be considered of greater importance that the colleges should turn out such men with their foundations truly laid than that endeavour should be concentrated on hastening the time when the colleges of India will besiege learned societies in Europe with papers of chemical research or contributions to the study of the Hegelian logic. Such work must of course be aimed at, but the issue of academic research should not be allowed to obscure the larger issues of progress. In India we cannot hope to get from Europe the best in the realm of academic attainment. The academically

minded are not ordinarily adventurers and the atmosphere in India and particularly in the Government service is not favourable or congenial to the academic temperament. We may hope to get the best of those who combine an adequate degree of academic attainment with the other qualities we require, but to do so we must offer reasonable pay, and, what is more important, almost more than reasonable opportunities of influence and control."

That study must proceed in a foreign language seems of itself to make a university in India set itself a different standard from a university at home. The university in Europe may be able to start, or to aim at starting, its training from the point at which its students have covered the preliminary ground, and have been taught to think closely and express themselves with some precision. This point is not ordinarily attained in India at present after four years of university study.

Further under this head I would suggest that in so far as the majority of its students are concerned the university has to realize that in present circumstances *its cultural courses must be regarded as in some degree vocational*. The group of occupations of which government service is representative may well be regarded in India as a profession requiring special knowledge and a special training. It is still the task of the university to turn out the professional "English-educated" man, to teach its pupils that accomplishment of correct thought and expression in English which is essential to their advancement whatever be the line of life which they adopt.

11. The question of resources—resources in men and money—is distracting. In the matter of money, it is difficult to proceed in the faith that funds will be forthcoming in measure sufficient to allow of anything more than a reconnaissance. In every department, the cry is that progress is starved for want of funds. Amongst other departments it is the complaint that education is the spoilt child of Government. And in education the endeavour is being made to realize western dreams in an Eastern land and on an Eastern budget. Even with western allotments the march would have to be tentative and slow. At home where no policy need be starved for want of funds, progress is comparatively easy amidst a population entirely educated, ready to produce at any time the human agency required, and capable of adjusting itself with but little effort to the changes which experience dictates. It is otherwise in India, where if we want money still more are we in need of men, and if we want men still more do we need the quickening spirit in the people as a whole which would make them responsive to a liberal ideal and ready to develop and keep it alive modifying it as need arose without disloyalty to its gospel to meet changing times and new conditions.

II.—Views of Commission in regard to a university in Assam.

Strictly speaking Assam also lies beyond the scope of our reference. But its relations with Bengal are, and a ways have been, so intimate that no reconstruction of the university system in Bengal so far-reaching as that which we have proposed could fail to affect profoundly the whole educational organisation of Assam. It would in any case have been impossible for us to leave Assam out of our reckoning, and improper not to have consulted those who would be most directly concerned, before proposing changes which cannot but influence their work and their policy. Those of our number who were able to do so therefore gladly accepted the opportunity afforded to us by the kindness of the Chief Commissioner. (Sir Archdale Earle) of visiting both the college at Gauhati and the administrative headquarters at Shillong, and of conferring with the Chief Commissioner himself, with his principal educational officers, and with representative leaders of opinion upon educational questions.

There has been much talk of the need for establishing a university in Assam; and, although the proposal has not yet reached the stage of being seriously considered by Government, it was strongly advocated by several of the witnesses whom we interviewed during our visit to the province, and as strongly deprecated by others. The assumption which seems to be in the minds both of those who advocate, and of those who oppose, this step appears to be that a University of Assam must necessarily be of the affiliating type, and must bring together under a single academic control the various colleges of the province. At the same time, the argument most often adduced in favour of the change was that Assam is a distinct province, with languages peculiar to itself, and with a distinctive set of economic, social, and ethnological problems; although this consideration was not very clearly put before us by most of the witnesses, it seemed to be implied that a university was necessary in order that these problems might be scientifically investigated, and in order that the curricula pursued by the students might be in some degree adapted to the special needs of the country.

We have great sympathy with this point of view. But it seems to us to be inconsistent with the project of organising an affiliating university in Assam. For one of the two Assamese colleges, that of Sylhet, serves a district which is only in an administrative sense part of Assam, being connected racially, linguistically, and economically with Eastern Bengal. The other college, that of Gauhati, serves the true Assamese region, the valley of the Brahmaputra, with almost every part of which the great river brings it into easy communication. Between the two colleges lies the wide barrier of the Khasia and Jaintia Hills, inhabited by tribes who are quite distinct from the Assamese of the Brahmaputra valley on the one hand, and from the Bengalis of Sylhet on the other. There are practically no interests in common between these regions; and a university founded at Gauhati for the purpose of serving the specific interests of Assam would in fact be out of touch with the needs and interests of Sylhet.

In the judgment of those of us who visited Assam, it is natural that the people of the Sylhet district should feel strong intellectual affinity with Bengal; and that the students of this district, in so far as they are not accommodated in their own local college, should resort, as they actually do, rather to the colleges of Eastern Bengal than to the other Assamese college in Gauhati. There does not seem to us any reason to anticipate that an independent university will arise in Sylhet; and the needs of this district and its college seem likely to be best met by such a system as we have described in the present chapter, whereby the college would be able to send up its candidates for the examinations of the Mafassal Board of the Calcutta University, on which it would be represented. In our judgment the ablest students of Sylhet will probably continue to go to the main centres of education

in Bengal, that is, to Dacca and to Calcutta; and for this purpose hostels in one or other place for these students might well be provided by the Assam Government. But, apart from this, the funds which are available for the development of higher education in this region would, for the present, be most profitably expended upon the development of a thoroughly efficient and practical training at the intermediate stage.

The problem as it affects Gauhati is quite different. Gauhati is the natural centre of the true Assam, with all parts of which it is linked by river and railway communication; and it ought also to serve the district of the Khasia and Jaintia Hills, whose roads mainly lead towards it. Of all the colleges affiliated to the University of Calcutta (with the exception of those of Burma) none has a more clearly defined district to serve than the Cotton College, Gauhati, and none has greater opportunities of special and useful study in many fields, linguistic, literary, historical, archaeological, ethnological, economic, geological. In these studies the Teaching University of Calcutta might effectively co-operate. It is already supported, and ought to be yet more fully supported, by the patriotic feeling of the distinctive people whose needs it has to serve. But so long as its courses of study are rigidly defined by the examination requirements of Calcutta it cannot shape these studies with a view to the character and needs of its own people. Beyond all question, Gauhati may rightly aim, and ought to aim, at becoming the seat of a university: not of a mere group of examining boards, but of a powerful, well-organised, consolidated corporation of teachers and students.

But we are bound to recognise that, admirable as is its equipment in many respects—and, as we have already noted, the students of Gauhati are in some ways more fortunately situated than those of almost any college in Bengal—this college is as yet far from being strong enough to stand upon its own feet as an independent university; and to force it prematurely into such a position would be to imperil its progress. What this college needs, as a first stage towards independence, is an opportunity of trying experiments under tutelage, a period of qualified and supervised freedom. We believe that the position it would enjoy if it were enabled to fulfil the conditions for admission to the special panel of the Mufassal Board of the University of Calcutta would precisely meet this need.

At the same time it would be equipped with the rudiments of a university system of government. It should have a governing body, partly lay and partly academic, endowed with some degree of financial autonomy, which might be gradually increased, and empowered to deal with questions of general policy, and to appeal in every practicable way to local patriotism for additional support. Alongside of this it should have an Academic Body, or Teachers' Council, which should be given very full powers over all purely academic questions, and (acting through the principal) over the discipline of students. The Assam Valley is not yet ready for a fully independent university. But with some development it will be ready for the recognition of its chief seat of learning as a University College or 'potential university,' enjoying an enlarging degree of autonomy under the tutelage of Calcutta, until the time shall come—which need not be far distant—when it shall be able to stand alone.

CHAPTER V.

ARTS COLLEGES.

I.—GENERAL.

45. There are two arts colleges in Assam. They are maintained by Government Arts Colleges.

and affiliated to the University of Calcutta.

The Cotton College, Gauhati, is affiliated up to the M. A. standard in English, and up to the degree and honours standards in the ordinary arts and science subjects.

The Murarichand College, Sylhet, is affiliated up to the degree and honours standards in arts subjects and up to the Intermediate standard in science.

It seems improbable that mission or other private effort will establish a third college for many years to come; it seems certain that Government will not. If our system is properly organised on lines which have long been in view, there is no reason why the two colleges, duly developed and duly released from work which should be done in the higher secondary schools, should not, for half a generation at any rate, meet the needs of the province for a cultural education proceeding up to and, in some subjects, beyond the degree standard. In the case however of special and professional subjects which are in comparatively small demand Assam must continue for long to plead for and gratefully to accept the assistance of professional and advanced institutions in the greater provinces.

46. The colleges are under the local management of Governing Bodies on which there is a non-official representation. The powers and duties of these bodies are laid down in a code of rules which does not err on the side of detail. Working under these rules—they have not in practice given any difficulty—the Governing Bodies have done very useful work. It may be undesirable at present to attempt to frame a more detailed, and probably less useful, code. Elaboration may wait until the more complex administration is introduced which is bound to follow on the establishment of a provincial University.

47. Apart from the setting of the courses of instruction and the standards of examination, the control of the University of Calcutta is exercised principally in the following ways:—On the

University control.

recommendation of the Senate affiliation is either granted or refused: the Syndicate appoint Inspectors to visit the colleges and report ; and the approval of the Syndicate is required to all academic appointments.

48. Before I deal with the manner in which this control has been exercised, I should like to acknowledge the indebtedness of the department to Sir Asutosh Mukherji, who, while he has been Vice-Chancellor, has not failed to recognise the fact that in collegiate matters Assam has been doing its best to maintain high standards, and, when need arose, has held out to us a helping hand.

49. Examination standards up to and including the degree in arts have fallen during the quinquennium, with results which have been unfavourable to the public interest and to the reputation of the University. At the same time, contradictory as this may seem, postgraduate study has been so developed as to give the University a high place as an institution for the advancement of learning. I have been very much impressed by the intellectual alertness of candidates from Calcutta whom I have interviewed in connection with collegiate appointments made during the quinquennium.

50. In the matter of affiliation the University have exercised their authority in a friendly and reasonable manner, except in 1917 when the Murarichand College applied for affiliation in Honours in certain subjects in accordance with a scheme previously framed in consultation with the Syndicate. On that occasion the attitude of the Syndicate was so unreasonable as to force into view the propriety of removing higher education, when a suitable opportunity offered, from the control of an extra-provincial institution.

51. As regards inspection, the visits of the regular inspecting officers have not been free from advantage. If the inspectors had felt themselves more at liberty to go into questions of method and of the reasons for unsuccess in particular subjects their visits might have been more positively useful.

52. In the matter of appointments the Syndicate have been most considerate, insisting ordinarily upon a high standard of qualification but sympathising at the same time with the desire of Government and the public to have natives of the province appointed when local men at all suitably qualified were forthcoming.

53. The main difficulty inherent in the continued association of Assam with the University of Calcutta in these days of provincial self-government lies in the absence of any effective representation of the province on the University councils. Such representation as we have is confined to the Senate. The journey to Calcutta is expensive both in time and money. Attendance is therefore irregular. And the numbers are in any case insufficient to make any impression on the Senate against the advice of the Syndicate, on which we have no representation, in matters so remote from their interests as educational needs in Assam.

II.—FIGURES OF ENROLMENT, ETC.

54. There was a considerable fluctuation of numbers during the quinquennium, the enrolment class by class rising and falling as shown in the table below :—

Year.	Enrolment in class.						
	I	II	III	IV	V	VI	Total.
1	2	3	4	5	6	7	8
1916-17 ...	267	247	92	77	2	3	688
1917-18 ...	326	256	100	124	2	3	811
1918-19 ...	280	335	139	126	2	3	885
1919-20 ...	294	282	201	158	3	2	940
1920-21 ...	232	278	127	205	2	2	846
1921-22 ...	277	223	110	139	2	1	752

55. Students from the local colleges have done particularly well in the University examinations up to the honours degree standard. I subjoin a note which shows the total number of successes year by year since 1911-1912 and the percentages of success in the various examinations:—

Year in which examinations were held.	Percentage of passes to number of examinees.								Total number of successes.	
	M. A.	B. A. Hon.	B. A. Pass.	B. So. Hon.	B. So. Pass.	I. A.	I. So.	Total.		
1	2	3	4	5	6	7	8	9	10	
1911-12	61	...	50	74	84	73	79	
1912-13	86	...	100	62	75	68	100	
1913-14	54	...	71	66	90	68	127	
1914-15	55	...	86	58	94	64	141	
1915-16	64	...	71	61	68	63	149	
1916-17	...	100	100	62	20	78	59	79	64	190
1917-18	...	100	50	52	100	100	66	77	65	228
1918-19	...	100	85	52	100	87	82	90	77	329
1919-20	...	100	79	79	43	80	82	76	79	330
1920-21	90	79	67	100	72	92	80	337
1921-22	95	80	80	90	83	85	83	312

These figures should be read with the figures of success in the matriculation examination which show (*vide* paragraph 90) that during the same period the number of matriculation candidates increased between two and threefold and that the percentage of success rose from the sixties to the eighties.

It might seem that here at least in the midst of our lamentations we have occasion for pride and relief. But this is not so. In the first place the numbers disclosed, taken in conjunction with the number of Assam students who have presented themselves for examination from Calcutta Colleges, are in excess of the supply of men with university qualifications whom the province can absorb with advantage either to them or to the State. In the second place the increase of numbers is due in large part to a reduction in the standards of examination. The ease of the matriculation and of the intermediate and degree examinations and the prestige which flows from the possession of such qualifications have betrayed youths without any aptitude for study into the path of learning and have carried them from stage to stage, frequently on borrowed money, until at the close of the course they find themselves, too many of them, adrift in a world which has no place for them at all commensurate with the sacrifices that have been made on their behalf or the hopes that have led them on.

I quote in this connection from the Report sent in by Mr. Südmersen:—

I confess I view the outlook with considerable apprehension. The degrees of Calcutta University will become a drug in the market; but that is the least of the evil. That young men from 16 to 21 should be herded together with no great task before them, and with but little of the social and athletic life of the older universities of England to take the place of neglected intellectual labour, is I consider to encourage a very dangerous situation. For, busy ourselves as we may, set as high a standard as we like, in the college, make the heaviest possible tutorial demands upon our students, we cannot refuse to admit the university standard in our final judgment, and so the best in us must at last be attuned to the worst. The college must suffer. And even if our examination results be poor it is useless to argue that we cannot even reach the low level against which I advert: for when a student has a low standard set before him he is more likely to fail than when a higher standard is set. For in his adaptation to the demand he naturally assesses the standard at a lower rate even than it merits, and all toil becomes increasingly vexatious. *Till we demand the best from our students we cannot secure even the mediocre.*

The passage is interesting throughout. I invite attention particularly to the concluding words which I have put in italics.

That university standards have been lowered is known to the man in the street. It admits in any case of simple demonstration. With a manifold increase in the enrolment, and, as is shewn by the matriculation tables, a deterioration in the quality of the students to be taught, a heavy decline was to be looked for in the percentage of success. And a decline was manifest in the first five years of the decennium; the average percentage of success in the degree and intermediate examinations fell from the seventies to the sixties. In the latter five years however a change is to be seen. Numbers continued to increase and quality to deteriorate. But the percentage of success rose rapidly from the seventies to the eighties, the success being most marked during the concluding years when the student community as a whole was for part of the session too deeply absorbed in politics to have leisure for study. If we assume a remarkable improvement in the quality of instruction during these years, an assumption for which there is no warrant, the improvement cannot at the best have done more than counter-balance the difficulties caused by the increase of numbers. Cancelling these considerations and omitting other considerations hostile to success, we are left with the percentages of success at the matriculation and in the undergraduate and degree examinations. On the figures provided it seems impossible, on a multiple ratio, to avoid the conclusion that there has been a decline in standard of not less than forty to fifty per cent. in the intermediate and degree examinations.

I know of only two influences which can have contributed to this end, and trust that the second has been neither consciously applied nor predominant:—

(1) The sympathetic tendency of the University to lower requirements for a pass in view of exceptional conditions.

(2) The economic tendency to reduce the toll rates in hard times so as to maintain the traffic.

In the earlier years the University and the unaided or the insufficiently aided colleges in Calcutta needed large classes and a heavy fee income to enable them to develop an ambitious policy in times of economic stress or even, with comfort, to carry on; and in the concluding years the University, if it was to avoid retrenchment, needed to keep up its numbers against the attacks of the extremist politicians.

It is needless to comment on these conclusions. If they are correct, they are damaging: if they are incorrect, I have not been easily or willingly led astray.

The effects were to some extent avoided in this province by the very unpopular refusal of government to open second sections in the intermediate classes of the provincial colleges.

56. The Cotton College has done particularly well in its honours classes. The numbers seeking honours have not been large but the standard of attainment has been comparatively high. On an average of the first four years of the quinquennium two to three students obtained first-class honours and eleven to twelve second-class honours annually. Now that the Murarichand College also has been affiliated to this advanced standard Assam may expect to take a still more prominent place in the honours lists of the University. There is no lack of ability in the province; and we are well served by the staff of our colleges. I take this opportunity of acknowledging our indebtedness to them and of inviting the attention of Government to the capable manner in which Mr. A. C. Datta has carried on his duties at Sylhet and to the altogether exceptional ability with which Mr. Südmersen has unsparingly devoted himself from its start to the advancement of the fortunes of the Cotton College and the welfare of its students.

57. The M. A. class at Gauhati has not been a striking success. Indeed the Principal has characterised it as a failure. I consider it very desirable nevertheless that the affiliation should be maintained until prospects are a little clearer. It points the onward way. Few students have attended the classes, but few students were expected to attend them; and our students have not done badly on the whole. The affiliation would be easier to lose than to regain. The Cotton College is now the only college outside Calcutta which has affiliation in any subject up to this standard.

Students by communities.

58. The following table carries on the comparison instituted in paragraph 175 of last quinquennial review (India) :—

Community.	Number in Arts Colleges.		Percentage to the male population of the community.		Number of passes in				University examinations.			
					Intermediate.		Degree.		Postgraduate.		Total.	
	1916-17.	1921-22.	1916-17.	1921-22.	1916-17.	1921-22.	1916-17.	1921-22.	1916-17.	1921-22.	1916-17.	1921-22.
1	2	3	4	5	6	7	8	9	10	11	12	13
European and Anglo-Indian.	..	...	...	...	...	1	...	...	...	...	...	1
Indian Christian ...	...	9	..	'01	...	20	...	...	...	...	...	20
<i>Hindus—</i>												
Brahmins ...	177	181	'2	'2	40	67	17	80	...	...	57	97
Non-Brahmins ...	420	414	'02	'01	84	90	26	71	1	...	111	161
Mahammadans ...	86	146	'008	'01	16	15	5	18	1	...	22	33
Buddhists ...	...	...	..	...	...	...	...	...	...	...	...	...
Parsis ...	...	...	...	...	...	...	...	...	...	...	...	...
Others ...	5	2	'0009	'0003	...	...	...	...	...	...	...	...
Totals ...	688	762	'01	'01	140	193	46	119	2	...	190	312

It will be understood that these figures relate only to students from the Assam colleges and that a large number of local students read in colleges outside the province.

III.—EXPENDITURE.

59. The total expenditure on arts colleges has risen from Rs. 1,53,514 to Rs. 2,71,055. The percentage of college expenditure to the total expenditure on education is 7·7, which may be compared with the percentages of 1917, *viz.*, 5·9 for Assam and 6·2 for India as a whole.

The sources from which expenditure is derived are the following :—

1	Amounts contributed in		Percentage to total expenditure on collegiate education.	
	1916-17.	1921-22.	1916-17.	1921-22.
	2	3	4	5
	Rs.	Rs.		
Provincial revenues ...	1,18,151	2,29,755	76·9	84·7
Fees ...	35,363	41,300	23·0	15·2
Total ...	1,53,514	2,71,055	99·9	99·9

Provincial expenditure has increased by 94·4 per cent., the income from fees by 16·7 per cent. The greater part of the income from fees is taken up by scholarships.

The average fee per year for each student is Rs. 54·9 against Rs. 51·3 in 1916-17 for Assam and Rs. 69·4 for India as a whole.

The average annual cost of educating a student has risen from Rs. 231·9 in 1916-17 to Rs. 347·47. The average cost of a student in Government colleges in India at the close of last quinquennium was Rs. 256·2.

IV.—GENERAL DEVELOPMENTS.

60. On the subjects dealt with under this head in the last quinquennial review (India), I have little to say.
Proportion of staff to students.

The following figures are required to carry on the comparison instituted in paragraph 185 :—

	1916-1917.		1921-22.
	Assam.	India.	Assam.
1	2	3	4
Number of students per instructor	18·5	22	18·3

While some sort of rough guide may be obtained to the sufficiency or insufficiency of the staff of a college or collegiate system by a comparison of such figures when taken in conjunction with fuller details, I should deprecate the establishment of an arithmetical formula on the subject. The tendency with formulas which take many conditions for granted must be to disregard the conditions and to apply the formula indiscriminately. The writer has himself lectured to classes of 230 odds and to classes of 10 or 12 in a college which would have shown, for its day, a first class return of the number of lecturers to students, when the ten or twelve needed but little personal attention and the hundreds needed much. To give another example, the appointment of a full staff in Pali and Biology would greatly increase the staff of lecturers for the purpose of such a formula without adding a whit to the assistance in their studies given by the staff to nine-tenths of the enrolment.

61. The main material development of the quinquennium has been in connection with the scheme for the advance of the Murarichand College. A history of the college is printed in an appendix to this chapter in the faith that it may be useful to have the facts set forth in a public record.
Material developments.

62. The development of the ordinary activities of Unions, Clubs, Debating Societies and so forth was hindered by extraneous interests which brought in their train excitement, enthusiasm and mutual suspicion. The old interests seemed thin and profitless. It seemed useless for students to debate on abstract themes while they could play an important part in the regeneration of their country. Cricket and tennis were Western games suitable only for those who had the slave mentality ; and so forth. Corporate life was mainly political in its manifestations and found its supreme expression in times of *hartal*. The colleges were not, however, closed for a day beyond the authorised list. Indiscipline arising from political causes, uncomplicated with *budmashi*, was treated rather as a complaint than as an offence. The treatment was mild but firm. In due course the majority of the students who had absented themselves were re-admitted to the fold ; and they came back without a grievance.
Corporate activities and discipline.

The fever was more acute in Gauhati than in Sylhet. This was natural. Non-co-operation made a greater stir in the Assam Valley than in the Surma Valley. Gauhati was the home of the leaders of the movement in this province ; and in times of stress the orators were seldom silent on the *maidan*. In Sylhet on the other hand none of the outstanding men were non-co-operators. Apart from other reasons favouring peace, Muhammadans outnumber Hindus in the valley, and the excitement of the Muhammadan villagers was so pronounced and their war cries so Islamic and uncomfortable that even doubtful Hindus found it wiser to non-co-operate with their neighbours than with Government. There was consequently a comparatively peaceful atmosphere in the Murarichand College. Such trouble as occurred was due rather to students let loose by the closing of the Calcutta colleges than to local excitement.

It is difficult to say just what the result may be, whether the tendency has been towards greater stability or whether the natural instability of discipline in our colleges has been brought to rocking point. On the one hand the students have learned how easy it is and how pleasant for a time to indulge their humours and give trouble to the authorities. On the other hand they have seen that the outcome is unkind.

On the whole I incline to the view that discipline will be weaker than usual for the next few years against any strong and persistent attack, but that it will yield less readily to minor excitements.

The lesson learnt by the students would undoubtedly have been more impressive had not examination standards accommodated themselves to the times.

APPENDIX.

HISTORY OF THE MURARICHAND COLLEGE.

I.—GENERAL SUMMARY.

The Murarichand College was established in 1891 by the late Raja Giris Chandra Rai, a zemindar of Sylhet, as a second-grade College under the old University Regulations and was named by him in honour of his grandfather—Babu Murarichand Rai. It was formed by adding two classes on to the Raja Giris Chandra High School and was accommodated in the same building in the rooms still occupied by the science department of the College.

2. As was the case with many other institutions of the kind established under the easy conditions imposed by the University authorities under the Act of 1857, the Murarichand College was hard hit by the more exacting requirements of the new Regulations which flowed from the amending Act of 1904. Funds were inadequate to meet the conditions, until the Government of Eastern Bengal and Assam came to the rescue in 1908, recognizing that a college was needed for the Surma Valley and that without assistance the Murarichand College must lose its recognition.

The provincialisation of the college on a second grade basis was decided upon. A scheme was worked out and submitted to the Government of India. In due course this scheme was sanctioned. A site was acquired and the collection of materials was in progress when provincialisation was effected on 1st April 1912, the date on which Assam was constitutionally separated from the Eastern Bengal districts.

While the scheme was maturing, the College was assisted with liberal grants-in-aid.

3. Sir Archdale Earle, the first Chief Commissioner of reconstituted Assam, decided, shortly after assuming office, that the sanctioned scheme was altogether too meagre, and that the college ought to be developed as a first-grade institution on similar lines to the Cotton College in the other valley. The sanctioned scheme was accordingly laid aside and the preparation of a new scheme was put in hand. In due course, this scheme was sanctioned by the Government of India and the Secretary of State.

4. Many circumstances combined to postpone the execution of the scheme. The suburban site selected for the new buildings was objected to by the local public. Sir Archdale Earle after long debate conceded to the public wish and acquired a site within the confines of the Municipality. When the building plans went up to the Government of India, they objected to the urban site and the matter was not finally set at rest until Sir Nicholas Beatson Bell, on a reference from the Government of India, decided in favour of the suburban site originally selected. Meantime the strings of the public purse were tied by the orders of the Government of India enjoining rigid economy during the war; and it was not possible to proceed even to the preparation of plans and estimates until the findings of the University Commission, which was sitting, were made known.

5. Immediately on the publication of the Report, Sir Nicholas ordered the preparation with a view to immediate action of plans and estimates for the construction of such buildings as would be of use whatever decision was come to on the recommendations of the Commission. These plans and estimates proceed on the supposition that the recommendation of the Commission for the separation of Intermediate and Degree classes will ultimately be accepted. They provide for Degree and Honours classes in Arts and for the residence of students, Principal and Professors.

It is not possible to plan for the Science classes until a decision has been come to one way or another as to what action is to be taken on the Commission's recommendations and what the requirements of the University as amended will be in the matter of provision for science teaching.

6. While discussion was proceeding, nothing that was practicable was omitted to advance the college in its present setting. The staff was strengthened, the affiliation in Arts broadened and carried on to the Degree and finally to the honours standard, and intermediate classes were opened in science. Temporary hostel and college buildings were put up to accommodate the rapidly increasing enrolment and large grants were spent on the purchase of books, furniture, scientific apparatus and equipment.

Despite most adverse economic conditions the expenditure on the maintenance of the college from public revenues rose from Rs. 5,000 in 1903 to Rs. 1,24,000 in 1921-22. In the same period the enrolment rose from 27 to between four and five hundred.

II.—SANCTIONED MAJOR SCHEMES.

1. The original scheme for the provincialisation of the college, which was sanctioned in the Government of India's letter No. 438 of 4th June 1908 contemplated the establishment of the college, as a Government institution, on a second grade basis with meagre courses of instruction up to the Intermediate standard in arts and science at a cost of Rs. 21,000 odds annually for maintenance. The initial outlay was estimated at Rs. 7,500 for site, Rs. 7,500 for college and hostel buildings and residential quarters and Rs. 25,000 for equipment.

2. Funds were not found to carry out this scheme before the union of Eastern Bengal and Assam came to an end on 31st March 1912. But a site was acquired (*the Peterson Street site*) at a cost of some Rs. 12,000, a building scheme was prepared and sanctioned, in contemplation of a total enrolment of 100 students and a hostel enrolment of 75, and materials were being collected when the new Administration came into existence on 1st April 1912. With effect from this date the college was provincialised in its old buildings.

3. Sir Archdale Earle stopped the work on this inadequate scheme, and ordered the preparation of a revised scheme on a much more ambitious scale, developing the college to the first-grade status with affiliation up to the honours standard on a broad basis in arts and science. Such a scheme was prepared in consultation with the University authorities and was sanctioned by the Secretary of State in his Despatch communicated to us with the Government of India's Education Department Memorandum No. 138, dated the 2nd January 1914. The estimated cost was initial Rs. 6,00,000 and, recurring, Rs. 82,532. An inexpensive site outside the Municipal limits (*the Thackeray Tila site*) was in view, and buildings of the plainest character.

4. Hindu public opinion was opposed to the Thackeray Tila site which was about a mile outside the bounds of Sylhet. After protracted and extensive consultation and debate Sir Archdale Earle decided in favour of an urban site. The original site acquired—the Peterson Street site—was considered to be the most suitable and was extended to accommodate the larger scheme, at a cost of Rs. 55,000. Plans and estimates were prepared for the construction of buildings. With rising rates, a superior specification and a site which required heavy expenditure to put it into sanitary condition the expense of the project rose, exclusive of establishment charges, to Rs. 10,76,023. On this project being submitted to the Government of India many objections were raised the most important of which was to the site. These were duly answered by the Administration and correspondence was still proceeding when Sir Nicholas Beatson Bell, who had succeeded to the Chief Commissionership, took the matter up and decided against his predecessor and in favour of the suburban, *i.e.*, the Thackeray Tila site. This rendered it necessary to frame fresh plans and estimates and to start from the beginning again.

5. A scheme was thereupon outlined in a note by the Director of Public Instruction. Plans and estimates were not then asked for as the University Commission was still sitting and it was not known what effect their recommendations would have on the scope of the project. In anticipation of the publication of their report, Sir Nicholas Beatson Bell proceeded to the acquisition of the Thackeray Tila site, an area of well over 100 acres, at a cost of Rs. 21,189, the abandoned site at Peterson Street being reserved for other important educational projects.

6. On publication of the Commission's report in the middle of 1919 it was found that they had recommended, *inter alia*—

- (1) That the university should cease to have any direct concern with the teaching of intermediate classes.
- (2) That the Murarichand College should be reverted to the status of an intermediate College and put outside the university system.

The latter recommendation was made in ignorance of essential facts. There could be no question of the need of a first-grade college for the three million people of the Surma Valley. In any case the Administration was pledged to the people of the valley to provide a first-grade college. This recommendation was therefore at once put aside. In the faith that the other recommendation—that for the separation of degree and intermediate classes would be given effect to—a project was ordered for a degree College in Arts on the Thackeray Tila site. It was not possible to include science in the project, until some clearness was arrived at as to requirements in the matter of staff, accommodation and equipment for science teaching under the expected new regime.

Sir Nicholas Beatson Bell at a Durbar held on 15th October 1920 announced that Government was “pledged to raise stately buildings for the Murarichand College and to maintain it permanently as a first-grade college teaching every liberal Art and Science.”

7. The project was duly prepared and approved at a cost of Rs. 8,51,530. It provides for :—

- (1) A block of B. A. class rooms for 300 students.
- (2) A library and college hall with seminars attached.
- (3) An administration block with office and common room.
- (4) Hostels to accommodate some 150 students.
- (5) Quarters for principal and hostel superintendents.
- (6) Recreation grounds.
- (7) Sanitary arrangements.
- (8) Treatment of the site.

8. The preparation of detailed plans and estimates was at once put in hand. Money was provided in the budget for immediate expenditure and the collection of materials and the clearing of the site were begun.

9. On 19th August 1921 the foundation stone was laid by His Excellency Sir William Marris and in course of the year considerable progress was made with the work of construction.

10. To complete the project these works will be required :—

- (a) Science laboratories and class rooms.
- (b) Power house.
- (c) Further hostel accommodation.
- (d) Further residential accommodation for the staff.

It will further be necessary to provide suitably in a separate institution for the intermediate classes in science and arts.

Action in both these respects awaits a decision as to the future control of university education and the ascertainment of requirements in due course in correspondence with such authorities as may be constituted for the purpose.

III.—INTERMEDIATE ACTION.

1. The College started its career as a Government-aided institution with affiliation up to the Intermediate standard in Arts in these subjects :—

English.
Vernacular.
Sanskrit.
Persian.
Mathematics.
Logic.
Chemistry.

The original scheme of provincialisation contemplated the dropping of Sanskrit and Persian from the courses, and the addition of Physics.

2. In anticipation of the fruition of the major scheme already referred to, the Assam Administration decided to broaden the basis of affiliation up to the Intermediate standard. With effect from the reopening of the college after the summer vacation of 1913 Sanskrit and Persian were confirmed in the curriculum. History and Physics were added to the courses in arts and affiliation was obtained up to the Intermediate Science standard in English, Vernacular, Chemistry, Physics, and Mathematics. To allow of this the staff was reinforced by a number of subordinate and three provincial service appointments and additional temporary buildings were put up and equipped.

3. The next step was the appointment of an additional English lecturer in 1914 to enable the staff to cope with the greatly increased number of students.

4. The Government of India, who very grudgingly allowed the advance of Intermediate affiliation, were opposed to the development of the institution to the degree standard until it was respectably accommodated in its new buildings. Their decision in this matter combined with the interminable dispute on the site question and the restriction on public expenditure on account of the war to prevent further advance till 1916.

5. In the beginning of 1916 the late Maulavi Syed Abdul Majid, afterwards the Hon'ble Khan Bahadur Syed Abdul Majid, C.I.E., Minister for Education, presided over a meeting of prominent people of the district of Sylhet at which they expressed their "very great disappointment that the already matured project of raising the Murarichand College to the degree standard was to be suspended in view of the financial stringency caused by the great European war", and urged that action should proceed at once to advance the college to the degree standard by increasing the staff and putting up more temporary buildings. Sir Archdale Earle offered to take the matter up if the memorialists provided half the expenditure for the first two years of working. The fact of the local public subscribing to this extent might, he thought, convince the Government of India of the urgency of the need when other arguments would fail. The Hon'ble Khan Bahadur on behalf of himself and eight other prominent citizens of Sylhet at once guaranteed the amount, *viz.*, Rs. 18,000.

Sir Archdale threw himself vigorously into the case and overcoming many obstacles succeeded in obtaining with effect from the reopening of the college after the summer vacation of 1916, affiliation up to the degree standard in these Arts subjects :—

English.
Mathematics.
History.
Philosophy.
Sanskrit.
Persian.

Affiliation in science up to the degree standard was out of the question. Science Laboratories cannot be improvised.

6. In 1917 Arabic was added to the courses and affiliation granted up to the Degree standard.

7. A strong demand for affiliation up to the Honours standard in Arts having manifested itself in the following year, an effort was made to obtain such affiliation from the University in the subjects of History, Philosophy, and Sanskrit. The University proved unfriendly as regards History and Philosophy but agreed to the affiliation asked for in Sanskrit. This was sanctioned in due course by the Government of India.

Finally, as the outcome of a resolution moved in Council by the Hon'ble Rai Promode Chandra Datta Bahadur, who has since succeeded the late Khan Bahadur Syed Abdul Majid as Education Minister, affiliation in Arts has been, with effect from the academic year 1922-23, advanced to the honours standard in all the subjects comprised in the course.

8. Throughout this time the enrolment of the college rapidly increased : its staff and its disreputable buildings were added to to keep pace with the growing demand : and very considerable sums were spent on temporary hostels and on apparatus, books, furniture and so forth.

9. The scheme of development contemplates the recruitment of three officers in the Indian Educational Service. No such officer has as yet been appointed, action in this regard having been held over pending the construction of the new buildings. But the Principal, Mr. A. C. Datta, formerly a member of the Provincial Service, was on the reorganisation of the Indian Educational Service included in its cadre.

CHAPTER VI.

SECONDARY EDUCATION.

I.—GENERAL.

63. It is needless to write a dissertation on the system of secondary education which is in force. This was fully and clearly done in last quinquennial report, and there has been no substantial change.

The system in force.

64. The main features of the quinquennium have been an increase of 17 per cent. in the number of secondary schools, an increase of some 50 per cent. in the expenditure and, as regards enrolment, a hesitation, on the whole slightly favouring increase, until the closing year when it decided in favour of retreat: the loss was close on 12 per cent. for the year and 11 per cent. for the quinquennium. Were the view to be confined to English schools, as will be seen later, the loss would be more striking. The reasons were in the main economic. The deciding factor was political.

Main feature of quinquennium.

The period ending 1916-17 began in prosperity. By its close the influences of the war had not yet declared themselves. The province had wakened up. Progress was in the air. Work was plentiful. There was no lack of government appointments: in the opening years indeed qualified candidates rather than appointments were to seek. Muhammadans and the backward classes were stirred by the prevailing spirit and enrolled their boys in growing numbers in secondary schools, expecting in due course employment for them and advancement for their community. The long continuance of the war brought depression in its train. The cost of education rose with the price of food and clothing and school materials. Money was scarce. Employment proved hard or impossible to get. The spirit of hope was discouraged, and as the line wavered, the politicians struck. This was due to no astuteness on their part. They were themselves the creatures of the complex which they exploited and, with those whom they misled, are now equally its victims.

The increase in the number of schools requires no explanation. People are seldom willing to learn from the experience of their neighbours.

The rise in cost was in part due to causes which had been foreseen and were implicit in the action of the previous quinquennium and in large part also to the economic crisis and the obligation which it imposed upon Government to raise the salaries of its servants. In regard to the first point it may be explained that the reinforcement of the staff of government schools, the development of those schools to meet the increased demand and the provincialisation of the high schools at subdivisional headquarters had more than doubled numbers in the services engaged. The new men were brought in at the bottom of the service to which they were appointed, e.g., in the Subordinate Educational Service, of which the maximum pay was then Rs. 250, they were brought in on Rs. 50: year by year provision had to be made to enable them to move up the scale: and Government has still some financial ground to cover before it can assure itself that the charge on this score has been met and that, so far as education is concerned, its unattached income is wholly free. As regards the reorganisation of the services I need say nothing here. The subject has been already dealt with.

65. However discouraging it may be to Government and the education department to find the numbers dwindle as the cost increases, it would be difficult to say that the loss in numbers is altogether to be deplored.

Account of profit and loss.

On an account of profit and loss the main items on the debit side appear to be:—

- (1) That the clock of Muhammadan progress has been set back.
- (2) That a considerable number of school boys have been put through a practical apprenticeship to the profession of discontent. Many are likely in future years to be a nuisance to themselves and to their neighbours and to trouble the business of Government.
- (3) That private effort in education has been discouraged owing to the reduction of fee receipts, the only source to which the majority of institutions can look for maintenance.

On the credit side we may enter the fact that the drift collegewards has been temporarily at least arrested. Matriculation education was being overdone. Assam is an agricultural province: apart from the public services, the tea gardens and

the minor openings provided by the larger villages and the townlets there is no scope within the province for men who have been educated to the expectation of clerical or professional work or the employment or control of labour; and the world outside exists for the Assamese not as a field in which they may range for profit but as a congested area which sends its adventurers into Assam to jostle them out of the leading places in their provincial markets.

We may enter also on the side of advantage the fact that the middle classes, having been brought by experience to see that education in a high school is not of itself a passport to influence and employment, have less dimly than heretofore realised that there is a problem of unemployment, that it must be faced, and that the multiplication of secondary schools is no solution.

Finally—and this also has an educational bearing—the country side has learnt suspicion. The villager must now know that every one with a complaint against Government in his mouth is not necessarily a soothsayer or a friend of the people.

The present situation.

66. This contradiction remains to be solved:—

- (1) An increase of facilities for education beyond the rudiments is needed, economically, to provide for the employment of the *bhadralog* classes who are rapidly increasing in number, and, politically, to provide for—
 - (a) advancement on the lines marked out for the country by the constitutional reforms,
 - (b) the return of the Muhammadan community to their place of influence in the land, and
 - (c) the elevation of the depressed classes.
- (2) The supply of educated men already exceeds the demand in the markets to which they resort for employment.

The way of remedy is plain enough—control, new markets and a freer resort to the markets which exist. I note in passing that commerce is largely in the hands of foreigners and that the number of Marwaris in the province has more than doubled in the course of the last ten years.

If the situation is biddable on paper, in practice it presents a problem of excessive difficulty. In the provincial education report of ten years ago the view was expressed, with reference to the developments then in contemplation, that social and economic progress must advance with even step if our eagerness in spreading education was not to do harm instead of good. And this warning has been renewed at intervals. Social and economic progress have not advanced with even step. What then is the result? It is probably too much to say that such educational advance as has taken place has as yet done more harm than good. The strangeness and the passing depression of the times must make it unwise at this stage to attempt conclusions. Without boding, it may, nevertheless, be prudent and opportune to emphasize the warning. The educated classes are in circumstances marked in growing measure by distress. If their condition is not to pass from bad to worse they must change their conservative outlook on life and work and putting aside the hope of salvation by academies or phrases, set themselves in earnest to a laborious solution. Schools may play their part. But to throw the burden on schools is to mistake their function and the measure of the problem.

67. So much by way of introduction. It will be convenient as in previous reports to follow up the lines of the policy declared by the old administration in regard to high and middle English schools, *viz.* :—

Action taken on approved lines of policy.

In the first place.—To provincialize aided high schools at subdivisional headquarters.

In the second place.—To extend existing Government high schools and the newly provincialized high schools so as to permit of the opening of two sections in each class from the first to the last, involving an ultimate number of 640 boys in each school.

In the third place.—In stations where there is no second high school to encourage the formation of middle English schools to relieve the pressure upon the lower classes of existing high schools, and, pending the development of these middle schools and their ultimate elevation to the high school standard, to permit, as a temporary measure only, of the opening of third sections in the high school classes proper (classes VII—X).

In the fourth place.—To improve existing aided high schools by increased grants-in-aid to enable them to secure and retain the services of a reasonably well-qualified staff, and to put them in a position to develop as demand arises and responsibilities increase.

In the fifth place.—To assist in the opening of new high schools where a demand can be clearly shown to exist and the public are apparently eager for the establishment of the institution and ready to make the usual proportionate contribution towards the cost.

(1) *Provincialization*.—Financial considerations throughout the period stood in the way of the completion of the programme by the provincialization of the high schools at Sunamganj and Hailakandi. Such funds as were free were fully taken up by providing for the increasing cost, under establishment and other heads, of the schools already taken over.

(2) *Expansion of Government high schools*.—Within the limit set, additional sections were added to each class wherever demand arose. Mr. Südmersen pointed out in 1917 that the extraordinary demand prevalent for matriculation education during the period then reviewed had resulted in the opening of 101 new classes or class sections, the equivalent of 13 new single section high schools.

The demand abated and then disappeared. In the closing years no new appointments had to be created for general school purposes. In 1920-21, however, in accordance with a recommendation of the Muhammadan Educational Conference, an additional Maulavi was appointed in each school which had an enrolment of 100 or more Muhammadans, to allow of the teaching of both Arabic and Persian in the matriculation classes. Experience since the appointments were created seems to show that the demand for both subjects is by no means general. Pupils ordinarily are afraid of Arabic and parents do not care whether their boys learn Arabic or Persian so long as they get the matriculation certificate. They favour the language which renders this most easy.

(3) *Opening of middle English schools*.—New middle English schools were opened at Nowgong, Maulvi Bazar, Dibrugarh, Jorhat and Tezpur. Funds did not allow of the schools at Maulvi Bazar, Dibrugarh and Jorhat being brought on to the aided list. The Nilmani middle English school at Karimganj was developed into a high school.

(4) *Improvement of aided schools*.—In course of the quinquennium four new high schools which developed with encouragement from the department were taken on to the aided list and were duly recognised by the university. Even in the earlier years funds were short and it was impossible to increase grants-in-aid so as to provide for the maintenance and development of the schools in accordance with the policy outlined above. In the closing year schools were put to very great difficulties by the diminution in their fee receipts and the inability of Government to come to their rescue.

(5) *Opening of new high schools*.—As will be seen from the returns the number of high schools for boys increased during the period from 36 to 41 or at the rate of one per year. In addition two schools came into being, were provisionally recognised and passed away for want of public support. At one time however the eagerness for new high schools was so great and such schools were being brought into existence so numerously and with so little thought that special action had to be undertaken by the department to help such promoters as were doing their best to meet a real want in a respectable way and to discourage those who were not. The following quotation from a report on the subject of the supply and demand in Habiganj subdivision is to the point:—

Typical situation in Habiganj. following quotation from a report on the subject of the supply and demand in Habiganj subdivision is to the point:—

In Habiganj the demand for education beyond the middle English standard has far exceeded the provision. The natural consequence has followed: private secondary schools have sprung up pretending to teach beyond the middle stage and in every way unsuited for the purpose.

2. The situation is rendered difficult at present by the fact that the Education Department is not in a financial position to help such of the new schools as are really needed to stand firmly on their legs, that the people who can afford to help are few and unwilling to promise assistance or, having promised, to abide by their promises. It seems none the less necessary, however hard it may be on those who, seeking for instruction that they may qualify for employment, are turned away from our schools for want of room, that action should be taken to discourage the opening of overflow schools which do not satisfy the most moderate requirements in regard to instruction, sanitation and discipline.

3. The history of affairs in Habiganj may be considered below:—

In the first place the demand for high school education was met by opening double sections in the upper classes of the Government high school.

This sufficed for a year or two.

In due course the outturn of the middle schools exceeded the capacity of the upper department of the Government high school and began to distribute itself over high schools in other centres. These too have now failed to meet the demand and the problem has settled down to solve itself in its own area.

For the last few years it has been customary for the people of Habiganj town to represent matters geographically to the Chief Commissioner in the beginning of the school year, and to put forward to me while I have been on tour at Habiganj entirely unpractical proposals for the establishment of a

new high school at Habiganj at a cost of little or nothing to any one. On occasion I have met deputations and gone to the trouble of working out details with them. I have found them ordinarily willing to listen to reason, ready even in the enthusiasm of the moment and the distance of the date for implement, to assure me that the funds required would be forthcoming. Nothing however has come of any of these proposals.

Matters seemed more hopeful when in the beginning of this year offered to take on his own shoulders the whole financial burden of establishing and maintaining the new school. As soon however as the intending benefactor was brought to face the facts he found that he had promised more than he could perform and withdrew his offer.

Meantime eagerness could not wait and a second high school was opened in Habiganj with a Rs. 35 Headmaster at a monthly cost of Rs. 145. And similar schools even more inadequately provided for have been opened at other centres.

It is no longer possible to leave developments to take care of themselves.

4. The case may be first considered on general lines :—

The question presents itself in the following aspects :—

- (i) How to increase the facilities for secondary education in these times of stress.
 - (ii) How to avoid the creation of a fictitious demand by the presentation for admission to the matriculation classes of high schools of a host of boys who are not fit for admission and have no reasonable prospect of surviving the course.
 - (iii) How to discourage the opening of unrecognisable institutions.
5. The principal difficulty in the way of opening new schools is that of maintenance. Fee receipts as they are at present set are insufficient to support a school in decency. They require to be supplemented. This may be done in three ways :—

- (1) By means of a recurring grant-in-aid from Government.
- (2) By means of a subscription from private sources.
- (3) By raising the fee rates.

It is not at present possible to increase the list of maintenance grants.

In the majority of cases a demand for subscriptions from private sources is unreasonable and, where it has been insisted on has resulted in false accounts and broken promises. The people of the headquarters stations have no organization to levy a regular recurring tribute on the countryside which is responsible for the demand, and their own purses are ordinarily but thinly lined.

The obvious course seems to be the plain policy of direct taxation by raising the fee rates.

The fee rates in private schools follow the rates set by Government in its schools. These rates have remained unchanged for many years at :—

Class.	X.	IX.	VIII.	VII.	VI.	V.	IV.	III.
1	2	3	4	5	6	7	8	9
	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.
Rate ...	3 0	2 8	2 4	2 0	1 12	1 8	1 4	1 0

Apart from the fact that the rates are insufficient to support the schools, the scale is unreasonable I can find for instance no adequate ground for the discouraging rise from Re. 1 in class III to Rs. 3 in class X. It is almost an expensive to teach a small boy as a big boy; if the small boy is taught mainly by the less fully qualified members of the staff, it will be borne in mind that under the Regulations only 30 boys can be taught at a time in class III against 50 in class X.

Against the proposal to raise the fee rates it may be urged that the middle classes are already hard pressed economically, and that the times are unfavourable. This is a consideration of influence and it has been given due weight. Were it just or practicable to find the funds by other means, such means would be adopted. But no such means suggest themselves, and when the choice lies between the restriction of facilities on the one hand and a slight increase of cost on the other, there is no question as to the alternative which the people interested would select.

6. The raising of fee rates need not be taken as a formula to be applied indiscriminately.

But when a subdivision has arrived—as Habiganj has arrived—at a stage where the demand for educational facilities is far in advance of the supply, it may reasonably be assumed that the commodity offered would command a good market at a higher price. This has been demonstrated in practice. In one or two private schools in both the valleys which the Department is endeavouring to make self-supporting the fee rates have been raised above the Government standard without seriously affecting the enrolment. These schools are however situated outside subdivisional headquarters and have not to compete with Government schools offering better instruction at a lower rate. It would not be possible to initiate such action in a headquarters station unless rates were raised in the Government high school.

7. The raising of the fee rates in the Government high school at Habiganj must therefore be faced.

An increase to three rupees a month in classes VII to X and two rupees a month in the lower classes of the Government school would suffice. Other institutions in the town and subdivision might then follow suit. The existing middle English school in Habiganj could be encouraged so to adjust

its fee rates that it might support itself adequately, paying the salaries necessary to secure and retain the services of properly qualified men and assigning a proportion of its receipts to the constitution of a school fund; and the promoters of the second high school would be in a position to confine their attention to classes VII to X and to establish a school on a self-supporting basis on an open site outside the town. The difficulty would then be only with regard to the initial grant required by the promoters for land, buildings, furniture, etc.

Discouragement of fictitious demand. 68. With regard to the prevention of a fictitious demand, the courses recommended were :—

- (1) The increase of the fee rates as proposed for Habiganj.
- (2) The encouragement of new high schools in suitable centres to restrict themselves to classes VII to X.
- (3) The demand from pupils presenting themselves for admission to class VII of a certificate to the effect that they were in a fit state of preparation to profit by a high school course.

Action proceeded in a few centres on the first and second of these recommendations; as regards the third, action was prevented by the receipt of orders which had the effect of discountenancing a scheme for the institution of a public examination at the close of the middle school course.

69. Finally with regard to the discouragement of unrecognizable institutions, a black list of unrecognizable institutions. a black list was established in which schools were gazetted whose promoters were unwilling or unable to take any action to satisfy the moderate requirements of the department and the more moderate requirements of the university. As this is a matter of considerable importance and the action taken was almost immediately successful in attaining its object, I subjoin an extract from the first Gazette notification :—

A number of proprietary institutions have sprung up recently in the province which teach pupils up to or nearly up to matriculation and evade the standards set by the University. This has been rendered possible by a somewhat lax interpretation or application of the University Regulations in regard to the admission of private candidates for matriculation.

Under the Regulations it is provided that ordinarily only students who have been educated for at least one school year previous to the date of the matriculation examination at a school recognised by Calcutta University for the purpose shall be admitted to the matriculation examination. Exception is, however, admitted in the case of private candidates subject to the following conditions :—

- (1) That such candidates have not attended any school for *at least* one year previous to the examination.
- (2) That such candidates have passed a preliminary test held for the purpose by a Government Inspector of Schools or under his orders.
- (3) That satisfactory evidence is adduced before the Inspector that the candidates have prosecuted a regular course of study and have been subject to proper discipline.

The concession to private candidates was intended to provide for exceptional cases in which the operation of the ordinary rules might involve individual candidates in hardship. It did not contemplate the development of a dual system of schools preparing candidates for matriculation—one recognized by the University adopting University standards and subject to University inspection and control, the other either refused recognition or not applying for it, and setting standards much lower than the University could accept. The development of such schools has been encouraged by the admission of their pupils to the preliminary tests (condition 2) held under the order of the Inspector and by the acceptance from the Headmasters of such schools (condition 3) of evidence to the effect that their pupils have prosecuted a regular course of study and have been subject to proper discipline.

Despite the efforts of the Education Department to discourage them the number of unrecognised schools offering instruction in the whole or in part of the four years' course for matriculation is increasing. More effective measures than have hitherto been adopted are necessary to enforce the regulations of the University. It is now ordered with reference to the schools noted on the margin that they must by 1st July 1919 either abolish the classes above the middle school standard or secure the recognition of the University (permanent or provisional). Failing this the following orders will be brought into force :—

- (1) Candidates from the schools concerned will be refused admission to the preliminary tests held under the orders of the Inspector of Schools.
- (2) Pupils reading above class VI in the schools concerned will not, without the special sanction of the Inspector of Schools in each case, be admitted after 1st January 1920 on transfer to any institution recognised by the Department.

Between the date of this order and 1st July 1919, pupils reading in classes VII to X of the schools above named will be admitted on transfer to recognized institutions to such class as they are found on examination to be fit for. Between 1st July 1919 and 1st January 1920 the usual examination fee of Rs. 5 will be charged.

Candidates from these schools may be admitted in the middle of the term or year without regard to the restrictions laid down in the "Regulations for the admission and withdrawal of pupils."

It may be noted that everything that could be done to encourage honest effort was done, that the position of the department was unenviable between the public anxious that there should be no standards at all and the University unready to enforce the regulations in this regard, and that, on the sole occasion on which the University intervened, they interposed their authority to correct the department in its efforts to insist on the standards which they themselves had set.

70. The local management of schools is entrusted to committees. A code of rules for the management and working of all classes of schools was framed and published in 1918.

Local management.

The committees of government schools have in their number two or, if there is a demand for further representation, three non-official members appointed by the Director of Public Instruction on the recommendation of the Deputy Commissioner. Provision is made in the rules for the performance by the committees of such duties as may be assigned to them under the special or general orders issued by Government or by the Director of Public Instruction in regard to matters within his competence. The routine administration of the school is left in the hands of the headmaster who is guarded from undue interference. But important powers of supervision and control, particularly in matters of discipline, are placed in the hands of the committee. The relations of the committees to the headmaster and to the administration of the schools are fully exposed in the published rules and orders of the department. The general tendency has been to trust the committees with larger powers, and on the whole this policy has proved successful. I acknowledge in passing the debt which the department owes to the managing committee of the government high school at Sylhet in the disciplinary troubles of 1921. The presence of influential non-officials on the committee was a source of strength and not of weakness. In the more backward areas the value of non-official reinforcement proved less obvious.

A feature in the constitution of the committees of aided schools is the representation of the teaching staff. The headmaster is *ex-officio* a member and is ordinarily the secretary of the committee. In high schools or other schools with a considerable establishment at least one additional member must be selected from the teaching staff. It is further provided that when possible there shall be one or more government officials on the committee and that the personnel shall be approved by the Inspector of Schools and the Deputy Commissioner. The committees are in general charge of the institutions over which they preside, and it is a matter of grant-in-aid policy that the department should not interfere with the local administration of aided schools except in case of necessity.

The grant-in-aid rules were framed with a view to enabling committees to set aside a percentage of the fee receipts for the establishment of a school fund, and to develop a policy. Unfortunately, in the exceptional conditions which have prevailed, action in the spirit of the rules has perforce been interrupted and in the closing year the committees were occupied in dissipating instead of in adding to the funds which they had begun to collect.

71. With but few exceptions middle vernacular schools are under public management, 123 out of a total of 150 being managed directly by local bodies and 19 by government. Middle English schools on the other hand are for the most part under private management. Of 142 such schools, 9 are managed by government and 9 by local bodies: the remaining 124 schools are privately managed, 81 being aided by grants from public funds. It has been the aim of Government to take over from local bodies, particularly from local boards, the responsibility for the middle English schools which they aid or maintain, so that they may be relieved from the temptation to spend on secondary education funds which are needed for the more general diffusion of literacy in the vernacular. But money has not been forthcoming for the purpose except in a single subdivision.

As regards high schools, 19 are directly under Government. The remaining 25 are under private management, 14 being aided from public funds. In regard to the system of control, I quote from the seventh quinquennial review of the progress of education in India :—

The general control exercised over high schools is twofold. The University ordinarily recognises a high school for the purpose of presenting pupils at the matriculation. It also lays down the courses of the highest classes. The local Government, on the other hand, gives grants-in-aid, recognises schools for the privilege of presenting pupils at the scholarship examinations and for receiving Government scholars and lays down inter-school rules, etc.

72. Objections to the control of the University are these :—

University control of secondary schools.

(1) As already brought out, it subjects secondary education in Assam to popular control in Bengal.

- (2) The university have their hands much more than fully occupied with the affairs of colleges, which are their first interest. They have no agency to enable them to rise to the responsibilities for secondary education which they have assumed. And, in any case, the control of secondary schools is not the business of a university.
- (3) University control confirms secondary education in its tendency to lead to only one opening—the gateway of the university.
- (4) The interests of secondary education become involved to their disadvantage in questions of university politics and finance and are subordinated to the university's need of students to fill its colleges and fees to fill its treasury.

A few words of explanation may not be amiss.

As regards the first objection, the position is undoubtedly freakish and seems to call for change. The second objection seems final. It may be freely admitted that the control of the university has hitherto been regarded with popular favour as furnishing an influence to mediate between the desire of Government to have good schools only and the desire of the people to have more schools, good or bad. Now that education is in the hands of the people, this sentiment has no longer any force.

In the matter of the narrowing influence of university control, it may be considered that this has hitherto done no great harm as there has been no other opening than the gates of the university. Whatever weight may be allowed to this argument disappears when it is realised that only a small proportion of the pupils of secondary schools have ever found their way through these gates, and that, whatever conditions may have been in the past, it is now desirable that the schools should address themselves to more general possibilities.

For the rest I may point to the action of the university in its recent campaign of defence against the attack of the non-co-operation movement which threatened it with bankruptcy:—

- (1) The action already adverted to in paragraph 69 may be instanced when the Syndicate, in opposition to my recommendation, recognised a school with a total salary bill of Rs. 110 a month, which had no claims to recognition.
- (2) The action taken by the university to restore matriculation education to the place which it held in public favour before it was condemned by political discontent, and to secure a full flow of students to the colleges.
 - (a) By seeking to impose on secondary schools the pretence of teaching subjects such as tailoring and weaving.
 - (b) By lowering matriculation standards.

The interests of secondary education in Assam it will be plain have not of late been safe in the hands of the University of Calcutta.

In writing the foregoing I would not be held as attacking Calcutta University as a university. It has been a lamp to our feet for three generations and is now, I believe, in many of the matters properly pertaining to a university, doing stronger work than it has done before in the course of its history. But its very success in advanced studies casts a shadow on the schools.

II.—FIGURES OF INSTITUTIONS, PUPILS AND EXPENDITURE.

73. The total number of secondary schools in the province has risen from 286 to 336, while the number of their pupils has fallen from 39,610 to 35,322. The figures are shown separately below for the different classes of boys schools:—

Descriptive head.	Middle Vernacular schools.			Middle English schools.			High schools.		
	1916-17.	1921-22.	Change.	1916-17.	1921-22.	Change.	1916-17.	1921-22.	Change.
1	2	3	4	5	6	7	8	9	10
Number of schools ...	112	199	+18·7 per cent.	113	126	+11·5 per cent.	36	41	+13·9 per cent.
Number of pupils ...	12,928	13,034	+5·7 per cent.	11,183	7,867	—29·6 per cent.	13,481	11,102	—17·6 per cent.

74. An increase in the number of institutions accompanied, as it is in middle English and high schools, the institutions with which this chapter is mainly concerned, with a decrease in the number of pupils, accompanied also by a rise in the cost of living and by the impoverishment of the classes who support these institutions, has made it very hard for private schools to find the means of subsistence. I compare below the average cost per pupil in boys high and middle schools in 1916-17 and 1921-22 :—

Year.	High.			Middle.			
	Government.	Aided.	Unaided.	Government.	Local and Municipal.	Aided.	Unaided.
1	2	3	4	5	6	7	8
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1916-17 ...	36 7 2	27 8 1	21 9 11	28 9 6	21 4 1	19 2 8	9 14 9
1921-22 ...	64 1 0	38 8 1	36 9 7	44 13 9	24 9 5	25 0 5	25 0 11
Actual increase per head.	27 9 10	11 0 0	14 15 8	16 4 3	3 5 4	5 13 9	15 2 3

75. The sources from which this increase has to be met are fee receipts, public funds and private liberality. Private liberality—it is useless to theorize on the subject—may be ruled out as a factor of any immediate importance. We are left with government funds and fee receipts. I note below a comparison between the fee receipts per head at the close of the previous and the close of this quinquennium :—

Year.	High schools.				Middle schools.				
	Government.	Aided.	Unaided.	All.	Government.	Local fund.	Aided.	Unaided.	All.
1	2	3	4	5	6	7	8	9	10
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1916-17 ...	17 8 7	17 3 2	12 4 8	16 4 1	8 2 6	14 7 3	10 14 7	8 1 10	10 11 2
1921-22 ...	18 9 2	23 1 11	18 9 11	19 10 11	7 2 6	15 0 0	14 0 9	13 14 3	13 10 9
Increase ...	0 15 7	5 14 9	6 5 3	3 6 10	-1 0 0	0 8 9	3 3 1	5 13 5	2 15 7

The increase is explained by (1) the raising of fee rates in Habiganj and in a few selected centres, (2) the rise in the proportion of pupils in the upper classes, in which the rates run higher than in the lower classes, (3) the more sparing grant of free studentships.

Comparing these figures with the figures in the preceding tables it will be seen that the increase in the average fee receipts except in the case of unaided middle schools has gone but a little way towards meeting the increase of cost. We are faced with the fact of a greatly increased proportion of the cost of secondary education in schools under public management being borne by public funds and with the need for increased subsidies in privately managed schools. These schools have survived by the expedients of starving their teachers and depleting their balances, devices which cannot continue to be useful. The following seem to be the only remedies in view :—

- (1) That the establishment of new schools should be discouraged for the present.
- (2) That the weaker schools should be allowed to fail and disappear.
- (3) That fee rates should be increased.
- (4) That grants from public funds should be increased.

All of these remedies may have in some measure to be applied. I have already drawn attention to the necessity for an increase in the grant-in-aid allotment. It may be considered here what can be done to help by increasing fee rates. It would

undoubtedly be helpful to apply the Habiganj rates—*vide* paragraph 67—generally throughout the province, excepting from the generality areas in which the people are particularly poor and backward: in Habiganj itself the raising of the rates seems to have played little or no part in the lowering of the enrolment. But unless Government can come half way or more than half way to meet managers so raising their rates, the schools must fail or at least remain indigent. The Habiganj rates were set for self-support in view of (1) a full enrolment in the schools, (2) the scale of expenditure then appropriate. Now that enrolment has fallen and, with increased prices, the scale of expenditure has risen, these rates will no longer suffice. It seems impracticable to go beyond them. We are left with the necessity for increased grants-in-aid.

That the depressed condition of schools may not lack such appeal as can be furnished by illustration, I quote two instances, (1) the high school referred to in paragraph 69, in which the headmaster drew Rs. 30 and the total salary bill was Rs. 110 and (2) another high school, also recognised, in which the headmaster draws Rs. 65 while the average pay of the rest of the staff is Rs. 23 a month, less probably than the wages of a labourer.

With this may be compared the example set by Government, for it is as a fugleman that government appears in the educational field: the pay of English masters in government high schools ranges from Rs. 60 to Rs. 350 and of vernacular masters from Rs. 40 to Rs. 100.

76. The figures of enrolment may be further examined. Those already given relate to all kinds of schools which are classed as secondary, including middle vernacular schools which go more properly with primary schools.

Confining the view to middle English and high schools, I subjoin a comparative statement of the number of pupils in the different classes of such schools at the beginning and end of the quinquennium:—

Year.	I	II	III	IV	V	VI	VII	VIII	IX	X	Total.
1	2	3	4	5	6	7	8	9	10	11	12
1921-22	1,161	390	3,523	3,700	3,37	2,685	1,878	1,383	1,156	1,575	20,913
1916-17	1,147	553	3,186	4,679	4,344	3,502	2,303	1,738	1,330	1,287	20,971
Increase or decrease	+4	-105	-1,664	-979	-971	-817	-425	-355	-174	+288	-5,238
Percentage of increase or decrease	-.84	-29.7	-52.08	-20.92	-22.35	-23.32	-18.45	-20.42	-13.09	+22.37	-2.16

Classes I and II may be left out of account: in the case of boys the admission to English schools takes place at class III. The reduction of the enrolment, it will be seen, is most serious in this class. Thereafter it is fairly even until the end of the school course comes in sight. There has been a reluctance to desert from class IX and the highest or matriculation class shows a considerable increase.

Further confining the view to the case of male pupils I analyse the returns to show the participation of the various communities in the retreat:—

Year.	Number of boys reading in secondary English schools.							Total.
	European and Anglo-Indians.	Indian Christians.	Hindus.		Muhammaddan.	Buddhists.	Others.	
			Brahmans.	Non-Brahmans.				
1	2	3	4	5	6	7	8	9
1916-17 ...	127	1,144	4,000	13,833	4,355	4	1,104	24,567
1921-22 ...	176	1,307	3,496	10,813	2,541	13	638	18,984
Percentage of change...	+38.6	+14.2	-12.6	-21.8	-41.7	...	-42.2	-22.7

The distinction between Brahmans and non-Brahmans may be disregarded. It is of little importance in this province except in so far as the figures for Brahmans may be taken as typical for the *bhadralog* classes. The important contrast is that between the decline of 19·8 per cent. in the case of Hindus as a whole and 41·7 per cent. in the case of Muhammadans. Were the returns more detailed I am satisfied from local enquiries which I have conducted that the decline of the enrolment from the *bhadralog* classes generally would be considerably below the rate returned for Brahmans. In the outcome the Hindu community has improved its position at the expense of the Muhammadan community and as between Hindus the predominance of the old guard of the Hindu *bhadralog* has been emphasised.

A closer analysis undertaken locally in selected high schools in Sylhet and Cachar elicited the following conclusions with reference to these schools—probably applicable to the Bengali-speaking areas of the province as a whole :—

(1) The advance of English education amongst all communities which proceeded rapidly from 1910 to 1918 has since 1918 been converted into an equally rapid retreat.

(2) The causes of the change were in the first place economic, rising prices and bad crops. Since the initiation of the *Khilafat* agitation and the Nagpur congress decision of Christmas, 1920, political influences have supervened.

(3) The main feature of the advance was the rapid increase of the Muhammadan enrolment. The main feature of the retreat has been the rapid decline of the Muhammadan enrolment since the political influences made themselves felt. The total Muhammadan enrolment now stands at a lower figure than it did 12 years ago while the enrolment of the other communities although it falls somewhat short of its maximum has advanced over 80 per cent. in the period.

(4) Considering the question relatively with reference to the various communities there has been no change in the situation of the backward castes and the smaller groups taken as a whole. They have neither made ground nor lost it.

(5) The ground lost by the Muhammadan has in the main been gained by the Hindu *bhadralog*.

77. The national school movement found no footing in the hills. It was confined to the plains. Not a word can be said of the movement in the way either of approval in the present or of hope for the future. The schools have been a rickety birth.

National schools.

As regards the strength and general character of these national institutions the Surma Valley Inspector reports that there were in his division in course of the year 16 national schools for boys with 1,107 pupils and one school for girls with 122 pupils. He advises as follows :—

Most of the returning officers say that these schools are unlikely to last long. The teachers are ill-paid or unpaid, the schools are badly housed and ill-equipped and discipline is entirely wanting.

The Assam Valley Inspector returns 21 schools with 679 pupils, more than half belonging to the backward and unpopulous subdivision of Tezpur. He reports in regard to them :—

So called national schools of various grades were started throughout the Valley in the course of the political agitation of the last two years.

I shall give no more account of these than a quotation from the report of the Deputy Inspector of Schools, Gauhati :—

Institutions called national are dying out chiefly for lack of financial support.....Teaching was never their strong point, discipline was tabooed as hampering smooth work, and they therefore invariably fell back on the spinning wheel which by the snail-like pace in which it produced yarns, rudely reminded its votaries of the great distance they have to travel for the materialisation of their dreams. The *cha'ka* as a pastime of leisure moments is understandable but even the national school pupil lost patience when left with it week in and week out.

Many of the institutions were still born, others drifted in their weary existence for some months and collapsed unnoticed.

77-A. I subjoin a comparison of the percentage of boys of different communities enrolled in secondary English schools :—

Distribution of present enrolment.

Community.				Total number of boys in secondary English schools.	Percentage to total male population of the community.
1				2	3
Europeans and Anglo-Indians	...	...	...	176	8·4
Indian Christians	...	...	...	1,307	2·1
Hindus	...	{	...	3,406	4·0
		Brahmans	...		
		Non-Brahmans	...	10,813	0·5
Muhammadans	...	...	...	2,541	0·2
Buddhists	...	...	...	13	0·2
Others	...	...	...	638	0·1
Provincial	...	...	...	18,984	0·45

78. As might be expected, attendance suffered severely during the excitements of 1921-22. The following table compares the percentages of that year with those of 1916-17 :—

Year.	Government schools.		Aided schools.		Unaided schools.		All.	
	High.	Middle English.	High.	Middle English.	High.	Middle English.	High.	Middle English.
1	2	3	4	5	6	7	8	9
1916-17 ...	91.9	81.6	87.3	81.0	78.3	79.0	87.8	80.8
1921-22 ...	86.5	85.2	78.3	75.7	81.7	85.6	83.4	79.0

No conclusion suggests itself from the fact that aided schools were the greatest sufferers.

79. The expenditure on secondary schools of all kinds has risen from Rs. 7,28,064 to Rs. 10,88,974, from 41.6 per cent. to 44.7 per cent. of the total direct expenditure.

The sources from which this direct expenditure is derived are as follows :—

Source.	Amount contributed in		Percentage to total direct expenditure on secondary education.		Difference between columns 4 and 5.
	1916-17.	1921-22.	1916-17.	1921-22.	
1	2	3	4	5	6
	Rs.	Rs.			
Provincial funds ...	2,13,150	5,24,116	29.27	48.12	+18.85
Local funds ...	82,752	74,131	11.36	6.8	- 4.56
Municipal funds ...	9,410	15,357	1.28	1.41	+ .13
Fees ...	3,48,760	3,54,390	47.9	32.54	-15.36
Endowments ...	21,484	25,683	2.95	2.35	- .6
Subscriptions ...	52,508	95,297	7.21	8.75	+ 1.54
Total ...	7,28,064	10,88,974	99.97	99.97	...

The following comparative figures of annual cost may be interesting :—

Head.	Cost in	
	1916-17.	1921-22.
1	2	3
	Rs. a. p.	Rs. a. p.
(1) A secondary school ...	2,545 10 10	3,240 15 10
A pupil in " ...	19 11 3	30 15 3
(2) A high school " ...	10,838 9 8	13,950 15 3
A pupil in " ...	30 5 11	53 4 11
(3) A Government high school ...	13,529 3 6	21,265 14 4
A pupil in " " ...	34 7 2	64 13 10
(4) A middle English school ...	1,900 14 2	2,108 12 10
A pupil in " " ...	20 11 1	31 2 11
(5) A Government middle English school ...	4,102 7 1	6,495 0 0
A pupil in " " ...	46 1 10	76 4 11
(6) A middle vernacular school " ...	777 14 9	1,171 14 0
A pupil in " " ...	7 10 9	12 10 10

III.—GENERAL DEVELOPMENTS.

80. In process of introducing the subject of secondary education and commenting on the figures much has already been considered that in last quinquennial review (India) was brought under the head of general developments.

Economic and political conditions have discouraged the flow of enrolment and have thus struck heavily at private enterprise, which depends upon fee receipts for sustenance. Such funds as Government has had to spare have been almost wholly taken up by the development of financial obligations incurred during the previous quinquennium and in raising the standards of pay. The assumption of responsibility for the maintenance and development of government high schools at subdivisional headquarters has stood in the way of the further improvement of government schools or the development of private schools and must for some years at least have the effect of favouring caution in educational developments at the expense of enterprise. It has not been possible for Government to take up the schemes of improvement which were outlined in prosperity, schemes for systematic medical inspection, physical instruction, the general introduction of manual work under teachers specially trained for the purpose, and so forth. And it will be difficult for Government to provide in its own schools or to help other schools to provide for more varied and consequently more costly courses of instruction. Science as the term is understood to-day in these parts of India, *i.e.*, Physics and Chemistry, offers particular difficulties on account of its demands in the matter of laboratories, materials and apparatus. The biological sciences would be less expensive, more useful and equally enlightening: but they are ruled out by the absence of pupils eager to study or masters qualified to teach.

The advantages of having so many schools under government management are many. But there is another side to the picture. Apart from the cramping effect of the policy of provincialization on general development, it has resulted in the creation of an educational cadre so formidable in its numbers as to render it difficult for Government to face the cost of putting it in as favourable a position financially as the cadres of other government services. This does not apply to the underqualified officers, who are paid liberally, but to the officers of the subordinate educational service—graduates for the most part—who are poorly paid in comparison with officers of similar qualifications who have adopted a more grateful profession. It is right in this connection to note that poorly as members of this service are paid on a comparison with other government services in Assam or with the same service in Bengal, their lot is prosperity itself compared with the lot of labourers equally well qualified in schools under private management.

Such action as has been undertaken on the general scheme for the development of secondary education elaborated and presented to the Government of India in 1916 has been confined to the improvement of salaries. The scheme may be allowed to drop. It is now out of date.

81. The complaints have ceased which were characteristic of the earlier years as to the inadequacy of educational facilities and the repressive policy of the education department. In a number of centres it had been made a matter of grievance that the department refused to advise Government to extend the policy outlined in paragraph 67 and to open classes without limit to meet the demand whatever it might be. The demand it may be mentioned did not shrink from requiring the opening of as many as seven sections in a single class.

On this issue, at the close of the quinquennium, there was peace. Facilities were everywhere recognised to be adequate.

82. As has been the case since the current regulations of the University came into force, the class limits in high schools have been 30 pupils in the two bottom classes, 50 in the two top classes, and 40 in the middle classes—a general limit of 40, as is set in middle English schools would be much more convenient in practice and would involve no considerable sacrifice of efficiency.

On 31st March 1922 the average number of pupils in a high school was 267 and in a middle school, 80. In high schools there was one teacher for every 17.5 pupils, in middle schools one for 21.

83. The table below furnishes material for comparisons in regard to the qualifications of the staff of English and classical masters in secondary schools for Indians :—

Head.	Total number of teachers.		Number of trained men.		Number of graduates.	
	1916-17.	1921-22.	1916-17.	1921-22.	1916-17.	1921-22.
1	2	3	4	5	6	7
Government schools ...	257	256	35	64	92	127
Board and Municipal schools ...	29	25	1	3	2	1
Aided schools ...	209	298	9	23	43	69
Unaided schools ...	140	196	5	12	34	50
Total ...	635	775	50	102	171	247

There has, it will be seen, been some improvement in the qualifications of teachers. The percentage of trained men has risen from 8 to 13 and of graduates from 27 to 32.

84. The returns do not enable me to state with precision the pay actually earned by teachers in the various classes of schools. But on such approximation as I can arrive at it would seem that on the average a teacher in a high school costs twice as much as a teacher in a middle school, and the same proportion holds as between a teacher in a government school and a teacher in a non-government school.

The following figures are approximate :—

Class of school.	Average monthly pay of teacher.	
	Rs.	Rs.
Government high school for Indians ...	80	to 90
Non-government " " ...	40	to 45
Government middle school " ...	45	to 50
Non-government middle school for Indians ...	20	to 25

There are non-government high schools in which the average pay falls short of Rs. 30 a month.

In considering these figures it may be borne in mind that prices run high in Assam and that, with but few exceptions, there are no provident funds for the staff of privately managed schools.

85. The rules for capital and maintenance grants were revised.

The previous rules in regard to capital grants which had been issued by the Government of Eastern Bengal and Assam on the ground that the rules they replaced were cumbrous and ill-defined were so detailed and inflexible that it had been possible to administer only by neglecting them. The new code makes no change in the intention of the rules but presents them in an extremely simplified form, which allows the details of procedure to vary with circumstances in the discretion of the recommending and sanctioning officers.

As regards maintenance grants the main purposes of the changes were :—

- (1) To settle the proportion of the cost of an aided school to be borne by public and by private funds.
- (2) To give some useful meaning to local management by enabling committees to set aside a proportion of the receipts for the constitution of a school fund.

In view of financial conditions provision was made in the rules to allow of the continuance of the old system of aid at haphazard, a provision of which it has been necessary to take very full advantage in the unstable conditions of the last two years.

86. Funds have not allowed of an extensive building programme. A few privately managed schools have been helped to house themselves in decency, and extensions have been undertaken and completed in the case of a number of government high schools.

The programme of development of government high schools rendered it necessary in the case of a demand arising for new classes within the two section limit to run up rapidly by departmental agency inexpensive thatched structures. This was done in the faith that in due course funds would be found to put up permanent or semi-permanent buildings in their stead. Money has been scarce and in the majority of cases the temporary buildings remain. A government high school ordinarily therefore consists of a public works building with one or more blocks of thatched houses at a safe distance from it. The thatched houses have been built according to a type plan and specification at a cost of about eight annas per square foot of plinth area. They are cool, weather proof, and in most ways suitable. It cannot be regarded as a matter of urgency that they should be replaced. The main drawbacks are these :—

- (1) The houses are inflammable.
- (2) The cost of up-keep is high in comparison with the original cost, and the education department has no expert supervising agency.
- (3) The scattered disposition of the school buildings impairs supervision.

The first two reasons above help to explain the ambition of every privately managed school to have a corrugated iron roof. School burning is not uncommon; and schools live so precariously from hand to mouth that funds are not easily found for repairs or for the expensive business of rethatching every three or four years.

-IV.—COURSES AND EXAMINATIONS.

87. Changes in the courses were few and unimportant. The permanent Inspectors of schools were absent for the greater part of the time on military service or on leave. For two years the university commission was sitting on the affairs of secondary schools and colleges. Latterly the consideration of important changes was regarded as inopportune on account of the coming change of government. And during the short space of time that the new government has been in being, it has been hampered by lack of means and has been less concerned with innovation than with the business of settling down and of carrying on against attack.

88. The teaching of hygiene and temperance was introduced, text books being prescribed for use in classes III to VIII with a view to giving such masters as were interested in the subjects an opportunity of communicating their interest to their pupils. In the main, lacking background or foundation, the instruction has been ineffectual. I quote from Mr. Wilkins, who writes in regard to the Assam Valley schools :—

Hygiene. For direct instruction in hygiene we have certain books prescribed; and these are in use; but to what extent the inculcation of the principles of these books is treated with understanding and real appreciation by teachers is another question: many of the latter know so little about the practice of the subject that they can scarcely preach it with any fervour: but improvement in this respect must needs be a matter of time.

In vernacular schools hygiene and temperance have for long figured on the programme of instruction. The instruction is less than half hearted. The teachers are temperate enough to set an example of temperance, were it required, but in the matter of sanitation their precept suffers from ignorance and incredulity and is contradicted by their practice, which accords with the age-old conventions of the country.

At the September meeting of the legislative council a resolution was moved to the effect that "the teaching of simple hygienic physiology containing scientific temperance instruction" should be made compulsory in all schools up to the middle English standard. This was obviously excessive; and the sense of the council was against it. At the March meeting (1922) the mover came forward with a modified proposal and Government agreed

to appoint a committee to frame a graduated syllabus of instruction in hygiene and temperance in view of similar syllabuses in use in India and elsewhere and to advise in regard to the action necessary to bring this course of study into general and effective use in schools in Assam.

Action following on this decision will fall to be chronicled in future reports.

89. The difficulty which matriculates have had in finding employment has long been a source of concern in Bengal. Perturbation was brought to a head by the attacks of Mr. Gandhi and his train on the school system and the measure of success which they attained. In May 1921 the Vice-Chancellor of the University invited some 900 headmasters to meet him in conference—I quote from the Registrar's letter of invitation :—

To consider what steps may be taken by the University to facilitate the introduction of scientific and vocational education in our schools.

The advantage of the introduction it will be seen was taken for granted.

That it is no catching at words which has made me italicise the word "our" in the quotation will be evident from the fact that the Education Department was not consulted at the time in regard to the issues, was not even informed of the fact that a conference was to be held and since the conference was held has not been asked by the University to advise on the decisions come to.

I state the conclusions of the conference in the Vice-Chancellor's own words:—

There were two fundamental propositions which met with their unanimous support, namely first, that it is desirable that instruction in scientific and vocational subjects should be provided in schools recognised by the University, and secondly, that in order to enable students to take up scientific and vocational subjects, the course now prescribed by the University for the matriculation examination should be modified. With a view to give effect to these two resolutions, the conference of head masters resolved by an overwhelming majority that instruction and examination in all subjects other than English should be conducted in the vernacular.

That the Government of this province has some authority in the matter of the courses of instruction in its secondary schools will I trust appear in the sequel. This is a matter for the future. The modified regulations have not yet come into force.

The following quotation is from a note of inspection on Sunamganj high school which had anticipated the passing of the modified regulations:—

I read with interest the committee's resolution that carpentry and weaving should be taught in the school. I do not wish to interfere with the action they have already taken, *viz.*, to appoint a carpentry master on Rs. 25 a month, although I think it is absurd. The experiment is only for three months. At the end of that time the committee will, I have no doubt, agree with me. They have been misled in this matter by an ancient catchword and the lead of the Vice-Chancellor's conference.

What I should like the committee to realize is that our high schools are already vocational schools and it is mainly because they prepare pupils for a great market of respectable employment that they are so popular. If the committee consider that the supply is outrunning the demand and have the courage of their convictions, their proper course would be to limit admissions and to open or move for the opening of new schools to train for such other markets as offer suitable employment in measure sufficient to warrant the establishment of schools to supply them. It is plainly not sensible to adopt the device which has gained their approval, *viz.*, to attempt to train their pupils for two or three vocations at the same time. Is not the attempt to train them for a single vocation hard enough?

Other points are these:—

(1) That the market for carpenters in Sunamganj is already well enough supplied. This should be evident—if any evidence is required—from the facts (a) that the committee are able to attract a skilled workman from the trade—I assume that he is a skilled workman—for Rs. 25 a month (b) that the local carpenters' caste, like the weavers' caste, has taken to cultivation.

(2) That if the *bhadralog* wish to compete with the Sutars and the Namasulras in a trade which these castes learn by grace, it is uneconomical, even if it be practicable, as it is not, to lead them into the market by the road of English, Mathematics and Sanskrit.

(3) That individual *bhadralog* do not in fact wish their sons to be mistris. Each thinks that the sons of others, not his own sons, may be diverted from the competition for employment in the clerical and professional market

(4) That the old national schools taught carpentry but made no carpenters.

It is useless to multiply arguments. There is no point of the compass from which a proposal to use high schools for the teaching of trades can bear to be pointed at with a steady forefinger. What is wanted is not primarily education but employment. There is no royal road to increased opportunities of employment but the increased production of wealth. No increase in the supply of carpenters could do anything to increase the wealth of the country unless they got payment by export or displaced foreigners who now had the trade in their hands.

90. I submit matriculation figures which cover the
decennium since 1911-12:—

Year.	Number of candidates.	Number of passes.	Percentage of passes.	Percentage of passes in			Percentage of passes in first class to total number of passes.
				State schools.	Aided schools.	Unaided schools.	
1	2	3	4	5	6	7	8
1911-12	394	262	66	70	56	69	53
1916-17	616	481	78	82	63	73	66
1917-18	692	516	74	81	59	62	65
1918-19	848	623	73	79	67	60	64
1919-20	960	726	76	81	68	64	63
1920-21	934 (1,026)*	840	90	94	82	84	57

* Non-co-operation diverted 92 candidates from the examination hall.

Attention is drawn to the rapid increase in the number of candidates, the still more rapid increase in the number of successes and the fact that the number of passes in the first division averaged about 60 per cent. of the total number of passes for the period.

A consideration which makes the figures of success even more remarkable than they would at first sight appear is that promotion from class to class within the schools has been improving, the harshness of the process of survival by which pupils won through to the matriculation class has been mitigated and it has been increasingly the practice to send up all the pupils of class X for examination and not, as formerly, to hold back one in every four or five.

Improved teaching may get the credit of advancing the percentages of success from the sixties to the seventies. It can take no credit for the advance to 90 per cent. in 1921-22. I quote in this connection from last year's report:—

The state of perturbation in which the schools existed in the last quarter of the year might have been expected to reflect itself in a reduced instead of in an increased percentage of success. Knowing the schools as I do, I can make nothing of the remarkable figures which I have to record except this that there must have been a serious lowering of the standard of examination. Whether this was accidental or deliberate I am not in a position to say. The result is the same. A large number of boys are induced to enrol themselves in Colleges who are not qualified to profit by a course of university instruction.

Since the foregoing was written the results of the examination held in April 1922 have come to hand and have been analysed. The figures are noted below:—

Year.	Number of candidates.	Number of passes.	Percentage of passes.	Percentage of passes in			Percentage of passes in first class to total number of passes.	
				State schools.	Aided schools.	Unaided schools.		
1	2	3	4	5	6	7	8	
1921-22	...	1,018	841	82.6	90.5	72.3	72.6	67.4

It will be seen that again in a year characterised by *hartals* and distraction the results are such as to point to a relaxation amounting almost to the abandonment of standards.

91. The middle English school, formerly in this province called the minor school, represents the preparatory stage of a secondary school system which points to matriculation as the aim of all endeavour. It has been described in many reports as the least efficient of educational institutions. Want of qualified teachers, want of funds, want of inspection implying want of system—all have played their part in this result. More important than any of these, in the reviewer's opinion, has been the policy of 1902 which in its correction of examination excess went too far and ruled out the establishment of such examinations as were really required.

On a practical view it may be held that the middle English school, elementary as it may be, not the matriculation school, or, to go further, the intermediate college, is or ought to be in the present stage of our development the typical secondary school of this province. It is as far above the primary school, which is our staple, as the secondary is above the elementary in Britain. More thought and attention may properly be given to it by the department in the years ahead than it has received in the years that are over. It would probably be well that such schools should have a monopoly of teaching up to the middle standard, high schools beginning where middle schools left off, that they should open on other possibilities than the matriculation course, and that they should be developed and controlled under the influence of a public examination. This is a view which will not easily recommend itself to acceptance. The eight class high school is popular: the four class school is not. The public examination is popular; but it is generally recognised that in the perfect system such an examination can have no place. On the other hand reorganisation on the basis of good middle schools and four or five class high schools with an outlook on a three years college course provides a solution for many difficulties. And as to the examination question it is an intelligible proposition that we cannot bring the perfect system nearer by neglecting the only practicable means which is at hand to improve the system which is with us. The subject of technical or industrial or vocational instruction for the class of pupils who do not propose to proceed to

matriculation is a subject of which the public never weary. It may well be that industrial or vocational instruction cannot usefully have any prominent place at the present time in the educational scheme of things in Assam and that it would be unprofitable to attempt to graft such instruction upon the middle school stock. But if the public think otherwise and are prepared to enterprise in the matter it may be wise to allow facilities for experiment.

Again in theory at least it is not impracticable that something might be done on similar lines to those with which we are experimenting in Islamic schools to afford the community from which the *tol*s and *chatuspathis* are recruited an opportunity of breaking away from tradition and undergoing a more liberal process of education than is open to them now. At present while *tol*s abound in such areas as Nalbari thana the pupils who are trained in these institutions have only a single out-look on employment; and owing possibly in part to the general advance of education and their own remoteness from the current of modern life, in part to the poor methods and very inadequate content of their education, this employment grows less and less remunerative. *Tol* training is slow and ineffectual and the system only nominally subject to control. While it would be very unpopular and possibly an unjustifiable measure to do away with or to refuse recognition to the *tol* system, it would not at least be disadvantageous to allow to those who desire some knowledge of Sanskrit facilities to obtain it under conditions which would not render them proof against secular employment or any emancipation of ideas.

The main proposition which presents itself is this, that it is desirable to introduce a middle school leaving certificate examination to cover the needs of all classes of institutions teaching up to the middle school standard and that a public certificate should be given at the end of this course—it is the close of their school career for the great majority of pupils in this province who pursue their education beyond the rudiments.

There is a certain degree of general education which should be regarded as essential to such a public certification in the case of all classes of pupils alike—all should have a sound elementary education in reading, writing, arithmetic, geography, and possibly history taught through the medium of the vernacular. All might therefore be examined up to a certain standard in these subjects. Middle vernacular candidates would have a series of further papers in the vernacular; middle English candidates would be examined also in English, junior Madrasa candidates in Urdu and Arabic as well, and Sanskrit candidates in Sanskrit, in addition to the common subjects. Later, if matters were organised on this simple basis, it would be easily possible to adjust the system to further options—industrial, agricultural or whatever they might be, and to afford an opening for reformers eager for the alteration of things as they are in the quest of the perfect system under which rural education would respond at every point to rural needs.

Such an organisation as that suggested would be in the direction of liberty, allowing room for the play of individuality. The system would be flexible, and hospitable to ideas; innovation could proceed without convulsion.

These further advantages might accrue.

(a) It would not hereafter be necessary that a school by professing to teach a particular course should thereby exclude itself from teaching other courses as well if it had the men and the means to do so.

It would be open to any centre of population which required more than a single course to offer optional courses in any one or more of the groups now or hereafter to be proposed instead of facing the expensive task of opening a separate school for each interest in the community.

The system which has been in force has had the result of securing that if a boy learns English he neglects his vernacular and that if he learns Arabic or Sanskrit, he is ordinarily ignorant of everything else.

(b) That the possession of a public certificate of fitness might be insisted on before a boy from a middle school is allowed to enter the matriculation classes of a high school.

It may be considered that conservatism, lack of means and lack of enterprise might stand in the way of the public taking advantage in any considerable measure of the facilities allowed. If the system is sound, this objection need not be final. The opportunity for improvement will be there.

V.—METHODS.

92. It is useless to enlarge on the subject of the school methods in vogue. Our schools have improved much of late years. But they are not yet good schools and

some of them are very bad indeed. The majority of teachers are inexpert and uninterested, few have any zeal or natural aptitude for teaching; there is little or no discipline of instruction—neither boys nor masters habitually prepare for their day's work: the supervision of headmasters and assistant headmasters over the actual work of class teaching is lacking in authority, in persistence, and in purpose. Generally speaking there is a want of life in the school atmosphere.

These comments are general and are of course subject to exception in many instances.

Again, while schools are frequently enough visited, they are insufficiently inspected or supervised. Inspecting officers are few, and their energies are too much taken up with administrative duties.

On the whole the schools in the Surma Valley are ahead of those in the Assam Valley. The following quotation is from the Assam Valley Inspector's report:—

It is difficult to write without depression of the quality of the teaching in Anglo-vernacular schools. As regards the teaching of English, I can say without hesitation that, with a few exceptions, the men in charge of the subject strike me as not interested enough in it to study their parts and apply thought to the work they have to do.

In the lower half of the high schools, for example, we are using, and have been using for some years for the teaching of English, a system and a series of books which demand careful study on the part of teachers of the directions as to practice and method given liberally in the books: yet it is quite an exception to find a man who appears to have made a serious attempt to study these directions and master them. Again, in such an elementary matter as reading, it is only necessary to listen to even a top class performing to realise that the advantages of reading intelligently, with some regard to meaning and emphasis and punctuation, are looked upon as of minor importance—if the matter is ever thought about at all. I cannot write so definitely about the teaching of other subjects. I can only state the general impression which I have received, that the majority of teachers lack energy and interest in their work.

On the other hand, they are always active in complaints about their pay and prospects, or overwork.

Among other causes which produce bad or indifferent work in the schools, should be noticed the delays in getting to work in the beginning of a session, the constant interruptions of work, which occur throughout the year, and the premature dislocation caused by examinations at the end of a term or year.

It is a fact that, although the first term of the year is supposed to begin on the 2nd January, yet, as a general rule, no regular work is done until February, because admissions are going on all this time. No sooner has the school settled down to some regularity, than odd holidays intervene at frequent intervals. Then, as the end of the term approaches, the half yearly or annual examination occupies the chief place in the programme and is begun perhaps ten days or a fortnight earlier than would seem to be necessary.

Add to all this the fact that there are continual changes, for short periods, in the teaching staffs, owing to teachers absenting themselves for one reason and another.

I think some improvement is possible in regard to the interruptions of work I have referred to, (a) by altering the school year, (b) by reducing the time for admissions now allowed.

The Inspector's recommendations will be taken into consideration.

CHAPTER VII.

PRIMARY EDUCATION.

I.—GENERAL.

93. The organization of the vernacular school system in Assam is peculiar in this respect that the managers of primary schools are encouraged by rule to regard them as incomplete and to develop them to the middle vernacular standard. This is a legacy from the days of hope. In these severer days the standard of expectation may have to be abated.

94. In the matter of management also, the system in Assam differs from that in force in adjoining provinces. In these provinces the main reliance is upon private effort. In Assam, in the landward areas of the plains which contain the great bulk of the population, the reliance is on schools under public management. The ordinary primary school is a board school. The exceptional school is a mission institution or a venture school which exists to be absorbed in the public system and will shortly disappear if it is not. Of a total of 4,298 primary schools of all classes in the province as a whole, no fewer than 3,204 were managed by local bodies. Of the balance of 1,004, 180, mostly in hill districts and frontier tracts, were managed by Government, 690 by missions and only 134 by private enterprise.

The advantages of having the schools under local bodies are that it brings village education under better control, prevents competition and ensures a general low standard of decency which would otherwise be wanting.

The disadvantages of public control under a voluntary system are that it is comparatively costly and that its reactions on private enterprise tend to restrain development.

95. The education rules under the Local Self-Government Act provide that where practicable village schools shall be managed by a committee, a member of the village authority, where such an authority has been constituted, ordinarily being president and the head teacher, secretary. It is reported that in certain areas committees have come usefully into being and have done good work in connection with the construction and maintenance of school buildings. The work of a number of village authorities in Kamrup under the influence of Mr. Bentinck, the Deputy Commissioner, has been of value in showing that such committees are not necessarily inept.

II.—FIGURES OF INSTITUTIONS AND PUPILS.

96. The total number of primary schools for boys and girls has risen from 4,197 to 4,298: the number of pupils has fallen from 181,808 to 169,151, a decline of 7 per cent. Had returns been called for a few months later or a few months earlier the number of institutions and the number of pupils would both have been larger.

97. There is one boys primary school for every 7·8 towns and villages according to the census of 1921, as against one for 7·2 in 1916-17 according to the census of 1911. One such school, on an average, serves an area of 13·4 square miles and enrolls 40 pupils.

The following table carries on the comparison made in paragraph 251 of last quinquennial review (India) :—

Average number of pupils in a boys primary school.		Percentage of change in—		
1916—17.	1921—22.	Average enrolment.	Number of schools.	Total number of pupils.
1	2	3	4	5
44	40	—9	+2	—7

98. The enrolment of all classes of vernacular schools (including girls schools and middle schools) shows a decline of 6 per cent. since the close of last quinquennium. In ordinary circumstances an increase of 20 per cent. might reasonably have been expected.

I submit an analysis of the enrolment in vernacular schools, class by class, for the last ten years :—

Year.	I.		II.	III.	IV.	V.	VI.	VII.	Total.
	A	B							
1	2	3	4	5	6	7	8	9	10
1911-12 ...	53,671	37,939	26,154	19,845	11,443	1,414	461	183	151,110
1912-13 ...	52,627	45,271	28,640	20,057	10,866	1,226	419	239	159,345
1913-14 ...	74,687	35,228	32,198	20,517	12,213	1,676	549	359	177,427
1914-15 ...	81,109	39,779	33,881	22,810	12,654	2,119	837	416	193,605
1915-16 ...	84,309	38,342	32,931	21,221	13,922	2,313	1,018	587	197,613
1916-17 ...	80,382	38,287	32,221	24,665	14,948	2,567	1,257	792	195,119
1917-18 ...	80,555	35,509	31,058	24,079	15,171	2,717	1,259	853	191,391
1918-19 ...	84,619	31,978	27,909	22,359	14,421	3,714	1,453	1,020	186,473
1919-20 ...	95,339	33,345	26,626	20,861	13,518	2,682	1,538	1,082	194,991
1920-21 ...	91,833	36,438	28,864	20,784	12,528	2,301	1,477	1,148	195,392
1921-22 ...	84,864	32,581	28,829	19,861	12,567	2,366	1,203	978	183,219
Increase or decrease in the quinquennium.	+4,482	—5,706	—3,392	—4,804	—2,331	—201	—54	+186	—11,870

The decline of the last few years has not overtaken the advance of the previous quinquennium. In course of the decennium there has been an increase of 32,139 pupils or 21 per cent.

It may be of interest to examine the figures and record conclusions as to the fluctuations from year to year and their causes :—

(1) Numbers were considerably higher in the lowest class at the close than at the beginning of the quinquennium.

Education in class IA is comparatively inexpensive.

The fact of increase in spite of all the influences of discouragement which have been in operation indicates that, regarding the community as a whole, the desire for education survives and that adversity only has stood in the way of progress.

(2) The largest proportionate reduction for the quinquennium is in classes III and IV.

As the child advances in the school the cost of education rises. In the upper classes of the lower primary stage which, for the great mass of the pupils, have no outlook on employment, education assumes more easily the aspect of a luxury in the view of parents who are hard put to it to find the money needed for clothing and school materials.

(3) In classes V to VII the decline is insignificant.

Education in these classes, although it is costly, has some outlook on employment.

(4) It will be noted that changes took the form of a regular ebb and flow until the closing year when the figures represent a mere turmoil :—

The last year of the preceding quinquennium was marked by high prices and disquietude; the returns showed a decline in the enrolment of classes I and II. In the opening year of the period now under review the ebb carried on to class III; this was the year in which the rise in the prices of imported goods, particularly cloth, led to riots and the raiding of village markets:

In 1918-19 crops were poor, the prices of imported articles continued to be high; there was much sickness: influenza caused heavy mortality and spread fear and discouragement abroad; cholera was prevalent; and in the Surma Valley floods and a great earthquake added to the general distress: it is almost an anti-climax to say that in this year the ebb carried on to class III. Before the close of the year the vitality of the demand for education asserted itself by signs of recovery in class I.

In 1919-20, conditions were, on the whole, more favourable although the public health was not good and influenza and *kala-azar* prevailed in many districts: in this year the return movement was very plainly marked in class I which enrolled pupils in excess of any previous record.

In 1920-21, despite the continuing high price of clothing and school materials, the flow carried on to class II and the ebb in class III was arrested.

Had not political influences supervened we should have had this year a definite increase in classes III and IV and the prospect of resuming the rapid progress of the previous quinquennium.

(5) In conclusion, attention may be drawn to the fact that in the closing year the reduction was mainly in class I. It may be expected that, unless political distractions reappear in strength in the idleness of the cold weather season, this decline will not, like the previous decline, carry further, and that next year will see restoration in class I and advance in the upper classes taken as a whole. The discouraging spectacle of the English-educated youths who have given up their studies and are now in numbers in the villages, idle and unemployable, and the influence of their persuasions and their discontent may however have some effect in retarding recovery.

99. It may be noted here that although this was no part of the central programme, the non-co-operators in Assam, particularly in the more backward areas of the Assam Valley, devoted much of their attention to the closing of village schools. The following quotation (edited) from the Tezpur report is to the point :—

The year that has just come to a close saw a marked decline in the number of pupils and institutions under public management. This was directly due to the active interference of the non-co-operation agitators who have been working against our schools for the past two years. Their influence was manifest in the figures returned in the previous year as well. But in that year their activities were confined to the *preaching* of boycott. In the year under report this preaching was backed up by systematic picketing of the schools in the same manner as the liquor and opium shops were picketed and this had a most pernicious effect on the minds of the boys and their illiterate guardians. Well

disposed and discerning people who saw the folly of the step had their mouths shut by threats of social boycott, the painful consequences of which were too real to be light-heartedly risked. School teachers were forced to resign or go on leave and this troubled the situation still further. The familiar device of starting a "national" school was tried wherever a recognised school was either wholly or partially boycotted. These schools were usually held in the local volunteers' camp which were variously described as congress camps or Swaraj camps and which were invariably built immediately in front of or in close proximity to our village schools. Quite a large number of camps had sprung into existence towards the close of the year 1920 and these institutions did the greatest harm. They undermined discipline in the schools, arrested new admissions altogether, secured a heavy decline in the enrolment and attendance and finally brought about the closure of 25 village schools including one upper primary and 3 girls primary schools.

The average duration of life of the "national" schools did not run much beyond a month and they have almost all vanished since, excepting about half a dozen that are somehow struggling on. As regards instruction the schools are not under regular teachers but are in joint charge of all the volunteers of a camp. Any one who can spare a little time and energy from other duties devotes himself to this work.

Eleven of the boycotted schools have since re-established themselves and have furnished figures for our returns while two others have died since the close of the year. The effect of the shock is not yet over and equilibrium is not fully restored.

100. As in the case of secondary schools the retreat has been most marked on the part of the Muhammadans and the backward communities: and this is true both of the earlier years when economic conditions were responsible and the closing year when political influences supervened.

The following table is instructive:—

Letter.	Year.	Distribution of enrolment of primary schools.			
		Hindu.	Muhammadan.	Christian.	Others.
1	2	3	4	5	6
A	1916-17	101,606	44,236	10,096	25,870
B	1920-21	100,398	42,812	12,039	25,005
C	1921-22	99,875	37,476	12,083	19,717
Percentage of increase or decrease.	{ A to B— <i>Economic</i> ...	—1·2	—4·3	+19·2	—3·8
	{ B to C— <i>Political</i> ...	—0·5	—11·4	0	—21·1
	{ A to C— <i>General</i> ...	—1·7	—15·3	+19·2	—23·8

It must give pause to those who are opposed to the spread of education to consider that the effect of the recent revolutionary propagandism on the various communities was in inverse ratio to their enlightenment. The Hindu community was affected but little, the Christian community not at all. Success was most marked amongst the Muhammadans and the animistic peoples of the plains.

101. It will be understood that these conclusions cannot be applied in detail. To compare the returns for districts and subdivisions is to court bewilderment. As between the Assam Valley and the Surma Valley however it may be noted that economic influences were much more seriously felt in the Surma Valley and political influences in the Assam Valley. In the Assam Valley the success of the political propaganda, while it was most marked in the case of the more backward areas and the more backward classes—Mangaldai, for example, being very severely affected—was by no means confined to the Muhammadan and animistic communities.

102. In last quinquennial review (India) the average daily attendance in boys primary schools was noted as being lower in Assam than in any other province of India. It was then 72. It is now 68. The reason for the fall is of course the disturbed condition of the country. The reasons for the low standard of attendance in Assam as compared with other provinces are bad communications and long distances.

103. The distribution of pupils in boys primary schools among different races and creeds is as follows:—

Pupils by communities (boys schools).

Race or creed.				Male population.	Number of pupils.	Percentage of (3) on (2).
1				2	3	4
Christians	...	...	...	63,675	11,954	18·8*
Hindus	...	...	...	2,172,264	91,797	4·2
Muhammadans	...	...	...	1,151,675	85,454	3·1
Others	...	...	...	573,495	19,435	3·4
Total				3,961,109	158,640	4·05

The total number of boys returned as in the primary stage of instruction in all classes of schools was 163,915 as against 177,570 at the close of the previous quinquennium, a decline of nearly 8 per cent. The percentage of boys undergoing primary instruction to the total male population was at the close of the previous quinquennium 5·12; at the close of this it was 4·1. The first figure is with reference to the census of 1911, the second with reference to the census of 1921.

III.—EXPENDITURE.

104. The total expenditure on primary schools of all kinds has risen from Rs. 7,50,905 to Rs. 9,12,283 or by 21·4 per cent.

General statistics.

The sources from which the expenditure on primary schools is derived are the following:—

Source.	Amount contributed in—		Percentage to total direct expenditure in primary schools.	
	1916-17.	1921-22.	1916-17.	1921-22.
1	2	3	4	5
	Rs.	Rs.		
Provincial funds	72,081	5,73,272	9·61	62·83
Local funds	5,54,838†	2,22,029‡	73·89	24·33
Municipal funds	18,321	14,797	2·43	1·62
Fees	284	518	·04	·05
Endowments	16,660	8,928	2·21	·97
Other sources	88,721	92,739	11·81	10·16
Total	7,50,905	9,12,283	99·99	99·96

The average annual cost of a boys primary school is Rs. 212·05 and of a pupil in such a school Rs. 5·5; of these averages, Rs. 187·5 and Rs. 4·9 represent the cost to public funds.

* This figure is misleading as co-education is common in Christian schools.

† Includes grants to local funds from provincial revenues.

‡ Excludes ditto ditto.

IV.—GENERAL DEVELOPMENTS.

105. The main developments of the quinquennium, *viz.*, the loss of pupils and the emancipation of local bodies from official and particularly from departmental control, have already been discussed.

Financial and other conditions throughout the period have been such as to preclude the introduction of any large scheme of educational expansion or even the undertaking of a preliminary survey with a view to the introduction of such a scheme.

The problem of wastage in primary schools, described in this section of last quinquennial review (India) as the greatest crux in the whole question of elementary education in the country, remains unsolved. If it is indeed a problem or a crux, I believe it to be insoluble except by compulsion or the slow lapse of time. But I am converted to the view that the problem is no other than that of the more general diffusion of education and that there is nothing particularly crucial in this aspect of it, the aspect of wastage. The question will be further discussed in a later section.

106. Out of 5,628 teachers in primary schools, 2,346 are returned as trained. The corresponding figures for 1916-17 were 5,358 and 2,056. The improvement is more marked than these figures would indicate as the policy of encouraging middle vernacular schools has resulted in our getting a much better educated class of men to take up the work of teaching in village schools.

107. The average rate of pay given to a primary teacher has advanced during the quinquennium by over 40 per cent. :—

Pay of teachers.

Year.	All schools.	Government schools.	Board schools.	Municipal schools.	Aided schools.	Unaided schools.
1	2	3	4	5	6	7
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1916-17	10·6	10·9	9	16·6	9·6	2
1921-22	14·9	18·6	14·6	17·2	15·2	
Increase	4·3	7·7	5·6	·6	...	

The increase was effected in the case of non-government schools under public management by assigning to local bodies for this purpose Rs. 44,000 from the Government of India's grant of one lakh in 1918, and two lakhs voted by the legislative council in 1921.

The first grant, which amounted to Rs. 43,678 was given to local bodies to enable them to make a general increase of 7 per cent. on the pay of their vernacular school teachers. The orders of Government sanctioning this grant abolished what was known as the capitation system by which the pay of teachers was regulated according to the number of pupils in the upper classes of their schools. The following scale of pay was prescribed :—

Description of teachers.	Minimum rate of pay.	Maximum rate of pay.
1	2	3
	Rs.	Rs.
Head teacher	10	35
First Assistant teacher	8	30
Second Assistant teacher	8	25
Third Assistant teacher	8	21
Fourth Assistant teacher	8	16
Fifth and subsequent Assistant teachers	8	12

It was considered that within these limits the boards and municipalities should find ample scope. The following principles were laid down for their guidance when considering the redistribution of the salary fund, consisting of the old fixed pay fund the provision for capitation and the new seven per cent. grant:—

(1) That to trained teachers, higher rates of pay should ordinarily be given than to untrained, to teachers trained in the Normal school than to teachers trained in the training class, omitting from the reckoning of trained teachers practical certificate holders and those who have only been trained under the apprenticeship system.

(2) That in settling the pay to be drawn by any particular teacher, trained or untrained, regard should be had to—

- (a) his current pay ;
- (b) his educational qualifications ;
- (c) his seniority ;
- (d) his efficiency ;
- (e) the responsibility of his charge.

Thus for example, other things being equal, the teacher in charge of a school which completes the full vernacular course would be given higher pay than the teacher in charge of a school which does not. On the other hand, the salaries in a small middle vernacular school need not run higher than the salaries in a large primary school.

(f) The amenities of his situation, *e.g.*, whether he is teaching in his own village or outside in a remote or in a central locality, where living is dear or where living is cheap.

(3) That in any scale which may be adopted by a board or a municipality concession shall be allowed for in the case of female teachers.

Further, boards were authorised to frame subsidiary rules making not more than 10 per cent. of the salaries of head teachers dependent upon the general efficiency of the school. It would appear that no board framed any such rules.

The scale and the principles laid down have been superseded by the new education rules which provide in this regard merely that boards shall determine their scale of salaries after consulting the authorities of the education department and considering the standards set by government schools if there are any such schools, as there ordinarily are not, "in the same and neighbouring areas."

The second grant, which was given in the closing year of the quinquennium amounted to Rs. 2,04,523. It provided for an increase in the minimum rate of pay of a teacher in a publicly managed vernacular school from Rs. 8 to Rs. 12 and a general advance of 20 per cent. (fractions of a rupee being taken as a whole rupee). The actual average percentage of increase allowed for in board-primary schools was 35 and in board middle vernacular schools 21. The greatest measure of relief was given to those who were most poorly paid.

This is a very substantial advance. The minimum of Rs. 12 may be compared with the minimum of Rs. 3 which was in force ten years ago.

108. The Government of India's grant of one lakh in so far as it was not taken up

Balance of Government of India by the scheme for improving the pay of teachers was spent grant.

thus:—

- (1) Grants to local bodies to enable them to take over maktabs adopting the ordinary vernacular course of instruction, Rs. 4,343.
- (2) Grants to local bodies to enable them to appoint assistant teachers in schools understaffed, Rs. 26,361.
- (3) Grants to local bodies to enable them to take over venture schools for maintenance, Rs. 19,847.

109. I have alluded to the abolition of the capitation system. The purpose of this system was to induce the village school master to influence

Capitation system. his pupils to remain long enough in school to become literate. It appeared to be well designed for this purpose. The larger the number of the pupils he persuaded, the larger his pay. The authorities concerned were however at one in advising that the system did not serve its purpose. Its discontinuance was recommended for this reason and on the grounds that it had proved objectionable, *financially* as imposing on local bodies a developing charge without assigning to them a developing source of income to provide for it, *administratively* as occupying the time of the inspecting staff largely in the checking of bills and registers and as distributing the salary funds not according to qualifications or merit but according to conditions which were not personal to the teachers concerned and over which they had ordinarily little or no control, and *morally* as affording incentives to the falsification of registers and imparting into the village school system an atmosphere of suspicion and dishonesty.

The disturbed condition of the country since the orders of abolition came into effect makes it difficult to say how far, if at all, they are responsible for the reduction in the enrolment of the higher classes which has actually taken place. Reporting officers however are generally quite clear in the view that the reduction is attributable in its entirety to other causes. Even if this were not so they would not recommend the re-introduction of the system : administration breathes more freely without it.

Provident funds.

110. This subject has already been treated of in paragraph 37.

The position of teachers under local bodies has been further improved by a considerable extension of the provident fund system. Contributions are now paid in respect of 2,513 teachers as compared with 220 in 1916-17.

111. The average size of a primary school, if boys and girls schools be taken together, is 39 pupils, and the average number of pupils per teacher is 30. Five years ago the numbers were 43 and 34.

Number of pupils per teacher.

No standard is set in this matter by the education rules by way either of guidance or of control. They content themselves with requiring boards when settling questions in regard to the number of teachers to be employed to consult the educational authorities and to consider the standards adopted in government vernacular schools in the neighbourhood, if there are any, as there ordinarily are not.

112. There is nothing new to record on the subject of village school buildings.

Buildings.

The ordinary building is a respectable structure on village standards and suitable enough for its purpose. But in very many cases windows are too small for efficient lighting and ventilation, and the mud floors are cold and damp and lack the housewife's care. It continues to be difficult to have verandahs on the south if there is a path or a stream in the neighbourhood which does not follow the course of the sun. The effect of such a lead is magnetic. The line of the building must follow the line of path or stream. I have already recorded the case of a building which in flat defiance of orders was faced East and West, in duty to the nearest footpath which was out of sight some hundreds of yards away. Repairs continue to be a difficulty. The boards are not in funds to provide for the maintenance of their buildings. The rules seek to impose an obligation in this matter upon "local agency and local aid in labour and materials". The aid is frequently wanting. It is difficult to enforce a floating obligation, and too often the teacher has to maintain the structure or to contribute towards its maintenance from his own poor earnings.

No board has taken advantage of the authority granted to it under the rules to frame type-plans for its school buildings.

V.—COURSES, METHODS AND EXAMINATIONS.

113. There have been no changes of any importance in the curriculum for vernacular schools in the plains : new curricula were however worked out for schools in the Khasi Hills and schools in the Garo Hills. The following excerpts from the notes prefaced to the Garo primary school curriculum, explain a few of the more important principles adopted :—

Courses.

The curriculum is intended for a school-day of 3½ to 4 hours and will be taken up in full where this is possible and advantageous. But new schools, schools in the more backward parts or schools for which a competent teacher cannot be found, may curtail the school-day and omit one or all of the subjects outside the minimum course which will comprise reading, writing and arithmetic only in a school-day of 2½ hours.

This is to be interpreted in a concessionary rather than in a restrictive spirit, the intention being that, within the limits set, each school shall be at liberty to adjust its course to the demands of the villagers, the desire of its authorities and the capacity of its staff.

In all schools in which suitable arrangements can be made facilities will be given for religious instruction at the beginning or at the end of the school-day.

It will be noted that no attempt has been made to assign a fixed number of daily or weekly periods for instruction in the various subjects. In village schools in which one teacher has to take many classes at a time, and clocks are not, a regular daily routine is impossible and any such thing as the preparation of formal notes of lessons is out of the question. All that can be expected of the teacher is that he should plan the work of the year in advance for each class in each subject, dividing the work into, say, four portions, one to be covered and *revised* in each quarter of the year. These programmes should be worked out and written down at the beginning of each year. Inspecting officers should examine them before proceeding to inspect the schools. For such teachers as are incapable of framing their own programmes a general programme should be prepared and circulated by the Deputy Inspector of Schools.

It may be thought well in time to revise the present plains curriculum on similar lines. In this province it is needless to attempt to make elaborate courses compulsory in their fullness and complexity. The task of teaching the simplest course is more than complex enough. Ordinarily the village school master, ill found in vitality and learning and depressed by poverty, is in sole charge of a school of five classes or sections which he has to instruct in all the subjects of a varied course. There is no fixed date of admission. Pupils come in month by month according to caprice or the influence of their horoscopes. The lowest class, a class in which numbers are high, is a collection of little groups each at a different stage of advancement. And there are four classes above this.

Again, with an attendance of 70 per cent. on the average, which sinks lower during seasons of flood and fever, the teacher is faced by a different selection of his pupils every day. Unpunctuality adds to his difficulties. In the case of rural habits, the absence of clocks and the defect of discipline, unpunctuality is the rule, the arrival of pupils being spread over a period of an hour to an hour and a half or even two hours.

It would seem necessary under these conditions that courses should be reduced to the elemental bone. But there are certain subjects which ease the teacher's task, drawing, for example, and handwork. They keep pupils at peace and interested when the teacher is unable to attend to them. And they rest the children's minds so that when the teacher does turn to them he finds them alive and refreshed. It is of no great importance that these subjects are but little *taught*. The children teach themselves. A curious point which may be noted is that in village school perspective distance lends enlargement to the view. The rule is absolute. Converging lines are not allowed to converge even by carelessness or accident.

And not all teachers are uneager or unassisted. There are many schools with two or more teachers, and there are many teachers both eager and competent whose abilities should be taken full advantage of for their encouragement and the general benefit. One concludes in favour of a course which is compulsory only in what is essential, and which offers scope to the more competent teachers by including a number of optional subjects. In the distance I see English amongst the options, and welcome the view.

The difficulty lies in the scholarship examinations which tend to dominate the course. Include certain subjects in the scheme of examination and every school will try to teach them. Exclude these subjects and the teaching will be absent or a pretence.

114. On the subject of promotion and leaving certificate examinations I quote from the Assam Valley Inspector in regard to the change which followed on the abolition of the capitation system. This system had necessitated the conduct of these examinations by the inspecting staff. After stating that the present system of payment by fixed salaries has replaced the capitation system without regret, he goes on to say:—

Promotion and leaving certificates. The same cannot be said for the system of class to class promotion and grant of leaving certificates in primary schools by the teachers concerned instead of by inspecting officers as before. The weight of opinion of Deputy Inspectors is against this change. The main objections advanced are that parents do not set as much value on the certificates now that a stimulus to competition between teachers of different schools has been removed, and that the standard of the promotion test is no longer uniform in schools of the same circle.

Such objections as these were anticipated when the change was introduced. The question is—are they strong enough to outweigh the decided advantages which have been obtained? Inspecting officers have been relieved of the necessity for conducting a series of somewhat perfunctory tests during their rounds and should have more time for their proper work of trying to improve teaching and organisation; and schools can now work for a full session without interruption by the promotion examination. Under the old system such examination would take place sometimes as early as September and thereafter practically no work was done in the school till the new session.

115. The introduction of log-books and insistence upon every inspecting officer working according to a limited and definite programme has had valuable results. I quote in this connection from the same authority:—

Log-books. Considerable improvement has been effected during the quinquennium in the organisation of work in vernacular schools. Local inspecting officers, under the stimulus of the instructions issued to them in connection with maintenance of log-books, have done much more than in the past both by way of direct supervision of teachers' methods, and by providing teachers with detailed syllabuses of work in the various subjects.

Slowly officers are learning the significance of the instructions conveyed and bringing method and persistence into their work. Great difficulty was experienced in the beginning. Rhetorical and useless programmes were common, until a type log-book note was written out and circulated for guidance. This helped. There is still,

however, much to be done before the orders on the subject are fully understood and applied. But with good will on the part of the Deputy Inspectors and unremitting insistence on the part of the Inspectors, it may be hoped that progress will continue and that the vice of spasmodic inspection will be eliminated. The orders are embodied in the new issue of the rules and orders (Appendix IV). No officer can have any excuse for failing to keep them constantly before him.

VI.—MIDDLE VERNACULAR SCHOOLS (FOR BOYS).

116. There is no item in the provincial policy of education which has been more fully justified by results than the decision to encourage middle vernacular schools. Said to be moribund ten years ago, they had increased by 1916-17 from 35 to 112 and their enrolment had risen from 2,753 to 12,328; and despite the depression of the quinquennium that is just over a further rise has to be recorded, to 133 schools and 13,034 pupils.

117. The public examination at the close of the vernacular school course was abolished in 1919, its place being taken by an *in situ* examination. The public examination was popular, particularly in the Assam Valley; in the Surma Valley also it was slowly gaining favour. It had done much to restore to favour post-primary education in the vernacular, and so to improve the qualifications of village school teachers and the standards of instruction in village schools. Conditions do not allow of the *in situ* examination which has taken its place being efficiently conducted. The *in situ* certificate is not valued by the pupils and does not command respect. Reporting officers are persistent in advising that the public examination should be reintroduced. There is no difference of opinion on this subject. All are agreed.

The table below compares the number of presentations and successes in the final vernacular examination in selected years :—

Year.				Presentation.	Successes.	Percentage of success.	Remarks.
1				2	3	4	5
1915	...	...	...	267	140	52	Public examination.
1917	...	...	...	601	358	60	" "
1920	...	...	...	939	653	70	<i>In situ</i> "
1921	...	...	...	1,011	713	70	" "

VII.—EDUCATION OF THOSE IN EMPLOY.

118. The tea-garden population of Assam numbers close on a million. Six in every thousand are literate. The total number of children reading in tea-garden schools is 1,918.

Tea-garden schools.

The scheme for education on tea-gardens which was sanctioned in 1910 has not been a success. It contemplated the establishment of 361 schools, 46 of which were to be Government schools (A class), 85 aided schools (B class) and 230 private or managers' schools (C class), this distribution having been arranged with the tea-garden authorities concerned. Actual returns for selected years may be compared :—

Head.	No. of schools.			Number of pupils.	Remarks.
	A class.	B class.	C class.		
1	2	3	4	5	6
Scheme ...	46	85	230	Say 10,000	
1913 ...	11	21	86	...	
1914 ...	13	40	100	3,159	
1916 ...	13	40	96	3,227	
1918 ...	12	40	55	2,305	
1920 ...	10	31	45	1,840	
1921 ...	11	27	43	1,918	

These figures speak for themselves. Managers are not actively hostile. The majority are benevolently detached. Were there a demand, they might encourage it. But in most gardens there is no demand.

The advantage of the existing schools is not obvious to those concerned. The labour force, recruited from the backward areas of many provinces, speaking half a hundred languages of their own and, for common use in the garden and bazar, the macaronic dialect of the garden which they serve, do not want schools which will teach them literary Bengali or Assamese. Indeed they do not want schools at all. And when there is no pressure or compulsion outside the tea-garden there is nothing to be said in favour of pressure or compulsion in the lines. Nevertheless the reviewer believes—to the shoemaker there is nothing like leather—that the Tea Associations would be well advised to take up, on a purely voluntary basis, the question of education in tea-gardens. It is frequently urged that education breeds insubordination and discontent. But illiteracy did not save the tea-gardens from trouble in the year that is over and it may be questioned whether if the coolies had not been steeped in ignorance the appeals of the agitators would have so strongly affected them.

119. At the close of the quinquennium there was one factory school with an enrolment of 28 as compared with 3 schools and 67 pupils, five years earlier. The total number of factories (1919) was 33 and the number of persons employed 5,621.

Factory school.

120. There were two night schools in the plains, one at Sunamganj and one at Habiganj. The ordinary primary school curriculum was followed. The total enrolment was 51.

Night schools.

There are night schools in the Khasi Hills in the fullest sense of the term, inasmuch as the pupils sleep on the premises. They are however by no means general and separate returns have not been submitted.

VIII.—LITERACY AND DURATION OF SCHOOL LIFE.

121. A careful enquiry was made during the quinquennium into the question of wastage in primary schools, proceeding on the theme that the greater part of the money spent on such schools is wasted, inasmuch as the majority of the pupils do not stay long enough in school to become literate and that of those who do many after a few years lapse into illiteracy. The premises are unhappily incontrovertible; it was however considered, as outcome of the enquiry, that they did not support the conclusion. The view arrived at was that while all practicable steps must be taken to keep children in school until they become literate, it is a mistake to regard as misspent or thrown away that part of our expenditure which can be attributed to the children who leave school illiterate or so slenderly founded in letters that they quickly become illiterate after their departure. Such wastage, it was concluded, is a natural accompaniment of educational advance in a country in which education is optional and the majority or even a considerable proportion of the children do not attend school. It is to be expected that in such circumstances we should have a class of uncertain folk intermediate between those who do not want education and those who do. When those who do not want education are an overwhelming majority of the population, it will follow as a matter of course that those who are uncertain bulk much more largely than those who are certain. As the disproportion between the masses and the elect decreases, the so called wastage will also decrease. The problem of reducing wastage is in its main aspect no other than our old friend the problem of breaking down illiteracy.

Wastage.

The uncertainties of to-day are the certainties of to-morrow. And the money spent on them is well spent in the process of pushing back the margin of educational cultivation.

These conclusions which were come to in 1918 have received support from the recent census figures. In 1911-12 the total number of children at school in Assam was 1,82,112; in 1921-22 it was 2,16,218; an advance of only 18 per cent. In 1911 the number of literates in Assam was 3,33,672; in 1921 it was 4,91,792; an advance of 48 per cent.

This does not of course relieve educational authorities of the necessity for preaching the cause of education by works—doing whatever can be done by persuasion, by more efficient organization, by improved methods and so forth to keep children longer in school and, so far as such measures can do so, to hasten the general process of conversion. But it does change what has been used as an argument for reaction

and for the reduction of educational expenditure as being largely unprofitable into a very powerful argument for the increase of expenditure and the redoubling of endeavour to carry the campaign more widely afield. There is no school however stubborn in its illiteracy which does not convey some message of hope. The most backward are the outposts of progress.

That effort has not been wanting to keep children longer at school will be seen from the following summary of measures taken with that end in view :—

- (1) Vernacular education has been made free in primary schools.
- (2) With a view to widening the horizon of village education, bringing the masses forward by taking the leaders further afield—
 - (a) Education has been made free in middle vernacular schools.
 - (b) The functions of local bodies with regard to education have been extended to cover the full vernacular course, and boards have been encouraged to advance the standard of education beyond the lower primary stage whenever pupils present themselves in sufficient number and funds are forthcoming for the purpose.
 - (c) Many obstacles in the way of schools developing beyond the lower primary standard have been removed.
 - (d) Transfer from middle vernacular to anglo-vernacular schools has been facilitated.
- (3) With a view to encouraging study by the improvement of instruction—
 - (a) The pay of teachers has been improved.
 - (b) The general standard of qualification on the part of teachers has been raised.
 - (c) The period of training has been doubled and the course revised and strengthened.
- (4) With a view specially to providing as far as possible against the neglect of pupils in the lowest class as an influence tending to prevent children from passing out of that class—
 - (a) The previous system of calculating the staff solely with reference to the number in the higher classes has been replaced by a system of calculation with reference to the whole enrolment of the school.
 - (b) The capitation system which tended to the neglect of the more backward pupils in the infant classes has been done away with.
 - (c) The attention of Normal school authorities has been directed in increasing measure to the practical problems of the village school masters' work and in particular to the problem of dealing with many classes at the same time.

Against these measures conducing to an increase in the higher classes, much has been done in the same period to extend education in the more backward districts and amongst the more backward peoples, much also to extend the scope of female education, resulting in the bringing into school of a large class of pupils who, being new to education and having no convention of a long school life to respond to nor any firm conviction of the advantages of education, tend to leave school early and thus to lower the average duration of school life.

It is not generally realised what an important part the economic argument plays in regulating the average duration of school life amongst the children of the poor. Briefly, elementary education, even if it be free, as it is in Assam, is expensive. It costs money and brings in no return. A modest estimate of the cost of school books and materials rises from one rupee odds in class I to four or five rupees in class IV: estimates of the whole cost, including clothing and umbrellas, rise from Rs. 25 to Rs. 50 and even if these latter estimates are excessive yet being halved they still offer a formidable barrier.

It is one thing to keep a child at school for only a single year, quite another not to send it to school at all. Many of those who have no strong faith in the value of education yet regard it as respectable to send their children to school. In good times therefore we should expect to see such parents keeping their children longer at school than in bad. In bad times we should see them withdrawing their children early, and this tendency would manifest itself more strongly than the tendency to withhold them from school altogether.

The justice of this view of the situation is borne out by the figures which have been cited and analysed earlier in the report.

To sum up—the main reasons for wastage are the poverty and the ignorance and conservatism of the people. The remedies are time, the expansion and improvement of education, and a progressive policy in the matter of roads, railways, and economic and social development. Postulate a vigorous policy of educational advance and every measure that conduces to the wellbeing of the people helps towards the reduction of educational wastage.

A word in conclusion—the solution which is so frequently put forward of popularising schools by adapting rural education to rural needs has little or no

meaning in the absence of an agreement as to rural needs between the rustic and the reformer. The reformer has in mind the introduction of utilitarian studies such as agriculture into the village school course. The rustic sends his child to school to learn to read and write. He has no doubt of the fact that the village *guru* knows less of agriculture than he does himself and that what the boy needs in the matter of agricultural knowledge he can learn by doing in the fields. It is a view altogether sensible; and some sympathy may be felt for the parents in one backward area who went so far as to beat the *guru* for setting their boys to work in the school garden.

IX.—COMPULSORY AND FREE EDUCATION.

122. The following resolution was moved at the Council session of March 1921 :—

That the Council recommends to the Government that legislation be undertaken to make primary education free and compulsory.

After discussion the resolution was revised thus :—

This Council recommends to the Government that permissive legislation be undertaken to make primary education free and compulsory progressively.

So revised, the resolution was carried without a dissentient vote. A bill was accordingly drafted on the lines of the education Acts which had already been passed in other provinces. It will shortly be presented to the Council.

It will be conceded that the option allowed to local bodies by the Act, when it comes into force, is not likely to be taken advantage of in large measure for many a year. It may be hoped therefore that those who are earnestly interested in the advance of education as an issue for the present will not regard the passing of the Act as a practical contribution to the immediate purpose.

CHAPTER VIII.

ORIENTAL STUDIES.

123. The times are inopportune for saying much in regard to the development of oriental studies. There are however two aspects which Some aspects of the question. may be touched on.

The first aspect is that in which the situation presents itself to the more conservative or the more orthodox amongst the educated Hindu and Muhammadan population. They desire that the old learning which is passing away or at least suffering from lack of interest and encouragement should be fostered by Government in the towns and in the countryside so that society may have enlightened ministers everywhere at hand to strengthen and instruct the people in their faith and to correct such tendencies as there may be towards infidelity to the ancient canons of life and conduct. The other standpoint is that of the few who are in close touch with the more modern civilization. They may be drawn by sentiment towards the old institutions and may even give them some support; but they feel that the day of *tols* and *madrasas* is past and that the tempering of modern life and learning with the ancient wisdom can be best achieved, so far as it can be achieved by educational means, by bringing the old and the new together in the higher institutions of learning with a view to interaction and the survival of the best in both.

124. The one aim is to impart the traditional learning in *tols* and *madrasas* of the immemorial kind, so modifying their courses as to retain and improve all the old knowledge and to add to it something of the new. So taught, the students should be qualified to act as ministers of their faith, applying wisely to the world in which they live the precepts of the world from which the older learning came. They should also—that is the somewhat impracticable hope of many reformers—be qualified to set aside the ministry as their profession and turn with equal ease to the occupations of the laity.

Such institutions, whether Hindu or Islamic—it is useless to beat about the bush on this subject—are essentially *religious* in their nature. They are nevertheless maintained and aided by Government; and I see no good reason in principle why they should not be so aided or maintained if the public wants them and if Government is persuaded that the people would be benefited by them. There is nothing in this which conflicts with religious neutrality so long as the balance is held even for all alike, whatever their faith may be.

125. The other aim is to approach the old learning by the Western gate, to receive and interpret from the ancient texts, and to refine from the mass of commentaries and derivative texts, the living

The Western Gate,

truths which they contain, and to contribute this knowledge in organic fusion to the common stock of learning. This point of view also is approved by Government, who open Sanskrit and Islamic departments in their colleges and award scholarships to students of mark to prepare themselves more thoroughly for research by studying at famous universities in Europe.

126. It is with the former school that we are principally concerned in this chapter. The main difficulty lies in this, symptomatic possibly of a deeper trouble, that while many are to be found who have a sentimental loyalty to tradition and the ancient ways the number is smaller who will make sacrifices to maintain them in respect. On the one hand, learned maulvis are needed, on the other hand, learned purohits, gurus, pandits and the like. In the case neither of Hindus nor of Muhammaçans is the maintenance forthcoming from the public either in money or in kind to provide in anything short of indigence for the ministers of their faith. Another, but secondary, difficulty lies in the divided purpose of the reformers. It is not possible in a set term of years to give boys as sound a preliminary training both in the ancient and in the modern lore as if the institutions had a single purpose. It is equally impossible, if the *tols* and *madrasas* are to be efficient in both departments to run them at the same cost as institutions which have only one department. We are again brought up by the question of funds. Students of *tols* and *madrasas* expect their education *gratis*. Patronage is anything but liberal. We are left with the funds of Government which are already crid for by a hundred mouths.

127. The main questions affecting policy in regard to *maktabs* and *madrasas* and their courses were taken up and thoroughly thrashed out at the Muhammadan Educational Conference of 1914. The subject was dealt with in last Quinquennial Report. The only points requiring special note are these, that most of the old institutions have shown no eagerness to convert themselves into the new or to take any step towards change; and that at the height of the Khilafat movement, some of the *madrasas* cut themselves off from Government, some adhered to Government, and the majority sat on the fence. The failure in loyalty requires no explanation. The opposition to change has been due to the lack of adequate grants from Government or any other source, the influence of the maulvis who believed that in institutions which taught English they would be lightly regarded and that conversion might even lose them their poor living, and the conservatism of patrons who felt that the support of a new type Madraşa teaching secular as well as religious subjects needed more money and earned less merit than the maintenance of a *Maktab* or *Madrasa* of the customary kind.

The measure of the change may be found in the fact that owing to grants renounced for political reasons, expenditure from provincial revenues on aided *maktabs* and *madrasas* fell from Rs. 11,430 five years ago to Rs. 7,902 in the final year of the quinquennium.

During the same period the number of institutions sending up candidates for the old fashioned Government examinations and the number of examinees and of certificates granted rose and fell as shown below:—

First Madrasa Examination.

Year.	No of institutions sending examinees.	Number of examinees	Number passed.
1	2	3	4
1917-18	21	73	42
1918-19	22	68	50
1919-20	28	189	83
1920-21	11	60	23
1921-22	8	24	8

Second Madrasa Examination.

Year.				No. of institutions sending examinees.	Number of examinees.	Number passed.
1				2	3	4
1917-18	...	...	...	10	20	18
1918-19	...	...	...	6	9	7
1919-20	...	...	...	11	34	16
1920-21	...	...	...	4	11	2
1921-22	...	...	...	3	8	2

The *cause* of the decline is solely political. The *measure* shown by the figures requires to be modified if it is to be applied to political conclusions. Students and maulvis were in many cases held back by their fears. Free resort was had by the *ultra*-Islamic minority to picketing and other minatory forms of persuasion.

128. The Government madrasa was developed to the full senior standard. Politics made inroads on its enrolment. If it does not rapidly recover the question of abolition will have to be considered.
Government Madrasa, Sylhet.

129. A Government Sanskrit College was opened in Sylhet with effect from January 1922 in accordance with a scheme which was framed in consultation with representative public men interested in Sanskrit learning. In response to an urgent and persistent demand the buildings were constructed, despite the backward state of provincial finances, and due provision made for the maintenance of the institution.
Sanskrit College, Sylhet.

The purpose of the college is to train advanced students for the title (*tirtha*) examinations of the Calcutta Board in *Nyaya*, *Smriti*, *Kavya*, *Byakarana*. If the enrolment in the next few years shows that the College is meeting a real rather than a sentimental need, the list of subjects may be extended if funds permit and the number of lecturers increased.

The traditional learning is taught in the traditional manner. Twenty four stipends in all (8 to 10 annually) are given, and it is hoped, if the college is not to be a failure, that the zeal of those who are interested in the maintenance and development of Hindu learning, will lead them to offer bed and board to many poor scholars. This is an essential condition of success.

The College is located in open country on the outskirts of the town. Its buildings comprise a set of class rooms with a Hall which accommodates a well stocked library, residential quarters for the *Adhyaksha* and *Adhyapakas* and a hostel for such students from outside as are unable to find accommodation with friends and patrons.

There has as yet been no rush for enrolment. I quote below from the Secretary's report:—

There are 15 students in the College; 6 in *Nyaya*, 5 in *Smriti*, 2 in *Kavya* and 2 in *Grammar*. All the students are Brahmans. The distribution by district and division is shown in the following table:—

Subjects.				From Sylhet.	From Assam Valley.	From Bengal.	Total.
1				2	3	4	5
Nyaya	...	..	...	2	3	1	6
Smriti	...	...	...	2	3	...	5
Kavya	...	...	...	2	...	...	2
Vyakarana	..	...	...	1	1	...	2

The whole cost of maintaining the institution is borne by the Government.

The total expenditure from provincial revenues for the three months ending 31st March 1922 was Rs. 5,005-4-4.

Twelve students live in the hostel, eight of them receive a stipend of Rs. 9 per month and two Rs. 10 per month from Government, and two are substantially helped by towns people, especially professors of the Murarichand College. One student lives with the Adhyaksha and one with the Adhyapaka of Smriti, one lives at his own expense at the house of a private gentleman. Two of the students receive a stipend of Rs. 3 on the result of the 2nd Sanskrit examination of Assam and two (one of them of the Surma Valley, one of the Assam Valley) were recipients of similar scholarships from the Bengal Government, but it has not yet been decided whether this scholarship will be tenable here.

There is a College Union in which the students are encouraged to speak in Sanskrit and decent vernacular. The meetings are held fortnightly and professors report that the Union has proved a success.

130. It has long been recognised that the *tol* courses and examinations in so far as they were regulated by Government orders stood in need of reorganisation of *tol*s. Much preliminary work was done in the way of making a survey of *tol*s and obtaining opinions in regard to their functions and the courses which ought to be prescribed. Opinions differed from *alpha* to *omega* except in this that conditions would go from bad to worse without the financial help and, in some degree, the *control* of Government. The embargo on new expenditure during the war and, subsequently, the impending change in the form of Government stood in the way of action involving expenditure or any important change of policy.

Throughout the quinquennium and earlier, representations urging instant action have been frequent from Sanskrit Boards and Associations. Present conditions are certainly anything but satisfactory. To the casual view the existing system would appear to be based rather on interference than on help. It is nevertheless valued as a sign that Government recognises that it has some responsibility for the maintenance of Sanskrit learning in the villages and for the education of the Hindu ministry and priesthood.

The situation was duly reported to the new Government who were advised that it was time that the question was carefully examined, the issues, political, financial and educational, elucidated and considered and a decision come to either to leave *tol*s and the system of education which they represent to drift in their own way to extinction or to come resolutely to their help with the favour and the funds of Government.

131. To assist me to advise Government in the matter an officer was put on special duty who might report on the situation with recommendations in regard to action. His instructions were to tour throughout the province, inspecting *tol*s, collecting particulars in regard to them, consulting those interested in the matter and organizing meetings for the discussion of the issues. His report has not yet been received.

Statistics.

Particulars for the last six years in regard to *tol*s and *tol* examinations will be found below :—

Year.	No. of <i>tol</i> s.	No. of <i>tol</i> s students.	Passes in examination.	
			1st.	2nd.
1	2	3	4	5
1916-17	83	1,500	72	12
1917-18	85	1,519	65	14
1918-19	82	1,452	41	14
1919-20	82	1,382	49	18
1920-21	79	1,373	41	19
1921-22	98	1,828	26	18

The *tol*s are loyal. It would nevertheless seem probable that the increase in the enrolment in the closing year is related to the backward looking dreams of the Gandhi gospel.

The statement required by the Government of India in regard to *muktabs*, etc., is printed as an appendix to this chapter.

Appendix showing particulars of Mukhtabs, Mulla Schools, Tols, Pathshahas, etc.

Particulars.	Classed in General Table III as primary schools,	Classed in General Table III as other schools.	Classed in General Table III as private institutions.	Totals.	
				1921-22.	1916-17.
1	2	3	4	5	6
MUKHTABS.					
1. Institutions ...	48	8	33	89	82
{ For boys ...					
{ „ girls ...	...	...	...	...	3
2. Pupils ...	1,921	224	741	2,886	4,069
{ For boys ...					
{ „ girls ...	115	33	100	248	292
3. Expenditure from Provincial Funds ...	6,310	1,605	...	7,915	8,170
4. „ from District or Local Funds ...	2,981	...	...	2,981	...
5. „ from Municipal Funds ...	607	...	...	607	1,142
6. Fees ...	319	216	...	529	70
7. Other sources ...	2,662	1,337	...	3,999	5,159
8. Total expenditure ...	12,873	3,158	...	16,031	14,541
MULLA SCHOOLS.					
1. Institutions ...	...	...	69	69	40
{ For boys ...					
{ „ girls ...	...	...	5	5	1
2. Pupils ...	...	...	1,714	1,714	1,094
{ For boys ...					
{ „ girls ...	...	...	391	391	194
3. Expenditure from Provincial Funds ...	...	...	...	...	...
4. „ from District or Local Funds ...	...	...	...	...	...
5. „ from Municipal Funds ...	...	...	...	...	...
6. Fees ...	...	...	...	...	...
7. Other sources ...	...	...	...	...	...
8. Total expenditure ...	...	...	...	...	...
TOLS.					
1. Institutions ...	10	67	21	98	83
{ For boys ...					
{ „ girls ...	...	...	...	...	...
2. Pupils ...	225	1,249	354	1,828	1,500
{ For boys ...					
{ „ girls ...	...	...	...	...	...
3. Expenditure from Provincial Funds ...	802	2,456	...	3,258	2,514
4. „ from District or Local Funds ...	...	...	...	...	...
5. „ from Municipal Funds ...	...	119	...	119	240
6. Fees ...	...	...	...	...	154
7. Other sources ...	280	6,151	480	6,911	4,008
8. Total expenditure ...	1,082	8,726	480	10,288	6,916

Appendix showing particulars of Muktabs, Mulla Schools, Tols, Pathshalas, etc.

Particulars.	Classed in General Table III as primary schools.	Classed in General Table III as other schools.	Classed in General Table III as private institutions.	Totals.					
				1	2	3	4	5	6
PATHSALAS.								1921-22.	1916-17.
1. Institutions ...	{ For boys ...	...	...	...	13	13	...	13	...
	{ „ girls ...	...	...	...	5	5	...	5	...
2. Pupils ...	{ For boys ...	...	...	...	324	324	22	324	22
	{ „ girls ...	...	...	...	151	151	2	151	2
3. Expenditure from Provincial Funds	...	...	...	...	...	...	960	...	960
4. „ from District or Local Funds ..	...	...	...	...	...	...	113	...	113
5. „ from Municipal Funds	...	...	...	...	...	...	2,400	...	2,400
6. Fees	...	...	...	...	...	...	...	...	...
7. Other sources	...	...	...	...	...	...	128	...	128
8. Total expenditure ...	...	...	...	...	...	...	2,529	...	2,529

CHAPTER IX.

PROFESSIONAL EDUCATION.

I.—LAW.

132. The pleadership classes having been abolished, the Earle Law College at Gauhati is the only institution in the province which trains students for a legal career.

The Earle Law College.

The B. L. course is a course of three years' academic study, with a University degree as a necessary preliminary qualification. I regard it as unduly expensive in time and money and unsound in method. Ordinarily—this is an estimate based on matriculation statistics—a student is not ready for the practice of his profession until he is over 25 years of age. This seems to be too late an age to which to defer the passage from dependence to responsibility. India is a poor country; it is a country of early marriages: and the Law is a profession which gives a grudging welcome to its recruits. Further, when he is crowned with his degree, the law student has yet to learn his business. This he can only do in practice. The course of his study is unaccompanied by apprenticeship or by study in Chambers.

The Earle Law College continues in permanent buildings on a temporary sanction, which is periodically renewed. The current sanction of two years, which carries the college on till July 1923, was issued in view of these considerations:—

(1) The number of Assam students at the date of sanction was 57, mostly from the Brahmaputra Valley, but the College was attracting pupils in increasing numbers from the other division.

(2) The total number of Assam students studying for the B. L. Degree at home and abroad was 127.

(3) The total number of pleaders in the Province was ascertained to be 440.

In view of these facts it was advised that there was room for a provincial Law College but that such a College was not required for the Assam Valley alone: if it was decided to establish a provincial university the Earle Law College might form part of it: if, on the other hand, the Assam Valley moved for independence from Calcutta and the Surma Valley retained its present connection and sent its law students to Calcutta for training, the College would be an extravagance.

The present enrolment is as undernoted :—

Year.	Number of students residents of—					Total.
	Assam Valley.	Surma Valley.	Domiciled in Assam.	Manipur.	Other Provinces.	
1	2	3	4	5	6	7
First year ...	18	2	3	1	1	25
Second year ...	6	8	...	...	1	15
Third year ...	10	9	2	...	3	24
Totals ...	34	19	5	1	5	64

In course of the quinquennium, the college has turned out 69 graduates in Law. The majority of students fall short of the full course.

Gauhati and Calcutta, between them, are giving us too many B. Ls. Government was advised in 1921 that the number of pleaders in the Assam Valley was already excessive, and that it would be advisable to restrict admissions to the Barle Law College. The Education Department concurred in the view that the Bars were already overcrowded and considered it probable that the overcrowding would increase, with results which might well be mischievous. On the other hand, it advised that any restriction other than that imposed by the limitations of staff and accommodation would be politically inexpedient as an undue restraint of liberty, and that it would in any case serve no other purpose than to divert to Calcutta a number of students who would otherwise study in their own province.

In the reviewer's opinion, the solution of this and other educational problems of excess, in so far as it is not safe to leave them to the operation of economic laws, lies not in interference but in control—control which is implicit in an educational policy framed in full view of the social and political condition of the country, of its educational needs and of financial probabilities.

During the closing year, the cost of the college in direct charges was Rs. 16,052, of which Rs. 4,381 was met by class fees.

The College was unfortunate in losing the services of Mr. Arthur Brown and Mr. T. R. Phukan, both Barristers. Mr. Brown went on deputation to the Government of India in the Legislative Department. Mr. Phukan took up the non-co-operation cause.

Students were but little affected in their conduct by the political movement.

An inexpensive Muhammadan hostel has been added to the buildings.

The main disadvantages under which the College labours are these :—

- (1) That students have not the same facilities for the observation of work in Court as they might have in a great centre such as Calcutta.
- (2) That students of ability combine the study of the Law with post-graduate study in Arts or Science—a combination which may under present conditions be regarded as altogether sensible—and that the Gauhati College has post-graduate affiliation in only one subject.

The law students of the province have accordingly been divided in almost equal numbers between Gauhati and Calcutta.

II.—MEDICINE.

133. There is no medical college in the province. But 11 seats are reserved for Assam students in the Medical Colleges in Calcutta. Collegiate education. Two medical scholarships are awarded and it is in the option of the holders of senior scholarships to have them made tenable in the Government Medical College.

Medical school.

134. I subjoin a brief note received from Colonel J. Garvie:—

Medical education is carried out in the Berry-White Medical school at Dibrugarh. The average number of students for the past 5 years has been 180·6. The staff consists of a Superintendent, 5 teachers and 6 demonstrators. This school was founded in 1900 by the legacy of late Brigade Surgeon John Berry-White who gave a donation of Rs. 50,000 for this purpose. The course of study is one of four years and the syllabus of instruction is the usual one. Sub-Assistant Surgeons are trained for the province of Assam. The budget provision for this school and a grant for higher medical education in Calcutta University are Rs. 85,000 per annum. There is accommodation for 132 students in the hostels attached to the Berry-White Medical school. Eight Assam students have been granted the M. B. Degree, Calcutta University, during the years 1917-22.

Three female students were granted scholarships tenable at the Campbell Medical School, Calcutta.

Demands.

135. There is an urgent demand for the establishment of a medical school at Sylhet.

CHAPTER X.

TECHNICAL AND INDUSTRIAL EDUCATION.

I.—GENERAL.

136. Technical institutions are unrepresented in this province except by the Land Surveying school at Gauhati—if this can properly be called a Technical school—which is under the control of the Director of Surveys. A full and interesting report, with which Colonel Coldstream, the present Director, has kindly furnished me, is printed in the appendix to this chapter.

Organisation.

Industrial schools are under the control of the Director of Industries whose report also is appended.

The appendix concludes with reports from the Public Works Department officers who are responsible for the administration of such part of the Williamson funds as are devoted to the training of artisans.

With none of these institutions has the education department any concern except that it holds itself ready to advise in regard to any educational questions which may arise.

Towards the close of the period, discussion proceeded in regard to the establishment of a technical institution at Jorhat for the purposes of which Mr. B. Borooah of Calcutta had made a generous donation amounting to one lakh of rupees. This school when it is established is to be under the control of the Director of Industries:

137. There was much talk during the quinquennium in regard to the need for technical, technological, industrial and vocational institutions in Assam.

The popular view.

I have touched on certain aspects of this question in the chapters on secondary and primary education, in previous reports and in the note to the University Commission which is printed as an appendix to chapter. What remains to be said on the general question may base itself on a Resolution proposed for the Council Session of March 1921. I venture to reproduce the Resolution below as, although it was not actually moved, it represents the feelings of a considerable section of the educated community, who are of opinion that immediate measures are needed to industrialise society and that these measures should be initiated by the sowing of technical and industrial institutions broadcast through the land:—

That this Council recommends to the Government that educational institutions to impart instruction in the following subjects be established in Assam, *viz.*— (1) Technology, (2) Mineralogy, (3) Commercial economy, (4) Applied Chemistry and Physics, (5) Higher Mathematics, (6) Forestry, (7) Agricultural Engineering, (10) Mining Engineering, (11) Electrical Engineering, (12) Surveying and Mensuration.

The action contemplated was inopportune in the widest sense being certainly a quarter of a century, and probably more, in advance of its time. There is not in Assam that development of trade or industry to which the establishment of institutions teaching applied science or technology, commerce and so forth would be appropriate. Those who support the views put forward by the resolution stand fast in the faith that commerce and industry must flourish if commerce and industry are taught in schools, and that employment must follow on the economic blossoming. In reports, in Council and in conference we have sought for many years to lay this ghost. Commerce and industries do not start at the bidding of

academies. Experience has demonstrated this in the East and in the West. Technical instruction in local institutions for markets which do not locally exist must be expensive and theoretical and futile: the students cannot be fitted for the special employment for which they are trained—the atmosphere of business and the facilities for practical training are wanting; and even if, without such facilities, the students could be well trained, the employment is not there for them to have; their course being finished, they must be left to shift for themselves in poverty and disappointment.

It is needless to go into the details of the Resolution: Assam has no industries which could absorb a regular outturn of scientific experts. We may safely leave action to the larger provinces in the hope that if our graduates in science seek an outlet in industrial training the institutions established or to be established in the great industrial centres of the larger provinces will put no obstacle in the way of their admission.

From the broad educational and economic point of view even industrial schools can have but little meaning in Assam to-day. The fact that such institutions may here and there be trivially useful, helps to obscure the main issue and to prevent many capable and public-minded men from addressing themselves to the solution of the educational problem with an understanding of its real nature, and of its weight and urgency. Much more significant it would be in the reviewer's opinion, than the establishment of many industrial schools, if a number of Brahmans became carpenters in their own villages, or drove the plough, and prospered and retained their caste, or if Nadial matriculates returned to the throwing of the net and threw more nets and threw them wider than their uneducated caste-fellows.

II.—ENGINEERING EDUCATION.

138. Engineering education in Assam, has up till a very recent date, meant education in preparation for the service of government or local bodies in connection with their public works.

Introductory.

139. Two scholars have been sent annually to the Bengal Government Engineering College at Sibpur with a view to their obtaining, in due course, the degree of Bachelor of Engineering and qualifying for appointment to the old provincial service. These scholarships have been granted only since 1905. Prior to that year Senior scholarship-holders had the option of having their scholarships made tenable at Sibpur. This concession was not taken advantage of. The value of the scholarships granted since 1905 has been set so as to meet the full necessary expenses of the course. As indicating the demand I note that in the period 1912—1921, 18 scholarships were granted, and, so far as is known to the Department, only 1 scholar carried through to the close and obtained the degree of Bachelor of Engineering.

Graduation in Engineering.

140. Provision is made also for the subordinate services by granting 6 scholarships annually for the sub-overseer and overseer courses at the Dacca School of Engineering. Formerly these scholarships were tenable for the full period of the overseer course which included the sub-overseer course of two years. Latterly, as the number of overseers exceeded the requirements of the Public Works Department, a change was made in the organisation of the school. The sub-overseer and overseer courses were separated. Provision was, however, made for the best students in the sub-overseer classes passing on to the overseer class at the conclusion of their two years' training. In such cases it was arranged that they should join the three years' overseer course at the second year. Seats were accordingly reserved for Assamese students to allow of the grant of 5 scholarships annually in the sub-overseer classes and one in the overseer class, on the understanding that the best of the batch of sub-overseer scholars would in due course, if qualified, be promoted to the overseer class. Formerly but few applications were received for these scholarships. During the current year they were heavily over-applied for.

Subordinate qualifications.

141. The reorganisation of the Public Works Department has put the foregoing arrangements out of date and action is being taken to adjust the scholarship schemes to conform to the new conditions.

Change.

142. The State scholarship scheme has not hitherto proved itself a success in Assam. One student, sent home for textile work, took up fisheries on his return and is now a Sub-Deputy Collector. Another who obtained high qualifications as a mining Engineer could find no employment in his profession and is now an Extra Assistant Commissioner. A third, however, who

State technical scholarships.

specialised in paper-making, has turned his knowledge to account by improving it in practice, developing it on the business side and starting a paper-making Company in the Assam Valley. Should this Company be successful, the example of Srijut Kasinath Saikia, the scholar in question, should prove an incentive to many of the more energetic and capable of our young men to take up a business career.

143. Two scholarships were created in 1921 tenable in the Mechanical and Electrical Engineering departments at Sibpur. Competition has not been keen.
Other scholarships.

Special scholarships are granted on occasion tenable in the Calcutta School of Arts and in other extra provincial institutions.

APPENDIX I.

THE ASSAM LAND SURVEYING SCHOOL.

The school was instituted in December 1918, with the primary object of providing a training in revenue survey methods for civil officers and minor officials and for candidates for the posts of *kanungo* and *mandal*.

The discussions in which the scheme was adumbrated were of a more ambitious nature. It was hoped that the higher branches of the subject might be taught, that educated youths in Assam would take to the profession of a surveyor and that the school might prove a useful recruiting ground for the Survey of India.

By the time the scheme had materialised, these hopes had faded, for, whereas the first conception had contemplated a college at Shillong with teachers of some scientific attainments and with a curriculum that included astronomy, triangulation and the arts of the topographer and cartographer, the institution that resulted has been a small boarding school with accommodation for 60 students, near Gauhati, with an experienced officer of the Provincial Civil Service as Principal, staffed by three resident masters on pay that has necessarily limited their selection to men whose acquirements are insufficient to enable them to hope for more than the average emoluments of the junior grades of the Government clerical establishment.

There was already an efficient Survey School in the neighbouring province where more than the rudimentary practice of revenue survey was taught and the strictly provincial demands for scientific survey work in Assam are not numerous and are provided for by the Survey of India. On the other hand, the more called for, and from the provincial point of view, more practical object of providing a simple training in the measurement and record of agricultural land, which in the original concept seems to have been viewed as a subsidiary object, constituted a real want of the administration which the school, on the whole, has met satisfactorily.

The school forms a unit in the Assam Survey Department and its expenses are met from the Survey Budget. The management is in the hands of the Principal under the general control of the Director of the Survey Department, who works in close co-operation with the Director of Land Records and Agriculture. The latter officer being responsible for the courses in record-writing. There is a body of *ex-officio* visitors including, in addition to the Director of Land Records and Agriculture, the Commissioner of the Assam Valley, the Deputy Commissioner and Civil Surgeon of Kamrup and the Officer in charge of the Survey of India Topographical party working in Assam.

The scholastic year begins in November and the lustrum under consideration includes the period from November 1916 to November 1921.

The year 1916-17 found the school well established with 3 regular annual classes:—the officers' class, a class for *mandals* and a special class more especially for training candidates for the post of *kanungo*.

The Officers' Class is divided into sections, one for young officers of the Indian and Assam Civil Services, who are put through a month's course in chain and cadastral survey and in theodolite traversing, followed by a month's course in record-writing, and the other for officers of the Subordinate Civil Service, who spend 3 months on chain, cadastral and theodolite traverse survey and one month on record-writing.

The class formerly joined at the beginning of November but as the period of instruction is very short for the amount of out-door work that has to be got through and, owing to the flooded condition of agricultural land near the school in November, field work is necessarily greatly restricted during that month, the date of joining was altered in 1921 to early in December.

During the first 3 years of the period, owing to the war, the number of officers trained in survey was very low 5, 4 and 5, respectively, but in 1919-20 it rose to 20. There was no class in 1920-21, as officers could not be spared from census duties. In 1921-22, seventeen officers have been trained. Of the 34 officers, who have attended the class during the five years under report, all but 4 qualified in survey and record-writing.

Arrangements have been made since 1920 that any officer who wishes to go a little further into survey methods, can be taught to make and compute out simple astronomical observations for time, latitude and azimuth, some knowledge of which would probably be useful to officers who might adopt a political career, while azimuth observations are necessary for the control of extended traverse work. The somewhat problematic advantages of this further training have not, however, proved generally attractive.

The students of the special class, who are mostly candidates for *kanungoships* and selected *mandals*, join the school on the first of February and undergo a 3 months' course in the same survey subjects as the officers' class and in the study of land records rules, but more stress is laid on theodolite traversing and the drawing of maps. Owing to the difference in education the 3 months' period is nearly as short for the work to be done as in the case of the officers.

The classes have varied in strength from 4 in 1916-17 to 14 in 1920-21. Of the 56 students trained, all have qualified. It has recently been decided that candidates for *kanungoships* will, in future, be required to pass through the special course at the Survey School, so that the numbers in this class may be expected to rise.

The largest and perhaps most important class is that for *mandals* (*patwaris*) and candidates for the post of *mandal*, who are selected by district officers and assemble early in January. These men undergo a six months' course, one month of which is confined to record-writing and the remainder to chain and cadastral survey. Their numbers during the period have varied between 11 in 1918-19 to 52 in 1920-21. A few applicants have been rejected for lack of sufficient intelligence and education to profit by the course and there have also been rejections owing to lack of accommodation at the school. Of the total number of 157 trained during the 5 years, 27 have failed to qualify.

In 1918, the need for a refresher course in survey for many of the older *mandals* led to the formation of a fourth annual class, termed the Less Efficient *Mandals' Class*. Twenty-one of these men were put through a six weeks' course in 1918-19, 4 in each of the two following years and 10 have been trained in 1921-22. Six weeks having proved insufficient in 1918-19, the course was extended in 1919-20 to 2 months and again in 1921-22 to 3 months. Of 32 less efficient *mandals* trained during the five years, 2 have failed to qualify after their refresher course.

It has been found that some of the candidates for the post of *kanungo*, who, under a recently framed rule, are obliged to qualify in survey and will in future be sent to the survey school to attend the special class, have, owing to lack of practice, lost a good deal of what knowledge of survey work they may have formerly acquired in the *mandal* class of the Survey School or elsewhere, and are therefore not in a position to benefit from the slightly more advanced course of the special class. To provide for this it has been proposed that such men should undergo a month's preliminary work in the Less Efficient *Mandals' Class* before joining the special class, and, incidentally, that the designation of the former class should be changed to the *Mandals' Refresher Course*.

In 1917-18, and again in 1918-19, classes lasting 2 months were formed to improve the map drawing of *mandals* who, while sufficiently capable of survey work, were unable to draw their maps accurately and neatly. Eight were trained in this way in 1917-18 and 21 in 1918-19. Owing to the limited accommodation at the school and to the more pressing need for survey training, the drawing classes have not been continued. There appears to be no reason why *mandals* backward in drawing should not practice map drawing in their own districts under their *kanungos* and map drawing is an integral part of the training in all the survey classes at the school.

Examinations in field and office work, the latter including mensuration and arithmetic in addition to the more technical subjects, are held at the close of each course and have ordinarily been conducted by Mr. A. B. Smart, the Officer in charge of the Assam Traverse Party, to whom the school is also indebted for practical assistance in other directions. The papers and answers are submitted to the Director of Surveys for confirmation before the results are promulgated.

The school buildings are well sited on the lower western slopes of a hill on the southern side of the Palasbari road, 7½ miles from Gauhati, in a compound of about 25 acres. The temporary class rooms and hostels erected in 1914 were replaced partly in 1915, and partly in 1918, by more permanent buildings at a cost of Rs. 70,000.

There are a main block, comprising two large class rooms, the Principal's rooms and an office three hostels to accommodate 60 students in all, a house for the Principal, three small houses for the masters and, in addition, menials' quarters and the usual godowns, etc. There are no special quarters for the compounder and clerk who live in the students' quarters. Further accommodation is desirable, especially in view of the recent decision to make a course at the school compulsory for future *kanungos*. Proposals for extensions to include a fourth hostel, a third large class room, a dispensary and quarters for the compounder and clerk have been submitted to Government but the present conditions of financial stringency have necessitated the postponement of the scheme.

The isolated position of the school, while it probably has advantages from the educational point of view, makes it necessary to provide hostel accommodation for all students except those of the officers' class, who are accommodated in tents in the compound.

The health of the school has, on the whole, been good; there have been no deaths and no epidemics during the 5 years. The medical arrangements have undergone some changes; there were none of a special nature until December 1918 when the Sub-Assistant Surgeon of Palasbari Dispensary was appointed in visiting charge. In 1920, this plan having proved not entirely satisfactory, a resident compounder was appointed and, recently, Government has sanctioned an arrangement for a private practitioner at Gauhati to visit the school twice weekly.

Except on two occasions of organised insubordination, the behaviour of the students has been satisfactory. In 1916 a number of the pupils assaulted the Principal. A preliminary enquiry was held by an officer of the Survey Department who recommended the discharge of 31 students, the case was then made over to the civil authorities and an investigation was held by the Deputy Commissioner of Kamrup, who confirmed the conclusions arrived at in the preliminary enquiry and the 31 students were expelled.

In 1920 there was again trouble, the students, incited by one of the masters, sought, in a body, to resign their studentships and leave the school and were openly insubordinate. The causes were largely political, although minor pretexts were put forward. The Director of Surveys assisted by a police interpreter held a 3 days' investigation on the spot, as a result of which the ringleader, the senior,

of the 3 masters, was removed from his appointment and discharged, one pupil was expelled and the remainder of the pupils gravely warned. The proceedings were submitted to the Government of Assam and upheld on appeal. Since 1920, although there is reason to believe that political agitators have not entirely abandoned their efforts in the school, the students have given no trouble. They are, as a rule, reasonably hard workers, and amenable to discipline.

The daily routine hours of work are 7 hours, except for the 2 months in the year when survey conditions are at their best and an 8th hour is added.

Service at the school, both on the part of the students and the school staff, is not popular. This is chiefly due to the absence of the amenities of town or village life.

Ameliorations are not easy to provide. A small library has recently been formed and is managed by the students under the supervision of the present Principal, Mr. Surendra Nath Datta, B.A., and through his personal exertions the students have been induced to play a little football.

The actual cost of the school has risen during the five years from Rs. 6,158 in 1916-17 when there were 30 students, to Rs. 8,979 in 1920-21 when there were 77 students, the most marked increase being in 1919-20, when the expenditure rose from Rs. 7,151 in the previous year to Rs. 8,926. This was chiefly due to the increase in size of the officers' class, necessitating the entertainment of additional survey *khalasis*, and to medical attendance. In 1920-21, the school staff received an increase in pay and were placed on time-scales of pay, but this, owing to there being no officers' class, that year, did not cause any appreciable increase in expenditure over the previous year.

W. M. COLDSTREAM, Colonel, R. E.,

Director of Surveys, Assam.

APPENDIX II.

PROGRESS OF INDUSTRIAL EDUCATION IN ASSAM.

1917—1922.

(Quinquennial Review.)

1. There were five Weaving and Industrial Schools as against two during the last quinquennium.⁷ They are now under the control of the Department of Industries which was created in September 1918. Establishment of a school of Handicrafts at Sylhet was sanctioned during the period under review. Buildings are nearing completion.

2. The school was started in August 1920 with the main object of training a number of youths to take up the duties of Peripatetic Demonstrators for popularising the improved methods of handloom weaving and the use of improved appliances all over the province. The staff consists of two teachers and one mechanic. The Institute is under the direct supervision of the Weaving Superintendent who is the Textile Expert under this Department. 40 pupils were admitted during last two years including four females. Eleven came out successful in last two years' examinations, of whom 10 were appointed demonstrators of weaving parties on Rs. 40—4—60 a month. The remaining one has been carrying on weaving at his home as a profession. There is a great demand for admission into the school. During 1921-22 more than 300 applications were received which indicates the popularity of the Institution. On account of limited accommodation only 33 could be admitted. Fifteen were awarded stipends at the rate of Rs. 12 each from provincial revenues. Some Local Boards also sent stipendiaries to the Institute.

For want of permanent buildings of its own the Institute has suffered greatly. It was started in a hired house. The building was however burnt down in December 1920 when practically all the looms, appliances, etc., were lost. It was then shifted to another hired house. A hired hostel has also been provided for the students. A Medical officer on a monthly allowance was appointed to look to the health of the inmates. A site has already been selected for a residential Institute but the project had to be kept in abeyance for want of finance.

The course of the Institute is for one year only at present. Introduction of a two years' course is under consideration. Students are trained in the use of dobbies, jacquards, silk reeling and twisting machines, various types of fly-shuttle frame looms, warping mills, etc. Much attention is paid to the proper teaching of the preparatory and the finishing processes, the object being to give the students a good mastery over the theory and practice of handloom weaving as an art and also as an industry capable of being run on a commercial basis. The Institute is sufficiently equipped for its present requirements. Looms and appliances are to a large extent manufactured in the Institute workshop where the carpenters are exclusively local men. About 200 fly-shuttle looms were manufactured and supplied from this workshop since the establishment of the Institute.

The total sale proceeds during the period amounted to Rs. 1,517-10-8, of which a sum of Rs. 938-7-7 was credited into the treasury.

3. The Weaving School at Shillong which was established in April 1919 with an Imperial grant sanctioned in recognition of the services of the Khasi Labour Corps in France is directly under the control of the Deputy Commissioner, Khasi and Jaintia Hills, and is managed by a committee consisting of Missionaries and representative Khasi gentlemen.

The aim of the Institution is to improve the existing weaving industry in the Khasi and Jaintia Hills by the introduction of improved handlooms and accessories.

The course is for one year and only female students are admitted into the school. Twelve stipends of the value of Rs. 8 each have been sanctioned for the school. It has only one trained Khasi teacher. Twenty-seven students were taught during last three years and 24 came out successful. Prizes in the shape of looms and accessories were awarded to successful students. Two of the passed students started weaving in their own villages. A Khasi Weaving society has also been started on co-operative lines to give an impetus to the industry and also to find employment for the trained students.

The school was provided with a good building and hostel at a cost of Rs. 10,994. Different kinds of twills, cotton and woollen tweeds, honeycomb towels and various kinds of dusters were manufactured. The total sale proceeds received amounted to Rs. 1,378-11-11.

Though the Institution is still in its infancy it has already become popular. Girls of Siem families and other respectable Khasi families have taken admission into the school.

4. The school was started in April 1919 with an Imperial grant of Rs. 10,000 for non-recurring and Rs. 1,500 for recurring expenditure which was sanctioned for the benefit of the Garos who supplied labourers to the war. Though it is mainly a textile school cane and bamboo work was also introduced.

The course of instruction is for one year only. Twenty-two pupils were admitted, out of whom 9 including 3 females passed. Admission is limited to 12 pupils and 4 are awarded Government stipends. Stipends for others are provided by the Deputy Commissioner, Garo Hills, from other sources. Miri and Abor pile rugs are manufactured at the school from cotton grown by the Garos. Rupees 913-5-3 were credited into the Treasury as sale proceeds of finished products.

The school building, the hostel and teacher's quarters were constructed at a cost of Rs. 5,712.

5. During the period under review 11 boys completed the three years' course and passed the final examinations. They were awarded a grant of Rs. 100 each for the purchase of tools. No record is however kept as to the subsequent career of the boys after they leave the school.

Instruction was given in blacksmithy and carpentry and a leather working class was started in January 1922 with 4 boys on the roll who were granted living wages. The class is under a teacher trained in the Cawnpore Leather Working School. Already the students have shown much aptitude in learning the boot and shoe trade and it is a pleasure to note that they have already been able to manufacture decent footwear for which a strong demand exists. The school has obtained leather from the best tanneries in India.

A total sum of Rs. 1,799-5-0 was credited into the Treasury as sale proceeds during the period under report.

6. The Fuller Industrial School at Kohima gives a three years' training in carpentry, blacksmithy and stone work. Theoretical instruction was reduced to the minimum during the quinquennium and the main object of the Institution is to turn out practical craftsmen. 109 received training, of whom 19 were in the top class and out of them 12 passed the final examination. The trained students find employment as skilled labourers under the Public Works Department.

The school building and other outhouses were considerably improved at a cost of Rs. 7,611 from the Imperial grant of Rs. 10,000 placed at the disposal of the Deputy Commissioner, Naga Hills, in recognition of the services of the labourers supplied for the war by the Nagas. Out of the Imperial grant a sum of Rs. 1,672 was also utilised in purchasing tools and appliances.

The school has done very useful work. Total workshop receipts during the period under review amounted to Rs. 6,206-0-7.

K. L. BARUA,

Director of Industries, Assam.

APPENDIX III.

REPORTS ON THE WORKING OF THE WILLIAMSON APPRENTICESHIP SCHEME DURING THE QUINQUENNIAL PERIOD, 1917-1922.

REPORT BY THE SUPERINTENDING ENGINEER.

CACHAR, UNDER PRIVATE CRAFTSMAN.

Only one apprentice is trained at a time in this Division and the apprentice gets his training in smithy, carpentry and fitting and takes instruction in simple geometrical lineal drawing one day in a week in the Executive Engineer's office. The apprentice, who commenced his training on 24th April 1914, successfully completed his training on 24th April 1917. In 1917 an apprentice was newly admitted and he also passed out on 23rd April 1920. Another apprentice took his admission on the 26th April 1920 and he is still under training, this being the second year of his training. Of the two passed boys, one is at present carrying out work himself and the whereabouts of the other is not known.

TEZPUR-BALIPABA RAILWAY.

There were five apprentices under training during the year 1917-18. This number includes three new admissions. The name of one of the apprentices was struck off on the 3rd May 1917, for irregular attendance. During the year 1918-19 there were five apprentices under training. This number includes one new admission in January 1919. One completed his 3 years' course on 24th June 1918.

During the year 1919-20 there were four apprentices under training. There were no new admissions nor did any boy pass the final examination during the year. One apprentice abruptly left the class on 16th July 1919 before finishing his course.

There were three apprentices under training during the year 1920-21. Two completed their course successfully, and one left the class on 27th August 1920 before finishing his course. There was no new admission in 1920-21.

During 1921-22 there were three apprentices under training who were newly admitted during that year. One left the Workshops on 8th December 1921 complaining illness

All the apprentices were trained in carpentry and drawing.

One of the three boys who passed successfully is working in the Baptist Mission, Nowgong, one is employed as a carpenter in Tezpur-Balipara Railway Workshop and the other is working as a carpenter with Messrs. Bird & Co., Tezpur.

JORHAT PROVINCIAL RAILWAY.

In 1917-18 there were five apprentices on the roll, including the two new admissions, one of these apprentices was granted a year's extension on completion of his three years' course.

In 1918-19 there were eight apprentices under training including 3 boys newly admitted. Three of them completed their course successfully and one left voluntarily.

In 1919-20 there were five apprentices under training, including one newly admitted. One left without completion of course and one successfully completed his 3 years' course.

In 1920-21 there were four apprentices under training, there was neither new admission nor any one left or passed.

In 1921-22 there were eight apprentices including 4 new admissions under training. One left without completion of his course and three boys passed out during the year. All the apprentices were taught in drawing, carpentry and smithy. Some of the boys who passed are now working in the Railway Workshop, some are working independently in their private capacities and the whereabouts of others are not known.

DIBRU-SADIYA RAILWAY.

During 1917-18 there were eight apprentices including two new admissions. Two of them completed their course successfully and the name of one apprentice was struck off for long absence during the year.

In 1918-19 there were 7 apprentices including three new admissions. Two of the apprentices completed their course successfully.

In 1919-20 there were six apprentices. One apprentice completed his course satisfactorily.

In 1920-21 there were eight apprentices including three new admissions. One apprentice completed his course satisfactorily and the names of two apprentices were struck off the roll for long absence.

In 1921-22 there were eight apprentices including three new admissions. Two apprentices completed their course successfully and the name of one apprentice was struck off the roll for long absence.

The attendance and conduct of these apprentices on the whole was satisfactory.

Apart from being taught carpentry no education is given in the Workshop, Mechanical drawing being taught them in the Executive Engineer's office.

Out of the eight boys who successfully passed, one is working as a carpenter in the Russa Engineering Works, Dibrugarh, and the others are out of employ.

B. A. BL ENKINSOP,

Offg. Superintending Engineer, Assam Circle.

APPENDIX IV.

REPORT BY THE EXECUTIVE ENGINEER, SHILLONG.

In April 1917 under orders of the then Chief Commissioner of Assam on the notes on certain cottage industries of Assam by Rai Bahadur Kanak Lal Barua it was decided that the application of the Williamson Fund should be continued in training of local men as blacksmiths, fitters and mechanics including motor mechanics on the apprentice system in any of the workshops in Shillong and a notice was accordingly issued calling for applications from candidates. Out of the candidates one Gopal Dhoj Bhandhari who was a Gurkha was selected and admitted on the 27th August 1917 to be trained up as motor mechanic in the workshop of the Gauhati-Shillong Motor Transport Company, Shillong.

His training period expired on the 26th August 1920 when he passed the final examination and secured a certificate from the Executive Engineer, Khasi and Jaintia Hill's Division. He was granted a bonus of Rs. 25 under the rules, *vide* Assam Public Works Department No 5214G.—Misc., dated the 2nd September 1920, after his discharge to assist him in the purchase of tools. He is at present, it is understood, working as a motor driver at Rs. 80 a month at Manipur under the Political Officer there. The expenditure incurred in stipend during the period of 3 years he was under training was Rs. 284-7-3 including the bonus of Rs. 25.

Again for another 3 years Pratap Singh Karkee has been selected and taken as Williamson apprentice to be trained as a motor mechanic in the above mentioned workshops from the 19th August 1921 and during this period the General Manager, Gauhati-Shillong Motor Transport Company, reports that he was on leave for two months and that he shows willingness to learn but at present has not absorbed much knowledge of the work. He is about the average for his class in brain capacity.

The expenditure incurred on him in stipend up to March 1922 is Rs. 37-8-8.

Under the above circumstances, it may reasonably be said that the system is working satisfactorily on the whole as far as motor engineering goes where they are directly under the supervision of trained European Motor Engineers.

A. S. HARRISON,

Executive Engineer, Khasi and Jaintia Hills Division.

CHAPTER XI.

TRAINING OF TEACHERS.

I.—GENERAL.

144. This chapter deals with education from the point of view of the teacher. I shall concern myself in the first place with the village schoolmaster and his task.

The village schoolmaster.

145. The what, the how and the wherefore of the teacher's task—what is to be taught, how it is to be taught and with what end in view—these questions lie at the root of our endeavour. Clear answers will set and limit the task to be performed. But clear answers are hard to come by. Doctors differ from A to Z; and another voice is heard, more influential than the voice of the doctors and differing from theirs, the voice of the plain man talking in the name of common sense.

The what, the how and the wherefore of his teaching.

A modern wit, writing of Doctor Arnold of Rugby, makes play with the fact that he discovers in his portrait *a slightly puzzled look*. It is the expression appropriate to the countenance of educational reform. In the case of an administrator less confident than Doctor Arnold and subject to many and conflicting voices of counsel and command, it may deepen to bewilderment.

What are we to teach, what are we to teach our teachers to teach, in village schools? The administrative view as regards the *compulsory* course favours extreme simplicity:—Teach the three Rs. and what little else you can, but teach the three Rs. For the rest encourage the teacher's interest in subjects such as handwork which help in his work and make but little call on his energy, and discourage subjects which are and must for the present remain outside his ken. The plain man on the other hand is insistent in his demand that the course should be made *practical*. Children must be taught in their nonage and infancy, trades, cottage industries, hygiene, nursing, cooking, first aid, co-operation, agriculture, epidemic medicine and so forth (this is not an imaginary list). When they emerge, still in their pupilage, they will call industries from the vasty deep and will use their knowledge of all things proper to the business of life to regulate the conduct of their parents and the village elders.

Assume these things possible with the children, it is still to be considered—a consideration appropriate enough to the present chapter—where we are to find the accomplished persons who are to teach them and, being found, how we can sufficiently remunerate them.

We hear much now-a-days of child psychology and the conditions of child life. It is time that we took into more equal consideration the psychology of the teacher and the conditions in which he has to work. Constantly it is found that too much is expected of the school and too little thought of the teacher.

On the question of the How, the question of method, opinions are equally divided.

The how. We can lean to agreement with the laughing philosopher of Chicago who supports the rough parental view of education as a discipline, in the paradox that it matters little what you teach a child so long as it does not want to learn it. Or we may take the better but infinitely more exacting view of the most original and successful of modern educationists that "the school should become the place where the child may live in freedom." It matters little as regards the *Guru Mahasaya* in Assam. Theory is beyond his scope. Later, when learning is more widely diffused, when a reading public

comes into being and a modern vernacular literature is founded for our needs, we may approach more philosophically in our training schools this question of the How. For the present it must be our business to put ourselves in the teacher's place, to face his difficulties of ignorance and conservatism, of poor pay, indifferent health, poor quarters, poor equipment, of the school, instead of the individual or the class, as the unit, of large numbers and many classes, of admissions at all times of the year, and of unpunctual and irregular attendance in a timeless countryside. So doing we shall realise that Froebel and the rest can be but names to him. Their influence may be manifest in our text books and in the spirit of our curricula, but as regards the teacher and the school our affair must be with simple methods appropriate for feeble instruments, with plain and explicit instructions, and with system, organisation and the mechanism of school management.

The wherefore may be answered in John Knox's phrase. We must try to set our teachers in the way of educating their pupils so that the state may have profit of them—that they may be useful citizens and intelligent voters—or to perform so much of that task as may be hopefully attempted in village schools as they are. It is one thing to hand children over to the state for education, quite another to send them to school. We cannot for instance in our schools, which enrol children for short periods and receive them irregularly, take the responsibility for character. That must be the business of the home and the community. Shades of the prison house have begun to close about the growing boy before his literary education begins. The main part of that portion of the task which in favourable circumstances we may hope to accomplish is to make the children literate so that the world of wisdom may be open to them—we can enter only a very little way therein—and to put in their hands the key to opportunity.

146. We should therefore concentrate on training our village schoolmasters to teach effectively the three Rs by such simple and practical methods as are adapted to their little learning and the complex and dispiriting conditions in which they have to work, to the end that their pupils should be able to read whatever is printed in the vernacular, to write letters, to read documents, to reckon so far as reckoning is needed in their lives, and to pass on, if they have ability, to schools of higher standing.

To go further in learning will be good just in so far as we can go further without losing on the main endeavour.

147. In the three years course of the normal schools middle vernacular passed men are trained for service as vernacular masters in secondary schools. With them we can venture further. But even in their case it is necessary to realise that we are dealing with men of very limited education, to whom libraries are closed, and to hold fast by the simple and the practical.

148. The training of teachers for high school work proceeds on the basis of a university course of study. Experience teaches that the predominance of the historical and the philosophical in the B. T. and L. T. courses is not well advised. Even with graduate teachers what is primarily wanted in the case of nine out of ten is explicit and simple instruction in the alphabet of their trade. The tenth man could be provided for by degrees granted on the basis of private study.

II.—FIGURES OF INSTITUTIONS AND PUPILS.

149. The figures for 1917 and 1922 are compared below :—

Years.	Institutions.		Students.		Communities.		
	For men.	For women.	Men.	Women.	Hindus.	Muhammadans.	All others.
1	2	3	4	5	6	7	8
1917	9	2	486	30	264	50	222
1922	8	2	349	38	214	40	133

The returns omit the students from Assam who are being trained for the teaching Degrees of Dacca and Calcutta.

III.—EXPENDITURE.

150. The total direct expenditure on all training institutions has risen from Rs. 50,701 to Rs. 73,819, that on institutions for men from Rs. 49,759 to Rs. 71,257 and that on institutions for women from Rs. 942 to Rs. 2,562.

The following tables carry on the comparisons made in paragraphs 379 to 381 of last quinquennial review (India) :—

Year.	Expenditure on training.						Percentage of (7) to the direct expenditure.	Amount of expenditure on training pr. head of school population in public primary and secondary schools.
	Provincial Revenue.	Local Funds.		Fees.	Other sources.	Total.		
		Board.	Municipal.					
1	2	3	4	5	6	7	8	9
1917	47,152	1,806	...	..	1,743	50,701	2.9	23
1922	67,155	2,578	60	...	4,026	73,819	3.03	36

Average cost per student.

Year.	Training College.	Training or Normal School.
1917	103
1922	190

IV.—GENERAL DEVELOPMENTS.

151. The buildings of the Jorhat and Silchar normal schools were greatly extended and improved and each school was provided with three practising schools in its compound :—

- (1) A one-teacher school enrolling classes IA to IV in which the problems of the ordinary village schoolmaster might be effectively studied with a view to bringing the principles of teaching and organization evolved therein into the drill of the primary school *gurus* under training.
- (2) A two-teacher school enrolling classes IA to IV in which the problems of the schoolmasters in the larger village schools might be studied.
- (3) A three-teacher school enrolling classes IA to VII in which the problems of the schoolmasters in the ordinary middle vernacular school might be studied.

The schools are intended to be the laboratories of the institutions to which they are attached. The more the superintendents busy themselves in these schools, innovating, experimenting, recording and demonstrating, the more successful must be the training which they give to their students. I have found it hard to have this sufficiently realised. The tendency is to treat them as separate institutions following natural laws which the normal school staff can do little to alter or control, and to rely on the vicious and theoretical precedents of the vernacular text books. It is always hard to make a break from convention, when this means study and persistent hard work, unless the impulse of conviction comes from within.

The training school for teachers in the Khasi Hills was similarly improved. But here only a single practising school was provided. The buildings were improved and extended and the instructor was sent to Dacca for training.

152. I hope in due course to be able to visit such schools without fearing that I may find an object lesson in progress or some such refinement which the staff are unable to teach or the students to assimilate.

153. A point on which some emphasis has been laid is the employment of the students on handwork, on account of its usefulness in allowing them to make their own school apparatus, which the Boards will not supply them with, and in enlisting their interest in a department of school work which is educative and recreative to the pupils and requires but little expenditure of energy on the part of the schoolmaster.

Some of the work done in both schools has been remarkably good, particularly in the Jorhat school. On my last visit I specified a number of pieces of electrical apparatus—friction machine, Leyden jar, electrophorus and electroscope which can be easily made at but little expense, and I expect to find on my next visit that a number of the normal school men have been successful in making them. I subjoin a note of apparatus which I found in process of manufacture on one of my visits to Jorhat :—

1. Plain globe with stand.
2. Raised map of India.
3. Map of the district.
4. Map of the province.
5. Map of India.
6. Map of the British Empire.
7. Card board maps of district, Assam and India.
8. Ball frame.
9. Seed bags.
10. Foot ruler showing inches and fractions of inches.
11. Measuring rod —12'— showing half-feet.
12. Line of time of the history of India.
13. Scale-lever.
14. Compass, set square, protractor and black-board ruler.
15. Manuscript reading file.
16. Pump apparatus to show the water-supply system, Newton's colour disc, apparatus to show expansion by heat, apparatus to show day and night and seasons.
17. Apparatus to show movement of the atmosphere.
18. Bar magnet.
19. Handwriting models.

154. The table below continues the comparison made in last quinquennial review (India) :—

Percentage of trained teachers to staff.			
Year.	English masters.	Vernacular masters.	All.
1	2	3	4
1917-	9.5	40.1	37.2
1922	13.6	45.1	41.2

155. The Government of India advised that a definite standard should be adopted as representing the extent to which training should be supplied, and suggested that :—

Advance.

The lowest result which should be aimed at is that the number of teachers (male and female) to be trained in each year for Indian schools should not be less than the number of new teachers whom it is necessary to provide during the year to take the place of teachers who have died or resigned or to meet the demands caused by the extension of education.

Omitting the case of school mistresses in which for reasons which need not be elaborated it is quite impossible at the present stage to bring the supply and the demand into line with one another, schemes were outlined and submitted with reference to English and vernacular masters.

As regards the teachers of boys' primary schools in the plains, proposals were submitted involving an expenditure of approximately Rs. 45,000 recurring and Rs. 3,00,000 non-recurring for 6 new instituticns. At present rates the approximations would have to be set much higher, probably Rs. 60,000 to Rs. 70,000 and Rs. 4,00,000 to Rs. 4,50,000.

For English masters it was proposed to establish a provincial Training College at Sylhet. A site was selected, line plans and a site plan made out and a detailed scheme submitted in 1920. The cost was then estimated at Rs. 35,000 recurring and Rs. 2,93,000 say Rs. 3,00,000 non-recurring. These estimates would now have to be increased. It would be difficult to point to any single project from which more advantage could be expected, if we were fortunate enough to get a really competent man for the charge.

As regards school mistresses I quote from a note written some years ago :—

The training of female teachers in Assam has made a start with the opening of a training class under Mission management in each Valley. Money is wanted to ensure the continuance and success of these classes. It would be advantageous also (1) if the arrangement could be extended by the establishment of a Government High school for girls with training classes attached to it in each Division; (2) if liberal stipends were offered to all girls who were willing to undergo training, without insisting upon an agreement for service (Hindu and Muhamman girls cannot enter into such an agreement); (3) if the Administration were in a position to arrange in the case of stipendiaries willing to work after the completion of their course of training, that a school would be opened for them in their own village in which they would be established on such terms as would show the respect in which they were held by their employers and would safeguard their reputation amongst the villagers.

156. Funds did not allow of anything at all being done. In this matter of increasing the outturn of trained teachers we are where we were at the beginning of the quinquennium.

Want of funds.

157. In both Normal schools we are fortunate in having officers, Rai Bahadur Agbore Nath Adhikari and Srijut Sarat Chandra Goswami whose heart is in their work.

Personnel.

CHAPTER XII.

THE EDUCATION OF GIRLS.

I.—GENERAL.

158. It is not difficult to be down-hearted on the subject of female education and to write hopelessly of the magnitude of the task, the weight of inertia, the active opposition of prejudice, the inadequacy of means and the imperceptible pace of progress. And this is the spirit informing the majority of the reports from the subdivisions and the districts.

General.

Looking only on the dark side we may say:—The census of 1911 showed that there were then in the province 3,400,817 illiterate girls and women; in 1921 the number has risen to 3,795,016; our nibbling efforts have not even made a beginning of the task of converting girls to letters—for every girl we bring to literacy 15 are added to the numbers of the illiterate: the forces in opposition are overwhelming; consider the influences acting against the spread of education amongst boys, the lack of any tradition of education, the obscurity or remoteness of the advantages accruing from education, the poverty and ignorance of the people, the cost of learning, the isolation of the masses from the knowledge of progress or the example of enlightenment; these influences gain added strength in opposing the education of girls, and they are reinforced by special adversities—a distaste for learning on the part of women which is encouraged by men for reasons of ancient prejudice and present economy and convenience: the *pardah* behind which conservatism is rooted and entrenched: the system of early marriage and universal marriage, girls being married and secluded in early youth before they have had time to educate themselves: the dearth of female teachers: the social difficulties which make it almost impossible for women teachers to live elsewhere than in their own villages and under the protection of their own families: the dislike for male teachers unless they are superannuated and consequently ineffectual and indifferent: consider further that both in public and in private policies the claims of the male are ranked first, that the education of girls costs more than the education of boys and that the main feature of every budget, provincial, local or individual, is poverty: we had better in these circumstances leave progress to evolution and cease to dishearten ourselves with periodic records and comparisons.

On the other side it may be urged that progress is most manifest: in 1911 only 20,753 girls and women in the province were literate: by 1921 the number has multiplied to 46,002: there were then 1,522 literate in English, the number is now over 3,500: we are opposing traditions of *saccular* growth, to double our converts in the course of one decade is a notable accomplishment: while the enrolment of boys' schools shows a decline for the second half of the decade, the returns

for girls' schools show an increase : and the advance is most marked in the classes which count ; in class IV the rise is over 15 per cent., and in the classes beyond that it is on an average no less than 45 per cent. : if the numbers are small, they are none the less significant : we are widening the breach, and this is an accelerating process : the rate of advance in the previous decennium was only 58 per cent., in this decennium it is 122.

In mediis.....It is necessarily a slow progress. The business of general conversion will be work for the next few generations. The influences militating against any rapidity of change are there and they must be reckoned with. If we do not expect too much there is no reason for discouragement. The advance, as I reported last year, is not an advance to trumpets : but it is an advance ; and it proceeds at as rapid a pace as funds allow. Neither Government nor the Boards are in a position to finance any considerable scheme of development : when they are in such a position, it seems more than probable that the demand will be ready for them. There is less occasion for fear that public funds will be spent unproductively than that the natural development of the movement will suffer a set-back from the inability of Government and the Boards to find funds to supply schools where they are wanted and to provide employment for those girls who have qualified themselves in the hope of service.

159. The inspecting staff consists of an Inspectress of schools in the Indian educational service and an Assistant Inspectress in the provincial service. They are in administrative charge of girls' schools at headquarters stations and are authorised to inspect schools in outlying areas. The number of schools to be inspected is 379 and they are scattered over an area of 53,000 square miles. Many of these schools, possibly the majority, are inaccessible to the inspectress and her assistant. The number is in any case far in excess of the capacity of a staff of two officers. Girls' schools react strongly to the encouragement and guidance which they receive on visits of inspection. A reinforcement of the inspecting staff is necessary. During the quinquennium a scheme was outlined. It had to be held over for want of funds. Meantime the schools have the benefit of the services of the general inspecting staff. But the deputy and sub-inspectors are so fully charged with their duties in connection with boys' schools that they are unable to devote themselves sufficiently to the special problems of girls' schools.

Mrs Fosbrooke and Miss Sen, the present inspectress and assistant inspectress, by no means confine themselves to the inspection and administration of schools at headquarters stations but, despite the difficulties and the severe discomforts of travelling outside the beaten track, visit also a considerable number of mofussil schools.

II.—FIGURES OF INSTITUTIONS AND PUPILS.

160. The total number of schools for girls is now 397 and of girls under instruction 27,955, of whom 13,797 are in girls' schools and 14,158 in boys' schools. The corresponding figures for the close of the previous quinquennium are 364, 28,624, 13,325 and 15,299.

The following statement shows the development of the enrolment (excluding European and special schools) in selected years :—

Year.	Enrolment in class.										Total enrolment.
	I.	II.	III.	IV.	V.	VI.	VII.	VIII.	IX.	X.	
1	2	3	4	5	6	7	8	9	10	11	12
1911-12 ...	5,935	982	657	246	108	54	31	13	4	3	8,083
1916-17 ...	9,458	1,640	1,111	642	197	123	79	17	5	10	13,282
1920-21 ...	10,238	1,632	1,101	672	274	191	95	41	22	19	14,338
1921-22 ...	9,553	1,624	1,101	711	271	163	121	34	23	24	13,655

The first point which will attract attention is the remarkable concentration of numbers in the bottom class ; ten years ago 74 per cent. of the total enrolment were in this class, five years ago the percentage was 71, now it is 70. Again we are confronted with the question of wastage. The conclusion come to in the case of boys' schools is equally applicable here. Unpromising as the figures look, and little

as the wastage appears to have been decreased, the advance in numbers has in fact been accompanied by a favourably disproportionate advance in accomplishment. The number of girls in girls' schools has increased by only 69 per cent. in the decennium: the number of literates has increased by 122 per cent.

The next point which will be noticed is that, unlike boys' schools, girls' schools show an advance of enrolment during the quinquennium, and that, looking on the province as a whole, the political influences of the closing year had but little effect except on the lowest class. In classes II and III the enrolment is practically as it was. In the upper classes it increased by five per cent.

161. Boys' schools continue to play an important part in the education of girls. In the hills co-education is general: in the plains it is not unusual in the case of little girls where there is no girls' school for them to attend: and here and there in village boys' schools one finds girls reading in the highest classes.

I sub-join a comparative statement of the enrolment of girls in boys' and girls' schools of all classes:—

Number of girls reading in—																				
High Schools.		Middle English Schools.		Middle Vernacular Schools.		Primary Schools.		Total.		Training schools.		Technical and Industrial Schools.		Other Schools.		Private Schools.		Grand total.		
For boys.	For girls.	For boys.	For girls.	For boys.	For girls.	For boys.	For girls.	For boys.	For girls.	For boys.	For girls.	For boys.	For girls.	For boys.	For girls.	For boys.	For girls.	For boys.	For girls.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
1921-22	576	105	1,473	251	1,132	13,021	10,163	13,377	13,344	4	34	...	14	35	..	742	405	14,158	13,797
1916-17 .	..	425	189	1,115	199	972	14,179	10,583	14,567	13,093	3	27	...	12	15	...	713	188	15,293	13,325
Increase or decrease.	...	+148	-84	+358	+52	+160	-1,158	-420	-1,190	+248	+1	+7	...	+2	+20	..	+20	+217	-1,140	+472
Percentage of increase or decrease.	...	+34.5	-44.4	+32.1	+26.1	+16.4	-8.1	-3.9	-8.1	+1.8	+33.3	+25.9	...	+16.6	+133.3	...	+4.0	+115.4	-7.4	+3.5

More girls it will be seen read in boys' schools than in girls' schools. The tendency has however been towards an increase in the enrolment in girls' schools and a decrease in boys' schools and it may be noted that in girls' schools in the plains the average standard of advancement is much higher than in the case of girls reading in boys' schools.

162. The proportion of girls of different communities at school is as follows:—

Descriptive head.	Total number under instruction.	Percentage to female population of community.	Percentage of increase in the last five years.
1	2	3	4
Europeans and Anglo-Indians ...	150	13.3	38.8
Indian Christians ...	5,341	8.4	17.9
Hindus:—			
Brahmins ...	2,281	3.3	3.3
Non-Brahmins ..	13,467	.7	-6.7
Muhammadans ...	3,770	.3	-10.0
Buddhists ...	2	.03	-90.9
Parsis ...	...	...	...
Others ...	2,944	.5	-5.8

The following table shows the rate of progress in the decennium in the main communities :—

Year.	All communities.		Hindus.		Muhammadans.		Christians.		Brahmos.		Animists.	
	Vernacular.	English.	Vernacular.	English.	Vernacular.	English.	Vernacular.	English.	Vernacular.	English.	Vernacular.	English.
1	2	3	4	5	6	7	8	9	10	11	12	13
1911	20,753	1,522	14,059	309	1,815	60	4,076	1,095	69	20	677	32
1921 . . .	46,002	3,531	32,245	1,527	4,742	196	7,753	1,706	122	71	940	64
Actual increase	25,249	2,059	18,186	1,218	2,927	136	3,677	611	53	51	263	32
Percentage of increase	122	135	129	394	161	228	90	58	77	255	39	100
Actual percentage of literacy.	1.2	.69	1.7	.07	.45	.02	11.7	2.6	45	26	15	.01

The inclusion of Brahmos amongst the main communities is of course due not to their numbers but to their importance from the point of view of education. They and the few Christians in the plains are, to use a metaphor which was common during the war, the spearhead of the movement. It is in the main to the Christian and the Brahmo communities that we have had to look for the staff of the more advanced institutions and for the inspecting or inspiring agency.

III.—EXPENDITURE.

163. Excluding charges for the education of girls in boys' schools and all indirect charges, *e.g.*, cost of scholarships and of the inspecting staff, the expenditure on female education has risen from Rs. 1,24,474 to Rs. 2,17,879 or by 75 per cent. This represents 8.9 per cent. of the total direct expenditure.

164. No special grants of any importance were given. But girls' schools shared in the general allotments given to local bodies for the taking over of venture schools, the improvement of the pay of teachers and so forth, and their claims were not lost sight of in connection with the Distribution of the small surpluses on the annual grant-in-aid allotments.

165. The average annual cost of the education of a boy and a girl is compared below :—

Class of institution.	Boy.			Girl.		
	Rs.	a.	p.	Rs.	a.	p.
Arts College	347	7	7	...	...	...
Training institutions	200	11	7	75	5	8
High school	51	5	4	34	14	6
Middle English school	26	0	8	60	6	5
Middle vernacular school	11	7	10	25	1	5
Primary school	5	8	3	7	5	8

IV.—GENERAL DEVELOPMENTS.

166. The main influences opposing advance have already been recapitulated. The difficulty on account of caste referred to in paragraph 412 of last quinquennial review (India) is also experienced in this province. But it is of secondary importance. The curious fact is noticed in one centre in the Assam Valley of girls of the depressed classes reading in the local Bengali girls' school because they get a welcome there and are not welcomed in the Assamese school, and in another centre of the girls of the lower classes in possession of the Assamese school and the girls of the higher castes reading in the Bengali school. Were there no Bengali school in either centre, class considerations would not prevent the higher and the lower castes from coming together in the Assamese school. In good Mission schools all castes are brought together without any difficulty.

Another minor difficulty is that village school mistresses are ignorant and unenterprising : their schools are dull ; they are unattractive to the children. It is more than probable that there is no single village girls' school which would not increase its enrolment manifold if it were in charge of a lady missionary.

The following quotation from the North Sylhet report is encouraging as indicating a hopeful change in the attitude of the public :—

It is doubtful whether the advance of 6 schools and 190 pupils over the figures for the preceding quinquennium is or is not indicative of popular appreciation of the value of female education in this country. Whatever may be the real explanation, this much, I think, may be said without any fear of contradiction that the demand for female education among the higher caste Hindus and even among educated Muhammadans has been on the increase from year to year. People do not educate their daughters in order to qualify them for employment. The question of unemployment which has been acting adversely upon the schools for boys cannot therefore affect the schools for girls. People send their girls to schools in order to enable themselves to marry them on better and occasionally on easier terms. But as soon as a suitable bridegroom is available the girl is at once placed in the seclusion of the *parda*.

167. There is no women's college in Assam. Nor is one likely to be wanted for many years. At present girls from this province who proceed beyond matriculation are welcomed in the Bengal colleges. Arrangements were made in course of the quinquennium for the admission of a girl student to the Cotton College but the innovation was so far in advance of the times, the opposition so general and so unpleasant, that the permission had to be cancelled. The daughter of the Principal pursued her studies, under his protection, in the Murarichand College and there was no difficulty of any kind.

A range of girls' scholarships was created in the year 1918. The number was set at five, the value, Rs. 20, the period, two years in the first place and continuance thereafter in the event of success in the Intermediate examination. The full number of scholarships has been taken up and there have been this year a few disappointed candidates.

168. The number of secondary schools, exclusive of middle vernacular schools, has risen from 14 with 1,635 pupils to 19 with 2,169 pupils. Secondary schools of all classes for Indian girls have increased from 23 with 2,489 pupils to 33 with 3,114 pupils. The number of Indian girls in the secondary stage of instruction has risen from 334 to 460 or by 37.7 per cent.

The government girls' school at Dibrugarh was developed to the full high school standard and expects to present a number of pupils for matriculation next year. Funds are very badly needed to improve the buildings and the staff, and to provide a recreation ground, a hostel and a residence for mistresses.

In Sylhet, there is a strong desire for the development of the government middle English school. As soon as funds permit, the advance of this school to the high school standard may be undertaken with the certainty of success.

169. Primary schools for Indian girls have increased from 329 with 10,793 pupils to 343 with 10,511 pupils.

Girls' schools in the interior undoubtedly need a special agency to look after them.

170. Sylhet is the only centre in this province in which zenana instruction is carried on. It appears to be popular. At the close of the quinquennium 114 girls and women were being taught, 53 Hindu and 61 Muhammadan. The numbers in the opening year of the period were 70, 32 and 38. The Inspectress writes :—

The work is carried on under considerable difficulties. Household and family duties, and poor health interfere with regular work. The classes are however appreciated more specially by the Muhammadans. The political situation has to some extent affected the attendance of Muhammadans. But that the classes were not more seriously affected is due to the energy and sympathy of Mrs. S. M. Das, who, as Honorary Secretary since January 1921, has shown a public spirit far above the average.

The zenana system of instruction is costly and deserves little or no consideration as a claimant upon public funds. The possibility of successful action has been demonstrated at Sylhet. It may be left to private agencies to develop the experiment or to leave it alone.

171. The following figures continue the comparison made in paragraph 426 of last quinquennial review (India):—

Co-education.

Head.	Number of girls in boys' schools.	Percentage of girls so studying to total of girls under instruction.	Percentage of increase or decrease in the quinquennium.
1	2	3	4
Assam, 1916-17	15,299	53.4	41.1
„ 1921-22... ..	14,158	50.6	—7.4

Special capitation grants were formerly given for the girls enrolled in boys' schools. This seemed an excellent device for enlisting the influence of village school teachers. The system was abolished in 1918. Results varied. In some subdivisions numbers fell: in others there was an increase. Explanations also varied, some attributing such decrease as took place rather to adverse conditions than to the discontinuance of capitation grants. Personally on a careful study of the figures for the various subdivisions I came to the conclusion that these grants had had but little influence on the enrolment.

The immediate future of female education in the plains lies in girls' schools.

172. The courses in girls' schools up to the middle English standard differ in many respects from the courses in boys' schools. The atmosphere is altogether different. In such girls' schools as have teachers in charge who are qualified to follow the curriculum and the instructions of the inspectress and the assistant inspectress the domestic and artistic aspects of the course are emphasised; sewing and knitting, in some schools weaving, drawing, brush work and general and domestic hygiene receive much attention. More care is paid to method than in boys' schools. The good schools are brighter and happier in their tone than the best boys' schools. It may be doubted if they are examinationally more efficient; but they are unquestionably more educative. These remarks are particularly applicable to Mission girls' schools under European management.

In the majority of cases however the mistresses are not sufficiently educated or sufficiently interested to do more than hand on to their pupils an elementary knowledge of reading, writing and arithmetic and a little local geography. With unqualified teachers, schools are independent of curricula. All are alike.

The present courses up to the middle stage are satisfactory. The only general change that seems at all necessary is the offer of further options—not that these are likely to be taken much advantage of, but they would in their intention give liberty, encourage originality and enterprise, and discourage complaint.

As regards the high school classes proper, the courses for the two years preceding matriculation are the same as in boys' schools. On this subject there are two important schools of opinion. Representative observations may be found in last Simla review. A European inspectress is quoted as pleading that women should be educated not

“to be able to say that they have passed a certain examination but to be of service to the race”,

the outlook being on maternity rather than on matriculation. An Indian Inspectress from Bengal is quoted to the reverse effect:—

The people of Bengal seem to appreciate the matriculation certificate more than any useful practical course of studies, and *the girls set their hearts on passing the matriculation*. Therefore they are dissatisfied with the new ideas.

She goes on to say that the schools which had taken up the excellent and useful courses devised to take the place of the matriculation course were fast losing their pupils. They were taking admission to other schools which presumably gave them what they wanted. The words which I have italicised appear to me to be final as regards the immediate issue. It may be questioned whether at the present stage of female education in these parts of India the ordinary academic course—modified in unessentials or unmodified—is not practical as well as congenial. The first and overwhelming task is to make women literate; this being put on the way

to achievement, "enlightened motherhood" and all the rest of it may be added unto them. I do not mean that the courses should not include domestic subjects; but if a course for women has an outlook on letters it has a very direct outlook also on life and on "service to the race."

All arrangements were made for the holding of a conference on the subject of the courses in girls' schools in 1918. Action was suspended owing to my departure on long leave. On my return the change of government was in prospect and all questions of importance were held over. Opinions invited by a notification in the Gazette elicited a list of no fewer than 42 subjects which ought to be included in the curriculum, including Botany, Eugenics, Cooking, Physiology, Nursing, Midwifery, Mushtiyoga (the science of simples), Music, scientific bee-keeping and the rearing of silkworms. Many differences of opinion were manifested. One local body advised that in the first place the schools should not bother about literacy, the girls being taught only domestic economy: after they had perfected themselves in that mystery, they might be taught to read and write: this body did not advise how domestic economy was to be taught to pupils who were unable to read or how the minds of children were to be matured so as to enable them to assimilate in infancy the theory and practice of a complex and difficult branch of knowledge. As representing the other side, a lady teacher stated it to be the outcome of her experience that practical training, whether in teaching, in nursing, in caring for children or any other department was lost upon children unless they were first taught to reason and to use their common sense. This view will on consideration generally commend itself.

173. There has been no change in the arrangements for the training of school mistresses during the quinquennium. Government continues to rely on the Welsh mission at Silchar and the American mission at Nowgong. These missions are doing pioneer work of great value in this department. Further help is needed from Government to enable them to develop. Money so spent would be well spent. The inspectress has made an enquiry into the present occupation of all the women who have been trained as teachers since 1914. The great majority, she reports, are in school employment.

CHAPTER XIII.

EDUCATION OF EUROPEANS.

I.—GENERAL.

174. The main issues discussed during the quinquennium in regard to European education were the separation of this branch of education from the general stock for administration by an all-India department, and the replacement of the Cambridge local examinations by departmental leaving certificate examinations.

The first issue was determined by the decision, in connection with the political reforms, that the education of Europeans should be a provincial not a central subject. In the schedule of provincial subjects, I may note, it has been classified as reserved, that is, it falls to be presided over by the Governor in Council.

As regards the second issue opinions were general in this province in favour of the maintenance of the Cambridge connection on the following grounds:—

(1) The system of departmental examinations for European schools had many years in which to recommend itself in the North-Eastern India. It proved itself in practice to be a failure. The introduction of the Cambridge examinations under the Bengal Code of 1910 has greatly raised the standard of education in European schools and has been popular alike with teachers and with guardians. The departmental examination for elementary schools introduced by the same code has not been a success. The argument is from experience and not on the ground of principle. It is probable that a really sound system of departmental examinations, well conceived and well administered, would have advantages over the completely external system now in vogue. But the departmental system has been at fault in the past and there is no reason to believe that such a system would be efficient in the future. The exiguity of the inspecting staff, the lack of continuity in their employment, the want of co-ordination between the various provinces in dealing with a problem which seems to present the same aspects in every province, these considerations militate against efficiency and promise failure to an attempt to introduce a system of examination in consonance with modern educational ideas. Such a system postulates for success a very efficient and well-staffed inspectorate.

(2) The Cambridge examinations, in so far as they are opposed to the drift of modern educational ideas, may be expected to undergo modification, probably in the direction of combining their externality with a system of class records and *in situ* tests. This may occur at the instance of any Government interested in the matter; or it may occur without such external stimulus. The University of Cambridge are unlikely to set themselves in this matter in opposition to progress.

There is not, therefore, or at least there need not continue to be, any strong objection to the Cambridge examinations on purely educational grounds. On other grounds there is a great deal to be said in their favour as school-leaving tests for European schools in India. The situation of Anglo-Indians in this country may be compared with that of Muhammadans. India is pre-eminently the Hindu land. The one non-Hindu community in its loyalty to India saves its fealty to Islam, the other, its fealty to the religion and ways of the West from which its fathers came. The standards which the Anglo-Indian community set themselves, the ideals towards which they strive, the institutions on which they found their hopes, are the standards and ideals and institutions of England. The association with Cambridge appeals strongly to their sentiment, recognizing their origin and encouraging their aspirations.

175. Assam works loosely under the Bengal Code, accepting what is convenient in it and rejecting what is inconvenient. Inspection is undertaken by the ordinary inspecting staff of the department.

The Code.

II.—STATISTICS.

Schools and pupils.

176. The number of European schools has increased from 3 to 4, the number of pupils from 222 to 325.

Communities.

177. The table below shows the distribution of the enrolment year by year amongst the various communities :—

Year.	European and Anglo-Indian.	Indian Christian.	Hindus.		Moham-madans.	Buddhists.	Parsees.	Others.	Total.	
			Brahmans.	Non-Brahmans.						
1	2	3	4	5	6	7	8	9	10	
1917-18	...	199	1	3	1	4	...	...	14	222
1918-19	...	236	...	2	7	4	...	...	2	251
1919-20	...	255	1	1	1	4	...	...	3	265
1920-21	...	288	...	4	...	5	...	...	3	309
1921-22	...	311	...	1	6	5	...	...	2	325

European schools, it will be seen, are in little request amongst the non-European community. Fee rates are high and the ways of life are strange and uncongenial.

178. From the following figures it will be seen that a very high proportion of the cost of our European schools is borne by private sources :—

Cost.

Year.	Total cost.	Percentage borne by	
		Provincial revenues.	Private sources.
1	2	3	4
	Rs.	Rs.	Rs.
1917-18	1,20,067	36.77	63.23
1918-19	1,69,462	26.90	73.10
1919-20	2,02,794	25.91	74.19
1920-21	1,92,452	27.31	72.69
1921-22	1,93,681	27.26	72.73
Total	8,78,456	29.14	70.86

The proportion of the cost borne privately would be much higher than these figures indicate if the services of the staff in the aided schools were taken at a valuation instead of at the rate needed for mere subsistence.

III.—INSTITUTIONS.

179. Pinemount School is a non-sectarian Government boarding school for girls which enrolls pupils from the kindergarten stage onward and takes such of them as wish for a secondary education as far as the junior Cambridge local examination. In addition to resident pupils, it admits day girls, and boys (up to the age of 8), whose home is in Shillong.

The Government School. The enrolment has fluctuated considerably during the quinquennium owing to the prevalence in the middle years of diphtheria in an epidemic form. It would appear, thanks to the efforts of the medical authorities and the Public Health Department, that this danger has been overcome or at least that it is no longer crucial. Accommodation is now overapplied for.

Few of the pupils carry their studies as far as the junior Cambridge examination. Those who do ordinarily render a good enough account of themselves. In music, a most popular subject, the pupils do very well. Much attention is paid to domestic subjects. Generally, the pupils receive at Pinemount a more sensible education than in many institutions which are more ambitious in their examinational aims and more formal in their methods.

I invite the attention of Government to the whole-hearted manner in which Miss Miles, the Headmistress, has devoted herself to the advancement of the school and the welfare of the pupils entrusted to her charge. Miss Miles is supported by a well-qualified staff of mistresses who are interested in their work—that is the main thing—and earnest and capable in the discharge of their duties. Without making invidious distinctions, I may specially mention Miss F. Connell, the senior member of the staff, who keeps her professional interest alive and returns to her charge every year with unabated zeal.

The staff shared in the general advance of pay. During the quinquennium, the accommodation of the school was improved by the construction of a kindergarten room, the extension of the hospital and the acquisition of an additional playground.

180. The aided schools, three in number, are maintained by teaching orders of the Catholic Church. Government grants such aid as it can afford.

Government-aided schools. St. Edmund's College for boys, an institution of recent establishment, has already gained for itself a reputation second to no school of the kind in these parts of India. Its dormitories are fully, on occasion more than fully, occupied. At present it has 120 boarders and 36 day scholars. In course of the last five years 32 of its boys have gone to England to complete their studies. The success of the college in the Cambridge examinations from the Higher Certificate to the Senior, Junior and Preliminary has been notable.

Loreto Convent School for girls, which accommodates some fifty boarders and twenty to thirty day scholars has also an excellent reputation. It had to surmount serious financial difficulties arising from the increase of prices and the temporary fall in the enrolment during the years of epidemic. Now the dormitories are again full and the Convent is in process of continuing and strengthening its record of good work.

St. Agnes Convent School was established at Haflong in 1913. It is a small boarding school designed to give an elementary education on inexpensive lines to the children—both boys and girls—of the poorer sections of the Anglo-Indian community. It has passed through times of great tribulation. As is frequent in the case of new buildings in malarial regions the occupants suffered severely from fever in the opening years. Everything possible was done to protect the staff and the pupils and to discourage the disease. The school is now practically fever free and is well on the way to a success which will, I hope, compensate the Sisters of the Mission for the many sacrifices they have made on its behalf.

181. All schools, Government and aided alike, have many urgent demands which may be brought forward when financial conditions improve.

Demands.

CHAPTER XIV.

EDUCATION OF MUHAMMADANS.

182. Questions affecting the education of Muhammadans have been touched on in other chapters of the report. The present chapter is written by Maulavi Ataur Rahman, the Assistant Inspector for Muhammadan Education, who has the cause of his co-religionists at heart and has spared no pains to advance it in the very difficult conditions which have prevailed throughout the quinquennium.

I.—GENERAL.

During the quinquennium certain powerful adverse influences were at work to which may be attributed the retrogressive march of Muhammadans in the field of education. The Muhammadans, being the poorer community, were sorely affected by the economic strain caused by the war. The position was rendered worse by the movement of the withdrawal of pupils from public institutions and by the general condition of unrest caused by the *khilafat* and non-co-operation agitation.

II.—FIGURES OF INSTITUTIONS AND PUPILS.

The number of Muhammadans under instruction at the close of the quinquennium was 47,086 against 55,625 in the closing year of the previous quinquennium. The decrease represents 15·3 per cent. against a general decline of 7·5 per cent. The previous quinquennium closed with a record of increase representing 23·8 per cent. in the case of Muhammadans and 28·4 per cent. in the case of all communities. The following table is instructive:—

Total number of pupils in all institutions, public and private.				Percentage of increase or decrease.	Remarks.	
1				2	3	
1916-17—All communities	...	...	233,913	} +23·4	} Increase on the figures of 1911-12.
Muhammadans	55,625			} +23·8
1920-21—All communities	...	...	231,591	} —·9	} Decrease since 1916-17.
Muhammadans	53,303			} —4·1
1921-22—All communities	...	...	216,218	} —6·6	} Decrease in one year (from 1920-21 to 1921-22).
Muhammadans	47,086			} —11·6
						} —7·5	} Decrease in five years since 1916-17.
				} —15·3		

It will appear from the figures given in the table that the percentage of decline in the first four years of the quinquennium is comparatively small. It is the closing year that records a big drop from 4·1 to 11·6. This points to the following conclusions:—

- (a) The Muhammadans have been harder pressed for the economic conditions brought about by the war than the other communities.
- (b) For the operation of political causes in the closing year of the quinquennium the Muhammadan community has lost a larger number of pupils than the other communities. There was an actual loss of 6,317 pupils, the loss being confined mainly to public institutions—private institutions losing 383 pupils only.

The Muhammadans represent 27·8 per cent. of the total population of the province, according to the census of 1921. But the percentage of Muhammadans under instruction in all classes of schools in 1921-22 is 21·7. In the closing year of the previous quinquennium the percentage was 23·8 as against 24·6 in 1911-12. In the course of last five years, therefore, the position of Muhammadans, as compared with that of other communities is not very encouraging.

So far as public institutions are concerned the Muhammadan loss represents 16·7 per cent. which is much higher than the figure representing general loss—7·4 per cent.

In private institutions the rate of decline in the total number of pupils has been 9·8 per cent. The number of Muhammadan pupils, however, has slightly increased; but there is an actual decrease in evidence if the figures of the last two years of the quinquennium are taken into consideration. It cannot be argued therefore that the Muhammadans are joining private institutions in large numbers to the exclusion of public institutions.

The following statement shows the position of Muhammadans in the various grades of public schools :—

Class of institutions.	Number of Muhammadan pupils.		Percentage of increase or decrease.	Percentage of pupils to the total number of pupils of all creeds.	
	1916-17.	1921-22.		1916-17.	1921-22.
1	2	3	4	5	6
Colleges	91	150	+64.8	12.4	18.3
Secondary English schools ...	4,451	2,683	-39.7	16.9	12.6
Middle Vernacular schools ...	2,271	1,882	-17.1	17.0	13.2
Primary schools	44,236	37,476	-15.2	24.3	22.1
Special schools	669	843	+26.0	25.0	30.9
Total	51,718	43,034	-16.7	23.0	20.6

It will appear from the above that the loss is the heaviest in the case of secondary English schools. But vernacular schools also have lost a considerable portion of the enrolment.

The main cause of decline in the number of Muhammadan pupils reading in primary schools is political as will be seen from the following statement :—

Year.	Number of Muhammadan pupils.	Percentage of increase or decrease.
1	2	3
1916-17	44,236	...
1917-18	42,441	-4.0
1918-19	40,025	-5.6
1919-20	42,165	+5.3
1920-21	42,312	+3
1921-22	37,476	-11.4

The marked increase in the enrolment of the Muhammadan students of colleges is satisfactory. But the last year of the quinquennium records an arrest of the progress which had been a continued one since 1911-12 ; and on account of the heavy decrease in the enrolment of the Anglo-vernacular schools referred to above the enrolment in colleges will be adversely affected in the coming years.

III.—MUHAMMADANS IN ORDINARY INSTITUTIONS.

The close of the previous quinquennium recorded an increase of Muhammadan pupils in public schools from 41,244 to 51,718 or 25.4 per cent. but in the period under review the pendulum has swung back from 51,718 to 43,034 the decrease representing 16.7 per cent. Persistent efforts will be needed on the part of the Muhammadan community to recover the lost ground.

Besides 4 ordinary junior scholarships of the value of Rs. 15 and 3 ordinary senior scholarships of the value of Rs. 20 there is provision for 25 special Government scholarships of the value of Rs. 10 a month which carry with them the privilege of free-studentships. Muhammadan students are of course free to compete for the ordinary scholarships also.

The special scholarships have been provided on an experimental basis to promote the interests of collegiate education among Muhammadans. The provision was extended in the year 1918, for a period of another 5 years. In 1916-17 of the 25 scholarships granted on the results of the matriculation examination 4 only were renewed and made tenable for the degree course. But in 1921-22 in 13 cases the scholarship was renewed. This shows that the standard of results in the case of the scholarship-holders has considerably improved during the quinquennium.

The number of Muhammadan hostels has increased from 12 to 15 in the course of 5 years. But in many of the hostels the number of boarders actually in residence is much less than the number of seats available. Muhammadans being poorer would prefer to live in *jagirs* than in hostels. Many, again, deserted the hostels in the excitement of political agitation.

In 1916-17 of 7,294 inspecting officers, teachers and clerks 913 were Muhammadans, *i.e.*, 12.5 per cent. In the closing year of the quinquennium the percentage showed an increase of 3.1. There were 1,188 Muhammadans in employment out of a total strength of 7,610 officers and clerks. The percentage is still far in defect of the percentage of Muhammadans to the total population.

Examination results. The following table gives the results of the various examinations :—

Year.	% M. A.	B. A. or B. Sc.	I. A. or I.Sc.	Matriculation.	Middle Vernacular.
1	2	3	4	5	6
1916-17	1	5	16	72	12
1917-18	10	18	100	28
1918-19	9	45	93	39
1919-20	17	30	99	41
1920-21	25	84	138	74
1921-22	18	15	96	71

It will be seen that the closing year of the quinquennium marks a set back in respect of all the university examinations.

IV.—SPECIAL INSTITUTIONS FOR MUHAMMADANS.

In accordance with the recommendation of the Muhammadan Educational Conference held in 1914 certain facilities are offered for instruction in the Koran and religious duties in the vernacular schools. With the offer of such facilities the ordinary vernacular school should meet the needs of the Muhammadan community as it does the needs of other communities and it should no longer be necessary to recognise the special institutions known by the name of *mukhtabs*. A Muhammadan primary school may now be called a *mukhtab* if that name is locally preferred, but the courses of instruction are the same as taught in the lower primary schools, and therefore no distinction is made in the matter of grants between such *mukhtabs* and ordinary lower primary schools by the local bodies.

The following table gives the figures for each year of the quinquennium of schools where Islamic classes have been started :—

Year.	Number of schools in the Assam Valley.	Number of schools in the Surma Valley.	Total number of schools.
1	2	3	4
1917-18	114	170	282
1918-19	117	164	281
1919-20	124	123	247
1920-21	145	78	223
1921-22	139	59	198

It will be seen that the figures are encouraging so far as the Assam Valley is concerned, but the reverse in the case of Surma Valley.

Every endeavour was made by the inspecting officers to popularise the scheme. Initiative was almost everywhere taken by the Department. The main difficulty in the way of success is the unwillingness of the people to pay either by fees or subscriptions for the Islamic teacher. The subsidiary difficulties are as follows :—

- (a) The conservative tendencies of the Muhamadan community and the unwillingness of the people to bring the Koran to the ordinary secular school.
- (b) The ease with which Islamic instruction can be arranged for by the more prosperous in certain areas in their own homes. In an area served by a madrasa, private or public, the pupils of the madrasa living in *jagirs* invariably impart religious instruction to the children of the people who offer *jagirs*.
- (c) The vested interests of village mullas and munshis whose number is legion. In the large majority of cases these mullas oppose or exhibit marked indifference to the introduction of the Islamic courses in the vernacular schools.
- (d) The want of organisation. The Anjumans are generally inactive and they seldom, if ever interest themselves in the cause.

It is hoped, however, that with persistence on the part of the inspecting officers and the return of normal conditions the difficulties will gradually grow less. But the real solution of the difficulty lies in finding funds. If the Local Boards are empowered by Government to arrange for a small monthly pay for the Islamic teachers, it will be possible to multiply considerably the number of schools providing instruction in the Koran and Islamic duties.

The Government Madrasa at Sylhet was raised to the status of a senior madrasa during the quinquennium. The instructive staff of the madrasa consisted in 1921-22 of 15 members including the principal who is a part-time officer against 11 in 1916-17. The total direct expenditure on the madrasa in 1921-22 amounted to Rs. 18,193 which may be compared with the expenditure of Rs. 9,894 incurred in 1916-17. The enrolment of the madrasa for 1916-17 and for each year of the period under review is given below :—

1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.
165	172	258	229	140	114

It will appear that the enrolment was at its maximum in 1918-19 and at its minimum in 1921-22. The decline is set down mainly to the non-co-operation and *khilafat* agitation in which some of the staff and students took part—two of the teachers having resigned their posts.

The first Madrasa final examination was held in 1918-19. The results for that year and the following years are recorded below :—

Year.	Number of candidates presented.	Number of successful candidates.
1	2	3
1918-19	14	4
1919-20	14	11
1920-21	8	6
1921-22	3	2

During the period under review 4 institutions were reorganised as junior madrasas of the type recommended by the Muhamadan Educational Conference of 1913, *i.e.*, institutions combining vernacular and English instruction with instructions in Arabic and Urdu. As a matter of course these institutions are open to the criticism that their pupils at the end of the four years period of instruction are not *well* qualified either for a high school or for a senior madrasa. And critics have not failed to point this out.

During the quinquennium a conference of educational officers was held at Gauhati to consider the question of the education of the Muhamadan immigrants who are settling in large numbers in Barpeta, Kamrup, Nowgong and Mangaldai. As an outcome of this conference instructions were issued by Government to Local Boards to meet the demand, where such demand existed, as far as possible by providing primary schools of the ordinary type teaching the vernacular which should be Assamese or Bengali according to the choice of the settlers.

During the period under review instructions were issued for suspension of work for one hour on Friday in Government colleges and schools in order to enable Muhammadans attending them to perform their *Jumma* prayers. The facilities thus offered have been appreciated and have been taken advantage of.

V.—GENERAL RESULTS.

Despite the very unhappy circumstances of the 5 years herein reviewed which have retarded the progress of the education of the Muhammadans there is no mistake about the tendency of the community to betake themselves in an increasing degree to the kind of instruction provided in the

departmental schools. There is a demand no doubt, for Madrasa education in Hadith, Tafsir, etc.—but the demand for English education, and for that matter such education as have an economical value for the community, is growing more and more insistent. This is a hopeful sign. If the extraordinary circumstances which have been noticed in this report had not happened, it would have been possible to record a marked educational advance of the Muhammadan along modern lines.

CHAPTER XV.

EDUCATION OF BACKWARD AND DEPRESSED CLASSES.

I.—GENERAL.

183. It is not possible for me to report usefully on the general head of the education of “backward and depressed classes” as this expression is interpreted in Chapter XVIII of last quinquennial review (India).

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An attempt has, however, duly been made to furnish such information in regard to these classes in Assam as might in due course be fitted into the frame work of the review of the progress of education in India.

The all-India review requires special information regarding each of the following classes :—“Aborigines and hill and forest tribes, depressed classes, criminal tribes and communities which present special problems.” In this province, these categories cover more than three quarters of the population, if Muhammadans are included, and about half if they are excluded.

184. On last occasion the returns required by column 11 of General Table VA were collected on the basis of a specification of the communities which should *not* be regarded as “depressed classes.” The specification did not commend itself to the Commissioner for Education. A belated attempt was made by me to meet the Commissioner’s requirements. The particulars were furnished as being at best an approximation and were duly included in the table in paragraph 501 of the all-India report.

Action of previous quinquennium.

The figures which I supplied, I now find to be altogether incorrect.

185. On the present occasion an effort was made to be more precise. The figures which have come in are however of no use for the purpose in view. They record little but confusion.

Action taken this quinquennium.

186. The main difficulty lies in the lack of any correspondence between the classification in the text of the review and the classification in the table to which the text refers. The text requires information in regard to—

Difficulties.

- (1) Aboriginal and hill and forest tribes.
- (2) Depressed classes.
- (3) Criminal tribes.
- (4) Communities which present special problems.

General Table VA, the table to which the text has reference, sub-divides the school population into these categories :—

- (1) Europeans and Anglo-Indians.
- (2) Indian Christians.
- (3) and (4) Hindus—Brahmans, non-Brahmans.
- (5) Muhammadans.
- (6) Buddhists.
- (7) Parsis.
- (8) Others.
- (9) Depressed classes.

The text and the table, as I shall endeavour to show, are not correlated.

187. The expression “depressed”, as it is used, has no relation to depression by poverty—the lower classes are not necessarily poor. It relates to social depression and has little meaning except from the Brahminical point of view. Category (9) therefore instead of pretending to stand for a class outside Hinduism (3) and (4) should be sub-divided primarily into two subsidiary categories under Hindus, *viz.*, (a) depressed Brahmans, those who minister to castes regarded as unclean—they are in some cases more “depressed” than the castes

Fuller explanation.

to which they minister, (b) depressed non-Brahmans, including, to use the technical expression, "unclean Sudras." But to collect returns under these heads and to publish the names of the castes or sections included in the returns is an act of difficulty and daring which the Education Department boggles at.

Similarly with regard to Muhammadans. Large numbers of them, those described as Mahimals, do in fact exist in a state of un-Islamic inequality with their fellow Muhammadans, and might be described as "depressed."

The analogy might even be carried into the first category.

To turn now to the first heading in the text—aboriginals and hill and forest races. There is nothing to correspond with this grouping in the tables. Nor can I say who are the aboriginal races in Assam, nor who the forest races. The tendency of returning officers would be to classify as aboriginals the Mongoloid people of the plains and most of the tea-garden coolies. But the Mongoloid peoples are, certainly in many cases and possibly in all, invaders; and the tea-garden coolies have been recruited in our own time from abroad as a foreign legion or mercenary army of labour. Again, some of the Mongoloid peoples have been hinduised wholly or in part; some have not been hinduised at all. Those who have been hinduised recently are certainly "depressed." Those who have not got so far are "sub-depressed." But they are not depressed at all.

The "aboriginals" of the Assam Valley, if by this we mean the oldest racial stock, may be the survivors or modern representatives, if we could find them, of those good Hindus, who held the land at the time of the Mahabharata.

As regards hill races, the majority of those who are at school are Indian Christians. They are accounted for with other Indian Christians in a single column. This column would have to be subdivided to distinguish between Christians from the Hills and Christians from the plains. What are we to do with the rest of the Hill peoples? They have I believe been returned under category (9) as "depressed," but they are in no sense "depressed."

These are indications of the difficulties to be contended with in answering the requirements of the Government of India. They are difficulties which I have not been able to overcome.

II.—ABORIGINALS AND HILL AND FOREST RACES.

188. As has already been brought out it is difficult to say what part of the popula-

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tion is and what part is not aboriginal to the province.

Under this heading I propose to give brief notes in regard to a few of the more important Hill tribes.

189. Education in the Khasi and Jaintia Hills is mainly in the hands of Christian Missions. Out of a total of 488 public institutions 480 are under Mission management, 390 being under the Welsh Calvinistic Methodist Mission, 10 under the Roman Catholic Mission and 76 under Missions managed by Khasi Christians—offshoots, I understand, from the Welsh stock. The number of 488 is made up of one high school for boys (Government), one high school for girls (Mission), 8 middle English schools, 474 primary schools, two training schools and two industrial schools.

Education advanced during the quinquennium, the number of pupils increasing from 11,220 to 13,772.

The demand for high school education has been so insistent that the question has been seriously considered by the Welsh Mission of opening a second boys' high school. I am not disposed to think that this is yet necessary.

Endeavours were made to improve the Government Normal classes and the Training school. Something more drastic is necessary than has already been done.

A new curriculum was introduced which requires a higher standard of learning on the part of the teachers and promises the pupils, if it can be worked up to, a more varied and possibly a more useful education than they have had in the past.

The Deputy Inspector presses for an increase in the number of the local inspecting staff.

The following characteristics may be noted in regard to education in the Khasi Hills :—

- (1) The instruction given is on a religious basis.
- (2) Education under the Mission has had a strong effect on the character and the outlook of the people. The influence, extending by example from the Christian community, affects in some measure the people as a whole. In many of the schools the non-Christians outnumber the Christians in the higher classes.
- (3) Co-education in village schools is universal.
- (4) Education in village schools and even in middle English schools does not spoil pupils for work in the fields or for burden-bearing.
- (5) Reading, the most essential subject, is good, writing is not good, arithmetic and other subjects are frankly bad. These remarks apply to village schools.
- (6) The people do not contribute to the cost of the education of their children, except in a small group of Khasi Mission institutions known as the rice-collection schools.
- (7) School masters are ordinarily missionaries or ministers as well as teachers.

There is a lack of suitable text-books either in English or in the vernacular. It does not seem to be wise to aim at a large production of text-books in Khasi. Such a policy must tend to restrain progress. The Khasis are a notable people. Their development has been arrested by their isolation and by their social, religious and political systems. They require only opportunity and incentive to develop a high degree of civilization. From the educational point of view it is desirable to spread the teaching of English.

It may be hoped that the Mission will continue for long to exercise their powerful influence for good on the life of the people. But the task grows more complex and more difficult as Shillong develops and education advances in the countryside. The question of future policy in regard to education and the financing of education in the Khasi Hills must soon, I am sure, engage the attention of the Mission as one of their most urgent and important problems.

190. Action during the quinquennium may be briefly summarised :—

- Garó Hills.
- (1) The accepted policy was continued of transferring mission schools to government management, a policy as to the advantage of which in its present practice I am far from clear. Of 150 primary schools five years ago, 79 were government schools and 71 mission schools. On 31st March last the numbers were 155, 101 and 54. The number of pupils fell in the interval from 4,252 to 3,920. In the subdivisional report the decline is attributed to a number of reasons which carry no conviction, amongst them this that "the wild savage animals became more fierce in the quinquennium."
 - (2) The boys' department of the mission middle English school at the headquarters station was taken over by Government and established in new premises.
 - (3) A new curriculum was introduced on the same lines as the Khasi Hills curriculum.
 - (4) The training school for teachers was reorganised.
 - (5) A very liberal scholarship scheme was sanctioned.
 - (6) The preparation of a new series of text-books was put in hand.

The main difficulty in the way of extending education in these hills lies in the primitive life of the people. The main difficulty in the way of its improvement lies in the fact that we have to rely on Garó agency ; and Garó agency is inexpert.

That present conditions are anything but satisfactory appears from notes written by the Chief Commissioner, the Commissioner and the Deputy Commissioner. I quote from Sir Nicholas Beatson Bell's note after a visit to the Hills in April 1919 :—

I inspected a number of schools in the Garó Hills, including the mission middle English school at Tura, the training school at Tura, many primary schools (both mission and government) in the mofussil and the advanced primary (almost middle English) school at Baghmara. Taking things all round I was frankly disappointed. The missionaries have done some good work but one feels that it might have been better. The teachers throughout the district come from the mission middle English

school at Tura. The imperfect, almost slipshod, teaching which prevails in that school is reflected throughout the district. The reading of the Garo text-books is hopelessly mechanical. The children often fail to understand what they read and the teacher apparently takes no pains to make them understand. The text-books which I found in use were the book of Genesis, the Gospel of St. John, Garo Reader No. II (largely composed of Bible extracts) and a translation of the "Peep of Day". These text-books are used indiscriminately in Christian and non-Christian, mission and government schools. In the circumstances I do not object to this. The book of Genesis is a fascinating book for children, but I was disappointed to find that in a large class who had read the book, not a single one could tell me the story of Abraham and Isaac and the ram caught in the thicket. In another school—a Christian school—no boy or girl could repeat the ten commandments or the Lord's prayer, or had ever heard of Noah or King David.

The training school is doing something to finish the incomplete education of the pupils of the mission middle English school. What is really wanted is that the mission middle English school should become a Government institution (at least so far as the boys are concerned) and that it should ultimately be worked up to the high school standard. The boarding houses for Christian boys should however remain under the control of the mission. The mofussil primary schools, except in Christian villages, should also be converted as far as possible into government schools. Above all, good Garo text-books in bright easy language should be introduced as soon as possible. I am by no means in favour of eliminating Bible stories from the new text-books.

I am afraid it will be many a long day before the Hills will be ready for a high school.

The next quotation is from a report by Mr. Parry, the Deputy Commissioner, in February 1921 :—

Here there is no getting away from the fact that the majority of the schools both government and mission are very inefficient. The ignorance of some of the pundits is appalling, many of them cannot do the simplest sums in arithmetic. In many schools it is a case of the blind leading the blind.

Education in these Hills has been as far as I can make out of very artificial growth. Except in Christian villages there is little real demand for it and in mission schools I found that attendance was stimulated by a system of so-called voluntary fines under which boys were fined up to Rs. 5 for non-attendance. This practice I have put a stop to. Personally I am of the opinion that there are more schools in the district than are really needed and most of them quite inefficient. I think that we should be better advised to concentrate on fewer schools in localities where there is really a demand for them.

In forwarding the Deputy Commissioner's report Mr. Allen, the Commissioner, wrote :—

Before you can have schools, you must have teachers; and the Deputy Commissioner informs us that the supply of teachers is not sufficient for the existing demand. So long as this remains the case, it would seem mere waste of money to encourage the opening of new schools. I find that the Deputy Commissioner who has a considerable practical acquaintance with the subject shares my view that the Garos are not deriving full benefit from the 36,000 rupees, which we now spend on education in their district.

It would not be right for a person like myself, with only a limited experience of the Garos and the Garo Hills, to attempt to dogmatise upon the subject; but what I have seen leads me to agree with the Deputy Commissioner that the Garos are deriving small profit from the schools. As a people they have little aptitude or desire for book learning. In this respect they resemble the Nagas rather than the Khasis and the Lushais.

Finally, as indicating one class of difficulty which makes progress difficult, I quote from the Deputy Inspector's report :—

I have very little to say on the progress. While in other places the progress has busily been engaged at and it is moving about like other planets in the firmament it has been quite stationary here just like the sun.

I am in agreement with the executive authorities in the view that the money now spent on education might be spent more advantageously.

Since I submitted a special report to Government in 1915 on education in the Garo Hills, I have not been able to revisit the Hills. This report set forth my views at the time; and circumstances have changed but little since.

With a view to doing what is possible to bring about an improvement without funds and with indifferent agents I propose to instruct the Inspector of Schools recently appointed to visit the Hills at least once in the year and on his first visit to advise in regard to such action as may be practicable.

Other hill areas. 191. Administration reports in regard to other hill areas are quoted below :—

There were at the beginning of the year 37 Lower Primary schools under the management of the Government and 25 aided "venture" schools under the Impur Mission.

(1) Naga Hills.

By the close of the year, *i.e.*, on 31st March 1922, the number of Lower Primary and "venture" schools had risen to 42 each (84 *in all*).

Of the 42 Lower Primary schools 15 were in the Sadr and 27 in the Mokokchung sub division.

Five new schools at Tamlu, Longpa, Akuk, Surakangching and Tsivika-Putomi, were opened and 2 closed in the Mokokchung subdivision and two new schools at Nerhema and Cheswejuma, were opened in Kohima subdivision.

There were two training schools under the management of the Kohima and Impur Missions which have been going on as before,

Several Nagas matriculated during the year and some are studying in Calcutta.

The training schools referred to are training schools only in name. They do not in fact attempt more than an advance in general education beyond the primary school standard.

(2) Lushai Hills,

The statement below gives details of the schools in the district at the close of the year :—

District and Subdivision.	Middle English and Upper Primary Schools.	Lower Primary and Girls' Schools.	Pupils on rolls.	Remarks.
1	2	3	4	5
Lushai Hills, Aijal	3 including school for Gurkha boys.	55 (including school for Bengali boys).	Boys 1,257, girls 230=1,487.	17 boys passed the Middle English examination. 14 boys passed the Upper Primary examination, 116 boys passed Lower Primary examination, 2 girls passed the Middle English examination, 6 girls passed the Upper Primary examination, 5 girls passed the Lower Primary examination=187. 6 pupils (5 boys and 1 girl) secured Lower Primary scholarship. 2 secured Middle English scholarship.
Lungleh ...	1	18 (including schools for Bengali boys).	Boys 454, girls 82 =536.	10 pupils passed the Middle English examination, 7 pupils passed the Upper Primary examination, 39 passed the Lower Primary examination=56. 2 secured Middle English scholarship. 3 secured Upper Primary scholarship.
Total ...	4	73	2,023	243

The increase in the number of schools in Lungleh subdivision was due to the opening of a new school for Bengali boys at Lungleh and two village schools.

The Rev. D. E. Jones, Honorary Inspector of Schools, Aijal, makes the following remarks :—

“The average is 28 for each school on the registers or, deduct the Aijal schools, we get an average of about 22 for each village school. Three schools were closed owing to the removal of teachers but three schools were opened elsewhere. There is a decrease of 120 in the number of pupils. I presume it is owing to the scarcity of rice in many villages as the bigger children are called upon to help in the *jhums*.

There is an average attendance at each village school of about 20 or taking all the schools an average of 25. There are 8 village schools of 30—43 average attendance daily. The cost per annum of each pupil came to about Rs. 7-10-0 in actual money spent by the Government and Mission. This does not include the amount spent on chiefs' sons. The Christians are keener than non-Christians in attending most of the schools.”

The Rev. J. H. Lorrain, Honorary Inspector of Schools, Lungleh, makes the following remarks :—

“A Government Bengali boys' Primary school opened at Lungleh under the management of Babu Nabin Chandra Barua. This school has made a good start and has 16 boys and 20 girls on the rolls. Two Lushai village schools opened, one at Lunglawn and one at Kuanghlun. No schools have been closed during the year, but the Lower Primary school on the Mission compound has been merged in the Middle English school, as they formed practically one school. The reason for the increase in the number of pupils attending schools in Lungleh are as follows :—

- (a) A pleasing desire among the people for the education of their girls. This was almost non-existent before the opening of our Mission Girls' school (unaided) under the able management of Miss Chapman who came to us from England where she has received a thorough up-to-date training in the art of teaching.

- (b) The opening of two new village schools.
- (c) A large number of boys boarders being supported.
- (d) The opening of the Government Bengali Primary school".

Mr. Lorrain is at present acting as Honorary Inspector for Mr. Savidge, who is on leave in England. Before leaving Mr. Savidge wrote "There seems sometimes to be a keener desire on the part of the Lushai for education. This is more noticeable among those belonging to the new generation. Several more chiefs also asked that schools may be started in their villages." Since his departure Chins from the extreme east and Tlanglau from the extreme west of the district have been received as boarders which shows that the interest in education is spreading.

The numbers at the close of last quinquennium were 4 post primary schools and 58 primary schools with a total enrolment of 1,637.

Fourteen Primary schools are maintained among the Assamese villages as well as at headquarters they are good and interest is displayed; but among the tribesmen, (3) Sadiya Frontier Tract. Miris and Abors, there is no enthusiasm and but waning interest.

There are two schools in the district, one is a State Lower Primary school. The number of

(4) Balipara Frontier Tract. children on the roll is 38.

The other school is private and is supported by voluntary subscription. It is under the supervision of the American Baptist Mission.

No administration report has been received.

(5) North Cachar Hills.

As to the schools in these hills I have received no report.

(6) Mikir Hills.

192. If one looks ahead it would seem that the simplification of the language difficulty offers the only solution of the problem of advancing education in the Hills. Each Hill area has its own

General remarks. language or languages useless for any purposes of instruction other than the teaching of the rudiments of learning (which in most cases the people have little use for) or the reading of the Bible and the hymn books (which enables them to take part in the services of the churches). The obstacle placed in the way of progress by the recognition of subsidiary vernaculars has been to some extent realised in the Khasi Hills in which, to the great benefit of the people, only one of the hill languages has been taught by the Mission. At the others extreme is the Naga Hills, where it is almost possible to botanise in languages—probably in all the world the area most prolific in this kind. Here we have schools for Angamis, and schools for Aos, schools for Lhotas and schools for Semas, and there is a whole range of tribes or peoples practically untaught because their language is unreachable. Tribal traditions exclude the possibility of settling on one Naga language for the whole area. The tribes dwell aloof from one another in linguistic isolation.

To teach these little peoples in their own languages is to restrict them to the opportunities of enlightenment which their languages afford. Even in the case of the largest and the most advanced of the hill races the preparation of text-books is a very serious obstacle. In all cases the elaboration of a literature is an impossibility.

The policy hitherto has been that of education in the local vernacular during the primary stage and, for the rest, *go as you please* to the men on the spot.

The problem, if it differs in measure and in difficulty in the various areas, does not differ in kind. One policy might usefully prevail. When the times are more propitious I would plead for—

- (1) A careful reconsideration of policy in consultation with executive officers and representatives from the Mission bodies.
- (2) Closer co-operation with the Missions, who must be the main agents of advance.
- (3) The appointment of a whole-time officer in general charge of education in the hill districts.

III.—SPECIAL CLASSES.

Criminal tribes.

193. There are not, so far as I am aware, any criminal tribes in Assam.

Jains.

194. The number of Jain boys reading in schools is returned as 129.

IV.—SPECIAL MEASURES.

195 The educationally backward classes are encouraged to come to school and college by a scholarship system which is summarized in Section VI, Chapter XVIII of last quinquennial review (India).

Scholarships.
 196. In addition every endeavour is made to provide by special cooksheds and other facilities for the admission to school and college hostels of those who are regarded with disfavour from a caste point of view. I quote in this connection from the hostel rules :—

Hostel rules.
 The following shall be amongst the duties included in the general supervisory charge of headmasters, when they are not themselves the superintendents :—

To secure that the religions of the inmates are in no way prejudiced by the order and conduct of the hostel and that due, but not undue, regard is paid to caste scruples, particularly in the matter of cooking and messing arrangements.

In the case of general Hindu hostels, to hold the hostel open to boys of all Hindu castes alike on the understanding that those who study under the same roof during the day may sleep under the same roof at night ; further than this, to encourage friendless boys of the lower castes to come into the hostel and to secure for them such considerate and even treatment as will ensure that no pupil of the school shall suffer disadvantage by reason of his caste alone.

These rules are observed.

CHAPTER XVI.

MORAL AND RELIGIOUS INSTRUCTION, HOSTELS, DISCIPLINE, ETC.

197. The problem of providing for religious education is no nearer a solution than it was five years ago. The solution appears rather to recede. The facilities offered to Muhammadans to arrange for the teaching of the *Koran* in public schools have not been taken advantage of with any spontaneity. The reproach against our education that it is godless and therefore wrongly based continues to have such force as belongs to it, and must so continue until the public make up their minds that the reproach is warranted or that it is not warranted, and adjust their action accordingly. It is from the public that the impulse must come. Religious instruction, if it is desired, should be provided for naturally by the social or religious organization of the community. When it is desired and is not so provided, the reason is probably to be found in a defect of religious vitality which cannot be repaired by the intervention of a neutral government.

Advising on this subject some years ago I wrote :—

Generally speaking, the influences of education in India, as in Europe, are opposed to dogma in theology—Hindu, Muhammadan or Christian—and it is more than difficult on lines of conservatism (and religious education in schools would have to be conservative) to effect a reconciliation between orthodoxy and advance.....It seems certain that the conflict cannot be diminished in India by that process of more vigorous occidentalization which, apart from a radical reconception of our whole political attitude, must be immanent in any conscientious policy of educational endeavour

The change of government does not affect the validity of these remarks.

198. It is difficult to have faith in the process of character-building by precept. Action was taken in Bombay some ten years ago with a view to specific moral teaching in schools with the aid of hand-books of moral lessons for the use of teachers. It would be interesting to be fully informed of the results of this experiment.

Moral Instruction.
 The subject was much discussed in Europe and America during the generation prior to the War with results which have been manifest in codes and syllabuses. That they have gone much deeper I am not in a position to say. Probably not. In any case it is interesting to read that the discussion has had a rebirth recently in the United States, where, it is said :—

A *beginning* (has now been made) in *formulating* those foundational conduct ideals which should be thoroughly appreciated, in mind and heart, by the children of the nation in all circumstances and conditions of life and in all sections, rich and poor, in country, village, and city.

I read further :—

The kingdom of character education is in the hearts, minds and muscles of children, not in general precepts.

And again :—

The virtues will take care of themselves if children learn to live well together, meeting situations as they arise in the midst of vitalizing occupations. The normal impulses must be planted in the minds of children rather than pass smoothly across their lips.

What is good in the philosophy of this movement may ultimately filter down to us in practice. We must be on the outlook for guidance from lands in which educational problems have not the same appalling complexity as tends in India to affect us to paralysis. It must at least be realized that if under present conditions it is difficult for our schools to do much for good, it is not difficult for them to do harm. Meantime, in moral instruction as in other matters, we are doing what we can. There is no lack of precept. Teachers are not afraid of moralizing; and pupils seem to like it. Our reading books are moral in their drift and such lessons are impressed as emerge from the texts and from the incidents of school life. We may improve our schools as conditions and funds allow, paying attention in increased measure to the qualifying and training of teachers, to *vitalising occupations*, to the corporate aspects of school life, to physical conservation and development, to good manners and conduct, to sanitation, to cleanliness, to the development of good habits and to old fashioned discipline. The last is opposed to modern theory. But, after all, *thou shalt not* is the burden of the decalogue.

199. It is just possible that as regards our secondary schools some good may come from the Boy Scout movement which has made a start in a number of high schools in the province. The Inspector reports well of the work done by Maulvi Saifuddin at Dibrugarh.

200. Foot ball continued to be popular. It is becoming a national game. Cricket proves less attractive. Tennis and badminton have many votaries in the Colleges. Games were pursued with less zeal than usual in the last year of the quinquennium owing to the demands of politics upon the time and attention of school boys and students.

Desi Kasrat is not so popular as the Bengal system of physical exercises, which is less remote from military drill. The Bengal system is being gradually introduced. School drill generally is exceedingly bad. There is little more to be said for it than that it breathes the pupils and takes them for a little away from their work.

Proposals for organizing physical work in schools which were outlined many years ago have had to be held over for want of funds. And there is no prospect of funds being forthcoming in the immediate future.

The provision of adequate playgrounds is still in the case of many schools a crying need.

The administration of games funds was organised during the quinquennium; arrangements were made for the formation of out-clubs, sharing duly in the general benefit, for pupils living at such a distance from the school as to make it impracticable for them to join in the school games.

201. Want of funds prevented and will probably continue for some time to prevent any considerable extension of the system of medical examination of school children which was described in paragraph 276 of last report. Such as it is however this system has been of great benefit and the thanks of the department are due to the officers of the medical department for their useful and unremunerated labour. Cases of imperfect hearing and of defective eyesight are taken cognisance of; and the medical officers are on the outlook for infectious disease, tuberculosis and skin disease.

202. A noticeable advance was made in the provision of hostels, the number having risen from 114 to 153. There was however but a slight increase in the number of boarders, from 3,206 to 3,579. The figures for Government hostels are 51 hostels and 1,640 boarders in 1916-17 and 63 hostels and 1,312 boarders in 1921-22.

Life in hostel is comparatively expensive. There is a tendency to extravagance. In times of stress, the number of hostel inmates is likely to decrease.

The rules for government hostels provide that the general economy of the institutions must be adjusted to the income of the poorer boarders. On tour I found that this injunction was not receiving due attention, as also that parents and guardians, on account of their ignorance of what was required, found it difficult to exercise a proper check upon the expenditure of their children or wards. I accordingly issued detailed instructions on the subject, providing *inter alia* that the economy of school hostels should be brought directly under the control of the managing committees of the schools to which they belonged and that in the beginning of each year the committees should set a limit to the monthly charges to be incurred and should issue a notice in the vernacular to guardians informing them of these charges and advising that they would not be exceeded without intimation being sent to them.

The following note supplies detailed information as to the cost of hostels in connection with the two Arts Colleges of the province, a high school, and a middle English school :—

COTTON COLLEGE, GAUHATI.

			Rs.	a.	p.
1.	Superintendents' allowances	... ..	2,090	0	0
2.	Annual cost of hostel menial establishment defrayed by Government	... ..	2,660	13	11
3.	Annual cost of hostel menial establishment defrayed by boarders	... ..	3,092	10	10
4.	Municipal taxes for boarding house and Superintendents' quarters	... ..	1,436	15	1
5.	Medical cost—				
	Allowance of Medical Officer	... ..	600	0	0
	Country medicine	... ..	614	4	0
6.	Total messing cost for the year including light	... ..	21,639	5	6
	Total	... ..	32,134	1	4
<hr/>					
1.	Average monthly cost per boarder	... ..	10	6	9
2.	Proportion thereof borne by Government—				
	Monthly average per boarder	... ..	2	6	5
	Deduct—refund in shape of fees paid by boarders	... ..	1	0	1
	Difference	... ..	1	6	4
3.	Proportion of cost borne by boarders—				
	Monthly average cost per boarder	... ..	8	0	4
	Add—fees paid to Government	... ..	1	0	1
	Total as above	... ..	9	0	5
	Total as above	... ..	10	6	9

MURARICHAND COLLEGE, SYLHET.

			Rs.	a.	p.
1.	Superintendents' allowances	... ..	1,320	0	0
2.	Annual cost of hostel menial establishment defrayed by Government	... ..	1,499	0	6
3.	Annual cost of hostel menial establishment defrayed by boarders	... ..	522	13	8
4.	Municipal taxes for boarding house and Superintendents' quarters	... ..	449	0	0
5.	Medical cost—				
	Allowance of medical officer	... ..	300	0	0
	Country medicine	... ..	236	4	0
6.	Total messing cost for the year including light and tiffin	... ..	10,100	11	6
	Total...	... ..	14,427	13	3
<hr/>					
1.	Average monthly cost per boarder	... ..	11	7	3
2.	Proportion thereof borne by Government—				
	Monthly average per boarder	... ..	3	0	4
	Deduct—refund in shape of fees paid by boarders	... ..	0	8	0
	Difference	... ..	2	8	4
3.	Proportion of cost borne by boarders—				
	Monthly average cost per boarder	... ..	8	6	11
	Add—fees paid to Government	... ..	0	8	0
	Total as above	... ..	8	14	11
	Total as above	... ..	11	7	3

JORHAT GOVERNMENT HIGH SCHOOL, HINDU HOSTEL.

	Rs.	a.	p.
1. Superintendent's allowance	296	14	5
2. Annual cost of hostel menial establishment defrayed by Government	363	1	6
3. Annual cost of hostel menial establishment defrayed by boarders	190	4	0
4. Municipal taxes for boarding house and Superintendent's quarters	221	0	0
5. Medical cost—			
Allowance of medical officer	150	0	0
Country Medicine	52	0	0
6. Total messing cost for the year including light and tiffin ...	1,604	6	0
Total ...	2,877	9	11
1. Average monthly cost per boarder	9	1	3
2. Proportion thereof borne by Government—			
Monthly average per boarder	3	6	8
<i>Deduct</i> —refund in shape of fees paid by boarders	0	4	0
<i>Difference</i>	3	2	8
3. Proportion of cost borne by boarders—			
Monthly average cost per boarder ...	5	10	7
<i>Add</i> —fees paid to Government ...	0	4	0
<i>Total as above</i> ...	5	14	7
Total as above ...	9	1	3

JORHAT GOVERNMENT HIGH SCHOOL, MUHAMMADAN HOSTEL.

	Rs.	a.	p.
1. Superintendent's allowance	187	8	0
2. Annual cost of hostel menial establishment defrayed by Government.	323	3	0
3. Annual cost of hostel menial establishment defrayed by boarders.			
4. Municipal taxes for boarding house and Superintendent's quarters.	105	0	0
5. Medical cost—			
Allowance of Medical Officer	150	0	0
Country medicine	38	0	0
6. Total messing cost for the year including light and tiffin ...	973	6	0
Total	1,777	1	0

	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.
1. Average monthly cost per boarder ...	...	...	...	11	6	3			
2. Proportion thereof borne by Government—									
Monthly average per boarder.	...	5	2	5	...	...	
<i>Deduct</i> —refund in shape of fees paid by boarders	...	0	4	0	...	...	
<i>Difference</i> ... ..	...	4	14	5	...	...	
3. Proportion of cost borne by boarders—									
Monthly average cost per boarder ...	6	3	10	...	...	...
<i>Add</i> —fees paid to Government ...	0	4	0	6	7	10	...	...	...
<i>Total as above</i> ...	...	...	...	11	6	3			

KAKAJAN GOVERNMENT MIDDLE ENGLISH SCHOOL.

				Rs. a. p.
1. Superintendent's allowance	...	...	...	180 0 0
2. Annual cost of hostel menial establishment defrayed by Government.				182 0 0
3. Annual cost of hostel menial establishment defrayed by boarders (<i>vide</i> item No. 6).				...
4. Municipal taxes for boarding house and Superintendent's quarters.				Nil.
5. Medical cost—				
Allowance of Medical Officer	...	...	...	150 0 0
Country medicine	...	...	...	Nil.
6. Total messing cost for the year including light and extra establishment (including tiffin).				621 0 0
Total	...	...	...	1,083 0 0

	Rs. a. p.	Rs. a. p.	Rs. a. p.
1. Average monthly cost per boarder	...	...	10 0 5
2. Proportion thereof borne by Government—			
Monthly average per boarder	...	3 15 3	...
<i>Deduct</i> —refund in shape of fees paid by boarders	...	0 4 0	...
<i>Difference</i>	...	3 11 3	...
Proportion of cost borne by boarders—			
Monthly average cost per boarder	6 1 2	...	...
<i>Add</i> —fees paid to Government	0 4 0	6 5 2	...
Total as above	...	...	10 0 5

The figures below compare the cost to the individual boarder and to Government in 1916-17 and 1921-22 :—

Hostels.	Monthly cost to—			
	Government.		Boarder.	
	1916-17.	1921-22.	1916-17.	1921-22.
1	2	3	4	5
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Cotton College ...	1 15 8	1 6 4	7 9 9	9 0 5
Murarichand College ...	0 10 5	2 8 4	7 8 5	8 14 11
Jorhat High School—				
Hindu ...	2 5 10	3 2 8	10 7 9	5 14 7
Mubammadans ...	3 0 8	4 14 5	7 3 11	6 7 10
Kakajan Middle English School ...	1 1 2	3 11 3	4 0 0	6 5 2

The averages are taken over the twelve months of the year.

203. The effects of the political agitation on school and college discipline have been touched on in other chapters.

Discipline.

In view of the prevalence of disorder it was found necessary to define the responsibility of masters for the conduct of their pupils.

In the School Manual it was stated that masters would be held to have failed to prove their ability to manage their schools if their boys were guilty of misconduct or were rude or discourteous in their manners. This general responsibility, which was not bounded by school hours or the school limits, was excessive, as also the permission following thereon to check the misbehaviour of pupils (in or out of school) by punishment. The following orders were accordingly issued :—

1. The responsibility of masters for the conduct of their pupils is not limited by the school timetable or by the walls of the school house. Their personal influence and the effects of their training will be apparent in the behaviour of their pupils outside school hours.

2. During the course of the school session masters will be in authority over their pupils and entitled to control and correct them :—

(1) In school or playground during or out of school hours.

(2) On all occasions in or out of school hours when they appear in public rather as pupils of the school than as individuals, *e.g.*, going to or coming from school or playground in group, attending prize-givings or other meetings, or taking part in school-boy demonstrations.

(3) In hostel at all times and in all circumstances.

3. It will be the duty of masters to inculcate sound morals, good manners and respect for constituted authority. Masters will be supported in checking misbehaviour by punishment.

4. On occasions or in circumstances other than those dealt with in article 2, the responsibility and the duties of correction and control rest ordinarily upon parents and guardians. Headmasters must however take cognizance of misbehaviour on the part of their pupils when correction or punishment is necessary in the public interest, *e.g.*, when the offence is of a public nature or when it is such as sets a bad example and is likely if uncorrected to impair the behaviour of the offender's fellow pupils or the discipline of the school :—

(a) In cases of grave offence expulsion or rustication may be indicated. Such cases will be reported at once to the Managing Committee for their consideration and orders.

(b) In other cases it will be the duty of Headmasters to bring the facts at once to the notice of the guardians concerned and to assure themselves that suitable punishment is administered. It is immaterial whether such punishment is administered by the guardians themselves or by the Headmaster at their request so long as the punishment is suitable and adequate.

(c) Failing suitable and adequate punishment as in (b) above the Headmaster will suspend the pupil's attendance and, in the event of continued default, report the facts to the School Committee with a view to the removal of the pupil's name from the rolls. In all such cases of removal an appeal against the Headmaster's decision will lie from the parent or guardian concerned to the Inspector of Schools.

In the middle of last school year it was found necessary to issue a Memorandum in regard to discipline for the guidance of educational officers and the managing committees of high schools. The Memorandum is printed as an appendix. School authorities were requested to take it into immediate consideration and to communicate their decisions to pupils and guardians. It is believed that this Memorandum had a useful effect in restoring discipline.

Much credit is due to Headmasters generally for the good sense and firmness which they displayed in dealing with indiscipline.

APPENDIX.

OFFICE MEMORANDUM, DATED 17TH JUNE 1921.

The Director of Public Instruction hopes that those schools which have been troubled with disciplinary disturbances in the first half of the current school year will settle down quietly after the summer vacation to make good the ground which they have lost.

2. In dealing with the cases of indiscipline which have arisen it has been generally recognized by school authorities that the blame for school strikes, *hartals* and indiscipline generally has not rested mainly upon the pupils who have participated or upon their guardians, but upon agitators desiring to embarrass Government who have put school boys in the forefront of their battle. Pupils guilty of indiscipline have therefore been treated with indulgence.

3. But in some cases guardians have not exercised due control over their wards. Indiscipline is infectious. In the interests of every one concerned further disorder must be discouraged. Guardians have had time to consider the position and to make up their minds. They should now decide definitely whether or not they wish to continue their wards in school and take action accordingly.

4. Withdrawal, if it takes place, will, in recognized schools, be operative till the close of the school year.

In itself, withdrawal cannot of course be regarded as an offence, and pupils who have been withdrawn will, on presenting themselves for re-admission next year, be re-admitted to the classes they have left subject to the ordinary rules regarding class limits and the transfer and admission of pupils.

5. Pupils returning after the vacation will be held to have done so on the understanding that they will remain till the end of the year and will abide strictly by the school discipline. Breach of this understanding should be followed by punishment. The nature and measure of the punishment

to be inflicted will be for the decision of school authorities. The following suggestions are put forward for their consideration :—

- (1) Expulsion is a punishment which should be resorted to only in extreme cases. A pupil expelled from one school is expelled from all. He can find admission nowhere and is turned loose on society.
- (2) Long periods of rustication are frequently equivalent to expulsion. The habit of study is broken and the pupil does not return. Rustication should ordinarily therefore be for short periods—three months or less. A pupil rusticated for such a period can by strenuous work regain the position which he has lost.

In cases of particular gravity re-admission may be subject to corporal punishment.

- (3) To discourage participation in *hartals* or absences for political reasons on a specified date or specified dates it may ordinarily suffice in the case of first offenders to suspend the absentees, subject to re-admission on—

(a) application from their guardians with an undertaking that there will be no recurrence and

(b) the payment of fines at not less than double the usual rates for the period of absence. (See in this connection paragraph 5.)

Ringleaders, offenders for a second time, and those who take part in picketing or the like should be more severely punished. In their case prolonged suspension with absence fines or rustication may be indicated and re-admission may be subject to corporal punishment.

- (4) In the case of school strikes for political reason or reasons bearing a political complexion the ordinary penalty for pupils participating might be rustication for short periods, re-admission being subject to corporal punishment in the case of ringleaders and picketers.
- (5) *When it can be avoided* the pupil should not suffer for the guardian's fault or *vice versa*. Corporal punishment affects the pupil, fining the guardian. In doubtful cases it may be left to the guardian to decide which punishment is appropriate.

CHAPTER XVII.

EDUCATION OF DEFECTIVES.

204. There is no school for the education of defectives in Assam. And the financial situation and the present backwardness of general education lend little encouragement to the hope that we shall be able to maintain such a school in the near future. It is equally improbable that anything adequate will be done, either on a large scale or on a small scale, by charitable organisations or by the agency of local bodies.

An endeavour was made some years ago to ascertain the scope of the problem and to outline requirements. The Hill Districts had to be omitted on account of language difficulties and the enquiry proceeded with reference to males alone. It was estimated that for deaf-mutes the annual cost in direct charges would amount to at least Rs. 1,20,000—say Rs. 2,00,000 at present rates. The education of the blind would probably be equally expensive. A proposal to make a start by establishing a small school at Gauhati at a cost of Rs. 30,000 initial and Rs. 10,000 annually recurring expenditure (say Rs. 40,000 to Rs. 50,000 and Rs. 16,000 to Rs. 17,000) had to be held over.

The Administration sanctioned a scholarship or stipendiary scheme, the stipends 24 in number, being tenable in the Calcutta schools for the blind and for the deaf and dumb.

The following figures are supplied as desired by the Commissioner for education :—

Description.	Number of persons between the ages of 5 and 20.		
	Boys.	Girls.	Total.
Deaf-mute	1,277	966	2,243
Blind	640	417	1,017

CHAPTER XVIII.

TEXT-BOOKS AND PUBLICATIONS.

205. To advise the Director of Public Instruction in the matter of school books there is a Provincial Text-Book Committee in Assam and four local committees. The Provincial committee deals with books in English and in the classical languages. The local committees, *viz.*, the Surma Valley Committee, the Assam Valley Committee, the Khasi and Jaintia Hills Committee and the Garo Hills Committee, deal with publications in Bengali and Urdu, in Assamese, in Khasi and in Garo, respectively.

The two Hills committees have merely a nominal existence.

When text-books in other languages are wanted such arrangements are made as may be feasible—if any are feasible—without the intervention or assistance of a regularly constituted committee.

The Provincial Text-Book Committee consists of 16 members, 8 officials and 8 non-officials exclusive of the Director of Public Instruction who is *ex-officio* the president. The senior Inspector of Schools is ordinarily the secretary.

The Surma Valley and Assam Valley committees consist of six members, 3 officials and 3 non-officials exclusive of the Inspector of Schools who is *ex-officio* the president. Ordinarily the Assistant Inspector of Schools is the secretary.

The Khasi and Jaintia and the Garo Hills committees consist of 1 official and 2 non-officials exclusive of the Director of Public Instruction who is *ex-officio* the president and secretary.

All members of text-book committees are appointed by Government on the recommendation of the Director of Public Instruction. Service is unremunerated. The thanks of the Department are due to the unofficial members who undertake this work and perform valuable service.

206. Prior to 1917 the Text-Book Committees in Assam worked under the old type rules. These rules were unsound in principle and laborious and ineffectual in practice. Work proceeded on the initiative of publishers who deluged the head office with publications for examination without regard to provincial needs as these were outlined in the provincial syllabuses. These publications, after such elimination of the obviously inappropriate as the head office had time to effect, went direct to the text-book committees, largely unofficial and ignorant of requirements, who advised whether they should be—

- (1) prescribed for government schools ;
- (2) entered in an alternative list for other recognised schools ;
- (3) included in the list of prize and library books.

As regards the first list which prescribed the books to be used in government schools, no provision was made to enable the committees to compare the new books with those already on the list. And government schools were bound down to the use of text-books in the selection of which they had no voice.

If the books seemed to have some bearing on requirements, to be moderately priced, and to be free from offence, they were put in to the alternative list, which grew from year to year to the bewilderment of aided school authorities who looked for guidance and did not get it.

If the books were obviously useless, the tendency of the committees was to give them a home in the prize and library list.

The system involved the head office and the committees in work which they were not staffed to perform. Work was always in arrear.

With the advice of the Central Text-Book Committee a new system was introduced tentatively in February 1917. After two years successful working, this system was permanently approved by Government in 1919.

The new procedure has reduced work by more than half both in the head office and in the committees and has greatly improved efficiency.

Its main differentia are these :—

- (1) A single list is maintained for all recognised schools of the same kind, whether government, aided or unaided. It aims at providing an option of

at least three suitable books in each class and subject.

- (2) The initiative in the matter of additions and alterations is put in the hands of educational authorities, who are consulted annually with reference to the revision of the list.
- (3) The text-book committees have, ordinarily, to deal only with books which are recommended by school authorities. These books are under rule referred to them with a copy of the syllabus and with the books already on the list for which they are recommended as substitutes.

This is a very general outline of the system. Details will be found in Chapter XII of the Rules and Orders. The only defect hitherto discovered is that educational authorities do not take full advantage of the opportunities which the system puts in their hands of making their own views and influence felt.

It will be plain that when there is an insufficiency of text-books in any class or subject, and the market does not supply what is wanted, the procedure outlined above does not assist. Provision is therefore made to allow the Director to advertize requirements annually. A print of the gazette notification is sent to the leading publishers, and books submitted in response are referred direct to the appropriate committee for examination.

207. The list of text-books for Assamese schools is weak in literature, Grammar, History, Geography and Science.

Defect of Assamese text-books.

The production of a series of text-books adapted to the curriculum in force in the Garo Hills was undertaken under departmental auspices. History and Geography books for which suitable rewards were offered are still wanting. The schools in the Khasi and Jaintia Hills also suffer from the want of suitable text-books.

Preparation of text-books for Hills schools.

208. Vernacular education languishes for want of literature. An efficient organization for the production, by translation or otherwise, and the distribution and sale, of a cheap vernacular literature which would be congenial to the villager—it would have to be very cheap—might do much for advancement. As it is, the villagers are left for modern reading to the vernacular press, which is from the village point of view expensive, and from the government point of view not altogether wholesome. Education starves in the villages. There is nothing to nourish it.

Publications.

A circulating library in a town is an ever green tree of diabolical knowledge. The time will come I hope when these ever green trees will be planted all over the province. They are the first and best form of continuation school.

209. The use of school libraries increases. Arrangements were made in the course of the quinquennium for (1) purging libraries of useless accumulations, obsolete text-books and so forth, (2) cataloguing according to the decimal system, (3) stock-taking annually.

School libraries.

The Surma Valley Inspector reports that particularly good work in organizing the use of the school library has been done at Karimganj high school. The Assam Valley Inspector advises that the introduction of the class library system has been attended with good results.

As the habit of reading anything except journalistic or ephemeral literature grows more common amongst the staff, we may expect it to develop more rapidly amongst the pupils. But once the magic of a degree and a government appointment has been brought off, the tendency is for masters to "drown their books." This is nature. Vernacular literature is not ordinarily interesting. And English literature is difficult to understand.

J. R. CUNNINGHAM,

Director of Public Instruction, Assam.

GENERAL TABLE I.

EDUCATION—GENE

Abstract Statement of Colleges, Schools and Scholars in Assam

[For details, see

Area and population.			Particulars.	Public	
Total area, in square miles.	Number of towns and villages.	Population.		University Education.	
				Arts colleges.	Professional colleges.
1	2	3	4	5	6
53,015	Towns ... 28	Males ... 3,961,109	<i>Institutions.</i> For males ...	3	1
	Villages ... 30,985	Females... 3,645,121	„ females ...	...	...
	Total ... <u>31,013</u>	Total ... <u>7,606,230</u>	Total ...	3	1
			<i>Scholars.</i>		
			Males ...	767	52
			Females ...	...	...
			Total ...	767	52

RAL TABLE I.

at the end of the official year 1921-1922.

General Table III.]

Institutions.						Private Institutions.			Grand total.	Average number of towns and villages served by		Percentage to population of scholars in	
School Education—General.			School Education—Special.			Advanced.	Elementary and others.	Total.		Public Institutions.	All Institutions.	Public Institutions.	All Institutions.
Secondary schools.	Primary schools.	Total.	Training schools.	All other special schools.	Total.								
7	8	9	10	11	12	13	14	15	16	17	18	19	20
300	3,955	4,255	8	96	4,363	32	229	261	4,624	7.1	6.7	...	...
36	343	379	2	1	382	...	15	15	397	81.18	78.11	...	...
336	4,298	4,634	10	97	4,745	32	244	276	5,021	6.53	6.17	...	...
31,785	115,967	177,752	349	2,286	181,206	963	6,094	7,057	188,263	...	...	4.57	4.7
3,537	23,184	26,721	38	49	26,808	...	1,147	1,147	27,955	...	...	73	76
35,322	169,151	204,473	387	2,335	208,014	963	7,241	8,204	216,218	...	...	2.73	2.84

EDUCATION—GENE
Abstract Return of Expenditure on Public Instruction

[For details, see

	Total Direct Expenditure on Public Instruction.					
	Collegiate Education.		School Education, General.		School Education, Special.	
	Arts colleges.	Professional colleges.	Secondary schools.	Primary schools.	Training schools.	All other special schools.
1	2	3	4	5	6	7
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1. Institutions ... { For males	2,74,158	16,052	9,50,837	8,38,695	71,257	63,612
{ „ females ... ..	...	...	1,38,137	73,588	2,562	3,592
Total ...	2,74,158	16,052	10,88,974	9,12,283	73,819	67,204
2. (a) Percentages of Provincial Expenditure included in columns 2—16 to Total Provincial Expenditure on Public Instruction	10·65	·53	23·98	26·23	3·07	2·24
(b) Percentages of Local Fund Expenditure included in columns 2—16 to Total Local Fund Expenditure on Public Instruction ... ..	...	...	19·2	57·51	·66	·17
(c) Percentages of Municipal Fund Expenditure included in columns 2—16 to Total Municipal Expenditure on Public Instruction ... ..	...	...	40·66	39·18	·15	2·47
(d) Percentages of Total Expenditure in columns 2—16 to Total Expenditure on Public Instruction	7·86	·46	31·02	26·18	2·15	1·92
3. Average annual cost of educating each pupil in—	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Government institutions. { Cost to Provincial Revenues ...	295 2 1	216 2 1	42 2 8	9 1 1	202 6 8	217 1 2
{ Cost to Local and Municipal Funds ...	...	...	...	...	8 9 0	...
{ Total cost ...	347 7 7	297 4 1	56 4 11	9 1 2	210 15 8	229 12 0
Local Fund and Municipal Board schools. { Cost to Provincial Revenues ...	...	...	4 14 11	3 9 6	...	40 3 10
{ Cost to Local and Municipal Funds ...	...	...	5 6 1	1 4 5	...	...
{ Total cost ...	...	...	11 6 2	5 5 8	...	40 3 10
Aided Institutions.. { Cost to Provincial Revenues ...	...	...	9 4 2	2 11 1	59 6 1	7 3 8
{ Cost to Local and Municipal Funds ...	...	...	2 10 11	0 3 3	...	1 1 0
{ Total cost ...	...	...	32 13 11	7 8 4	109 1 5	16 12 3
Unaided Institutions—Total cost ...	...	...	28 12 9	3 8 6	...	6 2 3
All Institutions { Cost to Provincial Revenues ...	295 2 1	216 2 1	14 14 4	3 8 7	172 10 1	22 6 6
{ Cost to Local and Municipal Funds ...	...	...	2 8 8	1 7 4	6 12 6	0 11 9
{ Total cost ...	347 7 7	297 4 1	30 15 3	5 1 0	189 12 3	30 10 9

RAL TABLE II.

in Assam for the year 1921-1922.

General Table IV.]

Total Indirect Expenditure on Public Instruction.								Total Expenditure on Public Instruction.	Remarks.
Total.	University.	Direction.	Inspection.	Scholarships.	Buildings.	Miscellaneous.	Total.		
8	9	10	11	12	13	14	15	16	17
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
22,14,611	}	58,396	2,54,919	1,11,140	3,29,452	2,97,531	10,51,438	34,83,928	
2,17,879									
24,32,490	...	58,396	2,54,919	1,11,140	3,29,452	2,97,531	10,51,438	34,83,928	
66.73	...	2.66	11.66	3.8	10.62	4.49	33.27	100%	
77.56	4.68	12.77	4.97	22.44	100%	
82.48	7.73	8.44	1.33	17.52	100%	
69.82	...	1.67	7.31	3.19	9.45	8.54	30.18	100%	
Rs. a. p.									
51 3 7									
8 9 0									
63 1 2									
3 11 5									
2 0 5									
5 12 7									
5 4 0									
0 10 1									
16 11 0									
14 11 3									
7 4 3									
1 10 5									
12 1 11									

TABLE III.
Assam for the official year 1921-1922.

Institutions.								Grand total of Institutions.	Grand total of scholars on 31st March.	Number of scholars on the 31st March learning —			No. of girls in boys' schools.	No. of boys in girls' schools.
Under private management.										English.	A classical language.	A vernacular language.		
Aided by Government, by Local Funds or Municipal Boards.			Unaided.	Number of Institutions.	Number of scholars on the rolls on 31st March.	Average number on the rolls monthly during the year.	Average daily attendance.							
10	11	12	13					14	15	16	17	18	19	20	21	22	23	24
...	...	...	...	...	...	...	...	8	753	719	453	715	..	...
...	...	...	...	...	...	...	...	1	16	...	16	...	...	...
...	...	...	...	...	...	...	...	1	52	52	...	...	...	...
...	...	...	...	...	...	...	...	4	810	771	498	715	...	...
12	2,865	2,766	2,148	11	2,137	2,077	1,637	41	11,102	11,072	5,866	11,011	...	...
72	4,412	4,546	3,476	40	2,351	2,353	2,009	126	7,887	7,514	174	17,674	105	...
2	182	188	125	2	149	145	79	133	13,094	...	56	13,034	251	...
2	496	501	359	...	...	...	...	3	627	460	13	627	...	51
9	958	947	682	3	104	156	140	16	1,542	767	59	1,316	...	69
4	355	363	238	...	...	...	...	17	1,150	...	...	1,150	...	18
101	9,068	9,251	7,028	56	4,801	4,931	3,925	336	35,324	19,613	6,168	34,812	356	193
624	16,632	16,734	12,477	164	4,895	4,704	3,543	3,957*	158,691	575	2,472	158,545	13,021	...
10	457	426	294	28	879	823	605	343	10,511	23	238	10,511	...	348
634	17,089	17,160	12,771	190	5,774	5,522	4,153	4,300	169,202	598	2,710	169,056	13,021	348
1	47	47	31	..	...	...	..	8	353	33	155	353	4	..
2	34	34	30	..	...	...	..	2	34	...	...	34	...	..
4	75	60	48	..	...	...	..	11	158	...	...	24	...	..
...	...	...	...	...	...	...	...	1	14	...	...	...	...	..
34	1,080	1,010	762	50	971	897	682	85	2,165	148	2,033	494	35	...
41	1,236	1,100	871	50	971	897	682	107	2,722	181	2,187	905	39	...
778	27,393	27,671	20,670	296	11,546	11,360	8,760	4,747	205,065	21,363	11,563	205,488	13,416	486
...	...	...	...	...	...	...	...	11	607	41	607	62	..	...
...	...	...	...	...	...	...	...	21	356	...	356	..	..	...
...	...	...	...	...	...	...	...	48	1,464	...	...	1,404	134	...
...	...	...	...	...	...	...	...	9	233	...	...	233	...	20
...	...	...	...	...	...	...	...	104	2,005	...	2,905	...	571	...
...	...	...	...	...	...	...	...	5	105	...	105	...	...	35
...	...	...	...	...	...	...	...	79	2,412	905	40	2,341	37	...
...	...	...	...	...	...	...	...	1	122	33	...	122	..	..
...	...	...	...	...	...	...	...	776	8,204	979	4,013	4,222	72	25
...	...	...	...	...	...	...	...	4,626	201,931	21,059	15,161	195,717	14,153	...
...	...	...	...	...	...	...	...	807	14,338	1,233	415	13,093	...	511
...	...	...	...	...	...	...	...	5,023	216,269	22,342	15,576	209,710	14,158	541

* Statistics of 2 night schools attended by 51 pupils have been included in columns 18 and 19 of this table against primary schools for 1921.

EDUCATION—GENERAL TABLE III-A.

Number of Scholars on the 31st March 1922, in Assam classified according to Sex, Race, or Creed.

1	2	3	Hindus.		6	7	8	9	10
			Brahmans.	Non-Brahmans.					
	Europeans and Anglo-Indians.	Indian Christians.			Muhammadans.	Buddhists.	Parsis.	Others.	Total.
	2	3	4	5	6	7	8	9	10
COLLEGIATE EDUCATION.									
<i>Arts Colleges.</i>									
English	...	9	181	414	146	...	...	2	752
	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Oriental	...	...	15	...	...	...	...	...	15
	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
<i>Colleges for Professional Training.</i>									
Law	...	1	16	31	4	...	...	...	52
	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Medicine	...	...	...	...	...	...	...	...	...
	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Engineering	...	...	...	...	...	...	...	...	...
	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Teaching	...	...	...	...	...	...	...	...	...
	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Agriculture	...	...	...	...	...	...	...	...	...
	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Veterinary	...	...	...	...	...	...	...	...	...
	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Commercial	...	...	...	...	...	...	...	...	...
	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Forestry	...	...	...	...	...	...	...	...	...
	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Total	...	10	212	445	150	...	...	2	819
SCHOOL EDUCATION—GENERAL.									
<i>Secondary Schools.</i>									
For Males—									
High Schools	...	147	558	2,202	6,556	1,630	3	206	11,102
	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Middle Schools—									
English	...	5	880	1,294	4,246	908	10	419	7,762
	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	81	2	11	...	...	11	105
Vernacular	...	...	28	1,533	8,478	1,781	6	957	12,783
	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	19	212	5	...	15	251
For Females—									
High Schools	...	...	35	...	3	...	...	13	51
	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	273	35	184	16	...	63	576
Middle Schools—									
English	...	24	34	...	8	3	...	...	69
	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	149	388	161	617	126	...	32	1,473

EDUCATION—GENERAL TABLE III-A—continued.

Number of Scholars on the 31st March 1922, in Assam classified according to Sex, Race, or Creed.
—continued.

	Europeans and Anglo-Indians.	Indian Christians.	Hindus.		Muhammadans.	Buddhists.	Parsis.	Others.	Total.
			Brahmans.	Non-Brahmans.					
1	2	3	4	5	6	7	8	9	10
SCHOOL EDUCATION—GENERAL									
—concluded.									
<i>Secondary Schools—concluded.</i>									
For Females—concluded.									
Middle Schools—concluded.									
Vernacular ...	{ Male ...	2	...	10	...	...	...	6	18
	{ Female ...	1	61	133	798	96	...	43	1,132
Total ...	...	326	2,140	5,379	21,123	4,565	19	1,770	35,322
<i>Primary Schools.</i>									
For Males ...	{ Male ...	7,577	8,744	77,759	34,560	81	...	16,898	145,619
	{ Female ...	4,377	652	4,642	894	...	...	2,456	13,021
„ Females ...	{ Male ...	11	32	189	100	...	...	16	348
	{ Female ...	118	1,229	6,628	1,922	2	...	264	10,163
Total ...	...	12,083	10,657	89,218	37,476	83	...	19,634	169,151
SCHOOL EDUCATION—SPECIAL.									
Training Schools.	{ Male ...	52	44	158	40	1	...	54	349
	{ Female ...	18	1	11	...	...	...	8	38
Schools of Art...	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Law Schools ...	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Medical Schools	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Engineering and Surveying Schools.	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Technical and Industrial Schools.	{ Male ...	15	10	101	11	...	...	19	156
	{ Female ...	13	...	...	...	...	...	1	14
Commercial Schools.	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Agricultural Schools.	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Reformatory Schools.	{ Male ...	...	...	...	...	...	...	...	...
	{ Female ...	...	...	...	...	...	...	...	...
Other Schools...	{ Male ...	...	1,307	64	759	...	...	...	2,130
	{ Female ...	...	2	...	33	...	...	...	35
Total ...	...	98	1,364	334	843	1	...	82	2,722
Total of Colleges and Schools of Public Instruction ...	...	326	14,931	17,612	111,120	43,034	103	21,488	208,011

EDUCATION—GENERAL TABLE III-A—concluded.

Number of Scholars on the 31st March 1922, in Assam classified according to Sex, Race, or Creed—concluded.

I	Europeans and Anglo-Indians.	Indian Christians.	Hindus.		Muhammadans.	Buddhists.	Parsis.	Others.	Total.
			Brahmans.	Non-Brahmans.					
1	2	3	4	5	6	7	8	9	10
PRIVATE INSTITUTIONS.									
1. Advanced teaching—									
(a) Arabic or Persian.					607				607
{ Male ...	...	...	...	...	
{ Female ...	...	...	...	...	
(b) Sanskrit ...			329	27					356
{ Male ...	...	...	...	...	
{ Female ...	...	...	...	...	
(c) Any other Oriental Classic.									
{ Male ...	...	...	...	...	
{ Female ...	...	...	...	...	
2. Elementary teaching—									
(a) A-Vernacular only or mainly—									
For Males ...		2	29	600	168			581	1,330
{ Male ...	...	...	...	...	
{ Female ...	...	3	1	103	3			24	134
For Females...		3	1	9	3			4	20
{ Male ...	...	...	...	...	
{ Female ...	...	9	15	153	32			4	213
(b) The Koran only—									
For Males ...					2,334				2,334
{ Male ...	...	...	...	...	
{ Female ...	...	...	...	...	571				571
For Females...					35				35
{ Male ...	...	...	...	...	
{ Female ...	...	...	...	...	70				70
3. Other schools not conforming to Departmental Standards—									
For Males ...	4	69	133	1,642	227			300	2,375
{ Male ...	...	...	...	...	
{ Female ...	...	...	...	18	1			18	37
For Females...									
{ Male ...	...	...	...	...	
{ Female ...	...	...	31	90	1				122
Total of Private Institutions ...	47	86	539	2,642	4,052			881	8,201
Grand Total ...	330	14,417	18,151	113,762	47,096	103		22,369	216,218

GENERAL TABLE III-B.

Number of European Colleges

Class of Institution.	Public							
	Managed by Government...				Under private			
					Aided by Government, by Local Funds or Municipal Boards.			
	Number of institutions	Number of scholars on the rolls on 31st March.	Average number on the rolls monthly during the year.	Average daily attendance.	Number of institutions.	Number of scholars on the rolls on 31st March.	Average number on the rolls monthly during the year.	Average daily attendance.
1	2	3	4	5	6	7	8	9
UNIVERSITY EDUCATION.								
<i>Arts Colleges.</i>								
English ...	{	For males ...	...	...	...	...	...	...
		For females ...	...	...	...	...	...	...
<i>Colleges for Professional Training.</i>								
Teaching ...	{	For males ...	...	...	...	...	...	...
		For females ...	...	...	...	...	...	...
Total ...		...	...	...	...	...	...	...
SCHOOL EDUCATION,—GENERAL.								
<i>Secondary schools.</i>								
High schools for males ...		...	...	...	1	150	151	145
Middle schools—English—for males ..		...	...	...	...	...	...	...
High schools for females ...		...	...	...	...	...	...	...
Middle schools—English—for females ...	1	64	66	61	2	111	110	108
Total ...	1	64	66	61	3	261	261	253
<i>Primary schools.</i>								
For males ...		...	...	...	...	...	...	...
For females ...		...	...	...	...	...	...	...
Total ...		...	...	...	...	...	...	...
SCHOOL EDUCATION,—SPECIAL.								
Training schools ...	{	For males ...	...	...	...	...	...	...
		,, females ...	...	...	...	...	...	...
Schools of arts ...	{	For males ...	...	...	...	...	...	...
		,, females ...	...	...	...	...	...	...
Engineering and Surveying schools.	{	For males ...	...	...	...	...	...	...
		,, females ...	...	...	...	...	...	...
Total ...		...	...	...	...	...	...	...
Total of colleges and schools of Public Instruction.	1	64	66	61	3	261	261	253
Private institutions ...								
Total of private institutions ...								
Grand total of all institutions ...								

GENERAL

Expenditure on Public Instruction

Objects of expenditure.		Public					
		Under Public					
		Managed by					
		Provincial Revenues.	Local Funds.	Municipal Funds.	Fees.	Endowments.	
1		2	3	4	5	6	
UNIVERSITY EDUCATION.		Rs.	Rs.	Rs.	Rs.	Rs.	
<i>Arts Colleges.</i>							
English	... { For males ,, females ...	2,29,755	...	...	41,300	...
Oriental	... { For males ,, females ...	3,103	...	...	...	...
<i>Colleges for Professional Training.</i>							
Law	... { For males ,, females ...	11,671	...	...	4,381	...
Total		2,44,529	...	...	45,681	...
SCHOOL EDUCATION, GENERAL.							
<i>Secondary Schools.</i>							
Direct expenditure.	High Schools for males	2,75,543	...	...	1,17,648	529
	Middle Schools ,, ,,	{ English 16,042 Vernacular 36,555	...	...	3,294 268	...
	High Schools for females	9,137	...	...	1,012	...
	Middle Schools ,, females	{ English 35,017 Vernacular 6,725	...	...	4,102 63	...
	Total		3,79,019	1,26,387	529
	<i>Primary Schools.</i>						
Direct expenditure.	For males	42,405	...	...	...	...
	,, females	...	...	...	...	...
	Total		42,405
SCHOOL EDUCATION, SPECIAL.							
Direct expenditure.	Training Schools	{ For males 62,345 ,, females ...	2,578	60	...	...
	Technical and Industrial Schools	{ For males 18,920 ,, females 3,592	...	...	...	1,569
	Other Schools	{ For males 17,430 ,, females ...	...	...	763	...
	Total		1,02,287	2,578	60	763	1,569
	Total direct expenditure		7,68,240	2,578	60	1,72,831	2,098
	<i>Indirect expenditure.</i>						
Indirect expenditure.	Buildings, furniture and apparatus	2,11,978	...	...	...	...
	Direction	...	...	...	...	...
	Inspection	...	...	...	...	...
	Scholarships held in—	...	...	...	...	...
	Arts Colleges	...	...	...	...	...
	Medical Colleges	...	...	...	...	...
	Other Professional Colleges	...	...	...	...	...
	Secondary Schools	...	...	...	...	...
	Primary Schools	...	...	...	...	...
	Medical Schools	...	...	...	...	...
	Technical and Industrial Schools	...	...	...	...	...
	Other Special Schools	...	...	...	...	...
	Miscellaneous	...	...	...	...	...
Hostel, Boarding charges	...	...	...	...	...
Total		2,11,978	...	...	...	...
Total indirect expenditure		2,11,978	...	...	...	...
Total expenditure on Public Instruction		9,60,218	2,578	60	1,72,831	2,098	

N.B.—The Local and Municipal Fund expenditure of Nowgong Local Board could not be supplied by the Deputy Inspector

TABLE IV.

in Assam for the official year 1921-1922.

Institutions.								
Management.								
Government.		Managed by Local Funds and Municipal Boards.						
Subscriptions and other sources.	Total.	Provincial Revenues.	Local Funds.	Municipal Funds.	Fees.	Endowments.	Subscriptions and other sources.	Total.
7	8	9	10	11	12	13	14	15
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
...	2,71,055	...	...	...	...	...	...	...
...
...	3,103	...	...	...	...	...	...	...
...
...	16,052	...	...	...	...	...	...	...
...
...	2,90,210	...	...	...	...	...	...	...
...
183	3,93,908	...	...	...	...	...	...	...
...	19,336	4,366	4,184	912	9,660	...	1,387	20,509
2	36,825	50,584	44,918	8,656	667	215	931	1,05,971
...	10,149	...	...	...	...	...	...	...
...	39,119	...	...	...	...	...	...	...
...	6,788	4,807	3,711	2,260	...	...	...	10,278
185	5,06,120	59,257	52,813	11,828	10,327	215	2,318	1,36,758
...
13	42,418	4,44,224	2,00,156	11,464	35	36	2,608	6,58,523
...	...	40,419	20,158	1,556	...	...	604	62,737
13	42,418	4,84,643	2,20,314	13,020	35	36	3,212	7,21,260
...
...	64,983	...	...	...	...	...	...	...
...
...	20,489	1,328	...	...	...	...	...	1,328
...	3,592	...	...	...	...	...	...	...
...	18,193	...	...	...	...	...	...	...
...
...	1,07,257	1,328	...	...	...	...	...	1,328
198	9,46,005	5,45,228	2,73,127	24,848	10,362	251	5,530	8,59,346
250	2,12,228	6,457	48,128	3,191	...	4,500	9,561	71,837
...
...
...
...
...
...
...
...
...
250	...	...	...	...	...	...	...	...
250	2,12,228	6,457	48,128	3,191	...	4,500	9,561	71,837
418	11,58,233	5,51,685	3,21,255	28,039	10,362	4,751	15,091	9,31,183

of Schools owing to the offices being destroyed by fire. Hence they are not included in this as well as in General Table VII. 1

Expenditure on Public Instruction

Objects of expenditure.				Public						
				Under private						
				Aided by Government or by Local or Municipal Boards.						
				Provincial revenues.	Local funds.	Municipal funds.	Fees.	Endowments.	Subscriptions and other sources.	Total.
16	17	18	19	20	21	22				
				Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
UNIVERSITY EDUCATION.										
<i>Arts Colleges.</i>										
English	...	{ For males	...	...	...	...	...	...	...	...
		„ females	...	...	...	...	...	...	...	...
Oriental	...	{ For males	...	...	...	...	...	...	...	...
		„ females	...	...	...	...	...	...	...	...
<i>Colleges for Professional Training.</i>										
Law	...	{ For males	...	...	...	...	...	...	...	...
		„ females	...	...	...	...	...	...	...	...
Total ...				...	...	...	...	...	...	...
SCHOOL EDUCATION, GENERAL.										
<i>Secondary Schools.</i>										
High Schools for males	...	{ English	...	43,984	...	74,056	...	4,941	1,22,981	...
		„ Vernacular	...	17,764	18,659	360	61,970	650	14,375	1,13,778
Middle Schools „	...	{ Vernacular	...	636	...	921	...	551	2,108	...
		„ Vernacular	...	5,928	...	978	1,446	2,339	10,691	...
High Schools for females	...	{ English	...	11,164	1,406	1,147	7,897	2,957	16,604	41,175
		„ Vernacular	...	6,964	1,253	1,101	...	2,047	2,603	13,368
Total ...				85,840	21,318	3,529	1,44,901	7,100	41,413	3,04,101
<i>Primary Schools.</i>										
For males	40,918	1,715	1,117	240	5,838	71,728	1,21,556
„ females	5,306	...	660	243	...	1,257	7,496
Total ...				46,224	1,715	1,777	483	5,838	73,015	1,29,052
SCHOOL EDUCATION, SPECIAL.										
Training Schools	...	{ For males	...	2,248	...	...	...	4,026	...	6,274
		„ females	...	2,503	...	...	...	...	...	2,562
Law Schools...	...	{ For males	...	...	...	...	...	...	...	...
		„ females	...	...	...	...	...	...	...	...
Medical Schools	...	{ For males	...	...	...	...	...	...	...	...
		„ females	...	...	...	...	...	...	...	...
Technical and Industrial Schools.	...	{ For males	...	650	461	...	...	...	2,208	3,319
		„ females	...	...	...	...	...	...	...	...
Other Schools	...	{ For males	...	7,228	216	935	919	1,238	4,238	14,774
		„ females	...	...	...	...	...	...	...	...
Total ..				12,638	677	935	919	5,264	6,446	26,929
Total direct expenditure.				1,44,752	23,710	6,241	1,46,303	18,202	1,20,874	4,60,033
<i>Buildings, furniture and apparatus ...</i>				13,827	1,199	...	5,874	1,000	15,711	37,611
<i>University ...</i>				...	...	...	...	...	...	...
<i>Direction ...</i>				...	...	...	...	...	...	...
<i>Inspection ...</i>				...	...	...	...	...	...	...
<i>Scholarships held in—</i>				...	...	...	...	...	...	...
<i>Arts Colleges ...</i>				...	...	...	...	...	...	...
<i>Medical Colleges ...</i>				...	...	...	...	...	...	...
<i>Other Professional Colleges ...</i>				...	...	...	...	...	...	...
<i>Secondary Schools ...</i>				...	...	...	...	...	...	...
<i>Primary Schools ...</i>				...	...	...	...	...	...	...
<i>Medical Schools ...</i>				...	...	...	...	...	...	...
<i>Technical and Industrial Schools ...</i>				...	...	...	...	...	...	...
<i>Other Special Schools ...</i>				...	...	...	...	...	...	...
<i>Miscellaneous ...</i>				...	...	...	...	...	...	...
<i>Hostel, Boarding Charges ...</i>				...	...	...	...	...	...	...
Total				...	...	...	...	...	...	...
Total indirect expenditure				13,827	1,199	...	5,874	1,000	15,711	37,611
Total expenditure on Public Instruction				1,58,579	24,909	6,241	1,52,177	19,202	1,36,585	4,97,633

TABLE IV—concl'd.
in Assam for the official year 1921-1922—concl'd.

Institutions—concl'd.				Total expenditure from—						
management.				Provincial revenues.	Local funds.	Municipal funds.	Fees.	Endowments.	Subscriptions and other sources.	Grand total.
Unaided.										
Fees.	Endowments.	Subscriptions and other sources.	Total.							
23	24	25	26	27	28	29	30	31	32	33
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
...	...	...	...	2,29,755	...	...	41,300	...	...	2,71,055
...
...	...	...	...	3,103	...	...	...	...	...	3,103
...
...	...	...	...	11,671	...	...	4,381	...	...	16,052
...
...	...	...	...	2,44,529	...	...	45,681	...	...	2,90,210
...
39,794	14,204	22,020	76,018	3,19,527	...	...	2,31,498	14,733	27,144	5,92,902
32,668	1,515	24,781	58,964	38,172	22,843	1,272	1,07,592	2,165	40,543	2,12,587
...	...	444	444	87,775	44,918	3,577	935	215	1,928	1,45,348
...	...	...	...	15,065	...	...	1,990	1,446	2,339	20,840
313	2,120	4,136	6,569	46,181	1,406	1,147	12,312	5,077	20,740	86,863
...	...	...	...	17,396	4,964	3,361	63	2,047	2,603	30,434
72,775	17,839	51,381	1,41,995	5,24,116	74,131	15,357	3,54,390	25,683	95,297	10,88,974
...
...	1,734	14,464	16,198	5,27,547	2,01,871	12,581	275	7,608	88,813	8,38,695
...	1,320	2,035	3,355	45,725	20,158	2,216	243	1,320	3,926	73,588
...	3,054	16,499	19,553	5,73,272	2,22,029	14,797	518	8,923	92,739	9,12,283
...
...	...	...	...	64,593	2,578	60	...	4,026	...	71,257
...	...	...	...	2,562	...	...	...	...	...	2,562
...
...
...
...	...	...	...	20,898	461	...	...	1,569	2,208	25,136
...	...	...	...	3,592	...	...	...	...	...	3,592
478	...	5,031	5,509	24,658	216	935	2,160	1,238	9,269	38,476
...
478	...	5,031	5,509	1,16,303	3,255	995	2,160	6,833	11,477	1,41,023
73,253	20,893	72,911	1,67,057	14,58,220	2,99,415	31,149	4,02,749	41,444	1,99,513	24,32,490
...
435	1,036	6,305	7,776	2,32,262	49,327	3,191	6,309	6,536	31,827	3,29,452
...
...	...	...	...	58,396	...	...	...	...	...	58,396
...	...	...	...	2,54,919	...	...	...	...	...	2,54,919
...
...	...	...	...	42,513	...	...	...	...	277	42,790
...	...	...	...	525	...	...	...	...	...	525
...	...	...	...	9,069	...	...	...	...	...	9,069
...	...	...	...	18,309	15,259	2,921	...	1,878	3,308	41,675
...	...	...	...	6,737	861	...	...	...	476	8,074
...	...	...	...	...	840	...	...	...	...	840
...	...	...	...	2,616	1,119	...	...	...	120	3,855
...	...	...	...	3,452	...	...	...	860	...	4,312
...	...	...	...	40,356	18,848	504	2,692	1,236	5,361	69,547
...	...	...	...	57,429	367	...	1,36,247	5,287	28,654	2,27,934
...	...	...	...	1,81,506	37,294	3,425	1,38,939	9,311	38,196	4,08,671
435	1,036	6,305	7,776	7,27,083	86,621	6,616	1,45,248	15,847	70,023	10,51,438
73,683	21,929	79,216	1,74,833	21,85,303	3,86,036	37,765	5,47,997	57,291	2,69,536	34,83,928

Expenditure on Public Instruction for

Objects of expenditure.	Under public management.					Under private				
	Managed by Government.					Aided by Government or by Local				
	Provincial revenues.	Fees.	Endowments.	Subscriptions and other sources.	Total.	Provincial revenues.	District funds.	Municipal funds.	Fees.	
	1	2	3	4	5	6	7	8	9	10
UNIVERSITY EDUCATION.										
ARTS COLLEGES.										
English										
for males
for females
COLLEGES FOR PROFESSIONAL TRAINING.										
Teaching										
for males
for females
Total
SCHOOL EDUCATION, GENERAL.										
SECONDARY SCHOOLS.										
High schools for males	8,692	..	..	..	15,907
Middle schools—English—for males
High Schools for females
Middle Schools—English—for females	..	20,808	4,016	..	..	24,824	6,434	..	..	7,101
Total	..	20,808	4,016	..	..	24,824	15,126	..	..	23,008
PRIMARY SCHOOLS.										
For males
for females
Total
SCHOOL EDUCATION, SPECIAL.										
Training Schools										
for males
for females
Technical and Industrial Schools.										
for males
for females
Commercial Schools										
for males
for females
Other Schools										
for males
for females
Total
Total Direct Expenditure	..	20,808	4,016	..	..	24,824	15,126	..	..	23,008
Buildings, furniture and apparatus	..	3,661	..	..	..	3,661	800	..	..	3,746
Inspection
Scholarships held in—										
Arts Colleges
Medical Colleges
Other Professional Colleges
Secondary Schools
Primary Schools
Medical Schools
Technical and Industrial Schools
Miscellaneous
Hostel Boarding charges
Total	..	3,661	..	..	..	3,661	800	..	..	3,746
Total Indirect Expenditure	..	3,661	..	..	..	3,661	800	..	..	3,746
Grand total of expenditure on Public Instruction	..	24,469	4,016	..	..	28,485	15,926	..	..	26,754

Stages for instruction of pupils in public schools for general education in Assam

Class of schools.	No. of schools.	No. of pupils on the rolls on 31st March.	High stage.			Middle stage.			Total Secondary stage.			Upper Primary stage.			
			Comprising all pupils who have passed beyond the Lower Secondary (Middle) stage, but have not passed the Matriculation examination.			Comprising all pupils who have passed beyond the Upper Primary stage, but have not passed beyond the Lower Secondary (Middle) stage.			Male.	Female.	Total.	Comprising all pupils who have passed beyond the Lower Primary stage but have not passed beyond the Upper Primary Stage.			
			Male.	Female.	Total.	Male.	Female.	Total.				Male.	Female.	Total.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
SECONDARY SCHOOLS.															
<i>For males.</i>															
Government	{ English ...	23	6,760	3,356	...	3,356	1,668	...	1,668	5,024	...	5,024	851	...	851
	{ Vernacular ...	17	1,849	...	...	...	450	...	450	450	...	450	388	...	388
Local Fund	{ English ...	8	559	...	...	...	249	...	249	249	...	249	162	...	162
	{ Vernacular ...	102	9,634	...	...	...	1,478	8	1,486	1,478	8	1,486	1,307	13	1,410
Municipal Fund.	{ English ...	1	85	...	...	...	42	...	42	42	...	42	24	...	24
	{ Vernacular ...	10	1,220	...	...	...	121	...	121	121	...	121	127	1	128
Aided	{ English ...	84	7,077	1,387	0	1,386	2,463	9	2,472	3,850	18	3,868	1,567	1	1,568
	{ Vernacular ...	2	182	...	...	...	16	...	16	16	...	16	16	...	16
Unaided	{ English ...	51	4,493	1,110	...	1,110	1,375	14	1,389	2,485	14	2,499	915	14	929
	{ Vernacular ...	2	149	...	...	...	19	...	19	19	...	19	16	...	16
Total	...	300	32,003	5,853	9	5,862	7,861	31	7,912	13,734	40	13,774	5,463	29	5,492
<i>For females.</i>															
Government	{ English ...	5	551	...	38	38	...	48	48	...	88	88	...	50	50
	{ Vernacular ...	2	140	...	...	...	...	7	7	...	7	7	...	11	11
Local Fund	{ English ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	{ Vernacular ...	5	300	...	...	...	...	14	14	...	14	14	...	13	13
Municipal Fund.	{ English ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	{ Vernacular ...	6	355	...	...	...	...	16	16	...	16	16	...	24	24
Aided	{ English ...	11	1,454	...	102	102	...	162	161	...	263	263	...	110	110
	{ Vernacular ...	4	355	...	...	...	...	20	20	...	20	20	...	28	28
Unaided	{ English ...	3	164	...	...	...	...	28	26	...	26	26	...	25	25
	{ Vernacular ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Total	...	36	3,319	...	140	140	...	292	292	...	482	482	...	261	261
Total Secondary Schools	...	336	35,322	5,853	140	6,002	7,881	323	8,204	13,734	472	14,206	5,463	290	5,753
PRIMARY SCHOOLS.															
<i>For males.</i>															
Government	...	180	4,877	...	...	...	...	...	...	...	...	...	1	...	1
Local Fund	...	2,958	129,619	...	...	...	2	4	6	2	4	6	95	5	100
Municipal Fund	...	29	2,617	...	...	...	...	...	...	...	...	...	...	...	...
Aided	...	624	16,632	...	...	...	15	...	15	15	...	15	182	9	191
Unaided	...	164	4,895	...	...	...	...	...	...	...	...	...	...	...	...
Total	...	3,065	158,640	...	...	...	17	4	21	17	4	21	278	14	292
<i>For females.</i>															
Government	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Local Fund	...	297	8,727	...	...	...	...	10	10	...	10	10	...	28	28
Municipal Fund	...	10	448	...	...	...	...	...	...	...	...	...	...	4	4
Aided	...	10	457	...	...	...	...	1	1	...	1	1	...	2	2
Unaided	...	26	879	...	...	...	...	...	...	...	...	...	...	6	6
Total	...	343	10,511	...	...	...	...	11	11	...	11	11	...	40	40
Total Primary Schools	...	4,298	160,151	...	...	...	17	15	32	17	15	32	278	54	332
Grand total	...	4,034	204,473	5,853	140	6,002	7,898	338	8,236	13,751	487	14,238	5,741	344	6,085

TABLE V.

at the end of the official year 1921-1922.

Lower Primary stage.									Total of Primary stage.			Grand total.		
Comprising all pupils who have not passed beyond the Lower Primary stage.														
Reading printed books.			Not reading printed books.			Total.								
Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
16	17	18	19	20	21	22	23	24	25	26	27	28	29	30
882	3	885	.	..	...	882	3	885	1,733	3	1,736	0,757	3	6,760
718	0	757	241	13	254	959	22	1,011	1,377	22	1,399	1,827	22	1,819
148	.	148	...	...	..	148	...	148	310	..	310	559	...	559
4,243	116	4,359	2,288	91	2,379	6,531	207	6,738	7,928	220	8,148	9,406	228	9,634
19	...	19	...	..	.	19	...	19	43	..	43	85	..	85
672	...	672	299	.	299	971	..	971	1,098	1	1,099	1,219	1	1,220
1,638	3	1,641	.	.	...	1,638	3	1,641	3,205	4	3,209	7,055	22	7,077
113	...	113	37	...	37	150	...	150	166	...	166	182	...	182
979	60	1,029	29	2	31	1,068	52	1,060	1,923	66	1,989	4,403	60	4,438
72	...	72	42	.	42	114	..	114	130	...	130	149	...	149
9,514	181	9,695	2,936	100	3,042	12,450	287	12,737	17,913	316	18,229	31,647	356	32,008
2	314	316	7	02	89	9	406	415	9	456	465	9	542	551
...	80	80	...	82	32	...	122	122	...	133	133	.	140	140
...
.	158	158	...	115	115	...	273	273	...	286	286	...	300	300
.
.	180	180	..	135	135	..	315	315	...	339	339	...	355	355
89	846	945	10	128	138	109	972	1,081	109	1,082	1,101	109	1,345	1,454
1	162	163	17	127	144	18	289	307	18	317	335	18	337	355
.	99	99	2	12	14	2	111	113	2	136	138	2	162	164
102	1,849	1,951	38	639	675	138	2,438	2,626	139	2,749	2,887	138	3,161	3,319
9,616	2,030	11,646	2,972	745	3,717	12,588	2,775	15,363	18,051	3,065	21,116	31,785	3,637	35,322
2,492	253	2,750	1,713	413	2,126	4,205	671	4,876	4,208	671	4,877	4,208	671	4,877
66,143	2,363	68,507	57,170	3,336	61,006	123,312	6,201	129,513	123,407	6,206	129,613	123,409	6,210	129,619
1,864	4	1,868	745	4	749	2,000	8	2,017	2,609	8	2,617	2,609	8	2,617
5,930	3,309	8,239	5,177	2,874	8,051	11,157	5,183	16,340	11,339	5,192	16,531	11,334	5,192	16,548*
1,618	301	1,919	2,437	639	3,076	3,955	940	4,895	3,955	940	4,895	3,955	940	4,905
77,946	5,237	83,233	67,212	7,768	75,008	115,238	13,003	138,241	145,516	13,017	158,533	145,533	13,021	169,514
...
136	8,136	8,272	137	5,280	5,417	273	8,416	8,689	273	8,111	8,717	273	8,451	8,727
2	223	225	.	216	216	2	442	444	2	446	448	2	445	445
17	246	263	15	170	191	32	422	451	32	424	456	32	425	457
0	236	245	22	545	626	41	832	873	41	874	874	41	878	879
161	3,944	4,105	164	6,268	6,432	319	10,112	10,460	348	10,162	10,500	348	10,163	10,511
78,100	9,981	87,241	67,426	14,024	81,400	145,636	23,115	168,701	145,804	23,169	169,013	145,861	23,181	169,065*
57,176	11,111	68,287	70,793	14,779	85,177	158,171	25,890	184,061	163,915	26,234	190,149	177,066	23,721	204,387*

* Excludes 81 pupils reading purely classical languages.

GENERAL TABLE V-A.

Table showing the number of pupils in each stage of instruction classified according to sex, race or creed in Assam at the end of the official year 1921-22.

1	2	3	Hindus.		6	7	8	9	10	11	12
			4	5							
	Europeans and Anglo-Indians.	Indian Christians.	Brahmans.	Non-Brahmans.	Muhammadans.	Buddhists.	Parsis.	Others.	Total of columns 2-9.	Depressed classes.	Total of columns 10-11.
College stage	{ Males ...	10	212	369	150	...	...	2	743	76	819
	{ Females ...	...	...	...	...	...	...	...	...	...	...
High "	{ Males ...	48	266	1,249	2,730	821	...	12	5,126	727	5,853
	{ Females ..	16	75	4	46	2	...	...	143	6	149
Middle "	{ Males ...	33	360	1,393	3,418	997	5	44	6,255	1,643	7,898
	{ Females ...	13	156	14	117	6	...	...	306	32	338
Upper Primary stage	{ Males ...	34	432	882	2,362	695	8	62	4,475	1,266	5,741
	{ Females ...	23	110	23	122	9	...	...	297	47	344
Lower Primary "	{ Males ..	56	7,865	10,281	46,545	26,359	87	2,704	103,897	54,288	158,185
	{ Females ...	93	4,954	2,135	8,638	3,041	2	203	19,116	6,774	25,890
Special schools	{ Males ...	...	55	1,361	272	810	1	...	2,499	136	2,635
	{ Females ...	...	31	3	11	33	...	...	79	8	87
Private institutions	{ Males ...	4	42	492	1,075	3,320	...	...	5,031	2,026	7,057
	{ Females ...	...	12	47	308	677	...	...	1,050	97	1,147
Grand total	{ Males ...	180	9,030	15,870	56,771	43,152	101	2,922	128,026	60,162	188,188
	{ Females ...	150	5,338	2,231	9,242	3,768	2	210	20,991	6,964	27,955
Total	...	330	14,368	18,151	66,013	46,920	103	3,132	149,017	67,126	216,143*

* Excludes 75 pupils reading purely classical languages and 51 pupils reading in night schools.

GENERAL TABLE VI.

GENERAL TABLE
Results of the prescribed Examinations.

Nature of Examination.	Number of institutions sending examinees.				Number of examinees.					
	Institutions under public management.	Aided institutions.	Other institutions.	Total.	Institutions under public management.	Aided institutions.	Other institutions.	Private students.	Total.	
1	2	3	4	5	6	7	8	9	10	
ENGINEERING.										
Master of Civil Engineering ...	Males ...	...	...	...	...	...	...	...	...
	Females ...	...	...	...	...	...	...	...	...
Bachelor of Civil Engineering ..	Males ...	...	...	...	...	...	...	...	...
	Females ...	...	...	...	...	...	...	...	...
Intermediate Examinations in Civil Engineering.	Males ...	...	...	...	...	...	...	...	...
	Females ...	...	...	...	...	...	...	...	...
TEACHING.										
Post graduate degrees or licenses (B. T. Examination).	Males ...	...	...	...	...	...	...	...	...
	Females ...	...	...	...	...	...	...	...	...
Under-graduate licenses or diplomas (L. T. Examination).	Males ...	...	...	...	...	...	...	...	...
	Females ...	...	...	...	...	...	...	...	...
Veterinary Examinations ...	Males ...	...	...	...	...	...	...	...	...
	Females ...	...	...	...	...	...	...	...	...
Commercial Examinations ...	Males ...	...	...	...	...	...	...	...	...
	Females ...	...	...	...	...	...	...	...	...
SCHOOLS FOR GENERAL EDUCATION.										
Matriculation ...	Males ...	18	11	9	38	571	242	205	55	1,073
	Females ...	...	...	...	...	...	...	...	10	10
School Final or Leaving certificate (Anglo-Vernacular).	Males ...	...	...	...	...	...	...	...	...	...
	Females ...	...	...	...	...	...	...	...	...	...
" B " Final Examination ...	Males ...	...	...	...	...	...	...	...	...	...
	Females ...	...	...	...	...	...	...	...	...	...
High School Examination for Europeans.	Males ...	...	...	...	...	...	...	...	...	...
	Females ...	...	...	...	...	...	...	...	...	...
Cambridge Higher Local Examination.	Males ...	...	1	...	1	...	3	...	...	3
	Females ...	...	...	...	...	...	...	...	...	...
Cambridge Senior Local Examination.	Males ...	...	1	...	1	...	5	...	...	5
	Females ...	1	1	...	2	1	1	...	...	2
Ditto Junior ditto ...	Males ...	...	1	...	1	...	10	...	...	10
	Females ...	1	...	...	1	2	...	...	...	2
Ditto Preliminary ditto ...	Males ...	...	...	...	...	...	...	...	...	...
	Females ...	...	...	...	...	...	...	...	...	...
Anglo-Vernacular Middle Examination.	Males ...	14	69	38	121	177	741	401	...	1,319
	Females ...	3	7	2	12	6	13	5	...	24
Vernacular Final or Middle Examination.	Males ...	120	2	1	123	963	10	8	...	986
	Females ...	5	6	...	11	10	15	...	...	25
Middle Examination for Europeans.	Males ...	...	...	...	...	...	...	...	...	...
	Females ...	...	...	...	...	...	...	...	...	...
Upper Primary Examination .	Males ...	...	...	...	...	...	...	...	...	...
	Females ...	...	...	...	...	...	...	...	...	...
Lower Primary Examination ...	Males ...	2,219	161	13	2,393	7,709	446	50	...	8,205
	Females ...	106	3	2	111	...	...	...	...	273

GENERAL TABLE

Results of the prescribed Examinations

Nature of Examination.	Number of institutions sending examinees.				Number of examinees.				
	Institutions under public management.	Aided institutions.	Other institutions.	Total.	Institutions under public management.	Aided institutions.	Other institutions.	Private students.	Total.
1	2	3	4	5	6	7	8	9	10
SCHOOLS FOR SPECIAL INSTRUCTION.									
Training School Examinations for Masters—									
Secondary	2	...	...	2	53	...	...	1	54
Primary	5	1	...	6	147	10	...	2	159
Training School Examinations for Mistresses—									
Secondary ... ..	...	2	...	2	..	14	...	...	14
Primary ... ..	...	1	...	1	..	6	...	...	6
Teachers' Examination for those who are not students of a training school.									
Males ... ..	...	...	...	...	...	...	...	...	...
Females ... ..	...	...	...	...	...	...	...	...	...
School of Art Examinations ...									
Males ... ..	...	...	...	...	...	...	...	...	...
Females ... ..	...	...	...	...	...	...	...	...	...
Engineering School Examinations :—									
Overseer Examinations ...									
Males ... ..	...	...	...	...	...	...	...	...	...
Females ... ..	...	...	...	...	...	...	...	...	...
Sub overseer Examinations...									
Males ... ..	...	...	...	...	...	...	...	...	...
Females ... ..	...	...	...	...	...	...	...	...	...
Examination in Surveying ...									
Males ... ..	...	...	...	...	...	...	...	...	...
Females ... ..	...	...	...	...	...	...	...	...	...
Industrial School Examination									
Males	1	...	...	1	5	...	...	...	5
Females	1	...	...	1	12	...	...	...	12
Commercial School Examination									
Males ... ..	...	...	...	...	...	...	...	...	...
Females ... ..	...	...	...	...	...	...	...	...	...
Agricultural School Examination									
Males ... ..	...	...	...	...	...	...	...	...	...
Females ... ..	...	...	...	...	...	...	...	...	...
Title or other Oriental examinations conducted by authorities other than Universities or taken by students in institutions of non-collegiate grade.									
Sanskrit { Males ... ..	...	...	1	1	...	...	1	...	1
{ Females ... ..	...	...	...	...	...	...	...	...	...
Arabic { Males ... ..	...	...	...	...	...	...	...	...	...
{ Females ... ..	...	...	...	...	...	...	...	...	...
Persian.. { Males ... ..	...	...	...	...	...	...	...	...	...
{ Females ... ..	...	...	...	...	...	...	...	...	...
Pali ... { Males ... ..	...	...	...	...	...	...	...	...	...
{ Females ... ..	...	...	...	...	...	...	...	...	...
Other School Examinations :—									
Sanskrit Second Examination									
Males ... ..	...	11	16	27	...	23	27	...	50
Females ... ..	...	...	...	...	...	...	...	...	...
Sanskrit First Examination									
Males ... ..	...	18	20	38	...	42	58	...	100
Females ... ..	...	...	...	...	...	...	...	...	...
Madrasa Examinations ...									
Senior	1	...	...	1	3	...	...	1	4
Junior	1	1	...	2	4	1	...	...	5
2nd Madrasa ... ..	...	3	...	3	...	8	...	...	8
1st Madrasa ... ..	...	6	2	8	...	17	7	...	24

Return showing the distribution of Local Board and Municipal expenditure

Objects of expenditure.	Expenditure of Local Boards				
	In Institutions managed				
	Number of institutions.	Number of scholars on the rolls on 31st March.	Average number on the rolls monthly during the year.	Average daily attendance.	Provincial grants
1	2	3	4	5	6
Rs.					
UNIVERSITY EDUCATION.					
ARTS COLLEGES.					
English	{ For males ...	...	...	...	...
	{ ,, females ...	...	...	...	...
COLLEGES OR DEPARTMENTS OF COLLEGES FOR PROFESSIONAL TRAINING.					
Law	{ For males ...	...	...	...	...
	{ ,, females ...	...	...	...	...
Total					
SCHOOL EDUCATION, GENERAL.					
Secondary Schools.					
High schools for males ... ..	...	...	...	...	...
Middle schools for males	{ English ...	8	559	743	4,366
	{ Vernacular ...	102	9,634	9,328	45,180
High schools for females ... ..	...	...	...	...	...
Middle ,, ,,	{ English ...	...	...	...	...
	{ Vernacular ...	5	300	329	1,289
Total					
Primary Schools.					
For males ... ..	...	2,958	129,619	123,317	4,34,937
For females ... ..	...	297	8,727	8,310	38,559
Total					
SCHOOL EDUCATION, SPECIAL					
Training schools	{ For males ...	...	...	...	...
	{ ,, females ...	...	...	...	...
Technical and Industrial Schools	{ For males ...	2	31	33	1,328
	{ ,, females ...	...	...	...	...
Other schools	{ For males ...	...	...	...	...
	{ ,, females ...	...	...	...	...
Total					
Total direct expenditure ... ..	...	3,372	148,870	142,060	5,25,609
Buildings, furniture and apparatus ... ..	...	...	...	...	6,357
Inspection ... ..	...	...	...	...	...
Scholarships held in—					
Secondary schools ... ..	...	...	...	...	...
Primary schools ... ..	...	...	...	...	...
Medical schools ... ..	...	...	...	...	...
Technical and Industrial schools ... ..	...	...	...	...	...
Other special schools ... ..	...	...	...	...	...
Miscellaneous ... ..	...	...	...	...	...
Hostel boarding charges ... ..	...	...	...	...	...
Total indirect expenditure ... ..	...	...	...	...	6,357
Grand total ... ..	...	3,372	148,870	142,060	5,32,016

TABLE VII.

on Public Instruction in Assam for the official year 1921-1922.

on Public Instruction.

by Local Boards.					Total.	In Institutions managed by—			Total of Local Boards expenditure on Public Instruction.
Local Funds.	Municipal grants.	Fees.	Endowments.	Subscriptions and other sources.		Government.	Municipal Boards.	Private persons or Associations.	
7	8	9	10	11	12	13	14	15	16
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
...
...
...
...
...
...
...
4,184	...	8,495	...	1,387	18,432	...	...	18,659	22,843
44,018	...	528	215	931	91,772	...	...	...	44,918
...
...	1,406	1,406
3,075	4,364	...	636	1,253	4,964
52,177	...	9,023	215	2,318	1,14,568	...	636	21,318	74,131
1,99,531	...	14	36	2,438	6,37,006	...	625	1,715	2,01,871
19,901	604	59,064	...	257	...	20,158
2,19,432	...	14	36	3,092	6,96,070	...	882	1,715	2,22,029
...	2,578	...	...	2,578
...
...	1,328	...	...	461	461
...
...	216	216
...
...	1,328	2,578	...	677	3,255
2,71,609	...	9,037	251	5,410	8,11,966	2,578	1,518	23,710	2,99,415
43,123	4,500	9,296	63,281	...	...	1,199	49,327
...
...	15,259
...	861
...	840
...	1,119
...
...	18,848
...	367
13,178	4,500	9,296	63,281	...	...	1,199	86,621
3,19,737	...	9,037	4,751	14,706	8,80,247	2,578	1,518	24,903	3,86,036*

* Exclusive of the Local and Municipal fund expenditure of Nowgong Local Board.

Return showing the distribution of Local Board and Municipal expenditure

Objects of expenditure.	Expenditure of Municipal				
	In Institutions managed				
	No. of institutions.	No. of scholars on the rolls on 31st March.	Average number on the rolls monthly during the year.	Average daily attendance.	Provincial grants.
	17	18	19	20	21
UNIVERSITY EDUCATION.					Rs.
ARTS COLLEGES.					
English

COLLEGES OR DEPARTMENTS OF COLLEGES FOR PROFESSIONAL TRAINING.					
Law

Total
SCHOOL EDUCATION, GENERAL.					
<i>Secondary Schools.</i>					
High schools for males
Middle schools for males

High schools for females
Middle " "

Total	17	1,660	1,607	1,132	8,422
<i>Primary Schools.</i>					
For males	29	2,617	2,639	1,861	9,287
For females	10	448	438	263	1,860
Total	39	3,065	3,077	2,124	11,147
SCHOOL EDUCATION, SPECIAL.					
Training schools

Technical and Industrial schools

Other schools

Total
Total direct expenditure	56	4,725	4,684	3,256	19,569
Buildings, furniture and apparatus	100
Inspection
Scholarships held in—					
Secondary schools
Primary schools
Medical schools
Technical and Industrial schools
Other special schools
Miscellaneous
Hostel charges
Total indirect expenditure	100
Grand Total	56	4,725	4,684	3,256	19,669

TABLE VII—concluded.

in Public Instruction in Assam for the official year 1921-1922—concl'd.

Boards on Public Instruction.										
by Municipal Boards.						In Institutions managed by—				Total expenditure of Local and Municipal Boards on Public Instruction.
Municipal rates.	Local Boards' grants.	Fees.	Endowments.	Subscriptions and other sources.	Total.	Government.	Local Boards.	Private persons or Associations.	Total Municipal expenditure on Public Instruction.	
22	23	24	25	26	27	28	29	30	31	32
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
...
...
...
...
...
...
...
...
...
...
...
...
912	...	1,165	...	...	2,077	...	...	360	1,272	24,115
8,656	...	139	...	...	14,199	...	...	921	9,577	54,495
...
...	1,147	1,147	2,553
2,260	636	...	...	...	5,914	...	...	1,101	3,361	8,325
11,828	636	1,304	...	...	22,190	...	...	3,529	15,357	89,488
...
11,464	625	21	...	120	21,517	...	...	1,117	12,581	2,14,452
1,556	257	...	...	...	3,673	...	...	600	2,216	22,374
13,020	882	21	...	120	25,190	...	...	1,777	14,797	2,36,826
...	60	...	...	60	2,638
...
...	461
...
...	935	935	1,151
...
...	60	...	935	995	4,250
24,848	1,518	1,325	...	120	47,380	60	...	6,241	31,140	3,30,564
3,191	265	3,556	...	...	...	3,191	52,518
...
...	2,921	18,180
...	861
...	840
...	1,119
...
...	504	19,352
...	367
5,191	265	3,556	...	...	...	6,616	93,237
28,019	1,518	1,325	...	335	50,936	60	...	6,241	37,765	4,23,301*

* Exclusive of the Local and Municipal fund expenditure of Nowgong Local Board.

EDUCATION—GENERAL TABLE VIII.

Attendance and Expenditure in Hostels or Boarding-houses in Assam for the official year 1921-1922.

Class of hostels or boarding-houses.	Number of		Number of boarders who are students of					Capital Expenditure from						Remarks.
	Hostels or boarding-houses.	Boarders.	Arts Colleges.	Colleges for Professional Training.	Secondary schools.	Primary schools.	Special schools.	Provincial revenues.	Local or Municipal funds.	Endowments.	Subscriptions and other sources.	Fees.	Total.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Managed by Government—								Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
Males	61	1,452	335	21	813	140	143	33,150	...	...	250	...	33,400	
Females	2	60	...	...	48	...	12	...	...	...	...	...	...
Managed by Local or Municipal Boards—														
Males	24	924	...	...	309	...	15	660	164	...	288	...	1,112	
Females ... ..	...	...	...	...	...	...	...	...	...	...	...	...	...
Aided by Government or by Local or Municipal Boards—														
Males	16	371	...	...	295	70	6	823	...	...	213	270	1,306	
Females	2	96	...	...	96	...	...	...	...	...	...	...	...
Unaided—														
Males	37	777	...	...	656	60	61	...	..	...	468	...	468	
Females	11	499	...	...	467	28	4	...	...	...	2,081	...	2,081	
Total—														
Males	138	2,924	335	21	2,073	270	225	34,633	164	...	1,219	270	36,286	
Females	15	655	...	...	611	28	16	...	...	...	2,081	...	2,081	
Grand total	153	3,579	335	21	2,684	298	241	34,633	164	...	3,300	270	38,367	

GENERAL TABLE IX.

GENERAL

Number and qualifications of teachers

		(a) In Primary Schools.					(b) In Middle Schools							
		Government.	Board.	Municipal.	Aided.	Unaided.	Total.	Government.	Board.	Municipal.	Aided.	Unaided.	Total.	
1		2	3	4	5	6	7	8	9	10	11	12	13	
In Schools for Indians.	Teachers of Vernacular.	Trained ...	46	1,954	60	243	43	2,316	81	234	26	120	47	568
		Untrained ...	145	2,438	56	413	159	3,211	18	147	34	60	20	238
		Total ...	191	4,392	116	656	202	5,627	99	381	60	180	76	796
	Anglo-Vernacular Teachers and Teachers of classical languages.	Trained ...	...	...	...	...	...	...	2	8	...	7	11	23
		Untrained ...	...	...	...	64	7	71	14	18	4	170	79	285
		Total ...	...	...	...	64	7	71	16	21	4	177	90	308
...	Possessing a degree ...	...	...	...	...	...	...	1	...	1	23	5	30	
	Possessing no degree ...	...	...	...	64	7	71	15	21	3	154	85	278	
	Total ...	...	...	...	64	7	71	16	21	4	177	90	308	
In Schools for Europeans.	...	Trained ...	...	...	...	...	...	6	...	...	8	...	14	
		Untrained ...	...	...	...	...	...	...	1	...	...	5	...	6
		Total ...	...	...	...	...	...	...	7	...	...	13	...	20
	...	Possessing a degree ...	...	...	...	...	...	...	...	...	...	3	...	3
		Possessing no degree ...	...	...	...	...	...	...	7	...	...	10	...	17
		Total ...	...	...	...	...	...	...	7	...	...	13	...	20
Grand total of all teachers.		191	4,392	116	729	209	5,628	123	492	64	370	166	1,124	

GENERAL

Classification of pupils by

Ages.	Schools for general								
	Infants.		I.	II.	III.	IV.	V.	VI.	VII.
	A.	B.							
1	2	3	4	5	6	7	8	9	10
Below 5	18,793	39	...	...	...	...	...
5 to 6	31,618	1,171	96	...	...	...	...
6 to 7	27,278	5,201	880	52	...	...	...
7 to 8	17,329	6,889	3,373	735	16	...	...
8 to 9	9,945	6,400	5,015	2,213	140	17	...
9 to 10	5,256	4,177	5,163	3,540	501	45	2
10 to 11	3,450	2,366	3,983	3,475	1,050	343	76
11 to 12	2,011	1,344	2,432	2,749	1,263	711	287
12 to 13	1,023	679	1,314	1,768	1,180	922	545
13 to 14	583	351	567	929	842	855	693
14 to 15	370	206	246	431	435	606	605
15 to 16	271	101	137	195	219	246	372
16 to 17	214	114	90	77	77	110	181
17 to 18	133	65	50	32	19	40	81
18 to 19	164	75	29	20	13	15	20
19 to 20	148	39	27	16	5	3	4
Over 20	83	41	27	17	6	8	6
Total	118,674	29,261	23,430	16,299	5,771	3,910	2,824

* Excludes classification of 86 pupils reading

TABLE IX.

in Assam for the official year 1921-1922.

(c) In High Schools.						(d) In Colleges.						Grand total.
Government.	Board.	Municipal.	Aided.	Unaided.	Total.	Government.	Board.	Municipal.	Aided.	Unaided.	Total.	
14	15	16	17	18	19	20	21	22	23	24	25	26
54	34	9	97	...	...	...	...	...	...	2,951
52	23	19	94	...	...	...	...	...	...	3,598
106	57	28	191	...	...	...	...	...	...	6,544
62	16	1	79	...	...	...	...	...	...	102
178	105	105	388	44	...	...	...	...	44	788
240	121	106	467	44	...	...	...	...	44	800
126	46	45	217	42	...	...	...	...	42	289
114	75	61	250	2	...	...	...	...	2	601
240	121	106	467	44	...	...	...	...	44	890
..	9	...	0	...	...	...	...	...	..	23
..	8	..	3	...	...	..	...	...	..	9
..	12	..	12	..	..	...	..	..	..	32
...	1	...	1	...	..	...	...	...	...	4
...	11	...	11	...	...	...	...	...	...	28
...	13	...	12	...	...	..	...	...	..	32
346	100	134	670	44	...	...	...	...	44	7,466

TABLE X.

ages in Assam for 1921-1922.

education.				Arts Colleges.							Total.
VIII.	IX.	X.	Total.	1st year.	2nd year	3rd year.	4th year.	5th year.	6th year.	Total.	
11	12	13	14	15	16	17	18	19	20	21	22
...	...	...	18,832	...	...	...	...	...	...	...	18,832
...	...	...	32,887	...	...	...	...	...	...	...	32,887
...	...	...	33,411	...	...	...	...	...	...	...	33,411
...	...	...	28,392	...	...	...	...	...	...	...	28,392
...	...	...	23,730	...	...	...	...	...	...	...	23,730
...	...	...	18,684	...	...	...	...	...	...	...	18,684
2	...	...	14,745	...	...	...	...	...	...	...	14,745
6	...	...	10,808	...	...	...	...	...	...	...	10,808
32	...	...	7,463	...	...	...	...	...	...	...	7,463
259	25	...	5,109	...	...	...	...	...	...	...	5,109
391	203	22	3,515	...	...	...	...	...	...	...	3,515
367	341	192	2,441	...	...	...	...	...	...	...	2,441
202	286	523	1,874	...	...	...	...	...	...	...	1,874
96	198	395	1,109	68	14	...	...	...	...	82	1,191
29	72	256	609	88	50	...	...	...	...	138	837
17	20	118	997	76	66	56	26	...	...	224	621
6	19	70	291	60	93	54	113	2	1	323	614
1,407	1,164	1,576	204,387*	292	223	110	139	2	1	767	205,154

purely classical languages.

Exclusive of Colleges

District.	Area in square miles.	Number of all classes of public schools.	Number of square miles per school in each district.	Population.		
				Males.	Females.	Total.
1	2	3	4	5	6	7
Cachar	3,565	359	9.93	275,795	251,433	527,228
Sylhet	5,388	1,496	3.6	1,308,734	1,232,607	2,541,341
Khasi and Jaintia Hills...	6,027	488	12.35	119,750	123,513	243,263
Naga Hills	3,070	43	71.39	80,767	80,193	160,960
Lushai Hills	7,227	76	95.09	46,652	51,754	98,406
Goalpara	3,954	463	8.54	406,628	355,895	762,523
Kamrup	3,858	508	7.59	397,267	365,404	762,671
Darrang (including Balipara Frontier Tract).	3,418	191	17.89	255,722	226,032	481,754
Nowgong	3,843	198	19.41	208,685	189,236	397,921
Sibsagar	4,996	466	10.72	433,913	389,284	823,197
Lakhimpur (including Sadiya Frontier Tract).	4,529	289	15.67	335,731	292,096	627,826
Garó Hills	3,140	160	19.62	91,466	87,674	179,140
Total for 1921-1922 ...	53,015	4,737	11.19	3,961,109	3,645,121	7,606,230
Total for 1920-1921 ...	53,015	4,837	10.96	3,955,665	3,643,196	7,598,861

DIX A.

and European Schools.

Proportion of population to one school in each district.	Pupils actually at school.			Percentage of males and females at school to male and female population.		
	Males.	Females.	Total.	Males.	Females.	Total.
8	9	10	11	12	13	14
1,468.57	13,001	1,678	14,679	4.71	.66	2.78
1,698.75	64,778	9,125	73,903	4.94	.74	2.9
498.48	8,405	5,367	13,772	7.01	4.34	5.65
3,743.25	1,180	24	1,204	1.46	.02	.74
1,294.81	1,711	312	2,023	3.66	.6	2.05
1,646.91	15,185	2,426	17,611	3.73	.68	2.31
1,501.32	25,450	2,119	27,569	6.4	.57	3.61
252.21	6,620	590	7,210	2.58	.21	1.49
2,009.7	8,609	1,162	9,771	4.12	.61	2.45
176.64	21,223	1,937	23,160	4.89	.49	2.81
2,172.4	10,854	919	11,773	3.23	.31	1.87
1,119.63	3,211	994	4,195	3.51	1.12	2.34
1,605.7	180,227	26,643	206,870	4.54	.73	2.72
1,571.31	194,435	27,882	222,317	4.91	.76	2.92

Progress of Vernacular Education in Local

Local Boards.	Increase or decrease in the number of schools.				Improvements of school buildings.				Number of certificated teachers.		Number of teachers certificated without special training.	
	Number of schools.		Increase.	Decrease.	Number of buildings constructed or improved.		Total expenditure in construction.		1920-21.	1921-22.	1920-21.	1921-22.
	1920-21.	1921-22.			1920-21.	1921-22.	1920-21.	1921-22.				
1	2	3	4	5	6	7	8	9	10	11	12	13
							Rs.	Rs.				Rs.
Silchar.												
For Boys--												
Government ...	5	6	1	...	1	1	300	300	6	6	..	..
Local Board ...	167	167	...	...	19	15	1,121	1,115	87	86	...	...
Aided ...	8	8	...	...	..	...	..	..	2	2	..	...
Unaided ...	1	3	2	...	...	...	...	..	...	..	...	...
For Girls--												
Government ...	...	...	...	...	..	...	..	...	...	...	...	...
Local Board ...	13	15	2	..	1	1	50	75	6	6	...	...
Aided ...	...	...	...	...	...	..	...	...	...	...	...	...
Unaided ...	2	1	..	1	..	...	..	...	..	..	...	..
Total ...	196	200	5	1	21	17	1,471	1,490	101	100	...	...
Halaondi.												
For Boys--												
Government ...	1	1	...	..	...	...	...	..	...	...	..	...
Local Board ...	106	106	...	...	58	77	1,596	1,400	34	35	..	...
Aided ...	1	1	..	...	...	...	...	...	...	...	...	...
Unaided ...	...	1	1	...	...	...	...	...	...	...	...	...
For Girls--												
Government ...	...	...	...	...	...	...	..	...	...	...	...	...
Local Board ...	19	19	...	...	5	6	97	75	4	4	..	...
Aided ...	...	...	...	...	...	..	...	...	...	...	...	...
Unaided ...	...	...	...	...	...	...	...	...	..	...	...	...
Total ...	127	128	1	...	63	63	1,933	1,475	38	39	...	...
Halgani.												
For Boys--												
Government ...	2	2	...	..	2	...	914	...	5	5	...	...
Local Board ...	248	247	...	1	25	30	4,216	3,841	168	179	...	...
Aided ...	...	...	...	...	...	...	...	...	...	...	...	..
Unaided ...	9	6	...	3	2	...	213	...	..	...	..	..
For Girls--												
Government ...	1	1	...	...	...	...	...	...	3	3	..	...
Local Board ...	39	40	1	...	1	3	112	485	8	7	...	...
Aided ...	...	...	...	...	...	...	...	...	...	...	...	...
Unaided ...	8	4	...	4	1	...	35	..	2	3	...	...
Total ...	397	300	1	6	31	33	5,490	4,326	186	197	...	..
North Sylhet.												
For Boys--												
Government ...	1	1	...	...	1	...	100	...	3	3	...	...
Local Board ...	231	231	...	...	135	81	7,091	2,452	155	171	15	18
Aided ...	7	5	...	2	...	...	...	...	...	3	...	...
Unaided ...	4	9	5	...	...	...	...	..	...	...	...	...
For Girls--												
Government ...	...	...	...	...	..	...	...	...	...	...	...	...
Local Board ...	28	23	...	...	12	3	385	110	6	3	1	1
Aided ...	3	3	...	...	...	...	...	...	2	1	...	..
Unaided ...	5	6	1	...	...	...	...	...	...	...	..	..
Total ...	279	263	6	2	148	84	7,576	2,562	166	181	16	19

Rs.	Rs.	Rs.	Rs.																		
4,324	...	4,324	3,118	102	113	46	47	25	29	21	21	24	18	21	17	21	27	200	272		
31,873	...	31,873	31,909	4,048	4,036	1,140	1,127	722	759	442	421	84	71	48	36	50	32	6,534	6,482		
1,471	...	1,471	1,300	168	177	36	36	27	20	10	18	5	7	...	...	...	...	240	258		
..	...	...	...	28	97	4	2	...	...	...	...	...	...	...	...	...	...	82	99		
...
2,873	...	2,873	2,694	241	279	41	43	20	23	5	12	2	2	1	...	...	...	310	359		
...
...	...	...	...	60	26	3	...	...	...	...	...	...	...	...	...	...	...	63	26		
40,541	...	40,541	39,019	4,647	4,728	1,270	1,255	704	831	478	472	115	98	70	53	71	59	7,445	7,496		
264	...	264	240	22	23	5	5	2	4	1	...	...	...	...	...	...	...	80	32		
23,632	...	23,632	10,144	2,332	2,919	641	572	391	465	265	204	65	81	50	38	30	44	3,693	4,383		
108	...	108	108	8	...	4	...	1	...	...	14	...	...	...	...	...	...	18	14		
...	...	...	...	...	31	...	...	...	...	...	...	...	...	...	...	...	...	...	31		
...
3,676	...	3,676	2,971	325	390	33	44	16	26	8	16	1	1	...	...	...	...	383	477		
...
...
27,680	...	27,680	22,463	2,537	3,363	683	621	410	495	274	294	66	82	50	32	30	44	4,109	4,937		
2,799	...	2,799	2,013	46	49	22	26	17	21	11	13	21	23	9	113	11	8	137	152		
62,380	...	62,380	40,183	7,488	7,213	2,017	2,139	1,719	1,629	943	1,008	68	39	18	16	8	10	12,250	12,058		
...
...	...	...	338	252	190	52	46	25	23	10	7	...	...	...	...	...	...	339	280		
3,369	...	3,369	2,723	41	23	11	20	22	9	14	16	11	7	3	4	2	3	104	82		
8,608	...	8,608	6,866	1,093	945	139	167	90	86	55	57	5	3	...	...	...	...	1,202	1,238		
...
1,200	...	1,200	1,536	234	140	24	15	0	5	1	3	2	..	...	...	...	...	267	163		
78,416	...	78,416	62,659	9,064	8,568	2,265	2,413	1,879	1,778	1,038	1,104	97	71	30	33	21	21	14,389	13,983		
850	...	850	718	48	83	3	11	6	3	6	4	2	4	1	2	1	1	65	58		
51,011	...	51,011	50,750	8,646	7,722	1,813	1,823	1,350	1,285	994	831	50	30	41	40	24	26	12,927	11,821		
1,720	...	1,720	3,504	167	123	71	32	63	30	25	13	...	...	...	...	...	...	321	107		
...	...	...	...	170	310	34	41	21	26	16	12	...	...	...	...	...	...	241	359		
...
4,338	...	4,338	2,291	614	623	108	111	64	54	38	36	1	...	...	...	...	...	855	824		
4,273	...	4,273	1,926	52	65	30	25	18	19	6	21	..	...	...	...	...	...	115	130		
...	...	...	...	134	116	13	17	5	6	2	3	...	...	...	...	...	...	154	172		
62,108	...	62,108	61,183	9,859	9,021	2,081	2,065	1,522	1,423	1,037	920	62	93	42	42	25	27	14,078	13,591		

							Rs.	Rs.					
South Sylhet.	For Boys—												
	Government	...	...	...	...	...	...	...	...	...	...	...
	Local Board	201	202	1	...	58	55	3,605	3,448	186	169	9	6
	Aided	5	5	...	...	...	4	...	61	...	...	...	...
	Unaided	9	12	3	...	...	8	...	333	2	1	...	...
	For Girls—												
	Government	...	...	...	...	...	...	...	...	...	...	...	...
	Local Board	27	27	...	...	3	5	160	240	5	6	...	...
	Aided	...	...	...	...	...	...	...	...	...	...	...	...
	Unaided	4	3	...	1	..	1	...	5	...	...	...	...
Total	246	249	4	1	61	73	3,755	4,037	193	196	9	6	
Karimganj.	For Boys—												
	Government	1	1	...	...	...	...	...	1	1	...	...
	Local Board	210	210	...	...	82	98	2,890	3,099	146	153	10	18
	Aided	16	9	...	7	...	1	...	200	5	4	...	...
	Unaided	8	7	...	1	..	2	...	80	...	...	...	...
	For Girls—												
	Government	...	...	...	...	...	...	...	...	...	...	...	...
	Local Board	23	28	..	...	7	5	470	100	9	9	...	...
	Aided	1	1	..	...	...	...	...	...	...	1	...	...
	Unaided	3	5	2	..	...	1	...	1,000	1	1	...	..
Total	267	261	3	6	89	107	3,360	5,079	162	163	19	18	
Sunamganj.	For Boys—												
	Government	...	...	...	...	...	...	...	...	...	...	...
	Local Board	220	221	1	...	84	65	5,467	4,804	105	113	6	8
	Aided	3	2	...	1	...	...	...	...	1	...	...	...
	Unaided	22	13	...	9	3	...	245	...	2	...	..	...
	For Girls—												
	Government	...	...	...	...	...	...	...	...	...	...	...	...
	Local Board	31	31	...	..	5	4	213	178	6	7	...	...
	Aided	...	...	..	...	...	...	...	...	...	...	..	...
	Unaided	3	3	..	...	..	..	...	...	1	..	...	...
Total	270	270	1	10	92	69	5,927	4,932	115	120	8	8	
North Lakhimpur.	For Boys—												
	Government	1	1	..	...	6	6	435	610	5	5	...	..
	Local Board	102	100	...	2	33	29	1,185	972	48	54	2	1
	Aided	...	...	...	...	..	...	...	..	..	..	..	..
	Unaided	1	3	2	...	...	..	...	..	..	...	...	...
	For Girls—												
	Government	...	...	...	...	...	...	...	...	...	...	...	...
	Local Board	6	7	1	...	3	1	110	59	2	4	..	...
	Aided	...	..	..	...	..	..	..	..	..	..	..	..
	Unaided	1	1	...	..	..	..	..	..	..	..	..	..
Total	111	112	3	2	42	35	1,733	1,641	55	63	2	..	

Rs.	Rs.	Rs.	Rs.																		
...
67,868	...	67,868	45,882	6,611	6,735	2,065	2,080	1,557	1,520	965	989	60	56	29	35	33	21	11,220	11,501	...	
1,161	...	1,161	661	137	113	42	29	46	21	20	16	...	...	...	...	...	...	...	251	179
385	...	385	576	439	492	43	66	23	35	9	11	...	...	...	...	...	...	...	514	604
...
4,660	...	4,660	3,796	669	666	89	99	66	60	82	94	8	4	1	2	...	...	...	860	855
...
...	...	...	...	134	94	9	8	4	4	...	8	...	...	...	...	...	...	...	147	109
63,864	...	63,864	50,915	7,890	8,093	2,048	2,332	1,696	1,649	1,032	1,053	63	60	30	37	33	24	12,092	12,248	...	
221	...	221	216	31	59	5	2	2	2	2	2	...	...	...	...	...	...	...	40	61
54,873	...	54,873	44,057	6,766	6,468	1,812	1,860	1,271	1,368	681	734	44	46	35	31	27	24	10,036	10,430	...	
3,041	...	3,041	4,584	312	222	139	74	111	76	81	20	14	11	11	8	7	4	175	385	...	
876	...	876	380	251	243	30	30	24	20	8	13	...	...	...	...	...	...	...	316	306
...
5,863	...	5,863	5,004	673	630	114	118	61	55	25	37	2	...	...	...	...	...	...	877	840
299	...	299	192	16	17	2	3	3	1	1	3	...	...	...	...	...	...	...	22	24
744	...	744	600	78	130	9	9	2	4	...	4	...	...	...	...	...	...	...	89	147
66,017	...	66,017	54,983	8,132	7,788	2,111	2,096	1,474	1,396	798	813	60	56	46	39	34	28	12,655	12,196	...	
...
42,299	...	42,299	37,566	6,667	6,527	1,451	1,431	1,130	1,041	604	611	24	31	16	12	6	12	9,888	9,665	...	
400	...	400	2,080	72	9	38	27	27	18	16	11	...	...	...	...	...	...	...	153*	66†
...	...	...	601	719	448	65	38	30	23	15	4	...	...	...	...	...	...	...	829	513
...
5,007	...	5,007	4,445	839	765	93	120	48	44	30	29	3	1	...	1	...	...	1,013	960	...
...
...	76	83	4	1	81	83	...
47,706	...	47,706	44,632	8,363	7,832	1,631	1,616	1,235	1,126	686	655	27	32	16	13	6	12	11,964	11,286	...	
2,159	...	2,159	1,599	24	16	5	12	7	4	6	6	44	38	24	33	26	26	140	135	...	
20,056	...	20,056	16,745	1,768	1,930	486	522	373	412	230	200	42	50	33	27	18	20	2,975	3,257	...	
...
...	83	64	...	12	53	96	...
...
1,936	...	1,936	1,822	167	155	19	28	14	17	9	13	2	4	1	1	1	1	213	219	...	
...
...	30	33	30	3	...
24,151	...	24,151	20,157	2,047	2,218	610	574	394	433	245	315	88	92	62	61	45	47	3,391	3,740	...	

* Excluding 39 purely classical students.
† Ditto 19 ditto ditto.

Dibrugarh.	For Boys—							Rs.	Rs.						
	Government	...	2	1	...	1	...	1	..	40	2	1	..	...
	Local Fund	...	141	141	...	1	89	81	2,693	2,549	109	103	...	...
	Aided	...	...	...	...	...	...	...	...	..	...	...	...	...
	Unaided	...	...	...	...	...	...	...	...	...	...	...	...	...
	For Girls—														
	Government
	Local Fund	...	4	4	4	4	211	590	1
	Aided
	Unaided
Total	...	148	146	...	2	93	86	2,904	3,119	112	104	..	..	...
Sibsagar.	For Boys—														
	Government	...	3	3	...	...	3	3	509	488	6	5	...	...
	Local Fund	...	185	189	4	...	63	75	1,722	3,061	106	100	..	...
	Aided	...	2	2	...	...	1	2	20	806	2	2	...	..
	Unaided	...	3	...	...	3	...	...	...	...	...	...	...	...
	For Girls—														
	Government
	Local Fund	...	11	11	...	...	...	5	...	168	...	2	...	...
	Aided	...	...	...	...	...	...	...	...	...	...	...	...	..
	Unaided	...	...	..	..	...	...	...	...	...	...	...	...	...
Total	...	154	155	4	3	67	85	2,251	4,313	114	109	..	..	...
Jorhat.	For Boys—														
	Government	...	5	5	..	...	2	2	50	50	5	4	...	...
	Local Fund	...	155	154	...	1	46	42	2,171	1,740	120	131	..	...
	Aided	..	2	2	...	...	...	...	..	...	2	2	..	...
	Unaided	...	...	...	..	...	...	...	...	...	..	...	...	...
	For Girls—														
	Government
	Local Fund	...	9	9	...	...	5	3	..	80	3	5	..	..
	Aided	...	1	1	...	..	..	...	...	...	1	1	..	..
	Unaided	...	..	..	...	...	..	..	...	..	..	...	...	...
Total	...	172	171	..	1	53	47	2,221	1,870	131	133	..	...	...
Golaghat.	For Boys—														
	Government	...	1	1	..	...	...	..	...	...	..	..	..	..
	Local Fund	..	92	87	..	5	30	13	1,003	433	73	63	..	...
	Aided	..	..	..	...	...	...	...	..	..	..	..	..	...
	Unaided	..	1	3	2	..	...	1	...	300	2	...	...	...
	For Girls—														
	Government
	Local Fund	...	8	8	...	..	4	..	115	...	4	1	..	...
	Aided	...	...	...	...	..	...	...	..	..	...	..	..	...
	Unaided	..	1	...	..	1	..	...	..	..	1	...	...	..
Total	...	103	99	2	6	34	14	1,118	733	80	69	..	..	...

Rs.	Rs.	Rs.	Rs.																	
272	...	272	520	54	5	3	6	10	...	2	4	69	16
27,892	...	27,892	22,709	3,378	3,183	653	849	560	659	340	331	48	49	32	20	24	18	5,230	4,988	
...
...
...
2,505	...	2,505	2,268	101	92	21	25	19	14	9	16	2	5	1	1	1	1	154	154	
...
...
30,669	...	30,669	25,577	3,633	3,260	877	680	589	673	361	351	45	54	33	30	25	10	5,453	5,157	
...
2,021	...	2,021	2,364	65	58	23	39	27	55	29	22	41	15	43	7	25	20	253	226	
37,472	...	37,472	20,020	4,760	4,385	951	1,091	653	671	342	418	10	10	...	...	...	...	6,716	6,655
1,004	...	1,004	659	87	112	16	18	23	17	11	13	...	...	...	...	...	...	137	160
...	...	...	...	129	...	5	...	...	...	...	...	...	...	...	...	...	...	134	...
...
1,873	...	1,873	...	268	252	23	28	10	13	2	6	...	...	...	...	...	...	903	209
...
...
43,270	...	43,270	32,213	5,330	4,797	1,018	1,170	713	756	384	459	51	25	49	7	25	20	7,543	7,240	
...
4,137	...	4,137	3,337	105	100	31	33	30	21	16	19	14	14	11	9	6	6	213	202	
41,028	...	41,028	29,352	4,078	4,461	1,396	1,344	852	817	444	612	71	76	56	48	33	33	7,835	7,411	
971	...	971	1,055	96	60	28	18	13	13	13	12	...	...	...	...	...	...	165	108
...
...
1,360	...	1,360	1,385	169	168	44	39	17	29	4	7	...	...	...	...	...	...	234	236
433	...	433	300	21	25	6	3	2	4	2	...	...	...	...	...	...	...	31	32
...
47,030	...	47,030	35,029	5,369	4,704	1,505	1,437	919	919	484	650	85	90	67	57	39	39	8,408	7,986	
...
187	...	187	189	25	22	4	3	2	...	...	...	...	...	...	...	...	...	31	24
17,660	...	17,660	17,635	3,130	2,308	527	619	363	384	208	243	35	30	20	23	21	14	4,309	3,638	
...
814	...	814	...	38	103	12	24	8	13	4	5	...	...	...	...	...	...	62	145
...
2,695	...	2,695	2,629	206	181	23	35	29	11	14	18	4	4	1	2	1	1	233	262	
...
...	...	...	...	44	...	17	...	4	...	9	...	4	...	...	...	...	...	78	...
21,376	...	21,356	20,654	3,443	2,614	588	700	411	418	235	271	43	34	21	25	22	15	4,763	4,057	

Nowgong.	For Boys—							Rs.	Rs.				
	Government	6	5	...	1	...	...	...	11	12	...	...
	Local Fund	100	165	...	25	31	...	1,600	...	129	124	...	
	Aided	1	...	...	1	...	...	...	1	...	...	...
	Unaided	...	...	...	...	...	...	...	...	...	...	...
	For Girls—												
	Government	...	...	...	...	...	...	...	...	...	...	...
	Local Fund	15	13	...	2	3	...	260	...	9	...	...
	Aided	1	...	...	1	...	...	...	11	...	...	...
	Unaided	...	...	...	...	...	...	...	...	...	...	...
Total	218	163	...	30	34	...	1,890	...	159	136	...	...
Tezpur.	For Boys—												
	Government	3	2	...	1	1	1	...	255	7	8
	Local Fund	89	79	...	10	33	22	947	1,960	59	52
	Aided	...	...	...	...	...	...	...	...	...	...	...
	Unaided	1	...	...	1	...	...	...	...	...	...	...
	For Girls—												
	Government	...	...	...	...	...	...	...	...	...	...	...
	Local Fund	5	2	...	3	3	1	...	117	1	...	...
	Aided	2	2	1	4	4
	Unaided	...	...	...	...	...	...	...	...	...	...	...
Total	100	65	...	15	37	25	947	2,335	71	64	...	...
Mangaldai.	For Boys—												
	Government	1	1	...	...	...	...	...	...	...	...	...
	Local Fund	103	90	...	13	12	15	400	600	...	...	...
	Aided	...	...	...	...	...	...	...	...	...	...	...
	Unaided	...	5	5	...	...	...	...	...	...	...	...
	For Girls—												
	Government	...	...	...	...	...	...	...	...	...	...	...
	Local Fund	7	1	...	6	...	...	...	...	...	...	...
	Aided	...	...	...	...	...	...	...	...	...	...	...
	Unaided	...	1	1	...	...	...	...	...	...	...	...
Total	111	98	6	19	12	15	400	600	...	...	...	...
Gubahi.	For Boys—												
	Government	2	2	...	...	...	...	...	8	8	...	...
	Local Fund	201	286	...	5	50	82	6,102	5,550	256	293	23	
	Aided	18	19	1	...	...	...	...	...	...	...	...
	Unaided	20	17	...	3	...	...	...	1	2	...	...
	For Girls—												
	Government	...	...	...	...	...	...	...	...	...	...	...
	Local Fund	15	18	...	2	1	6	557	95	4	7	...	
	Aided	...	...	...	...	...	...	...	...	...	...	...
	Unaided	1	...	...	1	...	...	...	1	...	...	...
Total	347	337	1	11	57	87	6,749	5,625	300	300	23	23	

...	...	...	3,950	112	01	36	44	23	27	23	17	86	70	67	50	52	37	300	345
...	...	...	88,772	6,190	4,634	1,312	1,238	923	901	607	570	120	123	01	83	94	82	8,326	7,931
115	...	115	540	40	...	4	...	6	...	5	...	...	...	...	...	...	...	55	...
...
...	...	...	5,106	431	299	79	57	41	18	26	17	1	..	4	...	...	4	585	395
...	...	...	4,761	118	...	21	...	36	...	15	...	20	...	21	..	11	...	242	...
...
115	...	115	61,129	6,881	5,324	1,462	1,339	1,032	946	676	604	236	202	183	133	157	123	10,617	8,671
4,041	...	4,041	2,934	92	54	39	38	27	29	24	13	24	41	43	30	24	22	271	227
23,377	...	23,377	17,012	2,369	1,875	543	518	397	335	269	268	81	81	58	50	60	43	3,807	3,220
...
...	...	...	...	22	...	3	...	2	...	2	...	...	...	...	...	...	...	29	...
...
923	...	923	645	74	37	10	3	12	1	5	2	...	...	...	...	...	...	101	43
2,960	...	2,960	2,749	103	92	29	16	21	24	17	21	9	11	6	7	5	4	190	175
...
31,201	...	31,201	23,340	2,600	2,053	623	575	459	439	317	304	114	133	108	87	89	69	4,398	3,665
1,126	...	1,126	998	31	31	20	8	10	7	5	6	2	6	1	2	1	1	70	61
18,256	...	18,256	19,247	2,983	1,601	438	387	328	241	162	188	68	39	58	38	46	31	4,066	2,725
...
...	...	...	...	...	100	...	10	...	12	...	6	...	...	...	...	...	...	...	128
...
1,044	...	1,044	1,120	121	13	13	2	8	2	2	...	...	...	...	...	...	...	144	17
...
...	...	...	...	...	20	...	4	...	5	...	...	...	...	...	...	...	...	...	29
20,426	...	20,426	21,865	1,335	1,965	471	411	341	207	166	200	70	45	59	40	47	32	4,280	2,960
4,769	...	4,769	4,882	81	64	31	25	21	18	18	19	60	64	41	32	33	29	290	251
88,639	...	88,639	65,277	11,803	10,283	2,390	2,580	1,925	1,858	1,318	1,331	207	257	181	142	137	121	17,921	16,572
3,033	...	3,033	3,030	246	292	110	95	91	95	45	64	...	7	...	...	...	...	482	553
1,392	...	1,392	1,470	799	480	18	53	8	11	5	2	...	...	...	...	...	...	828	518
...
3,449	...	3,449	3,618	517	420	29	38	31	31	17	23	8	9	4	7	2	2	608	536
...
...	...	...	96	35	...	4	1	3	...	1	...	...	...	...	...	...	...	43	...
101,232	...	101,232	23,199	13,431	11,545	2,580	2,791	2,069	2,013	1,404	1,439	275	337	223	181	177	162	20,212	18,468

Barpeta.	For Boys—							Rs.	Rs.				
	Government	...	1	1	...	...	...	...	4	4	...	—	
	Local Fund	...	87	80	...	7	11	7	737	4,645	77	63	
	Aided	...	...	...	...	...	...	...	...	...	...	...
	Unaided	...	...	5	...	...	...	...	...	...	5	1	
	For Girls—												
	Government	...	...	...	...	...	...	...	...	...	...	...	...
	Local Fund	...	7	6	...	...	...	...	...	...	...	...	...
	Aided	...	...	...	...	...	...	...	...	...	...	...	...
	Unaided	...	...	...	...	...	...	...	...	...	...	...	...
Total	...	95	92	...	7	11	7	737	4,645	81	73	1	
Dhubri.	For Boys—												
	Government	...	1	1	...	...	1	1	156	423	2	3	...
	Local Fund	...	231	231	...	...	89	99	1,092	13,297	69	64	...
	Aided	...	1	1	...	...	...	...	...	...	...	...	...
	Unaided	...	10	6	...	4	5	4	194	800	2	1	...
	For Girls—												
	Government	...	...	...	...	...	...	...	...	...	...	...	...
	Local Fund	...	29	28	...	1	9	15	1,560	1,423	3	6	...
	Aided	...	1	1	...	...	1	...	25	...	1	...	...
	Unaided	...	1	1	...	...	1	1	30	72	...	...	...
Total	...	274	269	...	5	106	120	12,057	15,514	77	74	...	
Goalpara.	For Boys—												
	Government	...	1	1	...	...	1	3	88	150	2	3	...
	Local Fund	...	129	124	...	5	10	23	845	934	63	162	84
	Aided	...	19	23	4	...	...	...	...	11	28	14	17
	Unaided	...	6	...	...	6	6	...	340	...	2	...	4
	For Girls—												
	Government	...	...	...	...	...	...	...	...	...	...	...	...
	Local Fund	...	13	12	...	1	...	4	...	259	5	15	13
	Aided	...	1	...	...	1	...	...	...	...	1	...	2
	Unaided	...	...	...	...	...	...	...	...	...	...	...	...
Total	...	169	160	4	13	17	30	1,273	1,343	79	208	117	

DIX B.

Board areas during the year 1921-1922 (excluding Municipal and Municipal Aided Schools).

Expenditure on pay and capita- tion grants.				Number of pupils in each of the seven classes of the school.															
1921-1922.			Total for 1920-21.	Class I.		Class II.		Class III.		Class IV.		Class V.		Class VI.		Class VII.		Total.	
Pay.	Capitation grant.	Total.		1920-21.	1921-22.	1920-21.	1921-22.	1920-21.	1921-22.	1920-21.	1921-22.	1920-21.	1921-22.	1920-21.	1921-22.	1920-21.	1921-22.	1920-21.	1921-22.
14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33
Rs.	Rs.	Rs.	Rs.																
2,248	..	2,248	1,743	80	73	8	19	23	20	11	14	7	11	11	3	12	14	162	154
25,722	..	25,722	22,098	3,184	2,442	644	684	557	465	322	316	109	114	87	60	69	..	4,972	4,028
...
...	170	..	40	..	26	..	26	..	16	..	8	..	11	..	336
...
1,066	..	1,066	..	..	122	..	10	..	4	..	3	..	..	..	..	..	..	..	130
...
...
29,036	..	29,036	23,781	3,264	2,307	652	662	579	515	333	359	116	141	98	71	81	25	5,134	4,627
936	..	936	761	33	16	8	12	7	9	5	3	6	11	4	3	4	4	67	58
55,330	..	55,330	45,688	5,590	5,505	1,034	1,135	862	796	567	526	137	123	73	51	34	43	8,287	8,179
468	..	468	468	43	33	5	18	12	3	5	4	..	..	..	..	..	..	65	58
400	..	400	842	344	200	31	32	10	2	2	..	..	..	..	..	..	..	387	234
...
5,351	..	5,351	4,566	624	650	68	59	32	47	26	19	9	6	1	1	..	..	760	782
684	..	684	380	7	36	2	10	1	7	..	5	..	2	..	1	..	..	10	61
30	..	30	30	10	37	39	..	..	..	..	..	..	..	..	..	..	..	37	39
63,199	..	63,199	52,605	6,678	6,470	1,148	1,266	914	804	605	577	152	142	78	56	38	47	9,613	9,411
1,202	..	1,202	705	37	33	6	8	6	6	6	4	16	19	7	7	8	3	86	80
27,881	..	27,881	23,325	3,124	2,651	711	635	554	546	342	379	114	155	76	67	60	57	5,051	4,670
3,360	..	3,360	2,823	377	411	158	109	101	116	33	70	74	117	..	..	..	..	718	823
...	276	227	..	27	..	18	..	5	..	..	..	..	..	..	..	277	..
...
2,511	..	2,511	2,094	357	283	44	45	30	35	22	20	..	2	..	..	..	..	453	395
...	1,271	34	..	9	..	9	..	7	..	1	..	3	..	1	..	61	..
...
34,054	..	34,054	30,499	4,226	3,558	925	797	715	703	420	473	205	293	86	74	69	60	6,646	5,958

APPENDIX
Statistics of High School

Division.	Kind of school,	Number of institutions.	Number of pupils—					Average daily attendance.
			On rolls on 31st March.					
			High School classes.	Middle classes.	Upper Primary classes.	Lower Primary classes.	Total.	
1	2	3	4	5	6	7	8	9
Surma Valley and Hill Districts ...	Government ...	6	1,502	572	254	250	2,578	2,039
Assam Valley ...	„	12	1,854	939	503	426	3,722	3,179
Total for 1921-22 ...	.....	18	3,356	1,511	757	676	6,300	5,278
Total for 1920-21 ...	.....	18	3,648	1,679	822	822	6,971	6,275
Surma Valley and Hill Districts ...	Aided ...	6	696	263	153	125	1,242	964
Assam Valley ...	„	5	598	329	195	151	1,273	1,039
Total for 1921-22 ...	.....	11	1,294	597	349	276	2,515	2,003
Total for 1920-21 ...	.....	10	1,375	699	381	411	2,886	2,431
Surma Valley and Hill Districts ...	Unaided ...	4	563	175	105	113	956	679
Assam Valley ...	„	7	547	282	172	180	1,181	1,018
Total for 1921-22 ...	.....	11	1,110	457	277	293	2,137	1,697
Total for 1920-21 ...	.....	10	1,263	551	351	350	2,515	2,086
Grand total for 1921-22 ...	.....	40	5,760	2,565	1,382	1,245	10,952	8,978
Grand total for 1920-21 ...	.....	38	6,286	2,929	1,554	1,573	12,372	10,669

DIX C.
for boys for the year 1921-1922.

Number of candidates.	Number passed in the Matriculation Examination in the—				Number of scholarships.	Merit marks.	Direct expenditure.					
	First Division.	Second Division.	Third Division.	Total.			Provincial.	Local or District.	Municipal.	Fees.	Endowments, subscriptions, and other sources.	Total.
10	11	12	13	14	15	16	17	18	19	20	21	22
284	198	55	9	263	30	83.6	Rs. 1,05,763	Rs. ...	Rs. ...	Rs. 50,500	Rs. 54	Rs. 1,56,317
287	166	80	8	254	22	77.3	1,69,780	...	...	67,148	658	2,37,586
571	364	135	17	517	52	80.5	2,75,543	...	...	1,17,648	712	3,93,903
567	315	171	18	564	65	76.7	1,94,493	...	...	1,34,782	521	3,29,796
154	94	32	4	130	10	75.7	20,342	...	...	28,266	4,034	52,642
88	26	16	3	45	4	42.8	14,950	...	...	29,883	907	45,740
212	120	48	7	175	14	63.7	35,292	...	...	58,149	4,941	98,382
255	91	73	20	184	10	57.3	28,050	...	...	60,449	3,577	92,076
115	52	33	4	89	3	65.5	...	...	...	20,523	6,376	26,899
90	31	25	4	60	5	54.4	...	...	...	19,271	29,848	49,119
205	83	58	8	149	8	60.6	...	...	...	39,794	36,224	76,018
204	70	67	15	152	9	58.6	...	...	...	43,099	28,533	76,632
1,018	567	241	32	841	84	72.2	3,10,835	...	...	2,15,591	41,877	5,68,303
1,026	476	311	53	840	84	68.3	2,22,543	...	...	2,43,330	32,631	4,98,504

APPEN
Statistics of Boys' Middle

Division.	Number of institutions.	Number	
		On rolls on	
		Middle classes.	Upper Primary classes.
1	2	3	4
<i>Government.</i>			
Surma Valley and Hill Districts	2	38	21
Assam Valley	3	119	69
Total for 1921-22	5	157	90
Ditto 1920-21	5	147	118
<i>Local or Municipal Boards.</i>			
Surma Valley and Hill Districts	2	37	33
Assam Valley	7	254	153
Total for 1921-22	9	291	186
Ditto 1920-21	10	404	291
<i>Aided.</i>			
Surma Valley and Hill Districts	48	1,359	816
Assam Valley	24	534	362
Total for 1921-22	72	1,893	1,178
Ditto 1920-21	68	1,963	1,350
<i>Unaided.</i>			
Surma Valley and Hill Districts	21	543	342
Assam Valley	19	389	321
Total for 1921-22	40	932	663
Ditto 1920-21	44	1,203	863
Grand total for Government, Local or Municipal Board, Aided and Unaided Schools for 1921-22.	126	3,273	2,117
Ditto ditto for 1920-21	127	3,717	2,627

DIX D.

English Schools for the year 1921-1922.

of pupils—			Direct expenditure—					
31st March.		Average daily attendance.	From Government.			From other sources.		Total.
Lower Primary classes.	Total.		Provincial.	Local or District.	Municipal.	Fees.	Endowments subscriptions, and other sources.	
5	6	7	8	9	10	11	12	13
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
92	151	119	7,468	...	...	521	...	7,989
121	309	227	8,574	...	...	2,773	...	11,347
213	460	346	16,042	...	...	3,294	...	19,336
216	481	378	12,615	...	...	2,964	8	15,587
17	87	74	1,562	787	...	1,839	...	4,188
150	557	555	2,804	3,397	912	7,821	1,387	16,321
167	644	629	4,366	4,184	912	9,650	1,387	20,509
379	1,074	833	4,770	2,682	590	12,587	216	20,845
947	3,122	2,388	11,309	12,582	360	41,820	9,826	75,897
394	1,290	1,088	6,455	6,077	...	20,150	5,199	37,881
1,341	4,412	3,476	17,764	18,659	360	61,970	15,025	1,13,778
1,941	5,304	4,102	14,427	17,462	800	62,887	9,623	1,05,199
416	1,331	1,062	...	...	...	18,548	14,443	32,991
310	1,020	947	...	...	...	14,120	11,853	25,973
756	2,351	2,009	...	...	...	32,668	26,296	58,964
1,155	3,226	2,537	...	...	...	42,500	20,562	63,065
2,477	7,867	6,460	38,172	23,843	1,272	1,07,552	42,703	2,12,587
3,691	10,035	7,850	31,812	20,144	1,390	1,20,938	30,409	2,04,696

APPEN
Statistics of Boys' Middle Vernacular

Division.	Number of institutions.	Number	
		On rolls on	
		Middle classes.	Upper Primary classes.
1	2	3	4
<i>Government.</i>			
Surma Valley and Hill Districts	4	68	45
Assam Valley	13	382	343
Total for 1921-22	17	450	388
Ditto 1920-21	17	528	354
<i>Local and Municipal Boards.</i>			
Surma Valley and Hill Districts	35	407	410
Assam Valley	77	1,200	1,128
Total for 1921-22	112	1,607	1,538
Ditto 1920-21	112	1,943	1,507
<i>Aided.</i>			
Surma Valley and Hill Districts	2	16	16
Assam Valley ... ..	...	...	...
Total for 1921-22	2	16	16
Ditto 1920-21	2	29	17
<i>Unaided.</i>			
Surma Valley and Hill Districts ... ..	...	...	...
Assam Valley	2	19	16
Total for 1921-22	2	19	16
Ditto 1920-21	1	...	...
Grand total for 1921-22	183	2,092	1,958
Ditto 1920-21	182	2,500	1,878

DIX E.

Schools for the year 1921-1922.

of pupils—			Direct expenditure—					
31st March.		Average daily attendance.	From Government.			From other sources.		Total.
Lower Primary classes.	Total.		Provincial.	Local or District.	Municipal.	Fees.	Endowments, subscriptions and other sources.	
5	6	7	8	9	10	11	12	13
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
173	286	196	6,185	...	...	4	...	6,189
838	1,563	1,117	30,370	...	...	264	2	30,636
1,011	1,849	1,313	36,555	...	...	268	2	36,825
1,167	2,049	1,504	25,594	...	...	323	21	25,938
2,343	3,160	1,916	12,202	15,729	2,459	16	...	30,406
5,366	7,694	5,359	38,382	29,189	6,197	651	1,146	75,565
7,709	10,854	7,275	50,584	44,918	8,656	667	1,146	1,05,971
8,301	11,751	8,093	36,201	45,096	8,049	761	1,442	91,549
150	182	125	636	...	921	...	551	2,108
...
150	182	125	636	...	921	...	551	2,108
167	213	148	480	68	1,164	...	639	2,351
...
114	149	79	...	...	...	...	444	444
114	149	79	...	...	...	...	444	444
81	81	17	...	...	...	...	444	444
8,984	13,034	8,792	87,775	44,918	9,577	935	2,143	1,45,348
9,666	14,044	9,762	62,275	45,164	9,213	1,084	2,546	1,20,282

APPEN
Statistics of Boys' Upper

Division.	Number of institutions.	Number of pupils—				Average daily attendance.
		On rolls on 31st March.				
		Upper Primary classes.	Lower Primary classes.	Total.		
1	2	3	4	5	6	
<i>Government.</i>						
Surma Valley and Hill Districts ...	...	...	...	...	...
Assam Valley ...	...	...	...	...	...
Total for 1921-22 ...	...	...	...	...	...
Total for 1920-21 ...	...	...	...	...	...
<i>Local or Municipal Boards.</i>						
Surma Valley and Hill Districts ...	3	28	258	286	195	
Assam Valley ...	6	64	301	415	282	
Total for 1921-22 ...	9	92	589	701	477	
Ditto 1920-21 ...	13	92	916	1,008	645	
<i>Aided.</i>						
Surma Valley and Hill Districts ...	...	...	...	...	...
Assam Valley ...	4	117	198	315	193	
Total for 1921-22 ...	4	117	198	315	193	
Ditto 1920-21 ...	8	93	359	452	320	
<i>Unaided.</i>						
Surma Valley and Hill Districts ...	...	...	...	...	...
Assam Valley ...	...	...	...	...	...
Total for 1921-22 ...	...	...	...	...	...
Total for 1920-21 ...	..	...	...	...	...
Grand total for 1921-22 ...	13	209	807	1,016	670	
Ditto ditto for 1920-21 ...	21	185	1,275	1,460	965	

DIX F.
 Primary Schools for the year 1921-1922.

Direct expenditure—					
From Government.			From other sources.		Total.
Provincial.	Local Fund	Municipal.	Fees.	Endowments, subscriptions and other sources.	
7	8	9	10	11	12
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
...
...
..
...
223	1,077	...	...	...	1,305
...	2,313	...	...	300	2,613
228	3,390	...	...	300	3,918
103	4,218	...	10	...	4,336
...
1,910	1,107	...	...	165	1,272
...	1,107	...	...	165	1,272
1,910	1,090	...	...	2,000	5,000
...
...
...
...
228	4,497	...	...	465	5,190
2,018	5,308	...	...	2,000	9,336

Statistics for Boys' Lower Primary

Division,	Number of institutions.	Number of pupils—		
		On rolls on 31st March.		
		In the upper three classes.	In the fourth class.	Total.
1	2	3	4	5
<i>Government.</i>				
Surma Valley and Hill Districts	52	532	954	1,486
Assam Valley	128	1,087	2,304	3,391
Total for 1921-22	180	1,619	3,258	4,877
Ditto 1920-21	176	2,288	2,716	5,004
<i>Local or Municipal Board.</i>				
Surma Valley and Hill Districts	1,359	23,078	41,067	64,145
Assam Valley	1,619	26,869	40,521	67,390
Total for 1921-22	2,978	49,947	81,588	1,31,535
Ditto 1920-21	3,041	48,546	90,470	1,39,016
<i>Aided.</i>				
Surma Valley and Hill Districts	517	3,830	9,756	13,586
Assam Valley	103	992	1,728	2,720*
Total for 1921-22	620	4,822	11,484	16,306
Ditto 1920-21	651	5,635	12,032	17,667
<i>Unaided.</i>				
Surma Valley and Hill Districts	128	692	2,961	3,653
Assam Valley	36	354	888	1,242
Total for 1921-22	164	1,046	3,849	4,895
Ditto 1920-21	160	819	4,573	5,392
Grand total for Boys' Lower Primary Schools for 1921-22	3,942	57,434	100,179	157,613
Ditto ditto for 1920-21 ...	4,028	57,288	109,791	167,079

DIX G.

Schools for the year 1921-1922.

Average daily attendance.	Direct expenditure—						Remarks.
	From Government.			From other sources.		Total.	
	Provincial.	Local or District.	Municipal.	Fees.	Endowments, subscriptions and other sources.		
6	7	8	9	10	11	12	13
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
1,194	15,261	...	...	...	...	15,261	
2,522	27,144	...	...	...	13	27,157	
3,716	42,405	...	...	...	13	42,418	
4,015	32,387	...	...	...	...	32,387	
41,916	2,23,372	81,051	5,605	...	281	3,10,309	
41,393	2,20,624	1,15,715	5,859	35	2,063	3,44,296	
83,309	4,43,996	1,96,766	11,464	35	2,344	6,54,605	
90,294	3,59,125	2,13,015	12,361	20	3,586	5,88,107	
10,176	33,319	240	697	240	71,333	1,05,829	
2,108	7,599	368	420	...	6,068	14,455	
12,234	40,918	608	1,117	240	77,401	1,20,284	
12,580	39,402	756	1,142	860	69,918	1,12,078	
2,629	...	...	...	...	13,121	13,121	
919	...	...	...	...	3,077	3,077	
3,548	..	...	...	...	16,198	16,198	
3,813	...	...	...	...	15,279	15,279	
102,857	5,27,319	1,97,374	12,581	275	95,956	8,33,505	
110,702	4,30,914	2,13,771	13,503	880	88,783	7,47,851	

*Excludes 11 boys reading only classical language in Nanara Primary Sch.

Statistics of Girls' Schools

Division.	Number of institutions ¹	Number		
		On rolls on		
		High classes.	Middle classes.	Upper Primary classes.
1	2	3	4	5
<i>High English Schools—Government.</i>				
Surma Valley and Hill Districts ...	...	...	<i>Statistics for Girls'</i>	
Assam Valley ...	1	38	24	21
Total for 1921-22 ...	1	38	24	21
Ditto 1920-21 ...	1	26	30	14
<i>Aided.</i>				
Surma Valley and Hill Districts ...	2	76	81	46
Assam Valley ...	...	...	...	...
Total for 1921-22 ...	2	76	81	46
Ditto 1920-21 ...	2	81	78	48
Grand total for 1921-22 ...	3	114	105	67
Ditto for 1920-21 ...	3	107	108	62
<i>Middle English Schools—Government.</i>				
Surma Valley and Hill Districts ...	2	...	19	14
Assam Valley ...	1	...	4	2
Total for 1921-22 ...	3	...	23	16
Ditto 1920-21 ...	3	...	30	19
<i>Aided.</i>				
Surma Valley and Hill Districts ...	3	7	32	16
Assam Valley ...	4	...	50	38
Total for 1921-22 ...	7	7	82	54
Ditto 1920-21 ...	6	10	46	42
<i>Unaided.</i>				
Surma Valley and Hill Districts ...	1	...	8	5
Assam Valley ...	2	...	18	20
Total for 1921-22 ...	3	...	26	25
Ditto 1920-21 ...	2	...	34	25
Grand total for 1921-22 ...	13	7	131	95
Ditto for 1920-21 ...	11	10	110	86
<i>Middle Vernacular Schools—Government.</i>				
Surma Valley and Hill Districts ...	1	...	7	7
Assam Valley ...	1	...	...	4
Total for 1921-22 ...	2	...	7	11
Ditto 1920-21 ...	2	...	5	15

DIX H.

for the year 1921-1922.

of pupils—				Direct expenditure—					
31st March.			Average daily attendance.	From Government.			From other sources.		Total.
Lower Primary classes.		Total.		Provincial.	Local or District Board.	Municipal.	Fees.	Endowments, subscriptions and other sources.	
In the upper three classes.	In the fourth class.								
6	7	8	9	10	11	12	13	14	15
<i>High English Schools.</i>									
...	...	...	...	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
38	10	131	92	9,137	...	...	1,012	...	10,149
38	10	131	92	9,137	...	...	1,012	...	10,149
38	15	123	97	5,913	...	...	741	...	6,654
172	121	496	359	5,928	...	...	978	3,785	10,691
...
172	121	496	359	5,928	...	...	978	3,785	10,691
172	154	533	413	5,928	...	...	1,026	3,579	10,553
210	181	627	451	15,065	...	...	1,990	3,785	20,840
292	169	656	510	11,841	...	...	1,767	3,579	17,207
<i>Middle English Schools.</i>									
113	104	250	171	10,796	...	...	86	...	10,882
16	84	106	75	3,413	...	...	...	...	3,413
129	188	356	246	14,209	...	...	86	...	14,295
108	146	303	241	11,689	...	...	145	...	11,834
110	205	370	238	2,030	...	...	101	11,500	13,631
179	210	477	336	2,700	1,406	1,147	695	282	6,230
289	415	847	574	4,730	1,406	1,147	796	11,782	19,861
222	310	630	461	4,739	1,303	1,051	777	12,326	20,196
23	...	36	25	...	...	...	40	2,100	2,140
59	31	128	115	...	...	...	273	4,156	4,429
82	31	164	140	...	...	...	313	6,256	6,569
45	...	104	83	...	...	...	233	7,031	7,274
500	634	1,367	960	18,939	1,406	1,147	1,195	18,038	40,725
375	456	1,037	785	16,428	1,303	1,051	1,155	19,357	39,304
<i>Middle Vernacular Schools.</i>									
45	23	82	59	4,266	...	...	63	...	4,329
36	18	58	61	2,459	...	...	...	...	2,459
81	41	140	120	6,725	...	...	63	...	6,788
73	83	176	111	5,033	...	...	106	...	5,139

APPEN
Statistics of Girls' Schools

Division.	Number of institutions.	Number		
		On rolls on		
		High classes.	Middle classes.	Upper Primary classes.
1	2	3	4	5
<i>Local Board or Municipal.</i>				
Surma Valley and Hill Districts	1	...	4	6
Assam Valley	10	...	26	31
Total for 1921-22	11	...	30	37
Ditto 1920-21	13	...	24	32
<i>Aided.</i>				
Surma Valley and Hill Districts	4	...	20	28
Assam Valley	4	...	20	28
Total for 1921-22	4	...	20	28
Ditto 1920-21	5	...	52	39
Grand total for 1921-22	17	...	57	76
Ditto for 1920-21	20	...	81	86
<i>Primary Schools—Government.</i>				
Surma Valley and Hill Districts	...	...	...	...
Assam Valley	...	...	...	...
Total for 1921-22	...	...	...	...
Ditto 1920-21	1	...	...	..
<i>Local Board or Municipal.</i>				
Surma Valley and Hill Districts	191	...	3	13
Assam Valley	116	...	7	19
Total for 1921-22	307	...	10	32
Ditto 1920-21	316	...	7	30
<i>Aided.</i>				
Surma Valley and Hill Districts	7	...	...	...
Assam Valley	3	...	1	2
Total for 1921-22	10	...	1	2
Ditto 1920-21	9	...	2	2
<i>Unaided.</i>				
Surma Valley and Hill Districts	23	...	...	...
Assam Valley	3	...	...	...
Total for 1921-22	26	...	...	...
Ditto 1920-21	32	...	5	10
Grand total for 1921-22	343	...	11	34
Ditto for 1920-21	353	...	14	42

DIX H—concl'd.

for the year 1921-1922—concl'd.

of pupils—				Direct expenditure—					
31st March.			Average daily attendance.	From Government.			From other sources.		Total.
Lower Primary classes.		Total.		Provincial.	Local or District Board.	Municipal.	Fees.	Endowments, subscriptions and other sources.	
In the upper three classes.	In the fourth class.								
6	7	8	9	10	11	12	13	14	15
18	29	57	33	Rs. 252	Rs. ...	Rs. 1,538	Rs. ...	Rs. ...	Rs. 1,790
206	335	598	407	4,055	3,711	722	...	...	8,488
224	364	655	440	4,307	3,711	2,260	...	...	10,278
193	553	802	537	4,320	3,882	1,952	...	...	10,154
...
125	182	355	238	6,364	1,253	1,101	...	4,650	13,368
125	182	355	238	6,364	1,253	1,101	...	4,650	13,368
244	281	616	414	4,609	1,253	965	1	2,384	9,212
430	587	1,150	798	17,396	4,964	3,361	63	4,650	30,434
510	917	1,594	1,062	13,962	5,135	2,917	107	...	17,677
<i>Primary Schools.</i>									
...
...
...
7	16	23	17	204	...	...	...	...	204
1,326	4,340	5,632	3,706	23,463	12,357	711	...	2	36,533
1,027	2,440	3,493	1,899	16,956	7,801	845	...	602	26,204
2,353	6,780	9,175	5,605	40,419	20,158	1,556	...	604	62,737
2,112	7,406	9,555	5,803	34,540	21,891	2,456	...	288	59,175
141	158	299	192	4,958	...	370	243	259	5,830
66	89	158	102	348	...	219	...	1,028	1,666
207	247	457	294	5,306	...	589	243	387	7,496
130	216	350	241	5,003	10	332	288	1,672	7,305
112	653	765	509	...	...	...	...	2,364	2,364
27	87	114	96	...	...	...	...	991	991
139	740	879	605	...	...	...	...	3,355	3,355
170	933	1,123	881	...	...	...	...	3,250	3,250
2,699	7,767	10,511	6,504	45,725	20,158	2,145	243	4,346	73,538
2,419	8,576	11,051	6,942	39,747	21,901	2,788	298	5,210	69,934

APPENDIX I.—PART I.

(All the Training Schools excepting Apprenticeship.)

Statistics of Training Schools for the year 1921-1922.

Division.	Number of institutions.	Number of pupils.			Direct expenditure—			Cost of educating each pupil.	
		On rolls on 31st March.	Average number on rolls monthly.	Average daily attendance.	From Government.		Total.	To Government.	Total.
					Provincial.	Local.			
1	2	3	4	5	6	7	8	9	10
<i>Government.</i>									
Surma Valley and Hill Districts	4	157	161	145	Rs. 32,615	Rs. ...	Rs. 32,615	Rs. a. p. 202 9 2	Rs. a. p. 202 9 2
Assam Valley	3	149	147	142	29,730	...	32,368	202 3 11	220 3 0
Total for 1921-22	7	306	308	287	62,345	...	64,983	202 6 8	1210 15 8
Ditto 1920-21	7	328	320	300	60,826	...	61,052	190 1 3	190 12 10
<i>Aided.</i>									
Surma Valley and Hill Districts	2	63	63	44	3,450	...	7,476	54 12 2	118 10 8
Assam Valley	1	18	18	17	1,360	...	1,360	75 8 10	75 8 10
Total for 1921-22	3	81	81	61	4,810	...	8,836	59 6 1	109 1 5
Ditto 1920-21	4	119	107	92	2,805	...	6,103	26 3 5	57 0 7
Grand total for 1921-22	10	387	389	348	67,155	...	73,819	172 10 1	189 12 3
Ditto for 1920-21	11	447	427	392	63,631	...	67,157	149 0 3	157 4 4

APPENDIX I.—PART II.

Training of Schoolmasters during the year 1921-1922.

	Training School and Normal School.	Guru Training School and Shillong Normal School.	All High Schools.		All Middle Schools	
			Apprentices.	Non-certificated teachers.	Apprentices.	Non-certificated teachers.
1	2	3	4	5	6	7
FOR LOWER PRIMARY SCHOOLS.						
Number drawing stipends at the close of the previous year	...	40	...	...	...	...
Number admitted to stipends during the year	...	43	...	...	...	...
Number passed out qualified during the year	...	26	...	...	...	...
Number given employment as teachers during the year.	...	26	...	...	...	...
		24	...	...	...	...
FOR UPPER PRIMARY SCHOOLS.						
Number drawing stipends at the close of the previous year	...	...	...	...	...	...
Number admitted to stipends during the year	...	...	...	...	...	...
Number passed out qualified during the year	...	...	...	...	...	...
Number given employment as teachers during the year.	...	...	...	...	...	...
FOR MIDDLE VERNACULAR SCHOOLS.						
Number drawing stipends at the close of the previous year	130	...	...	...	...	...
Number admitted to stipends during the year	47	...	...	...	...	...
Number passed out qualified during the year	30	...	...	...	...	...
Number given employment as teachers during the year.	26	...	...	...	...	...
	20	...	...	...	...	...
FOR MIDDLE ENGLISH SCHOOLS:						
Number drawing stipends at the close of the previous year	...	15	...	...	...	...
Number admitted to stipends during the year	...	8	...	...	...	...
Number passed out qualified during the year	...	5	...	...	...	...
Number given employment as teachers during the year.	...	5	...	...	...	...
	...	5	...	...	...	...

APPENDIX J.

Boarding Houses attached to Government Colleges, High and Middle English Schools, for the year 1921-1922.

Division.	Number of hostels or boarding houses for—				Number of boarders the insaturation can accommodate.	Number of boarders on 31st March 1921.	Average number of boarders on the rolls monthly during the year.	Sanctioned establishment grant.	Expenditure.		
	Hindus.	Muhammadians.	Others.	Total.					Contingent charges.	Construction and repairs.	Total.
1	2	3	4	5	6	7	8	9	10	11	12
<i>Colleges.</i>								Rs.	Rs.	Rs.	Rs.
Surma Valley and Hill Districts.	2	1	...	3	154	99	105	8,166	3,504	4,662	8,166
Assam Valley ...	2	1	...	3	297	258	277	7,402	32,919	1,402	34,321
Total for 1921-22 ...	4	2	...	6	451	357	382	15,568	36,423	6,064	42,487
Ditto 1920-21 ...	4	2	...	6	481	373	439	15,058	41,469	5,168	46,637
<i>High Schools.</i>											
Surma Valley and Hill Districts.	6	6	2	14	464	285	290	3,021	4,653	7,000	11,653
Assam Valley ...	12	7	2	21	513	359	381	1,856	13,639	18,564	32,203
Total for 1921-22 ...	18	13	4	35	977	644	671	4,877	18,292	25,564	43,856
Ditto 1920-21 ...	16	11	6	33	958	706	791	7,916	28,360	21,023	49,383
<i>Middle English Schools.</i>											
Surma Valley and Hill Districts.	...	...	1	1	7	7	7	...	180	...	180
Assam Valley ...	2	...	1	3	54	56	24	...	1,179	...	1,179
Total for 1921-22 ...	2	...	2	4	61	63	31	...	1,359	...	1,359
Ditto 1920-21 ...	2	...	8	10	228	234	236	...	480	40	520
Grand total for 1921-22 ...	24	15	6	45	1,489	1,064	1,084	20,445	56,074	31,628	87,702
Ditto for 1920-21 ...	22	13	14	49	1,667	1,313	1,466	22,974	70,309	26,231	96,540

APPENDIX K.

Percentage of pupils who secured school final certificates to the number of pupils in the

Division.	Number of pupils in the first class of—					Number of boys who passed the Matriculation Examination.
	High School course.	Middle English course.	Middle Vernacular course.	Upper Primary course.	Lower Primary course.	
1	2	3	4	5	6	7
Government, Local and Municipal Board Schools—						
Surma Valley and Hill Districts ...	338	...	199	...	3,671	263
Assam Valley ...	287	...	789	...	4,293	254
Total for 1921-1922	625	...	988	...	7,964	517
Ditto 1920-1921	591	...	905	...	7,940	504
Aided Schools—						
Surma Valley and Hill Districts ...	171	...	10	...	301	130
Assam Valley ...	89	...	20	...	160	45
Total for 1921-1922	260	...	30	...	461	175
Ditto 1920-1921	258	...	33	...	434	184
Unaided Schools—						
Surma Valley and Hill Districts ...	112	...	...	...	27	89
Assam Valley ...	98	...	8	...	26	60
Total for 1921-1922	210	...	8	...	53	149
Ditto 1920-1921	207	...	...	...	22	152
Grand total for 1921-1922	1,095	...	1,026	...	8,478	841
Ditto for 1920-1921	1,056	...	933	...	8,396	840

Statistics of Middle Madrasas

No.	Name of Madrasa.	Parent school or schools.	Roll number on 31st March				Average roll number.	Average daily attendance.	Percentage of daily attendance.	Number on the Arabic side.	Direct	
			Hindus.	Muhammadans	Others.	Total.					Provincial revenues.	District Fund.
1	2	3	4	5	6	7	8	9	10	11	12	13
	Surma Valley.										Rs.	Rs.
1	Bahubal Madrasa ..	Lower Primary Muktab		Nil.								
2	Maulvi Bazar Madrasa ...	Ditto		67	..	67	60	41	85.3	67	1,410	
	Total for 1920-1921 ..	.....		52	..	52	43	39	62.3	52		

DIX K.

first classes of all kinds of schools for general education during the year 1921-1922.

Number of pupils who secured final certificate.					Percentage of success.				
Middle English schools.		Middle Vernacular schools.	Upper Primary schools.	Lower Primary schools.	High School course.	Middle English course.	Middle Vernacular course.	Upper Primary course.	Lower Primary course.
Middle English certificates.	Middle Vernacular certificates.								
8	9	10	11	12	13	14	15	16	17
...	...	140	...	2,615	77.8	...	70.3	...	71.2
...	...	549	...	3,068	88.5	...	69.5	...	71.2
...	...	689	...	5,683	82.7	...	69.7	...	71.3
...	...	630	...	5,273	85.2	...	63.9	...	66.4
...	...	4	...	290	76	...	40	...	96.3
...	...	15	...	82	50.5	...	75	...	51.3
...	...	19	...	372	67.3	...	63.3	...	80.7
...	...	22	...	350	71.3	...	66.6	...	80.6
...	20	79.4	...	...	...	74
...	...	5	...	17	61.2	...	62.5	...	65.3
...	...	5	...	37	70.9	...	62.5	...	69.8
...	20	73.4	...	...	...	90.9
...	...	713	...	6,092	76.8	...	69.5	...	71.8
...	...	652	...	5,643	79.5	...	69.5	...	67.2

DIX L.

for the year 1921-1922.

expenditure.				Qualifications of teachers.													
Municipal Funds.	Fees.	Other private sources.	Total.	Number of teachers.	Bachelor of Arts.	Matriculation.	Matriculation plucked.	Middle English.	Middle Vernacular.	Upper Primary.	Lower Primary.	Vernacular Mastership.	Vernacular Mastership plucked.	Madrasa central examinations.	Madrasa Junior.	Holding no certificate.	Guru Training passed.
14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
Rs.	Rs.	Rs.	Rs.														
	137	328	1,905	6	1	1	...	...	...	...	...	...	...	2	...	2	...
	70	410	460	4	...	...	...	1	...	...	...	...	...	1	1	1	...

APPENDIX M.

Muhammadans in all institutions, public and private, excepting European schools.

	1920-1921.			1921-1922.			Increase or decrease of pupils.
	Institutions.	Total number of pupils on 31st March.	Total number of Muhammadan pupils on 31st March.	Institutions.	Total number of pupils on 31st March.	Total number of Muhammadan pupils on 31st March.	
1	2	3	4	5	6	7	8
PUBLIC INSTITUTIONS.							
Arts Colleges for males—							
English	2	846	155	2	752	146	—9
Oriental .. ..	...	...	...	1	15	...	...
Colleges for Professional Training—							
Law for males	1	60	5	1	52	4	—1
Secondary Schools for males.							
{ High Schools	38	12,372	1,838	40	10,952	1,628	—210
{ Middle Schools { English ..	127	10,085	1,426	126	7,867	908	—518
{ Middle Schools { Vernacular	132	14,044	1,926	133	13,034	1,786	—140
{ High Schools	3	656	18	3	627	16	—2
{ Middle Schools { English...	11	1,037	82	13	1,367	126	+44
{ Middle Schools { Vernacular	20	1,594	156	17	1,150	96	—60
Primary Schools ... { For males	4,049	168,703	40,101	3,955	158,640	35,454	—4,647
{ „ females	358	11,051	2,211	343	10,511	2,022	—189
Training Schools ... { For males	9	411	54	8	353	40	—14
{ „ females	2	36	...	2	34	...	...
Medical Schools ... { For males	1	228	40	...	...	...	...
{ „ females ... ..	...	...	...	...	...	...	...
Technical and Industrial Schools. { For males	9	119	9	11	156	11	+2
{ „ females ... ..	...	...	...	1	14	...	...
Other Schools ... { For males	78	1,981	842	85	2,165	792	—50
{ „ females ... ..	...	...	...	...	...	...	...
Total of Public Institutions	7,840	223,223	48,863	4,741	207,689	43,029	—5,834
PRIVATE INSTITUTIONS.							
1. Advanced teaching—							
(a) Arabic and Persian. { For males	12	734	734	11	607	607	—127
{ „ females ... ..	...	...	...	...	...	...	...
(b) Sanskrit ... { For males	12	186	...	21	356	...	...
{ „ females ... ..	...	...	...	...	...	...	...
2. Elementary teaching—							
(a) A Vernacular only or mainly. { For males	34	1,354	346	46	1,464	171	—173
{ „ females	6	166	15	9	233	35	+20
(b) The Koran only { For males	95	2,763	2,763	104	2,905	2,905	+142
{ „ females	3	54	54	5	105	105	+51
3. Other schools not conforming to departmental standards. { For males	89	2,811	523	79	2,412	228	—295
{ „ females ... ..	...	...	...	1	122	1	+1
Total of Private Institutions	251	8,068	4,435	276	8,204	4,052	—383
Grand total	5,091	231,291	53,298	5,017	215,893	47,081	—6,217

APPENDIX N.

Statement showing the employment of Muhammadans.

Employment.	1920-1921.				1921-1922.			
	Total number.	Number of Muhammadans.	Total number of vacancies occurring during the year.	Number of vacancies filled up by Muhammadans.	Total number.	Number of Muhammadans.	Total number of vacancies occurring during the year.	Number of vacancies filled up by Muhammadans.
1	2	3	4	5	6	7	8	9
Inspecting Officers	67	15	5	2	69	17	4	1
Clerks	69	9	7	2	75	9	7	...
INSTRUCTIVE STAFF.								
Government Colleges and High Schools ...	397	48	47	10	391	48	32	5
Aided " " " ...	174	25	33	7	178	22	10	1
Unaided " " " ...	136	12	12	2	134	17	14	2
Special Schools	158	59	11	7	156	56	6	4
Government Middle Schools	551	48	67	4	576	44	46	7
Aided " " "	365	30	40	4	347	31	36	7
Unaided " " "	187	11	23	4	184	4	10	1
Government and Board Primary Schools ...	4,884	845	336	97	4,653	866	306	87
Aided " " "	808	93	8	1	639	46	9	2
Unaided " " "	221	32	14	8	208	28	8	4
Total	8,017	1,227	603	148	7,610	1,188	488	131

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(D P. I.) No. 19-255-11-12-1922.

Resolution on the progress of Education in Assam, 1917-18 to 1921-22.

Extract from the Proceedings of the Government of Assam in the Education Department, No. 238E., dated the 15th January 1923.

READ—

The Quinquennial Review of the progress of Education in Assam for the period 1917-18 to 1921-22.

RESOLUTION.

This review deals with the period commencing on the 1st of April 1917 and ending on the 31st of March 1922. The earlier half of the quinquennium was overshadowed by the Great War and the most notable feature of the latter half was the acute financial depression which marked its aftermath. Available allotments have been largely swallowed up in meeting obligations undertaken in the previous quinquennium, and, though increased grants have been given to local bodies and the various educational services have been reorganised, attention has been concentrated more on the consolidation and improvement of existing conditions than on the development of new activities. The recent introduction of the Reforms, and the political unrest which followed, have introduced further complications into a situation which was already sufficiently complex. Mr. Cunningham's able report discusses the multitudinous problems arising from the reformed constitution and shows how difficult it is to frame a policy which will be at the same time acceptable to the people and in conformity with their needs, and how dependent on the provision of further funds every scheme of advance must be. Altogether, the quinquennium has been one of unusual difficulty for the Education Department, and the fact that, in spite of the discouraging difficulties which confronted the Department on every side, the Director of Public Instruction and his staff have been able, while safeguarding existing institutions, to make appreciable progress in several directions, is a fit subject for congratulation.

2. *Controlling Agencies.*—Under the Reforms Scheme, Education has, with the exception of European and Anglo-Indian education, become a provincial transferred subject under the control of the Governor acting with his Minister. The change of Government came into force in the midst of a period of financial and political strain and the main efforts of the new regime were necessarily devoted to a successful defence of the existing educational system against the attacks of political malcontents. Among the minor changes of control during the quinquennium were the transfer of industrial schools to the new department of industries, the devolution of increased responsibilities to the committees of educational institutions, the relaxation of departmental control over local bodies and the strengthening of the inspecting staff.

3. *Collegiate Education.*—The materialisation of the scheme for the improvement of the Murarichand College constituted the leading feature of collegiate education during the past quinquennium. Commodious and up-to-date buildings for this college are now under construction and will provide before long a suitably equipped centre for advanced education in the Surma Valley.

The percentage of college expenditure to the total expenditure on education is now 7·7 against 5·9 in 1917; but it is worthy of note that while the average fee per annum for each student has shewn little fluctuation (it has increased from 51·3 in 1916-17 to 54·9 in 1922) the cost of educating a student in the Assam Colleges has risen by no less than 50 per cent.—from Rs. 231·9 to Rs. 347·47.

The recent transfer from the Government of India to the Government of Bengal of the control of the Calcutta University, to which Assam colleges are affiliated, is fraught with future possibilities to which the province of Assam cannot be indifferent and the position is not free from anxiety.

His Excellency and his Minister observe with concern the Director's conclusion that the increasing percentage of successes in the Matriculation Examinations of recent years, in the midst of political distractions, can only have been rendered possible by a serious lowering of the standard of examination. It cannot be sound policy to induce a large number of boys to enrol themselves in colleges if they are not qualified to profit by a course of University instruction.

4. *Secondary Education*.—Though there was an increase of 17 per cent. in the number of secondary schools and an increase of no less than 50 per cent. in the expenditure on secondary education, it is surprising to note that the enrolment at the close of the quinquennium was 11 per cent. below what it was at its commencement. For this reduction, unfavourable economic and political conditions were mainly responsible and the Government of Assam trust that, with improving conditions, the future enrolment of these schools will respond to the expenditure from both public and private funds which is now devoted to them. The average cost per pupil in Government High and Middle schools for boys rose from Rs. 33-7-2 and Rs. 23-9-6 to Rs. 64-1-0 and Rs. 44-13-9 respectively, during the quinquennium; while fee receipts in Government High schools increased by Re. 1 only per head and actually decreased by about Re. 1 per head in Middle schools.

5. *Primary Schools*.—The total number of primary schools rose from 4,197 to 4,298, but the enrolment fell from 181,808 to 169,151, or a decline of 7 per cent. Expenditure on these schools however increased by 21 per cent. from Rs. 7,50,905 to Rs. 9,12,283. The average annual cost of a boy's primary school and of a pupil in such a school is now Rs. 212-05 and Rs. 5-5 respectively, of which Rs. 187-5 and Rs. 4-9 are borne by public funds.

The decrease in the enrolment in both primary and secondary schools has been most marked in the case of the Muhammadan and the backward communities.

The average rate of pay of a primary school teacher has advanced during the quinquennium by over 40 per cent. This long-deferred increase of pay was rendered possible by an Imperial grant of one lakh in 1918 and by a provincial grant of two lakhs in 1921. The position of teachers under local bodies was further improved by a very considerable extension of the provident fund system.

Other notable features of the quinquennium were the abolition of the capitation system and of the public examination at the close of the vernacular school course. With regard to the latter, however, reporting officers are persistent in advising its re-introduction on the ground that the public examination was popular and that conditions do not allow of the '*in situ*' examination which has taken its place being efficiently conducted.

In accordance with a resolution in favour of free and compulsory education throughout the province which was carried in the Legislative Council of March 1921, a bill has been drafted on the lines of the educational Acts adopted in other provinces and has been introduced in Council.

6. *Local bodies in their relation to Education*.—Under the Local Self-Government Act of 1915, the Local Boards are charged with education in the vernacular up to the close of the Middle School course. They are permitted under certain conditions to aid and maintain other schools, but are not encouraged to do so in view of the fact that their resources are at present inadequate for the discharge of even their primary educational functions. The Director has pointed out that, during the closing years of the quinquennium, the expenditure of local bodies on education from their own resources did not reach the very modest sum of an anna per head of the population. It is obvious that, with an expenditure on this exiguous scale, no marked progress in the education of the masses can be achieved. Periodical grants from imperial and provincial resources have enabled some progress to be made, but if a steady advance is to be registered in the future and a healthy sense of local responsibility for elementary education developed, it is clear that some way will have to be found of augmenting the resources of the Boards themselves. Reliance on fortuitous doles from central or provincial revenues will never provide a permanent solution of the difficulty. Unfortunately the general financial depression through which the country is passing has prevented this problem from being tackled resolutely, and it can only be hoped that matters will improve during the next few years. In the meantime, His Excellency and his Minister trust that local bodies will, as far as they can, continue to promote the development of primary education from their own resources, with the help of such grants as Government are in a position to make from time to time. If the Director considers that the existing rules place undue difficulties in the way of his department assuring itself that the money so granted is being spent on the purposes for which it is provided, or that they are unsuitable in other respects, he should not hesitate to move Government for their amendment.

7. *Special education*—The Earle Law College at Gauhati continued on a temporary basis and is now the only institution in the province which trains students for a legal career. The enrolment in the closing years of the quinquennium was 64. In view of the present overcrowding of the local Bars the outturn of this College is at present more than sufficient for local needs.

The Berry-White Medical School at Dibrugarh is at present the only medical school in the province, but the accommodation which it supplies meets only a portion of the demand. The Government have had under consideration a scheme for establishing a medical school in the Surma Valley, but it will be impossible to carry it out till the financial situation is easier.

Towards the close of the quinquennium Mr. B. Borooah of Calcutta made a generous donation of one lakh of rupees for the development of industrial education in the Assam Valley. The proposed school, when established, will be under the control of the Director of Industries.

There has been some expansion of technical and industrial education in the province during the quinquennium, though the facilities hitherto furnished still fall far short of the popular demand. The attention of all interested in this question is drawn to Mr. Cunningham's weighty remarks on the futility of expanding this form of education without reference to facts. "Commerce and Industries do not start at the bidding of academies."

A Government Sanskrit College was opened at Sylhet in January 1922 for the training of advanced students for the title examinations of the Calcutta Board in Nyaya, Smriti, Kavya and Byakaran. The number and enrolment of *lots* of all classes have increased during the last five years, and a special officer has been deputed to report on the advisability of revising their courses and examinations.

8 *Female education*.—The number of girls' schools has increased from 361 to 397 and the number of girls reading in girls' and boys' schools has risen from 27,955 to 28,624. The cost of female education, excluding charges for the education of girls in boys' schools and all indirect charges, has, however, increased from Rs. 1,24,474 to Rs. 2,17,879—an increase of no less than 75 per cent.

9. *Education of special classes*.—The number of European schools increased from 3 to 4 and their enrolment from 222 to 325.

Muhammadan education has suffered a serious set back during the quinquennium, the number of Muhammadans under instruction having decreased from 55,625 to 47,086—a decline of over 15 per cent. For this discouraging result, economic difficulties, which affected the poorer Muhammadan community to a special degree, and the general political unrest were mainly responsible.

Education in the various Hill districts of the province made substantial progress, but a solution of the language difficulty will be necessary before any marked advance can be recorded.

10. *General*—An interesting feature of the political agitation which marked the closing years of the quinquennium was the starting of a number of so-called national schools in the plains with the avowed object of providing instruction freed from departmental control and from dependence on provincial or local funds. The majority of these schools collapsed, after a brief and useless career, and they furnish one more illustration, if any were needed, of the futility of embarking on hastily devised enterprises without counting the cost.

11. The system of medical examination of school children which was inaugurated during the previous quinquennium has continued to be of considerable benefit to the schools of the province, and the thanks of Government are due to the officers of the Medical Department who have discharged this useful though unremunerated duty.

12. The general financial depression greatly embarrassed the working of the various mission educational institutions in the province, but the mission authorities nevertheless continued their good work with zeal and efficiency. The Government of Assam record their appreciation of their altruistic and public spirited efforts more particularly in the sphere of girls' schools and schools for pupils of hill races and backward communities.

13. The various educational services were reorganised during the quinquennium and though it has not always been possible to give them the financial relief to which they thought themselves entitled, their prospects have been considerably improved.

14. In conclusion His Excellency and his Minister desire to express their deep indebtedness to Mr. J. R. Cunningham, M.A., C.I.E., for the ability and zeal with which he has administered his department under discouraging conditions. They also

note with pleasure the names of those officers who have been specially commended for good work. Mr. Cunningham's report is a brilliant piece of work to which it is impossible to do justice within the limits of a resolution and which all who are interested in the future of Assam will find it well worth their while to study for themselves.

ORDER.—Ordered that the Resolution be published in the *Assam Gazette*.

By order of the Government of Assam,

A. J. LAINÉ,

Second Secretary to the Government of Assam.