

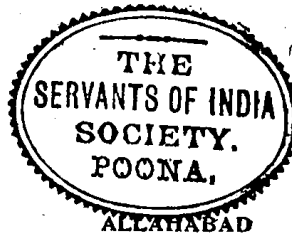


Report on the
**Improvement and Expansion of
Primary Education for Boys**
in the United Provinces
of Agra and Oudh

BY

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Report on the improvement and expansion of primary education for boys in the United Provinces of Agra and Oudh.

CHAPTER I.

PRELIMINARY.

I was placed on special duty with effect from 27th August, 1924, to examine:—

- (1) how the present expenditure on primary education can be made to yield better results, and
- (2) how far it is possible to introduce compulsion in rural areas and with what limitations.

In order to examine the question carefully in all its bearings and to collect necessary statistics and other information which was necessary to arrive at suitable conclusions on the points involved, I visited various places in these provinces and discussed the question with various officials and non-officials. At the end of this preliminary survey I visited the Punjab and discussed there with the Director and the Inspector of Vernacular Education and other officers questions regarding vernacular education and the working of the schemes which have been introduced in that province. I also visited in the Punjab some of the vernacular schools maintained by district boards in which the principle of compulsion has been introduced. I also examined there the system of training teachers for vernacular schools and the working of the scheme of adult education. The results of my examination of the whole question of primary education, together with the necessary suggestions for its expansion and improvement, are contained in this report. I desire to convey my acknowledgments to the Director of Public Instruction, Punjab, and the Inspector of Vernacular Education, Punjab, and other officers in that province who kindly afforded me full facilities for the prosecution of my enquiries.

2. I think it necessary at the outset to refer briefly to the position in regard to vernacular primary education in these provinces as it existed in 1919-20. I have selected this year as the starting point because it was in that year that the grants to district boards were increased considerably and a regular programme was prepared for expansion on a large scale. In 1918-19 grants given by Government to district boards for vernacular education stood at about 15½ lakhs and the number of boys in the primary stage in district board schools was 576,17½. During the years 1918-19 to 1923-24 the recurring grants given by Government to district boards for vernacular education increased from Rs. 15½ lakhs to Rs. 61½ lakhs, and in addition to these recurring grants a sum of Rs. 22½ lakhs was given as a non-recurring grant for improvement of primary school buildings and equipment during the period in question. With this increase in expenditure the figures of enrolment of boys in the primary stage in district board schools increased to 735,983 on 31st March, 1924. It will thus be seen that while the recurring expenditure on grants by Government to district boards for vernacular education was nearly quadrupled during the period in question, the increase in enrolment of boys

in the primary stage was only about 27·74 per cent. In this connection it is necessary to explain that the total sum of about Rs. 46 lakhs given as increased recurring grants to district boards for vernacular education included about Rs. 23½ lakhs for the development of existing primary schools and training classes, for opening new primary schools and training classes, and for grant-in-aid to aided institutions. The balance related to other items (middle vernacular education, about Rs. 4 lakhs; revision of the pay of teachers, about Rs. 17 lakhs; depressed class education, about Rs. 1 lakh; and female education, about Rs. ½ lakhs). Thus it will be seen that only a small portion of the increased expenditure was available for expansion of primary education.

3. It will be seen from the statistics regarding vernacular primary schools of all kinds maintained or aided by district boards contained in appendix A that we have 48 district boards, that the total area covered by these district boards is over a lakh square miles, and that the total number of primary and preparatory schools is about fifteen thousand. This gives an average of one school for every seven square miles. It will also be seen that the total population comprised in the district board area is about 45 million out of which about 23 million are males. The total number of boys on rolls in the primary schools maintained or aided by district boards is about eight lakhs. To the latter figure should be added fifty thousand which represents the figure on the rolls of middle vernacular schools maintained or aided by district boards (vid. appendix H). We thus arrive at the total figure of 8½ lakhs of boys on the rolls of all vernacular schools maintained or aided by district boards in the district board area against a population of 23 million males. Taking 15 per cent of the total male population as the number of boys of school-going age (which was the standard adopted by the Education Commission of 1882) we have only 8½ lakhs of boys on rolls out of a total of about 34½ lakhs of boys of school-going age. The figures are appalling and show that only about one-fourth of the total number of boys of school-going age in the district board area are at present under instruction. Very determined efforts are, therefore, necessary to face the problem of removing illiteracy among the masses. Unless this is done, no real improvement in any direction is possible. The facilities at present are lamentably meagre. The United Provinces contain 104,347 villages, while the number of primary and preparatory schools maintained or aided by district boards is about fifteen thousand. This gives an average of one school for every seven villages, which is obviously very unsatisfactory. It is clear that a very considerable extension of the facilities for primary education is urgently necessary in order to remove the serious disability which these provinces—the largest in point of population in India except Bengal—are labouring under at present. The question resolves itself mainly into one of provision of funds, but the magnitude of the task need not frighten us. Funds will be required only gradually and in a progressive manner, and there should be no difficulty about their being available if primary education is given its proper and rightful place in the scheme of education and its special importance as the foundation on which every other form of education rests is duly recognized. The case of the Punjab proves what can be achieved in a short period by adherence to a systematic policy of expansion of primary education. During 1922-23 the expenditure on education in the whole of India rose from about 18½ crores to 19 crores, but of the new expenditure of 66 lakhs no less than Rs. 30 lakhs was incurred in the Punjab alone. The Punjab was thus able to show an increase of 150,000 of the 400,000 new pupils in school during 1922-23. The bulk of the

(3)

expenditure and the increased enrolment were in primary schools. " The phenomenal increase in enrolment," points out the Educational Commissioner with the Government of India in his Indian Education in 1922-23 issued in April, 1924, " is due to the adherence of the Punjab Government to a consistent policy of educational expansion in rural areas." If funds are made available, and an intensive programme of expansion of primary education during the next five years is adopted, there is no reason why similar results may not be achieved in these provinces.

CHAPTER II.

PAUCITY OF NUMBERS IN CLASSES III AND IV.

I have had figures collected regarding enrolment in the various classes of primary and preparatory schools maintained or aided by district boards. These districtwise returns have been consolidated into a statement for the whole province which is given as appendix A to this report. The statement gives useful information in regard to enrolment in the various classes.

Columns 6—12 of the statement will show that the total enrolment in primary and preparatory schools maintained or aided by district boards is 809,749. Of this total enrolment classes IV to A have separately the enrolment as follows :—

Class IV	..	..	..	..	..	41,353
Class III	..	..	..	..	..	63,038
Class II	..	..	..	..	..	91,043
Class I	..	..	..	..	..	135,478
Class B	..	..	..	..	..	168,323
Class A	..	..	..	..	..	310,464

2. It will be seen from the above that the numbers in the six classes are very unequally distributed. The numbers steadily decrease as the classes move upwards. In fact only about 1/16th of the total numbers are in class IV instead of about 1/6th or 1/5th of the total enrolment, as they should have been if almost all the boys who had begun their education in class A had reached class IV. It is clear from the figures that there is considerable wastage and that a large majority of boys drop off as the classes move upwards. I have carefully enquired into the reasons for this unreasonably large wastage and for the paucity of numbers in classes III and IV. I find that there are several causes which have led to the present state of affairs. Broadly speaking the causes are :—

- (a) The division of primary schools into full primary schools and preparatory schools.
- (b) The nomenclature of the two lowest classes which are designated by two letters of the alphabet (A and B) and are not included in the ordinary numbering of the classes.
- (c) The system which allows of the continuance of the one-teacher school.
- (d) The system of primary examination and the system of inspection by the district inspecting staff, and
- (e) The unwillingness of parents to keep boys at school sufficiently long to enable them to complete the full primary course.

3. I would now deal with each of the above causes separately and suggest remedies in each case :—

(a) *The division of primary schools into full primary schools and preparatory schools.*—According to the orders on the report of the Figgott Committee, the distinction between an upper primary school and a lower primary school which existed at the time was abolished, and it was authoritatively laid down that there should be no such thing as an upper primary school and a lower primary school, and that all schools in the primary stage were to be designated simply as primary schools. But unfortunately the orders in question sanctioned the establishment and continuance of schools below the full primary stage; instead of calling them lower primary schools under

the old system, they were named preparatory schools. Therefore the preparatory school came to take the place of the old lower primary school and the primary school came to take the place of the old upper primary school. In other words, the old system of lower and upper primary schools was continued under the new names of preparatory schools and primary schools. The change was only in name and not in substance. It will be seen from appendix A that we have at present 8,257 preparatory schools and 7,223 primary schools. A preparatory school contains classes A, B, I and II, and a primary school contains classes A, B, I, II, III and IV. In other words, a preparatory school contains four classes and a primary school contains six classes. As the number of primary schools is about the same as the number of preparatory schools, it is obvious that classes III and IV derive their boys from two sources, viz., from class II of primary schools and from class II of preparatory schools. There is, therefore, practically one set of classes III and IV for two sets of class II. Under this system the facilities for boys to proceed to classes III and IV are necessarily less than would be under a system in which there is only one type of primary school. In this connection the distances that exist between preparatory schools and primary schools are an important factor. My enquiries show that there are a large number of preparatory schools which are at a distance of 3 or 4 and in some cases even 5 and 6 miles from the nearest primary school, and that if facilities for full primary education were available nearer boys' homes, more and more boys would proceed to the full primary course even on the voluntary system. My view therefore is that the distinction between primary and preparatory schools should be abolished altogether and that we should have only one type of school called the primary school, and that it should contain all the classes which are included in the primary stage. This recommendation will mean the conversion of all preparatory schools into full primary schools. It is in my opinion a change of an urgent character in order to put primary education on a sound basis and should be introduced and completed during the next three years.

(b) *The nomenclature of the two lowest classes which are designated by letters of the alphabet and are not included in the ordinary numbering of the classes.*—The system of naming the two lowest classes of the primary section as A and B has caused considerable misapprehension among the teachers and the district inspecting staff. It is laid down in the Piggott Committee's report that the work to be done in classes A and B should be covered in one year, i.e., six months in each class. But this direction is neither known to the teachers nor to the district inspecting staff, nor is it carried out in actual practice. The two classes are distinctly designated by the letters A and B; they have each a separate entity and are naturally regarded by the teachers and the district inspecting staff as classes in each of which a boy is expected to spend normally one year. My enquiries show that cases in which boys spend less than a year in each of these two classes are practically non-existent, and that for all practical purposes it is expected by all concerned that a boy should spend a year in each of these two classes. In fact I found that there were many cases in which boys were kept in these two classes for even more than one year. Cases were actually found where boys had to spend two years in each class, and in some extreme cases it was found that a boy spent even three years in class A. Some of the teachers in order to conceal the irregularity resort to the practice of striking off the names of such boys after keeping them on rolls for some years and then re-admitting them

to the same class as fresh boys. The nomenclature of the two classes not only allows teachers to keep boys in these two classes for unreasonably long periods, but it also enables the teachers to fill the school with boys for the purpose of increasing the total enrolment. As each of the two classes has a distinct entity, the teacher can enrol in each class the maximum number of boys permissible in a class. The two classes were really intended to be only one class, and the division into A and B was presumably made to enable the teachers to give promotion during the year from one class to the other. But in actual practice the very opposite of what was intended has happened. Further, the very system of designating classes in a school by letters of the alphabet instead of by an ordinary number is one which leads to mi-apprehension and confusion, and an impression is naturally created that these two classes which are named by letters of the alphabet are not ordinary classes of a school and that they are something extra and superfluous which are not included in the ordinary classification. Several teachers regard these classes as merely a convenient place where they can herd little children merely for the purpose of showing them nominally on rolls in order to swell on paper the total enrolment and not for the purpose of teaching them. The two classes are regarded merely as a place in which boys are to come and merely sit as if they were on a "waiting list" in order to qualify themselves for regular admission to the school. I think it is very essential in the interests of primary education that the two classes A and B which were expressly intended to cover one year's course should be designated as class I. This is already the case in the Punjab and several other provinces. If this recommendation is accepted the present classes I to IV will be designated classes II to V.

(c) *The system which allows of the continuance of the one-teacher school.*—It will be seen from appendix F that almost all the preparatory schools have got one teacher each. As a preparatory school contains four classes (A, B, I and II), it is obvious that one teacher is utterly inadequate to manage all the classes. The natural result is that classes A and B which really require special attention are very much neglected and the teacher gives more attention to classes I and II in order to show "good results" in the annual examination of class II of a preparatory school. If the teacher shows "good results" in class II of a preparatory school he is apparently considered a successful teacher, and the fact that the work in the lowest classes (A and B) where the foundation has to be laid for further study is sadly neglected is not taken into account. When the foundation is badly laid the superstructure is naturally weak and tottering.

My recommendation therefore is that the one-teacher school should be abandoned as a type of school in our educational system and that we should have only one type of elementary school called primary school with a minimum of two teachers. The point being an important one has been dealt with by me at greater detail in chapter V.

(d) *The system of primary examination and the system of inspection by the district inspecting staff.*—This is an important matter which I have gone into in my enquiries, and I think that it has an important bearing on the present regrettable paucity of numbers in classes III and IV. This examination of class IV was instituted several years ago and used to be held at centres where the boys were collected by the district inspecting staff for the purpose of examination. The object with

which the district inspecting staff was entrusted with the duty of conducting this examination appears to have been that the head teacher of a primary school was not considered sufficiently reliable to be entrusted with this duty, and it was thought that he was likely to grant a primary certificate to boys who were not really fit for it. In 1904 the Government of India in paragraph 12 of their resolution on Indian educational policy drew pointed attention to the evils of the system of examinations in general, and specially ordered that no centres should be held for the primary examination and that it should be held *in situ*. These orders, as well as the fact that complaints had been received that the collection of boys at centres was causing hardship to boys led to a change of policy, and the department issued instructions some years ago that the primary examination should be held by the district inspecting staff *in situ* at every primary school and not at centres. In view of the expansion of vernacular education which has taken place during the last few years representations were made to the department by the district inspecting staff that they were finding it increasingly difficult to visit all the primary schools in the district for the purpose of conducting this examination, and that the work caused dislocation of their ordinary inspection work. The department, therefore, with the sanction of Government issued instructions in 1921, permitting the holding of this examination again at centres subject to certain conditions. The orders are contained in paragraph 219 of the Educational Code. The paragraph is quoted below for convenience of reference :—

“ 219. The examination of class IV which concludes the full primary course is conducted by district inspecting officers at centres, due notice having been sent to the head teachers of primary schools, subject to the following conditions :—

- (a) No boy shall be summoned to a centre from a distance exceeding four miles.
- (b) The examination of boys who are not resident in the place at which the examination is held shall commence not earlier than two hours after sunrise and finish not later than two hours before sunset.
- (c) Not more than 25 candidates per examiner shall be examined at any one centre in one day.

The examination covers the full primary course and shall ordinarily be held in the months of April and May.

Scholars other than candidates of departmentally-inspected schools are not admissible to the examination. Scholars who have already passed the examination for class IV and desire to appear in the second form of the vernacular should be tested in the language subject only.

NOTE.—The form for recording the results of the primary examination is given in Appendix I (vide form no. 83).”

It will be seen from the above that even with the small expansion in primary education which has taken place during the last few years the department was compelled to revert to the centre system which was definitely condemned by the Government of India and by this Government. We have at present only 41,353 boys in class IV in the whole province, and even for examining this small number difficulties have been experienced in conducting the examination and we have had to revert to the discredited “centre” system. The aim which we have now in view is that every boy who begins his education in the lowest class of the primary stage should go up to the final class of the primary stage and complete his education. If we succeed even moderately in our aim, it is obvious that there will be a steady increase in the numbers appearing at the primary examination every year, and that the “centres” will very soon become unwieldy and more and more “centres” will have to be formed. If this process goes on indefinitely, there is no doubt that the system will in the near future be found to be unworkable. The fact of the matter is

that apart from the merits or demerits of the system it is bound to break down by its own weight in the near future. It can only be continued by very heavy expenditure in the shape of a very large and unreasonable increase in the number of sub-deputy inspectors every year. It is, therefore, a question for consideration whether the work of conducting examinations which is not the ordinary function of an inspecting officer should, in this particular case, be regarded as of such vital importance as to justify an unreasonable increase in the number of the district inspecting staff. Of course we need a reasonable increase in the number of the district inspecting staff for the very essential and legitimate purposes of inspection, and I have made proposals regarding this in chapter X of this report. But the question is whether we should provide additional district inspecting staff for the purpose of conducting the primary examinations as numbers expand in class IV every year. This leads us to an examination of the question whether the primary examination is serving any useful purpose and is based on grounds which are educationally sound.

As already mentioned, the reasons for which this examination is held by the district inspecting staff and not by the head teacher is that the head teacher of a primary school has not been considered sufficiently reliable to be entrusted with this duty, and it has been thought that if he were to be entrusted with the work he is likely to abuse his powers and to grant primary certificates to boys who are not fit for them. This may be true to a certain extent, but it is equally true that an officer cannot be made more reliable by being distrusted. It is only the exercise of authority under proper supervision which makes an officer realise his responsibility. Our normal schools which train head teachers have been in existence for about 30 years and the head teachers are now all trained men. The salaries of teachers in all vernacular schools have been increased considerably in recent years and their status has been raised. There might have been some justification for the present system of primary examination 30 years ago when the teachers were mostly untrained and drawing low pay. But now the situation has entirely changed, and it is time that head teachers of primary schools were entrusted with the work of conducting the examination of class IV which is the legitimate function of the head teacher. Further, I cannot accept the proposition that the holding of this examination by the district inspecting staff is the only means of checking improper promotions. The head teacher already holds the annual promotion examination of classes A, B, I, II and III, and I see no valid reason why he should not be allowed to conduct the examination of class IV also. It is not clear why the head teacher should be distrusted in the case of only class IV. I am inclined to the view that if the district inspecting staff makes a proper and thorough inspection of the tutorial condition of *all classes including class IV*, and points out in the report the cases in which weak promotions have been given, the standard of the annual promotion examination is bound to improve in all classes including class IV. As the annual examination of only class IV is conducted by the district inspecting staff, an impression has been created that it is the work in class IV only which is very important and that a good percentage in the results of that class should be shown. The district inspecting staff is in many cases under the impression that it has done its duty by the school in regard to progress of education if it has conducted the annual examination of class IV and thus prevented unfit boys from crossing that barrier. This system under which "inspection" has been

“made easy” diverts the attention of the district inspecting staff from its proper function of inspection and makes it concentrate its attention on the efficiency of the top classes. If a primary school of 60 boys has 40 boys in classes A and B and only five boys each in classes I to IV and the school passes four out of five boys in class IV, the result is considered very satisfactory and the head teacher takes pride in the fact that he has shown 80 per cent. passes in the primary examination. If all the five boys presented at the examination are successful the teacher is regarded as having shown “cent. per cent. results” in the primary examination and the district inspecting staff recommends the teacher for a reward in the annual arrangements. We have thus still rampant the evils of the system of “payment by results” which was condemned in England long ago. The system besides being inconsistent with the true functions of inspection enables the head teacher as well as the district inspecting staff to neglect their duties in regard to the school as a whole. The teacher naturally neglects the work in the lower classes and concentrates his attention on the top classes. He thinks that it is no part of his business to see that there is proper diffusion of education by a fair distribution of scholars over the various classes of the school and that there is a reasonable standard of efficiency in all the classes of the school. The teacher even resorts to unfair devices for the purpose of preventing doubtful boys from appearing at the primary examination, the object being to obtain cent. per cent. results in the examination and to obtain a reward or promotion on that basis. I found cases in which some of the head teachers were in the habit of removing from the rolls of class IV a few days before the date of the primary examination the names of boys of whose success in the examination they were doubtful and of re-enrolling them when the examination was over. In one division the assistant inspector actually made a comparison between the number of boys on rolls in class IV some time before the date of the primary examination and those actually presented at the time of the examination and he found that there was a drop of several hundreds of boys in class IV in the division at the time of the primary examination. I am convinced that the present system of the primary examination has given to this examination and the work in class IV a kind of factitious importance and that in consequence the work in the other classes does not receive that attention which it deserves. The system is also leading to low enrolment in classes III and IV as the teachers are more anxious to show a good percentage of results in the primary examination than to maintain the efficiency of all the classes in the school by a fair distribution of scholars over those classes and by a fair and equal attention to the tutorial work in those classes. The system has produced considerable misapprehension in the minds of the district inspecting staff as well as the teachers, and it is time that something was done to remove the evil. It has been urged by some that if the examination of class IV were conducted by the head teacher and not by the district inspecting staff, the efficiency of middle schools will suffer and that boys will reach class V who are not fit for that class. I do not share this apprehension. It is possible that in the beginning for some time some inefficient boys might be declared successful by the head teacher and they might reach class V when they are not fit for it, but I do not think that this state of affairs will continue as a permanent arrangement. In all things when a change is introduced some difficulties arise in the beginning, but after some time when things settle themselves and full responsibility is realized by the persons concerned a change for the better becomes manifest. In the present case if

the change is introduced it will lead to efficiency of all classes of the primary school. If the district inspecting staff performs its duty well by inspecting thoroughly *all* classes of the school, boys will not reach class IV unless they are fit for it. If for a time some weak boys are declared successful in class IV and thus reach class V, there will be no difficulty because the annual examination of class V is conducted by the head teacher and he will naturally not promote the boy to class VI if he is not fit for promotion to that class at the end of one year and the boy will have to stay for one year more in class V. Further, I would point out that even at present the annual promotion examination of class II, which is the top class of a preparatory school, is conducted by the head teacher, but no argument is put forward that on that ground the efficiency of class III of full primary schools suffers. Boys are admitted to class III of primary schools who have been declared successful in the annual examination of class II of preparatory schools. If boys who pass class II from preparatory schools find no difficulty in getting admissions in class III of full primary schools and the efficiency of primary schools does not suffer thereby, I see no reason why the efficiency of middle schools should suffer if boys who are declared successful by the head teacher in class IV of primary schools are admitted to class V of middle schools. Moreover, the *main* purpose of primary education is the diffusion of education by imparting instruction in the three R's to every boy of school-going age and not to conduct an admission examination for secondary schools. Only a small percentage of boys can proceed to the secondary stage. Of course our system should be so organized as to make boys on passing class IV fit for admission to class V, but this object can only be achieved by raising the efficiency of *all* the classes in the primary stage and not by concentrating attention on class IV only.

It will be seen from paragraph 219 of the Educational Code already quoted that the primary examination is held by the district inspecting staff at centres in the months of April and May. When the primary examination of the whole district is over the district inspecting staff again conducts at centres an examination for the award of primary scholarships. Boys who have already passed the primary examination and offer themselves as candidates for scholarships are again tested at centres by the district inspecting staff for the purpose of selecting boys who are fit for the award of primary scholarships awarded by the board. Thus two months of the time of the district inspecting staff are taken away from the legitimate work of inspection and are devoted to the work of examination. If as suggested by me the primary examination as conducted by the district inspecting staff is abolished, the months of April and May devoted to it by the district inspecting staff would be available for other more important work by that staff which is at present neglected, e.g., (1) punctual submission of the annual arrangements which are at present very often delayed as the staff is busy with the primary examination, and (2) holding centres for imparting instruction in methods of teaching to untrained teachers which for want of time is not receiving at present that attention from the district inspecting staff which it deserves.

I would add that an external examination at the end of the elementary stage of education does not exist in England, and whatever the justification for it might have been in the past in this province, there is no justification now for its continuance. The examination for the award of primary

scholarships should continue as it is an examination of only those boys who wish to compete for the scholarships and is not a general examination of all boys of class IV. I quote below an extract from the report of the Board of Education in England for the year 1922-23 which strongly supports the view I have put forward:—

“Inspection and examination.—Passing to another of the general questions raised by our survey, it does not appear that any system of external examinations applied to individual pupils can be in any sense a substitute for inspection. We have seen it amply demonstrated by long experience that the method of periodic individual examination and ‘payment by results’ was, so far as concerns elementary schools, neither educationally satisfactory nor economical of officials: and those who are anxious for the welfare of science and art teaching would certainly not desire a return to the old type of science and art examination. External examinations are, as we have seen, applied to elementary schools for scholarship purposes, but such examinations, however useful, are not connected with inspection or with grants. The recognized public examinations taken by secondary and technical schools are in a different category; they undoubtedly afford a guarantee of progress and efficiency to which due weight is attached in estimating the character of the school * * * *”

I would also recommend that the objectionable system of giving rewards to teachers for showing “good results” in the primary examination should be abolished altogether.

(e) *Unwillingness of parents to keep boys at school sufficiently long to enable them to complete the full primary course.*—It is true that in several cases parents are not willing to keep boys at school for a sufficiently long period to enable them to complete the full primary course, and therefore the question of the introduction of the principle of compulsion requires serious consideration. I have dealt with the subject in chapter VI.

But one of the chief reasons why parents in many cases are unwilling to keep boys at school beyond class II is that the boys waste a good deal of their time in classes A, B, I and II and do not make sufficient progress. The parents seeing that the boys’ progress is unsatisfactory naturally get disgusted and withdraw them from the school. I have already explained above that the teachers keep boys in classes A and B for unnecessarily long periods and that they do not receive that attention which they deserve. If the defects in organization are remedied, I am sure that parents even on the voluntary basis will keep boys longer at school than at present.

CHAPTER III.

THE DURATION OF THE PRIMARY STAGE.

The duration of the primary stage is intimately connected with the question as to what is to be taught in that stage. The requirements of the primary stage are generally expressed as reading, writing and arithmetic which is popularly known as the three R's. The purpose of a primary school is to form and strengthen the character and develop the intelligence of the children by imparting to them that minimum of instruction which is necessary to form the basis of their work in life. The primary course in these provinces extends over six classes, A, B, I, II, III and IV. As explained by me in chapter II the whole of the work of these six classes was intended to be covered by any boy of moderate capacity in five years, but I find that in actual practice it is covered in never less than six years, and in a great many cases in seven years and eight years. The reasons for this confusion have already been explained. In order to remove the widespread misapprehension among the teachers and the district inspecting staff which prevails at present, I have suggested that these classes should be numbered as I, II, III, IV and V. It has always been the intention of the department, and the point was emphasised by the Piggott Committee, that the primary stage covers only five years. In this connection I would give the following extract from paragraph 2 of the Government resolution of 1914 on the Piggott Committee's report which clearly lays down that the primary course covers only five classes :—

"A primary school, properly so-called, consists of six classes, two of them (named A and B) being purely infant classes, and the others being numbered upwards from I to IV. The six classes should be completed by any boy of moderate capacity in five years; and such a boy should therefore leave his primary school about the age of twelve, able to read and write a letter, to understand simple prose, to make out the writing of a lease and of the patwari's papers, to keep simple accounts, to follow a map, and to work out an easy sum in interest. To this, which must be taken as the minimum of his acquirements, we hope that he will add an introduction to the easier passages in the poetic literature of his race. If the teaching has been efficient, he should not forget these useful accomplishments; and to ensure this result must be the aim of any adequate system of instruction. In the words of the committee, the endeavour must be to give the child some tangible minimum of education likely to be retained by him through life."

2. I would therefore recommend that the duration of the primary stage for a boy of moderate capacity should continue to be five years as at present and that it should be shown as five classes, I to V, as suggested by me. I have come to this conclusion after carefully considering the question whether it would not be desirable to reduce the primary course from five to four years. The duration of the primary stage should neither be too long nor too short. Having regard to the quality of teachers that we have at present, a period of five years is at present essential for this stage for imparting that minimum amount of education of a durable character which is our aim in view. When all the primary schools will have been staffed in future entirely by normal passed men as recommended by me in chapter VIII, the primary stage could safely be reduced to four years. A four years' course is very convenient for staffing schools, as in a two-teacher school each teacher can take two classes, and when compulsion is introduced it is easier for the parents to submit to it for four years than for five years. Germany has a uniform system of four years' elementary school, the "Grundschule," as the basis of her educational system. But the question mainly turns upon the quality of the teachers. The time is not yet ripe in these provinces for the adoption of a four years'

course. I would therefore recommend the continuance at present of the five years' course. I would, however, make it clear that the work of the five classes should be covered in five years by every boy of moderate capacity, i.e., by the average boy. In other words, every boy who joins the primary stage must complete the course of the five classes in a maximum period of five years. A bright boy or a boy who is above the average must complete the course in four years by getting promotion to a higher class in less than a year. Under paragraph 222 of the Educational Code, head teachers of vernacular schools are authorised to promote deserving boys in the course of the year up to class II. I am of opinion that head teachers of primary schools should have power to give promotions in all the classes of the primary stage in the course of the year. There is no point in limiting their powers in this respect to class II only. Under the regulations for elementary schools in England the power to give promotions to scholars in elementary schools during the course of the year rests entirely with the head teachers in the case of all classes. Seeing that almost all of our teachers in board schools are trained and that I have suggested in chapter VIII adequate arrangements for the training of teachers along with the expansion of education, I see no reason for depriving the head teachers of the power of giving promotions to deserving boys in the course of the year in all the classes of primary schools. I would also lay down that it will be the duty of the head teacher of a primary school to see that all boys in all classes do actually cover the course of each class in a maximum period of one year so that they may complete the full primary course in a maximum period of five years and that the head teachers of primary schools maintained or aided by district boards should be required to send to the deputy inspectors annually a list of scholars who have not made sufficient progress to qualify them for promotion to the next higher class at the end of the educational year and who have not been promoted since the end of the previous educational year, together with the reasons in each case for non-promotion. This recommendation is made by me on the analogy of a similar rule which has been laid down by the Harrogate Education Committee in England. I had an opportunity of visiting some of the schools at Harrogate in which the rule recommended by me is in force and has led to beneficial results. A rule of the kind suggested by me has the effect of inviting attention in a pointed manner to the serious responsibility that rests on the head teacher of a primary school and it makes him realise that it is his duty to see that all boys who join the lowest class of a primary school must complete the full course in a maximum period of five years, that their progress should be steady and uniform, and that there should be no neglect of duty in this matter on the part of the head teacher. When these lists are received by the deputy inspectors it will be the duty of the district inspecting staff to look into the case of each school on the spot at the time of their inspection and to take suitable action to prevent neglect of duty, if any, in future. Thus cases in which boys are detained in the various classes on account of the negligence of the teacher will grow less and less. Of course it will also be the duty of the district inspecting staff to see that boys in the different classes of primary schools have really and actually attained the standard of the class to which they are promoted and that the head teacher has not promoted boys merely for the purpose of avoiding an explanation.

3. Under the scheme outlined by me above bright boys will be able to cover the full primary course in less than five years and all boys of moderate

capacity will cover it in a maximum period of five years. Cases of boys who are particularly dull and who cannot complete the course in five years in spite of the best efforts of the teacher will be very small and their number should be reduced to a minimum. A period of five years for the primary stage is also suitable from another point of view. In chapter VI on compulsory primary education I have suggested that the ages of the boys to which the principle of compulsion should be applied should be 6 to 11, i.e., boys who are not less than six years and not more than 11 years of age. This period of 6 to 11 is already in force in the case of boys in these provinces in municipal areas where compulsory primary education has been introduced, and it is also in force in the Punjab in regard to compulsory primary education in municipal as well as rural areas.

4. As regards the curriculum for the primary stage, as I have not suggested any reduction in the duration of the primary stage and have suggested the retention of the present period of five years, I think the present curriculum for primary schools in force in these provinces will be suitable with slight modifications in order to make it more suitable for the purpose of imparting the instruction required for this stage. The first change which I would propose is the omission of all reference to the teaching of the alphabet by means of "reading sheets, preferably illustrated." I would also suggest the use of primers in the lowest stage after a few days' work with the blackboard. This used to be the practice in these provinces prior to 1914 with good results. The Piggott Committee recommended that no text-books should be used in that stage and that characters should be taught in that stage by means of reading sheets, preferably illustrated. These reading sheets in both Urdu and Hindi were therefore specially prepared and introduced. Illustrated sheets of this kind are always very costly. The sheets at present in use are priced from Rs. 1-12-0 to Rs. 3-8-0, which gives an average of about Rs. 2-10-0. The use of these sheets therefore necessitates the purchase by each primary and preparatory school of a number of sheets every year. We have at present about 15,000 primary schools and preparatory schools, and if on an average each of these schools purchases one sheet annually the cost comes to about Rs. 40,000. As some of the schools in view of the very large enrolment in class A have additional sections, it is probable that many schools are purchasing more than one sheet annually. But even taking Rs. 40,000 as the average expenditure annually on these sheets, we have already spent about four lakhs of rupees on the purchase of these sheets during the last ten years. Further, in my opinion the use of these sheets hampers the progress of the boys in their knowledge of the characters which can be more suitably and economically taught by means of the blackboard and by the use of primers and *takhtis*. I see no valid reason for prohibiting the use of the primers in the early stage and of laying down that only sheets will be used. The use of primers has in fact already been permitted as alternative to sheets, and the use of the illustrated sheets instead of being compulsory has now been made optional "at the option of the district inspecting staff." I think that this discretion given to the district inspecting staff may also be withdrawn. I have noticed that from the time these sheets began to be used the teachers have persistently and systematically neglected the use of the blackboard, and that the use of the sheets has not only not led to any useful results but has retarded the progress of education. We have already got primers which contain illustrated word pictures and which follow various approved systems of

teaching the alphabet. Their use should be permitted and the use of the illustrated sheets stopped altogether.

5. I would also suggest that a note might be given in the curriculum that teachers should impart moral instruction in primary schools. Such lessons may either be incidental and given as opportunity arises in connection with the ordinary reader in the class or they may be given separately as a course of graduated instruction. The instruction should be specifically directed to the inculcation of courage, truthfulness, cleanliness of mind, body and speech, the love of fairplay, consideration and respect for others, gentleness to the weak, kindness to animals, self-control, temperance, self-denial, love of one's country, and respect and toleration for all religions. The teaching should be brought home to the children by reference to their actual surroundings and should be illustrated as vividly as possible by stories, poems, quotations, proverbs and examples drawn from history, biography and mythology. Such instruction will lead to the formation of character and of proper habits of life and thought. Such instruction is required to be given in elementary schools in England.

6. I would also recommend that a note be added to the curriculum to the effect that a small plot of land in the school compound should be reserved for the purpose of encouraging boys to grow flowers, vegetables, etc., for the season and to maintain it in good condition under the guidance of the teacher. This will create among boys an interest in manual work and at the same time stimulate their powers of observation. Such "school gardens" are already maintained in some schools.

CHAPTER IV.

THE DURATION OF THE MIDDLE STAGE.

The duration of the middle vernacular stage in these provinces was originally two years, viz., classes V and VI, and boys were allowed to appear at the vernacular final examination at the completion of their work in class VI of vernacular schools. In 1914 Government, on the recommendation of the Piggott Committee, ordered the addition of one year to the middle stage and added class VII accordingly to the middle vernacular course. It will be seen from paragraph 4 of the Government resolution of 1914 on the subject that the addition of a class to the middle vernacular course was made as an experiment. The object of the addition referred to above was to raise the standard in language in the middle stage for the purpose of securing for the teaching profession a type of candidate who had received a better grounding in the vernaculars than that which was received at the time by a candidate who had passed the vernacular final examination after two years' work in the middle stage,

2. The experiment has now been in force for about ten years, and the time has now arrived when its results might suitably be examined. I would remark at the outset that the recommendation for the addition of a year to the middle stage was not made unanimously by the Piggott Committee but only by a majority, and that the recommendation in question was strongly opposed by Mr. (now Sir Claude) de la Fosse, the then Director of Public Instruction. The addition of the class in question necessitated the addition of one teacher to every middle vernacular school in the province and the provision of additional class room accommodation. We have at present 529 middle vernacular schools maintained by district boards in these provinces, and taking Rs. 29.5 per mensem as the average pay of a normal-trained assistant teacher, we are incurring at present an increased expenditure of about Rs. 2 lakhs per annum recurring on account of staff on this account. As the experiment has been in force for about ten years an expenditure roughly speaking of about twenty lakhs has already been incurred on the experiment. The number of candidates who appear annually at the vernacular final examination is now about 15,000, out of whom about 10,000 pass the examination. All these candidates are required to read for one year more than was the case prior to 1914, while the number of candidates who after passing the vernacular final examination are admitted to normal schools annually is only about 300. The change in question was introduced to get better candidates for the teaching profession, but as explained above we require for the teaching profession only about one-thirtieth of those who pass the vernacular final examination. Therefore it would seem that the method adopted for the purpose of securing for the teaching profession candidates with a better grounding in the language subject was an extremely expensive one. Moreover, my enquiries show that while the expenditure has been unnecessarily increased by the experiment, there has not been any appreciable raising of the standard in language in the vernacular final examination. I have discussed this question with the head masters of normal schools who are best qualified to give an opinion on the subject, as it is they who deal with the material turned out from our middle vernacular schools. The head masters are unanimously of opinion that the middle passed candidate after three years' work in the middle stage is not superior as a class in the language subject to the former candidate who passed the vernacular

final examination after two years' work. Individual candidates were found to be good in language under the old system and are found to be good under the new system, but the number of such exceptional candidates has not increased under the new system. I have also made enquiries from the registrar, departmental examinations, who has had experience of conducting this examination for a number of years and has also had the advantage of having been the head master of a normal school. He is of opinion that the addition of one year to the course has not shown, so far as the results of the examination are concerned, any appreciable difference in the quality of the work shown by the candidates under the new system. The number of candidates who pass the vernacular final examination with distinctions in language continues to be almost the same as under the old system, nor have the candidates, as judged by the marks obtained by them, given any evidence of increased proficiency in that subject.

3. I am in agreement with the above opinions, and other enquiries which I have made also point to the same conclusion. I am convinced that the further continuance of the extremely expensive experiment of a three years' middle course is not desirable in the interests either of economy consistently with efficiency or in the interests of vernacular education generally. The fact of the matter is that practically the same work in the language subject is now done in three years in the middle stage as was done formerly in two years. It is a mistake to suppose that the lengthening of a stage of education by a year necessarily means the raising of the standard in language for all the candidates for the vernacular final examination, nor is there any necessity for raising the standard in the case of all candidates when only a very small fraction thereof is required for the teaching profession. The present arrangement by lengthening the course by one year makes it difficult and expensive for the parents to keep their boys in schools for the extended period. The standard which can be attained and was actually attained formerly in two years for the vernacular final examination was reasonable; its quality could have been improved and was being improved by more effective teaching, but there was no necessity to extend the period of instruction to three years. I would, therefore, recommend that we should revert to the two years' course for the middle stage which existed prior to 1914. This can in my opinion be done suitably without reducing the efficiency of the vernacular final examination. The object of securing candidates for the teaching profession with a better grounding in language which the Piggott Committee had in view and which was the reason for the change in 1914 is a laudable one, but it can be achieved in a much cheaper manner and with increased efficiency in another way. The language examination in advanced Hindi and Urdu which was instituted as a result of the recommendations of the Piggott Committee with the object of encouraging teachers to extend their knowledge of the vernaculars is now a well-established examination and it has undoubtedly proved successful. The time has now arrived when the scope of this examination can be suitably extended with the object of securing for the teaching profession candidates who really possess a much higher knowledge of the vernaculars than that indicated by the vernacular final examination under the old as well as the new system. The language examination in advanced Hindi and Urdu is at present open only to teachers who have served in a recognized school for at least two years. These teachers have to prepare themselves for the examination privately in their spare time and in addition to their ordinary

duties. There are no regular classes in any school for the teaching of the course prescribed for the language examination in advanced Hindi and Urdu. If my suggestion to revert to a two-year middle course is accepted, I would suggest that in selected vernacular middle schools a class may be opened for the advanced language examination, the course being for one year, and that only candidates who have passed the vernacular final examination be admissible to the class. The number of these classes should be limited to a maximum of two for each district, one for Hindi and one for Urdu. I have suggested a maximum of two for each district, inasmuch as two classes of 30 each will give us an average of 60 candidates per district which will mean about 3,000 candidates for the whole province, out of which about half the number is likely to come out successful every year from which we can select candidates for admission to normal schools. The average percentage of passes in this examination during the time it has been in existence comes to about 50, but when regular classes will be opened for intensive teaching in the vernacular for one year and the boys will devote their whole time to it the percentage of passes is likely to increase. I would make it a condition of the change proposed by me that only those candidates will be admissible to normal schools who in addition to passing the vernacular final examination have also passed the language examination in advanced Hindi or Urdu either as teachers or as school candidates. Under this scheme, as outlined by me; one language teacher will be required for the teaching of the advanced language class referred to above. We shall thus require, roughly speaking, about 100 language teachers for these classes in the whole province. We have at present 529 middle vernacular schools in the province. Under the proposed reversion to the two years' middle course, 529 teachers; who are all normal-trained, will be released from middle schools in the province and will be available for service in primary schools where there is urgent need for additional staff. As against this considerable saving of about two lakhs recurring, the only increased recurring charge for the purpose of opening the advanced language class in about 100 schools in the province will be the addition of a language teacher to each of these schools. Possibly it will not be necessary to appoint this new language teacher in some of these schools as the work might be done by the language teacher who already exists in the school for teaching language in the middle class. If the school in question is a large one with several sections, the addition of a language teacher will be necessary. In other cases where the numbers are not large the work of the advanced language class could be managed by the language teacher already on the staff. The case of each school selected for the opening of the advanced language class will have to be considered by the district board in consultation with the divisional inspector of schools, and the latter officer will advise as to whether the addition of a language teacher consequent on the opening of the new class is necessary.

4. If the above proposals are accepted, we shall have regular and systematic arrangements for the training of candidates for the teaching profession in higher work in the vernaculars and we shall be able to secure for our normal schools a type of candidate who will have attained a substantially higher standard of attainment in the vernacular than that attained by the present type of vernacular final passed candidates. It will then be possible for us to give more time at the normal schools to professional training in methods of teaching, etc., than we do at present. At present much time

has to be devoted at normal schools to the revision of the subject-matter in the vernaculars. The change suggested by me will make it possible for normal schools to concentrate more on their legitimate work of imparting instruction in the art of teaching than is the case at present. This would indirectly lead to increased efficiency of vernacular education all round.

5. Further, I would recommend that the syllabuses and courses for the middle vernacular stage may be revised and improved so as to find room for supplementary reading of suitable vernacular books.

CHAPTER V.

UNECONOMICAL SCHOOLS.

One chief reason for which we are not getting at present an adequate and suitable return for the expenditure on primary education is that the district boards are maintaining a large number of primary schools and preparatory schools in which the enrolment is very small. These uneconomical institutions are an expensive luxury and are at present the cause of much waste of public funds. An examination of the statements given as appendices B and C will show that we have at present among schools maintained by district boards—

11	Primary schools with an enrolment of from	..	..	10 to 20
59	Ditto ditto	..	..	21 „ 30
169	Ditto ditto	..	..	31 „ 40
27	Preparatory schools ditto	..	..	below 10
484	Ditto ditto	..	..	10 to 20
2,746	Ditto ditto	..	..	21 „ 30
1,756	Ditto ditto	..	..	31 „ 40

2. The above gives us a total of 5,243 primary and preparatory schools taken together in which the enrolment does not exceed 40. If an average were taken of the several figures of enrolment regarding the above schools it will be found that the 5,243 schools mentioned above have an average enrolment of 30. It is obvious that the maintenance of this large number of uneconomical schools is not desirable in the true interests of education.

3. The reason why so many uneconomical institutions with low enrolment have come into existence appears to be that we have not yet laid down as a policy the minimum number of scholars which a primary school must have on its rolls if it is to be opened or continued. The general idea appears to be that if a school has 30 boys on rolls it conforms to a reasonable standard in regard to the numbers on rolls. The idea is apparently taken from rule 54 of the district boards' educational rules, which lays down that one teacher is required for every 30 boys. As almost all the preparatory schools and some primary schools are one-teacher schools, it is at present assumed that if a school has 30 boys on rolls it should continue to be in existence. The time has now arrived when in order to put a stop to the present waste and to get full value for the money spent, it is desirable to lay down a definite figure in regard to the minimum number of boys on rolls of a primary school if it is to continue to be maintained by the district board. The laying down of this principle will become still more imperative if my recommendations that all preparatory schools may be converted into primary schools and that every primary school should have a minimum of two teachers are accepted. I would recommend that it may definitely be laid down that no primary school will be maintained by the district boards with an enrolment of less than 50 and that all schools in which the enrolment cannot be brought to that figure should be closed and opened in other localities where a minimum enrolment of 50 can be secured. It is not suggested that all the primary and preparatory schools in which the enrolment is less than 50 should be closed forthwith nor is it suggested that in future no school should be opened in which the enrolment is not of 50 scholars from the very first day the school is opened. What I have proposed is that it should be definitely laid down that an enrolment of 50 scholars is the absolute minimum if a primary school is to continue to be in existence as a

permanent arrangement. Where a new school is opened and is on its trial, a maximum period of one year should be the period during which the school may continue in a hired or borrowed building as an experimental measure and the people of the locality should be duly informed by the head teacher and the district inspecting staff from the very first day the school is started that unless there are 50 boys on rolls the school will be closed and opened elsewhere where the demand is greater and an enrolment of a minimum of 50 boys is assured. One year may be the maximum period for which a school with an enrolment of less than 50 may continue as an experimental measure. The laying down of this minimum will be a stimulus to the district inspecting staff and the head teacher to increase the enrolment and it will also be an incentive to the parents to send their boys to schools in larger numbers. The district boards with the assistance of the district inspecting staff should carefully review the circumstances of all uneconomical schools which are maintained at present and in all cases where it is found after a maximum period of one year that the enrolment cannot be raised to the minimum of 50 the school should be closed and opened elsewhere. If my recommendation to introduce the principle of compulsion made in chapter VI is accepted, a further means will be found for bringing the enrolment up to the requisite minimum of 50 and the people of the locality could be given the option of introducing the principle of compulsion or of voluntarily raising the enrolment to a minimum of 50 or of having the school closed altogether. It will be necessary for the department to obtain statistics every year similar to those given in appendices B and C to carefully watch the progress of the elimination of wasteful institutions which have an enrolment of less than 50 and their early conversion either in the same locality or elsewhere into well-established primary schools with a minimum enrolment of 50. This policy of insisting on schools having a minimum enrolment of 50 and of their gradual elimination and conversion into well-established institutions, has been in force in the Punjab for some years and has resulted in improvements in the shape of the disappearance of wasteful institutions and has led to a large increase in the total enrolment in primary schools. It has encouraged the teachers, the district inspecting staff, the district boards, and the public in expanding education in an economical manner. I see no reason why a similar policy should not yield similar results in these provinces. It is very desirable that the money spent on primary education should be spent in the best possible manner and be made to give results of a satisfactory character in the shape of a proper return for the expenditure involved. What we want during the next three years in these provinces is a systematic effort to improve all existing uneconomical schools and to bring them to the minimum standard suggested above. A policy of concentration is likely to improve the existing schools and make them more successful and efficient and is bound to yield better results in an economical manner than a policy of increasing the number of schools without laying down a minimum standard for enrolment. It will be seen from paragraph 186, page 104, of the Quinquennial Review on the Progress of Education in India, 1917—1922, that during the quinquennium the number of primary schools in the United Provinces increased by about 5,000 but the increase in the number of scholars was only 138,442, which gives an average of 27 per school. Further, it is also shown in the paragraph referred to that the rate of progress in the different districts was very uneven; while some of the districts showed expansion,

no less than 33 districts showed decline. As there has been no standard fixed for a minimum enrolment it would seem that many district boards opened and maintained uneconomical schools without any increase in the total enrolment.

4. This leads us naturally to a consideration of the question of laying down a definite standard for the staffing of primary schools. I have already explained in chapter II the reasons for the paucity of numbers in classes III and IV and have referred to the regrettable want of attention from which the lowest classes of primary schools are suffering at present. I have explained in that chapter that one of the chief causes of the neglect of the lower classes is the inadequacy of the staff in primary and preparatory schools which have got only one teacher. When a preparatory school with four classes has got only one teacher it is obvious that some of the classes must be neglected and the teacher naturally selects for this purpose the lowest classes and pays attention to the top classes in order to show good results. If my recommendation for the abolition of the primary examination is accepted and the teachers and inspecting staff are required to attend carefully to the progress of tuitional work of all the classes in a school and in a systematic manner better results are likely to be achieved. But this is subject to the condition that the schools are properly staffed and definite principles are laid down for the purpose and are actually followed. In this connection I quote below an extract from paragraph 4 of the Government resolution of 1914 on the Piggott Committee's report which lays down standards for the staffing of schools:—

“In regard to the size of the ‘primary unit’ or primary school with its branches, if any, and also in regard to its proper staff of teachers, the Lieutenant-Governor accepts in full the recommendations of the committee, which are summarized in paragraph 13 of the report. As there indicated, the ideal primary school would have about 200 boys about forty each in class A and B, and thirty each in classes I to IV, with one teacher per class. This ideal will clearly have to be varied where there are branches; but in all cases the criteria to be strictly observed are—

- (1) there should be roughly one teacher for every thirty boys;
- (2) one teacher should not be required to teach more than two classes;
- (3) each preparatory or branch school should have at least two teachers;
- (4) each primary school containing the whole six classes should have at least three teachers.

It follows that a preparatory or branch school cannot be advantageously started with fewer than thirty boys in its infant classes, or fewer than fifty boys altogether if it contains classes above A and B; whereas a full primary school should work up, as soon as possible, to an attendance of at least eighty boys. The committee have expressed themselves on this important point as follows: “The provision of one teacher at least for every two classes is, to our mind, an irreducible minimum. A preparatory school containing only classes A and B in charge of a single teacher should not be permitted to open class I unless and until it can be provided with a second teacher; given the second teacher some of us look upon a preparatory school with class A, B and I in charge of two teachers as likely to prove an effective feeder school under the system which we contemplate. Again, a preparatory school containing classes A, B, I and II in charge of two teachers should not be permitted to open a class III unless and until it can be provided with a third teacher. On this point the committee is absolutely unanimous.” Sir James Meston cordially agrees with the committee, and desires these principles to be carefully observed by district boards. If parents are to be reconciled to a five years' primary course for their sons, it is of the first importance that close attention should be paid to the infant classes—a result which can only be secured by a rigorous insistence on the provision of an adequate teaching staff. It is here that individual teaching is most necessary, and meets with the quickest response, and the sooner a child is taken through classes A and B, the more likely is he to persevere to the end of the primary course, and the more ready will the parents be to appreciate the value of the instruction he is receiving.”

5. It will be seen from the above that the standard for even a full preparatory school was a minimum of two teachers, but in actual practice this has not been done. As under clause (1) of the criteria laid down

in the above extract one teacher was required for every 30 boys, it has been assumed that the maintenance of schools with one teacher and low enrolment is permissible. This is shown by the fact that district boards are maintaining at present 5,243 one-teacher schools with an enrolment up to 40. This misapprehension and the consequent waste of funds and difficulties in the way of expansion of education will not be removed unless it is definitely laid down as recommended that primary schools should not continue to be in existence permanently unless a minimum enrolment of 50 is achieved. As I have already recommended the abolition from the educational system of the present type of preparatory school and the maintenance of only one type of primary school of five classes (classes I to V) I would lay down the following principles for the staffing of primary schools maintained by district boards:—

- (1) No primary school should be opened where the total enrolment is not likely to be of 50 boys.
- (2) A primary school when it is opened for the first time should contain class I only and one teacher. It may contain less than 50 boys but every effort should be made to bring the enrolment up to 50 in a period of one year. As soon as the enrolment reaches 50, a second teacher should be given and classes II, III, IV and V opened as boys become available. If the enrolment cannot be brought up to 50 during a maximum period of one year, the school should be closed and opened elsewhere where it has a better prospect of success.
- (3) One teacher should not be allowed to teach more than 40 boys. This standard is laid down in the Punjab and I consider it to be reasonable. The standard of 30 which is laid down in our rules at present is unnecessarily low and uneconomical.
- (4) Each class of a primary school should be limited to a maximum of 40 boys on rolls. At present a limit of 30 is laid down which I consider to be too low. A limit of 40 boys per class is in force in the Punjab and is working very satisfactorily. The Board of Education in England lays down 60 as the maximum limit for a class.
- (5) As soon as the enrolment of a primary school exceeds 40, i.e. reaches 50, a second teacher should be given as recommended above; as soon as the enrolment exceeds 80 a third teacher should be given; as soon as the enrolment exceeds 120 a fourth teacher should be given; as soon as the enrolment exceeds 160 a fifth teacher should be given; and so on.

6. If the policy recommended above is introduced in these provinces it will be necessary to introduce it gradually but in right earnest in the form of an intensive programme during the next three years. In my opinion it is very desirable that during the next three years all the uneconomical schools should either be "mended" or "ended" and that all preparatory schools should be converted into full primary schools and additional staff given to them on the graduated principles proposed above. If these changes are introduced, the total enrolment in primary schools will increase, the efficiency of all the schools will be considerably raised, education will become more popular, and we shall have a substantial return for the money spent on primary education.

CHAPTER VI.

INTRODUCTION OF THE PRINCIPLE OF COMPULSION.

I have in this report suggested certain changes for the better organisation of schools and if they are sanctioned they are likely to bring about improvement in regard to primary education both in quality and quantity. But these measures are only intended to organise primary education on suitable lines and to remove the defects which exist at present. They will no doubt improve the enrolment to a certain extent but will not solve the problem of primary education. In order to remove illiteracy among the masses the only effective remedy is the introduction of the principle of compulsion in rural areas. I do not wish to discuss the abstract proposition whether the introduction of this principle is or is not desirable. Fortunately the subject has already emerged from the stage of discussion and it is now recognised that compulsory primary education is not only desirable but that it is indispensably necessary in order to give that elementary education in the three R's which is the birthright of every child. In these provinces the principle has already been introduced in municipal boards and is in force in 18 municipalities. The question now is only of the extension of the principle to rural areas under district boards.

2. I would invite attention to paragraph 216, page 117, of the Quinquennial Review on the progress of education in India, 1917—1922, where it is stated that "the only effective method of checking irregular attendance and wastage is compulsory education, which is no longer a wholly impossible ideal." I have already described in chapter II the wastage which is going on at present inasmuch as only a very small percentage of boys complete the full primary course. I have also referred in chapter V to the uneconomical schools with low enrolment which exist at present and the consequent waste of effort. If we have the principle of compulsion introduced in our system all these difficulties will be removed and primary education will advance on sure and even lines. One further difficulty which exists at present is that boys are irregular in attendance. The introduction of the principle of compulsion will lead to regularity of attendance, and parents, teachers, and the inspecting staff will all realise that regularity of attendance is indispensable for the educational progress of boys. At present when a teacher is taken to task for the insufficient and unsatisfactory progress of a boy who has been on rolls for some years, the teacher always takes shelter behind the plea that the boy is not regular in attendance and that his parent does not realise his responsibility in the matter. 'It is very desirable that this irregularity of attendance should be put a stop to if boys are to make suitable and sufficient progress in the primary stage.

3. I do not suggest the introduction of the principle of compulsion in an absolute manner. It is obvious that neither funds are immediately available for such a purpose nor is it desirable in the interests of education to introduce compulsion in that form at this stage. What I suggest is the introduction of compulsion on a permissive basis, i.e., a law should be passed allowing district boards to apply to Government for permission to introduce compulsion in rural areas. The application should specify the particular area or areas in which compulsion is sought to be introduced. These selected areas may either be school areas or village areas. By "school area" I mean the *area within a*

radius of one mile by the nearest route from a board's primary school, and by "village area" I mean the area comprised in a particular village. It is desirable to fix these units for the purpose of introducing compulsion. In the case of a small village with a small population it may be desirable to introduce the principle of compulsion in the whole village, while in other cases where a particular school is so situated that it draws boys from more than one village it may be convenient to introduce compulsion in that school area so that it might be applicable to all boys within a radius of one mile from that school. In this way it would be possible to provide two methods for the purpose of introducing gradually according to the circumstances of each case the principle of compulsion in selected areas.

4. As to the ages of boys to which compulsion should be applied, I would suggest that compulsion should be introduced in respect of boys who are not less than six and not more than eleven years of age. This will give us a period of five years which will be sufficient to enable all boys to complete the primary stage of education. The chief merit of compulsion will thus be that a boy who comes to a school at the age of six will necessarily have to remain there till he has completed the age of eleven years, and will thus be able to complete the full primary course. Under this system every school will have its full contingent of scholars and the staff will be fully occupied and the present system of uneconomical schools with low enrolment will automatically disappear. Thus in the long run compulsion will be found to be a more economical method of expanding education.

5. Care will have to be exercised by the district boards in selecting with the advice of the district inspecting staff suitable school areas or village areas for introducing compulsion. Much of the success of the experiment will depend upon a careful selection of these areas. Some propaganda work by the school teachers and the district inspecting staff for the purpose of educating public opinion in the area selected will also be necessary for the purpose of explaining to the public the advantages of compulsory primary education. When once a start has been made in a district with the selection of suitable areas and compulsion is actually introduced, further extension of the scheme to that district will be easy. A kind of healthy rivalry will spring up in villages, and inhabitants when they will actually see the scheme in full force and realise its advantages will begin to feel a natural pride therein and will desire the extension of the system more and more. It will be a part of the scheme to appoint for the school area or village area selected for the purpose one or more school attendance committees for carrying out the provisions of the law and to help the head teacher in making the scheme successful. The head teacher of the school concerned should be the attendance officer under the law and he will also be the convener and member of the school attendance committees. He may get an allowance at the maximum rate of Rs. 5 per mensem for his duties as an attendance officer only in cases where the extra duties are sufficiently heavy to justify the grant of an allowance. In cases where the number of boys to be brought under compulsion is small, no allowance should be given. It will be necessary for the head teacher to keep a record of the proceedings of the school attendance committee, which should meet at least once a month. The committee may consist of not less than five and not more than ten members, the number being fixed in each case having regard to the size of the area and the number of boys to be brought under compulsion. These committees should

contain suitable representatives from among the influential persons and communities resident in the village or school areas to be brought under compulsion. It is not necessary to lay down any definite qualifications for the purpose, as the circumstances of each locality will require special treatment. All persons resident in the locality whether they themselves are literate or not should be eligible for membership.

6. The scheme outlined above has already been in force in the Punjab for some years and I had an opportunity of seeing it in actual working. Compulsion has already been introduced in a large number of areas and the results achieved have been satisfactory. It has been chiefly instrumental in increasing enrolment and in enabling boys to complete the full primary course in increasing numbers. It has enabled primary education to expand steadily and in an economical manner. I visited some localities where compulsion has been introduced and had also an opportunity of meeting some members of the school attendance committee. They seemed to me to be greatly interested in their duties and appeared to be helpful in their advice and suggestions for a successful working of the scheme. Through the help of these committees pressure was brought to bear on recalcitrant parents who were not sending their boys to school and I found that in the majority of cases the pressure exercised by the members of the committee in the form of moral persuasion yielded the desired results. It is only in this way that people can be made to take an intelligent interest in their own affairs and make the scheme successful. I give in appendix I the draft of a Bill for the purpose of introducing compulsion in rural areas in these provinces. It is on the lines of the United Provinces Primary Education Act (VII of 1919) which refers to municipal boards with such changes as are considered necessary in introducing the scheme in rural areas. I have also consulted the Punjab, Bombay, Central Provinces, and Madras Primary Education Acts. The Bombay Act contains a provision authorizing Government to introduce compulsion if a local body fails to introduce it when called upon to do so.

7. The following extract taken from a letter issued by the Punjab Government to district boards on the subject of introducing compulsion contains valuable points which can usefully be kept in view in introducing the scheme in these provinces:—

- “(a) In school areas where more than 50 per cent. of the boys of the primary school age are in attendance, it may be assumed with safety that the majority of the population are on the side of compulsion. It should be remembered also that in rural tracts the services of special attendance officers will not be available; and therefore the success of the compulsory system will depend very largely on the initiative, tact, and enthusiasm displayed by inspecting and other officers of Government, and by the leaders of public opinion.
- (b) It is necessary to remove a misunderstanding which is somewhat general that compulsion can only be introduced in large areas, e.g., a district or a tahsil, and even there only when the provision of schools is such that practically all the boys of the area are within two miles of a school. To wait for the attainment of such an ideal would be tantamount to waiting for the millennium. Even in countries where compulsion has been in force for many years this ideal provision of schools (if it is an ideal) is not even now contemplated. In the sparsely populated tracts of the Punjab it is, and must inevitably be, out of the question. In districts where the provision of schools is reasonably adequate and where public support is available, the better plan will be to introduce compulsion in selected school areas. The most effective propaganda is, after all, the success of the compulsory system in a neighbouring school.
- c) Another important consideration in the problem is the fact that in practice, the efficiency of the vernacular system depends very largely on the successful

introduction of compulsion. A school where a single teacher, however good, has to cope with several classes can scarcely be termed efficient; certainly in no way as efficient as a school where four teachers can be employed. It is probable that the unsatisfactory nature of one-teacher school has militated against the popularity and effectiveness of the school. If once compulsion is satisfactorily introduced, the increased efficiency of the school should make stronger appeal to the people of its vicinity.

- (d) It is also to be borne in mind that the introduction of compulsion is more economical than the present system of providing new schools, where the attendance may be only meagre. A progressive district can increase the number of pupils in attendance at its schools, which is the primary object in view, for more economically as well as more efficiently by the introduction of compulsion in some of its existing schools than by the creation of new schools with a very limited number of pupils."

8. The extra cost involved in the scheme may be met partly by Government and partly by the boards on the principles of proportion which I have fully described in chapter XI. I am not in favour of any separate grants being given to district boards specifically for the purpose of compulsory primary education; The scheme of grants to district boards as fully explained in chapter XI refers to all items of extra expenditure on vernacular education (primary and secondary) and thus the extra expenditure to be incurred in connection with the scheme of compulsion will be subject to the general principles laid down therein. Compulsion is only a means to an end—to advance education; and no grant can suitably be given separately for the purpose of introducing compulsion.

9. I would add that in areas in which compulsion is introduced primary education will have to be made free. The loss of fee income to the district boards will be negligible. The total fee income to the district boards from primary schools is a little over two lakhs. But the loss will come into operation gradually and in small amounts as compulsion is introduced by areas.

10. Lastly, I quote below an extract from paragraph 33, page 23, of the Quinquennial Review on the progress of education in India, 1917—1922, which lays stress on the desirability of an early introduction of compulsory primary education:—

"If compulsory education is to be introduced on any wide scale the initiative must come either directly or indirectly from Government. The advantages of its early introduction are undeniable. Not only would it ensure full classes and regular attendance, but it would prevent the present lamentable wastage of scholars who leave school before reaching the stage of literacy. Since this evil was particularly brought to the notice of local governments by the Government of India in 1918, considerable thought has been devoted to the problem but no effective remedy has been suggested except compulsion."

CHAPTER VII.

PRIMARY SCHOOL BUILDINGS.

Of 12,949 primary and preparatory schools maintained by district boards in these provinces only about six thousand have got buildings of their own. The remaining schools are held either in rented or borrowed buildings or have no buildings at all and meet under trees, etc. The fact that so few of the district board schools have got buildings of their own is unfortunate, but in the present state of affairs it will not be found to be a disadvantage. I have suggested the gradual conversion during the next three years of all preparatory schools into full primary schools. I have also recommended that schools in which all efforts fail to raise the enrolment to a minimum of 50 should be closed and opened elsewhere. If these recommendations are brought into effect it will mean the shifting of the schools in several cases to more suitable localities where there are chances of a better enrolment. In these circumstances the absence of a permanent habitation will be an advantage. A building for a primary school can only be constructed when it has passed the experimental stage and becomes a well-established institution. As the several changes which I have suggested in this report in regard to organisation of schools will, if accepted, be introduced gradually according to the programme outlined, the absence of district board buildings for schools will not cause any inconvenience.

2. In 1919-20 a sum of about Rs. 22½ lakhs was given by Government as a non-recurring grant to the district boards for primary school buildings and equipment. This has enabled the boards to improve matters but, as the figures given above show, a good deal remains to be done. Under the terms of the three years' contract the savings which will accrue to the boards under the head primary education should be spent on non-recurring items (construction of buildings, equipment, etc.) for primary schools and the same principle will be applicable to supplementary grants for extra expenditure on education in future under the scheme which I have proposed in chapter XI. In this way amounts will be available in a gradual and progressive manner for the construction of primary school buildings. On this ground also the bifurcation of the present grants for "vernacular education (ordinary)" into "secondary education" and "primary education (ordinary)" recommended by me in chapter XI is very necessary. It should be incumbent on the boards that the savings which accrue to them from the allotment for primary education should be spent on buildings and equipment for this class of institution alone. It will thus be possible for the boards to effect some improvements every year in primary school buildings from the ordinary savings. In addition to this, grants for primary school buildings may also be given on the principles of grant-in-aid suggested in chapter XI.

CHAPTER VIII.

TRAINING OF TEACHERS FOR VERNACULAR SCHOOLS.

Although this report deals with the question of vernacular primary education only, I include in this chapter the question of the supply of trained teachers for all vernacular schools, viz., middle vernacular schools as well as primary schools. It is not possible to deal with it separately for the middle and primary stages.

2. We have in this province two classes of training institutions, namely, normal schools and training classes. The former have a two years' course and impart training of a higher type for the supply of teachers for middle schools (head teachers and assistant teachers) and for head teacherships of primary schools. The latter have a one year's course and impart training of a lower type for the supply of teachers for assistant teacherships of primary schools and for head and assistant teacherships of preparatory schools. Admissions to both classes of institutions are restricted to candidates who have passed the middle vernacular examination of this province and have served as teachers in schools under local bodies. For admissions to normal schools, it is not essential that the candidates should have previously undergone a course of training at a training class but cases frequently occur when candidates who are admitted to normal schools have previously undergone a course of training at a training class. I have made enquiries and find that out of the 636 candidates under training at present in the first and second year classes of the eight normal schools no less than 426 have already passed the training class examination. This overlapping and duplication and consequent waste of money and energy which have been going on since the training classes were established in 1905-06 cannot be avoided under the present system and is one of its serious defects. A proposal whether the first year's course at a normal school could be made to correspond with the course for the training class examination was very carefully considered by the committee on the training of vernacular teachers which sat in 1922 and the proposal was rejected because after full consideration it was held that the type of training imparted at each class of institution was separate and distinct and that it was impossible to combine them in a normal school. Further, it cannot be laid down that candidates who are admitted to normal schools should be those who have not previously passed the training class examination because in that case we would be debarring candidates who have passed the training class examination from obtaining the higher qualifications which under the rules entitle them to better pay and prospects and thus penalising them for no fault of theirs.

3. There is no doubt that the training imparted at a normal school is of a higher and more durable type and that this produces satisfactory results. The training imparted at a training class is of a lower and ephemeral type and experience has shown that it has not produced results of a satisfactory or lasting character and that this form of training is not suitable for retention in the educational system. One of the reasons why boys in primary schools do not make suitable progress of a permanent character is that teachers trained at training classes are not sufficiently trained. In my opinion it is very desirable for the success of primary education that the teacher who imparts education in primary schools should be properly trained. It is really the primary schools, especially the two lowest classes, in which a proper foundation has to be laid. When

this foundation is laid in a defective manner, it is difficult to construct thereon a superstructure of a sufficiently durable character. It is a mistake to suppose that because primary schools are institutions of the lowest standard, therefore the teachers who work therein need not be so well trained as teachers in middle schools. I think it is essential for the success and expansion of primary education that teachers working in primary schools instead of being those who have been trained at a training class should be those who have been trained at a normal school. We should arrange for a sufficient and regular supply of normal trained men for all classes of vernacular schools, secondary and primary, and abolish the lower form of training altogether. I recommend that no admissions may be made to training classes for male teachers from July, 1925, and that all these classes may be closed.

4. I have stated above that the maintenance of training classes is wasteful. It is necessary to explain this further. As about two-thirds of the number of pupil teachers admitted to normal schools have already passed the training class examination it is clear that the money spent on the training of these teachers at training classes annually is wasted. It is the opinion of all headmasters of normal schools, and I agree with the opinion, that candidates who join the normal schools after passing the training class examination are generally inferior to those who have not passed that examination. The former in many cases have to unlearn a good deal before they can make any satisfactory progress at normal schools. The training classes were started in 1905-06. The number of training classes was small in the beginning but it gradually rose to about 500 in 1920-21 and then came down to about 300 in 1922-23. The recurring expenditure on these institutions rose to about 7½ lakhs in 1921-22 and then came down to 5½ lakhs in 1922-23. For the previous years since 1905-06 a definite calculation cannot be made without detailed enquiries, but from the calculations which I have made I find that since 1905-06 an expenditure of about 40 lakhs has already been incurred through the district boards on training classes. All this amount has been practically wasted because almost all the men trained at training classes have been or are being trained over again at normal schools. This sum of 40 lakhs would have been sufficient to construct ten new normal schools and the recurring figure of 5½ lakhs, which was the cost of training classes in 1922-23, would have been sufficient to maintain about 14 new normal schools. My view is that if instead of introducing the system of training classes in 1905-06 we had proceeded gradually to increase the number of normal schools as was originally contemplated the expenditure which has already been incurred since 1905-06 on training classes would have been sufficient to make a very substantial advance in the system of training vernacular teachers at normal schools on a satisfactory basis and a good deal of waste would have been avoided. What we want is a permanent solution of the problem in the shape of well-established normal schools and not illusory and mushroom institutions like the training classes which are opened and closed at the discretion of the boards. The normal schools are staffed by men of higher attainments who have been trained at training colleges; the training classes are staffed by men of low qualifications who have passed only the vernacular teachers' certificate examination. The normal schools are inspected by divisional inspectors and by the Deputy Director; the training classes can only be visited by the district inspecting staff. We can maintain and do maintain the efficiency and standard of normal schools but this is not possible in the

case of the training classes. Besides, even if the standard could be maintained at training classes, the training being of an inferior character, is not sufficient to fit a man in a durable and suitable manner for the teaching profession. It is, I think, essential for the success of vernacular education that training classes should be closed and the present normal schools should be extended and new normal schools opened. In 1923-24 the number of training classes came down from about 500 to 171 and in 1924-25 it has further come down to 114. The recurring expenditure which will be incurred through the district boards during 1924-25 on the maintenance of 114 training classes will be about Rs. 1½ lakhs. If my proposal to close all training classes for male teachers from 1st July, 1925, is accepted a sum of about Rs. 1½ lakhs will be saved of which about Rs. 1¼ lakhs will be the Government's share, as Government are at present contributing at an average of 70 per cent. on the total expenditure on vernacular education. I would therefore recommend that a sum of about Rs. 1¼ lakhs recurring included for the purpose in the grants to district boards for the current years may be resumed by Government in 1925-26 and made available for expenditure on normal schools. This is permissible under the terms of the three years' contract with the district boards. This sum of Rs. 1¼ lakhs recurring, if it is resumed from the district boards, will be more than sufficient to meet the extra recurring charges for making the existing eight normal schools fit for training 120 teachers as recommended in this chapter. In fact after meeting the extra recurring charges mentioned above, a sum of Rs. 85,000 recurring will be left over to meet partly the cost of additional normal schools in future. If this proposal is carried out, the district boards will be relieved to the extent of about Rs. 52,500 per annum which is approximately their present share of recurring expenditure on training classes.

5. I now proceed to deal with the question of the extension of facilities for training men at normal schools. A normal school has a two years' course. It prepares candidates for the vernacular teachers' certificate examination conducted by the registrar, departmental examinations. We have at present eight normal schools in the provinces and the number of teachers trained at each institution is as follows :—

Muzafiarnagar	..	..	..	..	..	..	100
Agra	..	..	..	..	..	..	100
Allahabad	..	..	..	..	..	..	80
Gorakhpur	..	..	..	..	..	..	100
Lucknow	..	..	..	..	..	..	82
Almora	..	..	..	..	..	..	44
Fyzabad	..	..	..	..	..	..	80
Jhansi	..	..	..	..	..	..	50
							686

As the course is for two years, the output every year is half of the men under training, viz., about 318 every year.

6. I have examined the question whether it is not possible to train more teachers at each normal school than the number trained at present. In this connection I would state that in 1906-07 we had in this province

six normal schools and the number that used to be trained at each normal school was as follows :—

Moradabad	..	..	..	..	..	160
Agra	..	..	..	..	..	160
Lucknow	..	..	..	..	..	160
Allahabad	..	..	..	..	..	120
Gorakhpur	..	..	..	..	..	120
Almora	..	..	..	..	..	60
					Total	780

In 1906-07 proposals were submitted by the department to Government asking for a substantial reduction in the numbers under training at each normal school in order to increase the efficiency of training and also on the ground that the numbers then under training at each normal school were in excess of the demand as it then existed. It was recommended to Government that the numbers under training at each of the six normal schools should be reduced as follows :—

Moradabad	..	..	..	..	..	100
Agra	..	..	..	..	..	100
Lucknow	..	..	..	..	..	80
Allahabad	..	..	..	..	..	80
Gorakhpur	..	..	..	..	..	100
Almora	..	..	..	..	..	60
					Total	520

It was also stated in the proposals sent to Government that it might be accepted as a principle that the number under training at each normal school should not exceed 100. A figure lower than 100 was proposed in three out of the six cases on the ground that a larger number was not required and that the lower figure was fixed having regard to the need for the supply of teachers as it existed at the time. It was also recommended to Government that the proposal to open two more normal schools to which Government had given its assent should also be dropped, as they were not required at the time. The proposals were sanctioned by Government. It will thus be seen that in 1906-07 the number of teachers under training in the six normal schools which existed at the time was reduced from 780 to 520. Since the above orders were passed, two more normal schools have come into existence—one at Fyzabad and one at Jhansi, and the number under training in these two cases was fixed at 80 and 50 respectively, and the buildings for the two institutions were designed accordingly. Therefore it has come to pass that while in 1906-07 we had 780 pupil-teachers under training at *six* normal schools we have now only 636 pupil-teachers under training at *eight* normal schools. The staff of the normal schools and of the model schools attached to them has been substantially strengthened by the addition of more teachers since 1907-08 and the salaries of the staff have been considerably raised. I give below in a comparative form the figures regarding the staff and total expend-

iture of the six normal schools as they existed in 1906-07 and the corresponding figures for the eight normal schools as they now exist in 1924-25 :—

Number of normal schools.		Total expenditure on the maintenance of normal schools.		Sanctioned staff (teachers).	
In 1906-07.	In 1924-25.	In 1906-07.	In 1924-25.	In 1906-07.	In 1924-25.
6	8	Rs. 1,08,328	Rs. 2,71,028	61	138

7. The above comparison of the expenditure as it existed in 1906-07 and that which exists at present will make it clear that while the expenditure has been raised by about 130 per cent. the number under training has been reduced. If this system continues the result will be that the scale of expenditure will continue to be unnecessarily high and we shall not be getting full value for the money spent on these institutions. It seems to me that the present arrangement is wasteful and that, while maintaining the efficiency of the system of training, a larger number of teachers can be trained at normal schools than those trained at present. I fully realise that the number of pupil-teachers under training should not be unreasonably large ; at the same time I am fully convinced that it should not be unreasonably small. I consider the present figures in the case of normal schools unnecessarily small and I am of opinion that more pupil-teachers can be trained at these institutions without any loss of efficiency. I would, therefore, strongly recommend that the number under training at each normal school may be raised as follows :—

Muzaffarnagar (formerly Moradabad and Bareilly) ..	100 to 120
Agra	100 to 120
Allahabad	80 to 120
Gorakhpur	100 to 120
Lucknow	82 to 120
Almora	44 to 60
Fyzabad	80 to 120
Jhansi	50 to 120
Total	636 to 900

8. I would also recommend that, in future, 120 should be accepted as the proper number which can suitably be trained at a normal school instead of the figure 100, which was fixed in 1906-07 and that all future normal schools should be designed accordingly. I have consulted the headmasters of normal schools about the proposed increase to 120 of the number of pupil-teachers to be trained at each of the existing normal schools in the plains, and they agree with me that the increased number can be trained without any large additional expenditure. No addition to the present staff will be necessary but additional funds will be required for enlargement of some of the schools and hostel buildings and for additional furniture and equipment. Some increases in the menial staff and school contingencies will also be needed. Roughly speaking, a sum of about Rs. 1,00,000 non-recurring will be required for additional buildings and furniture and about

Rs. 50,000 recurring for contingencies, menial staff, etc., including a sum of Rs. 38,016, for the proposed additional 264 stipends.

9. If my proposals are accepted, we shall be able to train, with an extra recurring expenditure of only about Rs. 50,000 per annum and a non-recurring expenditure of only about Rs. one lakh no less than 264 additional pupil-teachers which will give us an additional annual output of 132 teachers. This is equal to the output from more than two additional normal schools which would have cost us about eight lakhs in buildings and equipment and a recurring expenditure of about Rs. 80,000. My proposal, therefore, is most economical without any loss of efficiency. It also means a recurring and continuous gain in future. I would add that I have made all the above proposals after fully discussing them with all the headmasters of normal schools in the plains who are unanimous in agreeing with me that 120 pupil-teachers can be suitably trained at each normal school. I have proposed in the case of Almora the figure 60, as the case of Kumaun-division is special and a larger number is not required there at present.

10. In the above proposals I have suggested 120 as a suitable and proper figure which can be trained at one normal school. The principle which was laid down in 1914 by the committee on the training of teachers was that each pupil teacher at a normal school should in the course of two years deliver a minimum of 120 lessons. This principle is now in force and it will not be necessary to depart from it when the number of pupil teachers is raised to 120. As a matter of fact the numbers are already 100 in 3 out of the 8 institutions and the increase in those cases is only of 20 pupil-teachers. It is possible that 160 pupil-teachers which was the number fixed for some normal schools in 1906-07 was too large to be efficiently trained in two years, but at the same time the recommendation that the numbers should be reduced in some cases to 100 and in others to 80 was one which went to the opposite extreme and made these institutions unnecessarily costly and the output from them was unnecessarily curtailed. I have gone carefully into the proposals then submitted to Government and it seems to me that the idea then was that normal trained men were not required for lower primary schools and that they were only required for middle schools and upper primary schools and that for staffing the lower primary schools it was held that the supply from the training classes which were then called lower primary training classes would be sufficient having regard to the condition of vernacular education at the time. The situation has now changed considerably. The view which I have submitted in this report is that normal-passed men are required not only for middle schools but also for primary schools. I have also proposed the abolition of the type of school called preparatory school. Therefore the need for training more teachers at normal schools is now much more than it was in 1906-07 when the numbers under training at normal schools were reduced.

11. I would also recommend that the projects of the two normal schools, one for Chandausi and the other for Sheopur, which are pending at present may now be taken up as urgent projects. One of these will be in lieu of the one for Muzaffarnagar which was not brought into effect although it was formally sanctioned by Government. The project for the construction of a normal school at Muzaffarnagar was duly sanctioned by Government and completed and funds were allotted for opening the school from July, 1922, but as a measure of economy it was decided by Government that the existing normal school at Bareilly which was housed in a rented building should be transferred to Muzaffarnagar in the new buildings and

that the question of opening a new normal school may be postponed. We thus lost the new normal school which had been actually constructed and sanctioned. I would strongly represent the very urgent need of the projects at Chandausi and Sheopur being taken up and completed at a very early date. In the case of both Chandausi and Sheopur it will be necessary to revise the schemes slightly in order to provide for the training of 120 pupil-teachers as proposed by me in this report.

12. We have at present 27,752 teachers working in schools maintained by district boards (2,576 working in middle schools and 25,176 in primary and preparatory schools). Out of this total of 27,752 teachers about 20,000 are trained and about 7,000 are untrained. These figures show that 74 per cent. of teachers in district board schools are trained. If we take into account the fact that many of the old untrained teachers are untrainable, it will be seen that almost all the teachers in district board schools are already trained. Among the total no. of 27,752 teachers working in district board schools we have to consider how many clear vacancies occur every year by retirement or otherwise. Experience shows that 3 per cent. is a reasonable standard to adopt for the purpose in the case of district board schools. Three per cent. on 27,752 gives us 833 as the probable number of vacancies in district board schools. If my proposals to increase the annual output from the existing eight normal schools are accepted, we shall have annually from the eight normal schools a regular annual supply of 450 teachers (60 each from the seven normal schools in the plains and 30 from Almora). We shall thus require eight more normal schools (including the Chandausi and Sheopur projects referred to in paragraph 11 above), which at the rate of 60 each will give us 480 additional teachers annually. These eight additional normal schools may be completed during the next five years. If this proposal is accepted we shall have a total of sixteen normal schools in the province which will give us an annual output of 930 teachers. This will be sufficient to meet the needs of the province for present and future purposes for a number of years to come. Afterwards when the needs will grow, proposals for opening further normal schools will be made, but the process will be a gradual one as the need will arise. This will in the long run be a cheaper and more satisfactory system of training teachers for vernacular schools for boys on a permanent basis than the present system of training classes. The extra cost involved will be Rs. 32 lakhs non-recurring for buildings and equipment at rupees 4 lakhs per school and rupees 3,20,000 recurring at Rs. 40,000 per school.

Under the scheme of training of teachers proposed by me, the district boards will be entirely relieved of the duty of incurring a portion of the expenditure on training of teachers. At present under the rules the district boards are required to maintain as many training classes as are necessary for the district. In future under the scheme formulated by me the Government will provide for the training of all teachers at normal schools and the district boards will be relieved of their share of the recurring expenditure which they are required to bear at present. Therefore it would only be fair that the district boards should bear some portion of the extra non-recurring charges for constructing the additional normal schools. I would suggest that they should bear one-third of this extra charge.

CHAPTER IX

ADULT EDUCATION.

The questions so far dealt with relate to boys of school-going age but it is necessary and desirable in a scheme for the improvement and expansion of primary education to include the case of those who have passed beyond the school-going age and have been left illiterate for want of a general and organized system of primary education. These men have been left illiterate in many cases for no fault of theirs and it is desirable to extend to them such benefits of elementary education as can suitably be extended to them. So far the action taken in these provinces in this direction has been to encourage some municipal boards by means of grants to open night schools. Such grants are at present given to six municipal boards. Some of the district boards also maintain night schools, but the attempt to grapple with the problem of adult education in rural areas has not yet been made in a systematic and organized manner. The time has now arrived when it is necessary to make a substantial beginning in this direction also.

2. Fortunately the extra cost involved in a scheme of adult education which may be started as an experimental measure will not be large. To begin with, district boards may be invited to select a certain number of middle and primary schools in connection with which night schools might suitably be opened for imparting education to adults. The only extra expenditure involved will be an allowance to one of the teachers of the school for holding the class in the night after regular school hours. This allowance should be at the maximum rate of Rs. 5 per mensem and the actual amount in each case may be fixed in reference to the size of each night school and the extra work involved. A contingent allowance at a maximum rate of Rs. 2 per mensem for oil, etc., may also be allowed. The actual amount may be fixed according to the circumstances of each school. On this basis if the experiment is started with 100 schools in these provinces which gives an average of about two schools per district board the extra expenditure involved will be about Rs. 500 per mensem or Rs. 6,000 per annum which may be met by grants to district boards on the principle for grants for extra expenditure proposed in chapter XI. Great care is necessary in selecting suitable schools for the purpose of starting the experiment. They should be such as are not very inaccessible and can be easily reached by the district inspecting staff. Frequent visits without notice are very necessary in the case of institutions of this class. It is very necessary for the success of the experiment that the teacher selected for the work should be an earnest and reliable worker and the district inspecting staff should select for the experiment schools where a teacher specially suitable for the work is available. As the experiment becomes successful, it may be extended gradually as funds permit. I would suggest that the following conditions may be laid down for the opening of night schools for adults in rural areas:—

- (1) Enrolment in a night school should be restricted to males who are above the age of 18 and are not reading in a day school.
- (2) The night school should meet in the building of a day-school maintained by the district board.
- (3) The night school should meet in the evening on all the days on which the day school in which it is held meets.
- (4) The night school should meet for two hours in the evening.

- (5) The work of the night school should be confined to reading, writing, and the elements of arithmetic (roughly speaking equal to the standard of the present class II).
 - (6) The teachers for night schools should be chosen from amongst teachers employed in the board school in the building of which the night school is held.
 - (7) Night schools should be one-teacher schools with two classes only, (i) for pupils who are beginners, and (ii) for pupils who before joining the school have acquired some knowledge of reading, writing, and arithmetic. The total enrolment should be 40.
 - (8) A night school should not be opened unless an enrolment of 20 adults is assured from the very beginning, and if the enrolment does not reach 40 in one year the school should be closed and opened elsewhere where the enrolment is likely to reach 40.
 - (9) Attendance registers must be maintained and the school must be open to inspection by the officers of the Educational department.
 - (10) No fee should be charged in night schools.
3. The scheme of adult education on lines similar to the above has been in force in the Punjab for some years and every effort is being made in that province to improve and extend it.

CHAPTER X.

DISTRICT INSPECTING STAFF.

The provision of an adequate and suitable district inspecting staff for the inspection of vernacular schools is indispensably necessary for the proper organization and supervision of vernacular education. I am not in favour of over-inspection but I am equally opposed to an insufficient supply of district inspecting staff. We have in each district one deputy inspector and as many sub deputy inspectors as are necessary for the proper inspection and supervision of vernacular schools. These officers not only inspect schools for boys maintained or aided by the district boards but also in the great majority of cases have to inspect municipal schools also as the number of municipalities which have their own superintendents of education is very small. They have also to inspect the great majority of girls' schools maintained or aided by the district boards. So far as deputy inspectors are concerned, there is no question of raising their numerical strength. The accepted principle is that we require one deputy inspector for every district and we have already such an officer for every district. The only point in regard to this officer to which I wish to invite attention is the inadequacy of his pay having regard to his duties and responsibilities. In view of the expansion of vernacular education that has taken place in this province during the last few years the duties and responsibilities of this officer have greatly increased and he is at present very inadequately paid. The Economy Committee, which sat in these provinces in 1923, strongly recommended that the deputy inspector should be paid at a higher rate. The question of increasing the pay and prospects of the deputy inspector which had already been under the consideration of Government for some years was again submitted to Government for orders in connection with the recommendations of the Economy Committee and these proposals are now before Government. I would recommend that in the interests of vernacular education the proposals which have already been submitted may be duly sanctioned.

2. In regard to the sub-deputy inspectors the question is of numerical strength as well as of the rate of pay. In regard to numerical strength, the position is that the number of these officers at present is utterly inadequate to cope with the work, and the inspection work is at present suffering in consequence. The present number of sub-deputy inspectors was fixed several years ago and although the number of schools has greatly increased the number of sub-deputy inspectors has not been increased. The Economy Committee recommended that the number of sub-deputy inspectors should be reduced. The suggestion is apparently based on the assumption that there is over-inspection at present. But this is not the case. Instead of there being over-inspection the work of inspection is suffering greatly owing to the inadequacy of the staff. In order to form a correct opinion in regard to the adequacy or otherwise of the staff it is necessary to consider the number of schools which a sub-deputy inspector can reasonably be required to inspect in the course of a year. The standard for this purpose which was laid down about 20 years ago was that 60 schools was a suitable number which could reasonably be inspected by a sub-deputy inspector and the staff was provided on this basis. I have now collected the necessary figures in regard to all kinds of schools which these officers are required to inspect in every district. The information has been compiled and is given in the statement attached to

this report as appendix G. The statement will show that we have at present 195 sub-deputy inspectors who have to inspect 17,847 schools. This gives an average of 91 schools per sub-deputy inspector. But looking at the actual districtwise figures it will be seen that in all cases the number of schools per sub-deputy inspector is much in excess of 60. In fact in some districts the numbers have reached 100 and have even exceeded that figure and are over 120. This state of affairs is unfortunate and is one of the causes of the insufficient attention which schools are receiving at present. I have suggested in chapter II of this report that the primary examination which is at present conducted by the district inspecting staff should be abolished and that instead of this examination the staff should devote itself more effectively to the work of inspection. If my suggestion is accepted the time which will be saved by the abolition of the primary examination will be devoted by the district inspecting staff to a more punctual and systematic preparation of the annual proposals and also for giving instruction to untrained teachers at centres. Besides, the more searching and thorough inspection of all the classes of schools in regard to numbers as well as standards which I have recommended will necessitate more time to be devoted to the work of inspection. I have considered the matter carefully and in my opinion the scale of 60 schools per sub-deputy inspector which was laid down about 20 years ago is not unreasonable. But I am inclined to the view that if the number is raised to 70 the work can be suitably managed by the district inspecting staff. I do not think that it is possible with due regard to the maintenance of a reasonable degree of efficiency to raise the number to a figure higher than 70. Every vernacular school is required to be inspected twice a year and I think that in the case of these schools two inspections annually are necessary. Government are spending very large sums annually on vernacular education and if the proposals contained in this report are accepted still larger sums will have to be spent on vernacular education. In addition to these sums spent by Government, the district boards are spending from their own resources certain amounts on vernacular education and these amounts will further increase in future if the proposals contained in this report are carried out. Further, if compulsory primary education is introduced as it should in my opinion be introduced, it will entail an additional burden on the sub-deputy inspector. It will be mainly upon his influence and devotion to duty that a good deal of the success of all schemes of improvement and expansion of vernacular education will depend. Therefore it is all the more necessary that the supply of sub-deputy inspectors should be increased with due regard for a reasonable standard of efficiency and in exact proportion to the established need. As already pointed out, the supply at present in view of the increase in the number of schools during the last few years has become extremely inadequate. I looked into the question during my enquiries and I was satisfied that the need for additional staff was extremely urgent. I would therefore recommend that 70 schools per sub-deputy inspector may now be formally laid down as a definite standard to be followed, and that on this standard additional sub-deputy inspectors should be given to all districts where they are required. Proposals for addition to the district inspecting staff should be made by the department on this principle from year to year in accordance with the increase in the number of schools in each district. Taking 70 per sub-deputy inspector as the standard to be followed, I recommend an immediate addition of sixty-three sub-deputy inspectors in these provinces. The distribution of these officers over the

various districts is shown in column 5 of the statement given in appendix G. The principle on which additions have been proposed is that after allowing one officer for every 70 schools if the balance of schools left over is 35 or more, an additional officer has been allowed, but when the balance left over is less than 35 it has been ignored. The total extra cost involved in the proposal will depend upon the pay which is allowed to this class of officer. Proposals for fixing the pay of a sub-deputy inspector having regard to the kind of qualifications required in the officer have already been submitted to Government. The present starting pay of this class of officer is Rs. 100 and some officers have recently been appointed on Rs. 75, on which men of suitable qualifications are available. If Rs. 75 is taken as the starting pay of a sub-deputy inspector, the extra cost involved in the proposal for the appointment of 63 additional sub-deputy inspectors will in the first year be Rs. 51,975. The average cost and the ultimate cost will depend upon the rate of pay which Government will fix for this class of officer. I have already submitted proposals as to the qualifications which in my opinion are necessary in officers of this class.

CHAPTER XI.

GRANTS TO DISTRICT BOARDS.

The extra expenditure involved in the proposals made in this report, will in some cases (e.g., district inspecting staff) be met by Government directly and in other cases partly by means of grants by Government to district boards and partly by district boards themselves. The bulk of the expenditure will have to be incurred through the boards. Therefore the question of the manner in which grants should be given to district boards and the increased recurring cost should be met requires careful consideration. The increased recurring cost will be partly for the improvement and better organisation of existing primary schools and partly for the purpose of introducing the principle of compulsion in suitable areas. It does not appear to me to be advisable to differentiate between the two kinds of expenditure for the purpose of grants to district boards. The whole question of the improvement and expansion and better organisation of vernacular primary education is one and it would neither be convenient nor desirable to differentiate between the two heads mentioned above in giving grants. The main object in view is to expand education and the introduction of the principle of compulsion is only one of the means to that end. I am, therefore, of opinion that all extra expenditure caused either for effecting improvements in the existing schools or for opening new schools or for introducing the principle of compulsion should be treated on the same basis for the purpose of laying down principles on which grants to district boards in connection with this expansion will be given. Government have already issued orders to the district boards in regard to the three years' contract which has been brought into effect from 1st April, 1924. In these orders Government have already specified in the case of each district board the amount of grant which is given by Government and the minimum amount which should be spent from its own resources by each board on vernacular education. These orders have not separately specified the amount of grant for vernacular primary education and the amount of grant for vernacular secondary education and the minimum amount which the boards are required to spend from their own resources on each of the two heads. Having regard to the fact that the development of vernacular primary education is now to be taken up on a large scale on definite lines it is very necessary to subdivide the item "vernacular education (^{ordinary} primary)" in column I of statement "A" attached to the orders of Government about the three years' contract issued with G. O. no. 492/XV—764, dated 17th September, 1924, into "secondary education" and "primary education (ordinary)." The figures for the two heads are already available in this office and all that is necessary is to communicate them to the boards, with the intimation that amounts are definitely earmarked for primary education and secondary education and that it is not open to them to divert funds from one head to the other. Having settled this as the starting point, it will be easy to check the extra expenditure from year to year and to give grants towards the extra expenditure for education in a suitable manner. Each board will be required to send its proposals for increased recurring expenditure on education to the divisional inspector in good time for being dealt with by the inspector in connection with the schedule of new demands according to the rules on the subject. The inspector will forward the proposals to this office after scrutiny with his recommendations in good time for consideration.

in connection with the schedule of new demands. The Director after considering the requests of all the boards in the province on their merits will deal with the question of increased expenditure on vernacular education and submit proposals to Government in connection with the schedule of new demands and when the amounts asked for have been passed in the budget by Government and voted by the Legislative Council the amounts will be distributed to various boards which will then be required to introduce the new items of expenditure. The savings which will accrue to the boards will be credited by the boards to the appropriate education fund according to the principles laid down by Government in the orders regarding the three years' contract. If this suggestion is followed, it will be easy to regulate the system of recurring grants. The existing recurring grant under the three years' contract will become the *basic grant* and the fresh recurring grant given under the system outlined above will be called the *supplementary grant* during the period of the existing three years' contract. When the three years' contract is renewed the question of consolidating the supplementary grants with the basic grants may be considered on the merits of each supplementary grant. All supplementary grants which refer to schemes of a well-established character may be absorbed in the basic grants; those which refer to schemes of an experimental character may continue to be given as supplementary grants till the next contract is introduced, when the question of consolidating them with the basic grants may be considered again. The savings from all supplementary grants should be credited annually by the boards to the appropriate education fund on the principles laid down in the orders on the three years' contract. These supplementary grants may be given for various purposes, e.g., primary education (ordinary), secondary education, adult education, etc., and the grants given for each head may be regulated by the system suggested above.

2. This brings us to the point when it is necessary to consider what proportion of the extra expenditure on education should be met by Government and what proportion should be met by the boards and whether grants for extra expenditure to district boards should be given on a general basis of proportion applicable to all boards alike or that the proportion should be fixed after considering the resources of each board. In this connection it may be stated that the grants now given to district boards under the three years' contract are not given on any rule of proportion. The reason for this is that for a very long period grants for education were not given separately as such but were included in the lump grants which were given to the boards by the Local Self-Government department. It was only in the year 1919-20 that for the first time certain educational grants were given to district boards on a systematic basis for specific purposes in regard to education. Subsequently in 1921-22 the work of the Local Self-Government department in regard to education was transferred to the Education department of the Secretariat and from that year all the grants which are given to district boards for education are given separately as such. The present position in regard to grants has been consolidated into the three years' contract which came into effect from 1st April, 1924. It is neither possible nor desirable to apply any rule of proportion to the grants which are now being given to district boards but it is very desirable that for the future we should lay down definite principles on which grants will be given in respect of the extra expenditure which will be incurred by the boards for effecting improvements in and for expansion of vernacular education. I would,

therefore, suggest that the grants now being given under the three years' contract may be called *basic grants* as proposed above and that they should be subject to the conditions specified in the three years' contract in regard to the expenditure from the board's funds but that no rule of proportion should be applied to them. In regard to the extra expenditure which will be incurred in future on vernacular education the question arises whether the proportion should be a general one for all the boards or a definite proportion should be fixed for each board having regard to its resources. A rigid and general rule of proportion applicable to all boards is subject to the disadvantage that it discourages deficit boards from undertaking schemes of expansion and enables surplus boards to obtain larger grants than they are fairly entitled to having regard to their resources. It is desirable to introduce a system which might enable grants for extra expenditure to be given on equitable principles and encourage the boards to shoulder the extra burden within the limits of their resources. This will enable expansion to take place all round throughout the province which is the real object in view and not merely in a few districts. I am therefore of opinion that in the interests of the expansion of vernacular education and in fairness to all boards it is not desirable to fix a general rule of proportion for all boards alike but to lay down a definite proportion in the case of each board separately after taking into consideration its resources. In order to carry out the above suggestion it will be necessary to grade the district boards in accordance with their financial position and capacity. The proportion to be met by Government of the cost of each new approved expenditure to be incurred by the board will then be determined by the grade assigned to the board. The grade assigned to each board after a consideration of its position and capacity will be shown in terms of a certain percentage which will indicate the portion of the cost of its approved extra expenditure which will be met by grants from provincial revenues. For instance, a board in the grade of 60 per cent. will be entitled to a grant of 60 per cent. towards an approved extra expenditure and the remaining 40 per cent. will be met by the board from its own resources. On this system all the district boards in the province may be divided into grades of 50 per cent., 60 per cent., 70 per cent., and 75 per cent. The bulk of the district boards should be in the grade of 50 per cent. which will represent the ordinary proportion and the remaining boards may be put in the remaining grades according to their position and capacity. In the case of some particular board where the circumstances are very exceptional a higher percentage than 75 per cent. may be fixed, but this may only be done for very special and extraordinary reasons. In assigning the several grades to the various boards the principle which should be carefully kept in view should be that the *average rate* taking all the boards into account should not exceed 66 per cent., i.e., in the aggregate for the whole province Government should not bear more than a maximum of two-thirds of the extra expenditure on vernacular education incurred through the boards.

3. In order to determine the grade to be assigned to each board, the following factors may, among others, be taken into consideration by Government :—

- (a) the proportion of the board's net income (excluding Government grant and income from school fees) which the board spends on education ;

- (b) the local rate levied by the board and its present liabilities and financial resources, actual and potential ;
- (c) its normal annual surplus under present conditions ;
- (d) the actual amount of money required for the fulfilment of the scheme to be carried out ; and
- (e) any special claims which a particular board may have for consideration.

The grade assigned to each board under the system described above should be for a period of five years. At the end of every five years the position in regard to each board should be reviewed and the grades re-assigned.

4. It is very desirable that the boards should be encouraged to spend a certain proportion of their net income on vernacular education as a condition of getting grants from Government for education. Looking at the present state of illiteracy in the province and taking into consideration the great need of expanding primary education and to remove the widespread illiteracy which at present prevails, it is very desirable that the funds which Government may provide for the purpose should be supplemented by an adequate provision of funds by the several boards from their own resources. For this purpose it is very desirable to lay down a certain proportion of the boards' net income which should be the minimum which they should be required to spend on education as a condition of getting grants. There are various ways in which the boards can expand their income for the purpose of finding additional funds for education. The following are, among others, the sources from which the boards can find funds for the purpose :—

- (a) The ordinary income of the board by diversion from other heads of expenditure when its allotment for education is comparatively low. This may be done consistently with the due claims of departments other than Education on the boards' income. I would suggest that a minimum of 25 per cent. of the boards' net income may be taken as a fair proportion to be devoted to education.
- (b) Enhancement of the local rate when the local rate levied by the board is less than the maximum permissible by law.
- (c) The normal annual surplus of the board.
- (d) New taxation under sections 108 and 109 of the United Provinces District Boards Act, 1922, or under the provisions of any other law which may be passed for introducing compulsory primary education in rural areas.

5. I have suggested above that a minimum of 25 per cent. of the boards' net income should be spent on education as a condition of getting grants from Government. It is therefore necessary to explain in detail how this net income is to be arrived at. The net income of a district board for the purpose of the above suggestion may be arrived at as follows :—

- (a) Total income of the board from *all* sources.
- (b) From this should be deducted the amounts under the head of remissions or repayment of dues. The balance is the gross available income.

(c) From this, again, should be deducted—

- (i) all income earmarked by Government for a specific purpose other than education, e.g., grants for medical relief, communications, veterinary, etc., and
 - (ii) all educational income, e.g., from Government grants, school fees, contributions from public bodies and private sources and income from endowments for education purposes, sales of school buildings and other school property, etc.
- (d) the balance is the amount at the disposal of the board for expenditure under its own orders or resolutions and is its net income. It is on this amount that its percentage of expenditure on education should be calculated.

6. The system outlined above has been in force in the Punjab for several years and has proved very successful. It has encouraged the boards to put their own shoulders to the wheel. It has produced a healthy rivalry among the different boards for the purpose of providing funds for the very laudable and desirable object of removing illiteracy among the masses. It has enabled Government to give grants to the district boards on fair and equitable principles. It has enabled expansion to take place in all the districts of the province and not merely in a few districts. It has enabled a large number of boards to introduce compulsion for the purpose of seriously tackling the question of illiteracy. It has enabled educational expenditure to grow steadily on the principle of gradual and progressive expenditure. As a result of the introduction of the above scheme in the Punjab it was found that in 1922 the boards as a whole had increased both the proportion and the amount of their expenditure on education very materially; that practically every board now levies taxation to the extent of 10 pies in the rupee and that the boards, with one or two exceptions, are spending more than 25 per cent. of their net income on education. It will be seen that the boards are not only spending in the Punjab a minimum of 25 per cent. of their net income on education, but that almost all of them are spending more than 25 per cent. The scheme which has so successfully worked in the Punjab and has stood the test of experience is likely to produce the same beneficial results if it is introduced in this province and I recommend its adoption.

7. To give effect to the above suggestions the district boards may be asked to send detailed statements showing the full particulars specified in paragraph 5 above. The statements when received may be examined by the Education and Local-Self Government departments and Government may then pass orders fixing the grade of each board.

CHAPTER XII.

(a) SUMMARY OF RECOMMENDATIONS.

(b) FINANCE.

(a) SUMMARY OF RECOMMENDATIONS.

CHAPTER I.—*Preliminary.*

Chapter II.

(1) The distinction between primary and preparatory schools should be abolished altogether and there should be only one type of school called the primary school which should contain all classes included in the primary stage. All preparatory schools should be converted into full primary schools during the next three years.

(2) The two classes A and B which are intended to cover one year's course should be designated as class I and the present classes I to IV should be designated classes II to V.

(3) The one-teacher school should be abandoned as a type of school, and there should be only one type of elementary school, called primary school, with a minimum of two teachers.

(4) The primary examination at the end of the primary stage, which is conducted at present by the district inspecting staff, should be abolished, and the annual examination of class V (end of the primary stage) should be conducted by the head teacher of the school as is the case in regard to other classes of the school.

(5) The system of giving rewards to teachers for showing good results in the primary examination should be abolished.

Chapter III.

(6) The primary classes should be numbered as I, II, III, IV and V, and the duration of the primary stage for a boy of moderate capacity should continue to be five years as at present. A bright boy who is above the average should complete the course in four years by getting promotion to a higher class in less than a year. The head teachers of primary schools should have power to give promotions in all the classes of the primary stage in the course of the year.

(7) The head teachers of primary schools should see that all boys in all classes do actually cover the course of each class in a maximum period of one year so that they may complete the full primary course in a maximum period of five years. The head teachers should send to the deputy inspectors annually a list of scholars who have not made sufficient progress to qualify them for promotion to the next higher class at the end of the year, together with reasons for their insufficient progress. The district inspecting staff should scrutinize the above lists and look into the case of each school on the spot at the time of their inspection and should satisfy themselves that all boys who join the lowest class of a primary school complete the full primary course in a maximum period of five years, that their progress is steady and uniform and that there is no neglect of duty in this matter on the part of the head teacher. The district inspecting staff should also check that boys in the different classes of primary schools have really and actually attained the standard of the class to which they have been promoted.

(8) As regards the curriculum for the primary stage, the teaching of alphabets by means of reading sheets should be discontinued. The use of

primers in the lowest stage, after a few days' work with the black-board, is recommended. A note should be given in the curriculum that teachers should impart moral instruction in primary schools; and that a small plot of land in the school compound should be reserved for the purpose of encouraging boys to grow flowers and vegetables, etc., for the season, so as to create among boys an interest in manual work and to stimulate their powers of observation.

Chapter IV.

(9) The duration of the middle stage should be reduced to two years as it existed prior to 1914.

(10) The scope of the language examination in advanced Hindi and Urdu should be extended with the object of securing for the teaching profession candidates who really possess a much higher knowledge of the vernaculars than that indicated by the vernacular final examination. In selected middle vernacular schools (two per district) a class may be opened for the advanced language examination, with a course of one year.

(11) Only those candidates should be admissible to normal schools who in addition to passing the vernacular final examination have also passed the language examination in advanced Hindi or Urdu either as teachers or as school candidates.

(12) The syllabuses and courses for the middle vernacular stage should be revised and improved, so as to find room for supplementary reading of suitable vernacular books.

Chapter V.

(13) No primary school should be maintained with an enrolment of less than 50; all schools in which the enrolment cannot be brought up to 50 should be closed and opened in other localities where a minimum enrolment of 50 can be secured. It is not the intention that all the primary and preparatory schools with less than 50 boys should be closed forthwith or that in future no school should be opened in which the enrolment is not of 50 boys from the very first day. The proposal is that an enrolment of 50 boys should be the absolute minimum if a primary school is to continue to be in existence as a permanent arrangement. A school with an enrolment of less than 50 may continue for a maximum period of one year as an experimental measure, during which period it should either develop into a permanent institution of 50 boys or more or it should be shifted elsewhere where the demand is greater and an enrolment of at least 50 boys is assured.

(14) A primary school when it is opened for the first time should contain class I only and one teacher; when the enrolment reaches 50 a second teacher should be given and classes II, III, IV, and V opened, as boys become available; when the enrolment exceeds 80 a third teacher should be given; as soon as the enrolment exceeds 120 a fourth teacher should be given and when it exceeds 160 a fifth teacher should be given; and so on.

(15) Each class of a primary school should be limited to a maximum of 40 boys on rolls.

Chapter VI.

(16) In order to expand primary education in these provinces and to remove illiteracy among the masses it is necessary to introduce the principle

of compulsion in rural areas. Compulsion should be introduced on a permissive basis, i.e., a law should be passed allowing district boards to apply to Government for permission to introduce compulsion in rural areas. Compulsion may be introduced in selected areas, i.e., either "school areas" or "village areas" as defined in chapter VI.

(17) The school teachers and the district inspecting staff should do some propaganda work for the purpose of educating public opinion in the area selected, so as to explain to the public the advantages of compulsory primary education. It should also be a part of the scheme to appoint for the area selected one or more school attendance committees for carrying out the provisions of the law and to help the head teachers in making the scheme successful. The head teacher of the school concerned should be the attendance officer under the law and should also be the convener and member of the school attendance committee. He should get an allowance at the maximum rate of Rs. 5 per mensem for the work where necessary.

(18) In areas in which compulsion is introduced primary education should be made free. The loss of fee income to district boards will come into operation gradually and in small amounts as compulsion is introduced by areas, and will thus be negligible.

Chapter VII.

(19) Permanent buildings for primary schools should be constructed only when they have passed the experimental stage and become well-established institutions.

(20) According to the three years' contract with the district boards, the savings which accrue to the boards should be spent on buildings and equipment of primary schools. The same procedure should be adopted in regard to the savings from the supplementary grants that may be made under this scheme. In this way amounts will be available in a gradual and progressive manner for the construction of primary school buildings, and the boards can thus effect some improvement every year in primary school buildings from the ordinary savings. But this will not be sufficient to meet the case. Government may from time to time give non-recurring grants for the purpose on the system of grant-in-aid to district boards proposed in chapter XI.

Chapter VIII.

(21) The teachers working in primary schools should be those trained at normal schools. The training classes at present in existence for training teachers for primary schools should be abolished, and no admissions be made to these classes from July, 1925.

(22) The number of pupil-teachers trained at the eight existing normal schools should be raised from 636 to 900. The number 120 should in future be accepted as the standard number which should be trained at a normal school.

(23) The pending projects for the two new normal schools (Chandausi and Sheopur) should now be taken up as urgent projects.

(24) Eight new normal schools (including Chandausi and Sheopur) should be constructed and opened during the next five years.

Chapter IX.

(25) Night schools should be opened at selected middle and primary schools, for imparting elementary education to those who have passed beyond the school-going age.

(26) District boards should be invited to participate in the scheme, and grants for the purpose be made to them on the principles proposed in chapter XI.

Chapter X.

(27) The proposal for improving the pay of deputy inspectors which is already before Government may be sanctioned.

(28) The number of schools to be in charge of a sub-deputy inspector should be fixed at 70, and according to this standard 63 additional sub-deputy inspectors who are immediately needed may be provided. Additional sub-deputy inspectors should in future be provided on the principle of 70 schools per sub-deputy inspector from year to year in accordance with the increase in the number of schools in each district.

Chapter XI.

(29) Grants now given to district boards under the three years' contract may be called *basic grants*.

(30) The grants under the three years' contract under the head "vernacular education (ordinary)" should be sub-divided into "secondary education" and "primary education (ordinary)" and district boards should not be allowed to divert savings from one head to the other.

(31) All further grants given to district boards for vernacular education in future may be called *supplementary grants* during the currency of the three years' contract and the question of merging them into basic grants should be considered on the merits of each supplementary grant when the three years' contract is renewed.

(32) All district boards should be graded according to their financial position and capacity and the grade of each board should be fixed in terms of a percentage on the basis of which all supplementary grants for extra expenditure should be given.

(33) Government may bear in the aggregate for the whole province a maximum of 66 per cent. of the extra expenditure for improvement and expansion of vernacular education in rural areas.

(34) District boards should be required to spend on education at least 25 per cent. of their net income as a condition of getting grants from Government.

(b) FINANCE.

Estimate of extra cost.

I.—Recurring.

(1) There are 5,386 one-teacher schools (preparatory and primary) maintained by district boards. Their conversion into primary schools of the type suggested by me in chapter II will entail an addition of one teacher to each of these schools, i.e., 5,386 additional teachers will be needed. About 500 teachers will be released from middle vernacular schools, if my recommendation made in chapter IV for abolishing class VII is accepted. Of these 500 teachers, 100 will be needed for middle vernacular schools in which classes for advanced language examination will be opened, as proposed in chapter IV. The remaining about 400 teachers will be available for primary schools. The cost of the remaining about 5,000 extra teachers, at an average rate of Rs. 156 per annum per teacher comes to Rs. 7,80,000

per annum. As the change is proposed to be introduced in three years the extra cost will be progressive, i.e., in the first year it will be about 2½ lakhs; in the second year about 5½ lakhs; and in the third year about 7½ lakhs.

(2) The opening of advanced language examination classes in selected 100 middle vernacular schools, as recommended in chapter IV will necessitate the appointment of one additional teacher at each of these schools. But no additional cost will be involved on this account, as the teachers released owing to the proposed abolition of class VII will be available for the purpose.

(3) No definite estimate of the cost for introducing the principle of compulsion in rural areas is possible at this stage. The rough cost of introducing the scheme in an "area" will be about Rs. 60 per annum for allowance to the head teacher of the school for doing the work of attendance officer and in some cases an additional teacher will also be required at an approximate average cost of Rs. 156 per annum. Thus the cost of introducing the scheme in one area comes to about Rs. 216 per annum. If the scheme is introduced in 100 areas the additional cost will be Rs. 21,600 per annum which will be shared by Government and district boards according to the principles explained in chapter XI. The cost to Government will be about Rs. 14,400 per annum. I would suggest that during the next five years, compulsion may be introduced in 100 areas every year which gives us an average of two areas per district which is very modest. At this rate the extra cost in the first year will be Rs. 14,400 to Government and Rs. 7,200 to the boards and will gradually rise at the same rate per year and will be in the fifth year Rs. 72,000 to Government and Rs. 36,000 to the boards.

(4) (i) If the proposal to open eight new normal schools made in chapter VIII is accepted, the extra recurring cost to Government will be about Rs. 3½ lakhs, at about Rs. 40,000 per school. Against this the savings of about 1½ lakhs will be available on account of the proposed closing of training classes. The balance of about 2 lakhs will be the net cost to Government. But the expenditure will rise gradually as new normal schools are ready. It is recommended that the eight additional normal schools may be completed in the next five years.

(ii) The proposed increase in the number of pupil-teachers who are trained at the existing eight normal schools from 636 to 900 will involve an extra expenditure of Rs. 42,000 for additional staff, stipends, contingencies, etc.

(5) The proposal made in chapter IX for adult education will involve an expenditure of Rs. 6,000 per annum, if the experiment is started with 100 schools in these provinces. The cost will be shared by Government and district boards according to the principle proposed in chapter XI. Roughly speaking the cost to Government will be Rs. 4,000 per annum for 100 schools. The expenditure will rise gradually as the scheme will develop.

(6) The proposed increase in the number of sub-deputy inspectors by 63 will involve a cost of Rs. 51,975 in the first year. The average and ultimate cost will depend on the rate of time-scale which may be sanctioned by Government.

N.B.—The total recurring extra cost of all the above items in the first year will amount to about Rs. 3½ lakhs. It will rise gradually and in the fifth year will amount to about Rs. 12½ lakhs.

II.—Non-recurring.

(1) No accurate calculation can be made for the amount which will be needed for aiding district boards towards the cost of permanent buildings for primary schools. The boards will probably have some savings from the ordinary grants made in the three years' contract and with these savings they will be able to improve and erect some primary school buildings every year. Definite proposals will have to be asked for from boards and considered. Roughly speaking during the next five years about 5 lakhs will be needed for the purpose as a grant from Government and about 2½ lakhs from the boards.

(2) The construction and equipment of the proposed eight new normal schools will require a sum of about Rs. 32 lakhs, at 4 lakhs per school. But this sum will be spread over the next five years as the building and furnishing operations progress. Of the Rs. 32 lakhs, Government may provide two-third and the balance one-third may be met by contributions from district boards.

(3) A sum of about Rs. 1 lakh will be required for extension of the present buildings and additional equipment for the existing normal schools, if the number of pupil-teachers to be trained at them is raised from 636 to 900 as proposed in chapter VIII.

N.B.—The total non-recurring extra cost of all the above items will amount to about Rs. 38 lakhs (Rs. 27½ lakhs from provincial funds and Rs. 10½ lakhs from district board funds), but as the scheme is proposed to be introduced in five years, the cost in the first and subsequent years will depend upon the extent to which the non-recurring items are sanctioned every year.

K. P. KICHLU,

*Deputy Director of Public Instruction,
United Provinces.*

ALLAHABAD:

The 10th February, 1925.

APPENDICES

Statement showing number of institutions teaching up to primary and preparatory standard (with enrolment) maintained or aided by district boards on the 31st March, 1924.

District.	District Board area in square miles.	Populations within the District Board area.	Institutions teaching up to primary standard.	Institutions teaching up to preparatory standard.	Enrolment on the 31st March, 1924.						
					Class IV.	Class III.	Class II.	Class I.	Class B.	Class A.	Total.
1	2	3	4	5	6	7	8	9	10	11	12
Dohra Dun	1,190	212,248	40	36	156	228	378	467	681	1,248	3,148
Saharanpur	2,186	937,471	128	128	806	1,107	1,418	1,651	2,413	4,495	11,890
Muzaffarnagar	1,645	794,265	126	144	825	1,203	1,714	2,054	2,739	5,428	18,957
Meerut	2,299	1,499,074	290	367	1,455	2,182	3,136	4,162	4,949	10,134	26,012
Bulandshahr	1,914	1,066,519	150	125	1,109	1,551	2,115	2,901	2,838	4,164	14,678
Total, Meerut division ..	9,184	4,509,572	674	795	4,351	6,271	8,756	11,235	13,603	25,464	69,685
Aligarh	1,946	1,062,147	142	138	1,065	1,412	2,050	2,972	3,542	5,563	16,604
Muttra	1,444	619,138	103	128	641	959	1,552	2,409	2,321	3,961	11,843
Agra	1,853	924,324	189	126	945	1,476	2,198	3,281	3,689	6,886	18,470
Mainpuri	1,674	743,218	112	176	626	989	1,645	2,448	3,732	6,253	15,698
Etah	1,729	829,760	130	118	555	812	1,313	1,912	2,717	5,553	12,862
Total, Agra division ..	8,646	4,183,587	676	681	3,832	5,648	8,753	13,022	16,001	28,216	75,472
Bareilly	1,579	1,012,350	94	119	473	700	1,051	1,338	1,848	4,025	9,435
Bijnor	1,374	740,209	119	148	740	1,029	1,368	1,994	2,825	5,157	13,113
Budaun	2,014	975,347	134	158	604	785	1,224	1,907	2,224	4,344	11,688
Moradabad	2,301	1,199,205	119	214	671	864	1,169	1,689	2,905	7,842	15,140
Shahjahanpur	1,725	883,716	127	232	637	1,069	1,626	2,472	3,255	6,738	15,837
Pilibhit	1,352	431,598	81	61	321	464	591	974	1,272	2,630	6,252
Total, Rohilkhand division	10,845	5,197,425	674	932	3,446	4,911	7,039	10,374	14,369	31,336	71,465
Farrukhabad	1,683	856,633	171	213	891	1,319	1,893	3,162	3,571	6,635	17,476
Etawah	1,639	723,532	145	155	862	1,344	1,895	2,600	3,336	5,315	15,712
Cawnpore	2,374	1,143,664	203	233	1,222	2,371	2,872	3,768	4,760	6,828	22,321
Fatehpur	1,639	652,392	126	109	680	1,003	1,661	2,703	2,666	4,036	12,749
Allahabad	2,348	1,404,445	260	233	1,033	1,726	2,471	3,728	5,820	11,532	26,360
Total, Allahabad division ..	10,233	4,795,666	905	1,008	4,633	8,263	10,797	15,861	20,653	34,336	94,653

Jhansi	..	..	3,618	606,499	128	106	603	865	1,279	2,009	2,299	4,267	11,957
Jalaun	..	..	1,565	405,499	101	174	543	769	1,213	1,736	2,301	4,398	10,960
Hamirpur	..	..	2,292	440,245	126	109	499	798	1,185	1,662	2,158	4,288	10,540
Banda	..	..	3,012	619,114	183	178	614	929	1,643	2,304	2,886	5,769	14,145
Total, Jhansi division			10,487	2,065,297	488	567	2,269	3,891	5,820	7,711	9,644	18,667	47,002
Benares	..	..	1,008	702,865	201	100	1,205	1,913	2,800	4,228	5,569	11,723	27,438
Mirzapur	..	..	4,883	724,183	118	139	562	928	1,441	2,132	3,298	5,902	14,263
Jaunpur	..	..	1,550	1,155,105	245	272	1,567	2,816	3,292	4,634	6,916	13,148	32,373
Ghazipur	..	..	1,392	892,289	145	215	1,012	1,515	1,991	2,823	4,193	8,806	20,340
Ballia	..	..	1,287	891,009	234	197	1,503	2,185	2,794	4,373	4,758	8,768	24,331
Total, Benares division			10,070	4,245,451	943	923	5,849	9,357	12,318	18,150	24,734	43,347	113,795
Gorakhpur	..	..	4,523	3,266,330	371	367	2,339	3,319	5,171	9,337	10,499	15,736	46,451
Basti	..	..	2,802	1,925,223	295	294	1,697	2,541	3,638	5,040	6,864	14,626	34,406
Azamgarh	..	..	2,218	1,513,869	226	331	1,670	2,221	3,056	4,203	5,707	11,750	28,607
Total, Gorakhpur division			9,543	6,705,927	892	992	5,756	8,081	11,865	18,580	23,070	42,112	109,464
Naini Tal	..	..	2,721	276,875	61	86	257	367	577	787	1,087	2,759	5,814
Almora	..	..	5,372	530,924	186	143	790	1,237	1,843	2,560	3,056	5,405	14,941
Garhwal	..	..	5,761	435,136	88	179	516	780	1,967	2,747	3,846	4,772	14,578
Total, Kumaun division			13,854	1,292,985	285	408	1,563	2,384	4,387	6,094	7,689	12,936	35,333
Lucknow	..	..	971	493,778	102	144	638	1,137	1,376	2,302	2,731	5,342	14,226
Unao	..	..	1,787	819,128	106	167	657	934	1,668	2,757	2,515	4,863	13,444
Rae Bareilly	..	..	1,746	1,016,610	131	156	810	1,253	1,990	3,173	3,320	6,132	16,680
Sitapur	..	..	2,251	1,039,498	143	134	849	1,279	1,823	3,103	3,139	6,074	16,267
Hardoi	..	..	2,334	1,034,332	194	253	1,330	1,819	2,519	3,679	3,363	7,105	20,315
Kheri	..	..	2,964	914,149	91	178	587	816	1,200	1,816	2,138	3,623	10,130
Total, Lucknow division			12,053	5,407,495	772	1,032	4,921	7,233	10,576	16,832	17,756	33,739	91,112
Fyzabad	..	..	1,719	1,097,252	174	153	970	1,606	2,363	3,860	3,921	6,944	19,664
Gonda	..	..	2,844	1,443,739	154	160	716	1,163	1,803	2,905	3,533	5,621	15,746
Bahraich	..	..	2,650	1,035,377	143	144	640	1,023	1,463	2,309	3,218	5,629	14,232
Sultanpur	..	..	1,713	1,003,912	134	104	822	1,334	2,107	3,194	2,964	4,724	15,145
Partabgarh	..	..	1,444	855,130	177	91	859	1,265	1,943	2,733	3,722	6,942	17,524
Bara Banki	..	..	1,763	1,029,954	132	162	671	1,096	1,553	2,523	3,161	5,331	14,402
Total, Fyzabad division			12,133	6,495,364	914	819	4,678	7,494	11,242	17,579	20,519	35,251	96,763
TOTAL, UNITED PROVINCES			107,048½	44,893,769	7,223	8,257	41,353	63,038	91,043	135,478	163,323	310,464	809,749

*Statement showing number of primary schools maintained by district boards on 31st March, 1922
with total enrolment.*

District.	Below 10.	From 10 to 20.	From 21 to 30.	From 31 to 40.	From 41 to 50.	From 51 to 60.	From 61 to 80.	From 81 to 100.	From 101 to 125.	From 126 to 150.	Over 150.	Total.
	2	3	4	5	6	7	8	9	10	11	12	13
Dehra Dun	8	2	4	11	8	7	1	..	..	1	87
Saharanpur	1	2	15	43	37	11	7	..	1	117
Muzaffarnagar	2	8	33	40	20	15	1	3	122
Meerut	1	..	7	31	58	64	32	13	2	1	209
Bulandshahr	4	7	13	41	36	26	9	7	2	145
Total, Meerut division	4	7	22	78	163	184	90	44	10	8	620
Aligarh	1	4	7	17	46	29	22	4	7	187
Mu. tra	7	25	29	25	7	4	4	101
Agra	1	3	18	49	46	43	13	5	6	184
Mainpuri	3	15	41	27	12	3	6	107
Etah	4	57	40	14	7	4	1	127
Total, Agra division	2	7	39	163	202	138	61	20	24	656
Bareilly	1	1	18	13	11	17	5	..	3	74
Bijnor	1	4	27	26	28	6	10	2	10	114
Budaun	1	15	36	43	14	9	4	2	..	124
Moradabad	1	1	1	8	43	24	22	14	..	4	113
Shahjahanpur	2	1	17	52	31	13	4	4	1	125
Pilibhit	1	5	27	18	17	10	1	..	..	79
Total, Rohilkhand division	1	7	27	133	200	125	77	38	8	18	634
Farrukhabad	8	14	33	37	44	15	16	3	2	167
Etawah	1	3	5	34	53	25	5	4	5	141
Cawnpore	19	54	59	44	18	6	2	202
Fatehpur	1	1	12	37	30	30	9	5	1	126
Allahabad	2	16	41	76	52	47	18	8	..	260
Total, Allahabad division	7	34	110	238	243	162	66	26	10	896

(4)

Banda .. .. .	..	..	2	9	28	29	83	12	13	2	4	125
Hamirpur .. .. .	..	..	2	15	41	30	17	7	9	1	2	124
Jhansi .. .. .	..	1	1	1	50	38	9	12	8	1	6	126
Jalaun .. .. .	..	..	1	9	16	35	24	11	7	3	..	100
Total, Jhansi division	..	1	5	22	135	132	83	42	36	7	12	475
Benares .. .. .	..	..	..	1	2	9	81	36	52	31	37	199
Mirzapur .. .. .	..	..	1	1	15	16	36	23	12	2	8	118
Jaunpur .. .. .	..	1	1	3	5	14	70	65	40	29	12	240
Ghazipur .. .. .	..	..	..	2	3	22	85	43	18	12	10	145
Ballia .. .. .	..	..	2	2	39	50	47	50	25	9	9	233
Total, Benares division	..	1	3	9	64	111	219	222	147	83	76	935
Gorakhpur .. .. .	..	1	1	4	14	40	103	87	64	22	22	363
Basti .. .. .	..	..	1	5	20	46	84	79	29	12	10	286
Azamgarh .. .. .	..	..	..	2	22	28	68	52	23	10	4	214
Total, Gorakhpur division	..	1	2	11	56	114	260	218	121	44	36	863
Naini Tal .. .. .	..	2	2	7	14	11	12	8	3	2	..	61
Almora .. .. .	..	..	5	4	19	16	37	19	21	5	3	129
Garhwal .. .. .	..	..	..	2	10	16	34	14	9	..	2	87
Total, Kumaun division	..	2	7	13	43	43	83	41	33	7	5	277
Lucknow .. .. .	..	..	..	4	8	26	26	40	10	6	7	101
Unao .. .. .	..	1	2	8	15	23	26	23	12	7	2	96
Rae Baroli .. .. .	..	..	..	8	18	37	37	34	20	9	5	131
Sitapur .. .. .	..	..	2	22	46	31	24	11	7	7	2	145
Hardoi .. .. .	..	..	2	5	36	66	43	25	7	9	1	194
Kheri .. .. .	..	..	4	6	25	6	25	5	5	3	4	83
Total, Lucknow division	..	..	7	15	103	159	188	151	65	41	21	750
Fyzabad .. .. .	..	..	1	2	10	26	36	50	24	14	5	167
Gonda .. .. .	..	1	1	7	31	31	73	17	12	1	1	149
Babraich .. .. .	..	..	1	3	21	42	35	20	11	3	1	137
Sultanpur .. .. .	..	..	..	1	6	19	32	46	17	7	4	132
Partabgarh .. .. .	..	..	..	2	7	28	45	39	21	14	5	161
Bara Banki .. .. .	..	..	1	1	5	41	34	33	7	3	..	125
Total, Fyzabad division	..	1	3	9	56	137	260	205	92	42	16	871
TOTAL, UNITED PROVINCES	..	11	50	169	317	1,520	1,847	1,346	703	288	226	6,987

(5)

APPENDIX C.

Statement showing number of preparatory schools maintained by district boards on 31st March, 1924, with total enrolment.

District.	Below 10.	From 10 to 20.	From 21 to 30.	From 31 to 40.	From 41 to 50.	From 51 to 60.	From 61 to 80.	From 81 to 100.	From 101 to 125.	From 126 to 150.	Over 150.	Total.
1	2	3	4	5	6	7	8	9	10	11	12	13
Dehra Dun .. .. .	..	14	12	4	2	..	..	..	..	..	..	82
Saharanpur .. .. .	..	4	51	15	8	2	1	..	..	..	..	76
Muzaffarnagar	4	6	85	46	3	1	..	..	..	..	..	95
Meerut	1	17	102	76	15	4	..	..	..	..	..	215
Bulandshahr	2	7	47	20	10	2	..	1	..	..	..	89
Total, Meerut division	7	43	247	161	38	9	1	1	..	..	..	507
Aligarh .. .. .	..	8	31	76	18	4	1	..	..	..	..	128
Muttra .. .. .	..	9	35	42	9	4	..	..	..	..	..	99
Agra .. .. .	..	2	31	49	17	6	..	..	..	..	..	105
Mainpuri	2	1	28	81	19	8	2	1	..	..	..	142
Etah .. .. .	..	1	54	45	8	1	1	..	..	..	..	110
Total, Agra division	2	16	179	293	66	28	4	1	..	..	..	584
Bareilly .. .. .	..	2	84	27	1	2	..	..	..	..	..	66
Bijnor	1	17	64	16	3	..	..	..	..	..	..	101
Budaun .. .. .	..	9	105	13	8	2	..	..	..	..	..	132
Moradabad	8	17	128	18	7	..	..	..	..	..	..	178
Shahjahanpur .. .. .	..	19	138	33	1	1	..	..	..	..	..	187
Pilibhit .. .. .	..	6	21	3	2	..	..	..	..	..	..	32
Total, Rohilkhand division	4	70	485	110	17	5	..	..	..	..	..	691
Farrukhabad	1	15	118	46	7	2	..	..	..	..	..	184
Etawah .. .. .	..	1	39	36	18	6	1	..	..	..	..	96
Cawnpore .. .. .	..	18	116	48	24	7	..	1	..	..	..	209
Fatehpur	2	5	32	19	12	4	..	..	..	..	..	74
Allahabad	1	17	78	42	14	5	2	..	..	..	..	159
Total, Allahabad division	4	56	378	186	70	24	3	1	..	..	..	722
Banda .. .. .	..	16	75	85	16	4	..	..	..	..	..	146
Hamirpur	1	10	46	11	4	1	..	..	..	..	..	73
Jhansi	1	13	54	12	..	..	..	..	..	..	..	80
Jalaun .. .. .	..	27	73	22	8	..	..	..	..	..	..	130
Total, Jhansi division	2	66	248	80	28	5	..	..	..	..	..	429

(3)

Benares	..	..	..	..	1	10	9	20	17	13	2	..	..	..	72
Mirzapur	..	..	..	..	1	47	38	18	6	2	..	1	..	..	132
Jaunpur	..	..	..	..	..	8	65	51	24	6	..	..	..	..	183
Ghazipur	..	..	..	..	..	7	81	55	9	9	..	..	..	..	178
Ballia	..	..	..	..	..	8	80	25	5	2	..	..	..	..	185
Total, Benares division	..	..	..	..	1	98	283	173	99	61	32	2	1	..	690
Gorakhpur	..	..	..	..	..	7	64	68	23	13	..	..	..	..	213
Basti	..	..	..	..	..	6	58	74	12	4	..	..	..	..	195
Azamgarh	..	..	..	..	..	11	83	66	14	8	..	..	..	..	211
Total, Gorakhpur division	..	..	..	..	..	24	210	208	108	49	20	..	..	..	619
Naini Tal	..	..	..	..	1	30	35	7	3	1	..	..	..	..	77
Almora	..	..	..	..	1	8	28	30	14	8	1	..	..	..	90
Garhwal	..	..	..	..	..	..	18	49	34	27	14	6	1	..	144
Total, Kumaun division	..	..	..	..	2	38	76	86	51	36	15	6	1	..	311
Lucknow	..	..	..	..	..	..	19	50	7	5	3	..	..	..	84
Unao	..	..	..	..	..	5	42	31	15	10	3	1	..	..	107
Rae Bareilly	..	..	..	..	..	2	20	23	11	9	11	..	..	..	76
Sitapur	..	..	..	..	..	9	88	47	7	1	..	..	..	..	152
Hardoi	..	..	..	..	..	20	117	72	4	1	..	..	..	..	214
Kheri	..	..	..	..	1	55	65	12	3	1	..	..	..	..	187
Total, Lucknow division	..	..	..	..	1	91	351	235	47	27	17	1	..	..	770
Fyzabad	..	..	..	..	..	9	41	45	6	2	2	..	..	..	105
Gonda	..	..	..	..	..	5	39	68	9	2	1	..	..	..	124
Bahraich	..	..	..	..	2	7	82	32	8	3	..	..	..	..	134
Sultanpur	..	..	..	..	..	2	23	31	6	11	4	1	..	..	78
Partabgarh	..	..	..	..	1	5	20	16	11	7	4	..	..	..	64
Bara Banki	..	..	..	..	1	9	84	32	5	2	1	..	..	..	134
Total, Fyzabad division	..	..	..	..	4	37	289	224	45	27	12	1	..	..	639
TOTAL, UNITED PROVINCES	..	..	..	..	27	484	2,746	1,756	564	266	104	13	2	..	5,962

(7)

*Statement showing number of primary schools maintained by the district boards on 31st March, 1924,
with enrolment in class IV.*

District.	Below 5.	From 5 to 10.	From 11 to 15.	From 16 to 20.	From 21 to 25.	From 26 to 30.	Over 30.	Total.
1	2	3	4	5	6	7	8	9
Dehra Dun	27	9	..	..	1	1	..	37
Saharanpur	35	63	17	1	..	1	..	117
Muzaffarnagar	32	75	11	2	2	..	..	122
Meerut	60	119	23	6	1	..	..	209
Bulandshahr	34	82	19	6	4	..	..	145
Total, Meerut division	188	348	70	15	7	2	..	630
Aligarh	40	72	17	4	2	..	2	137
Muttra	38	50	9	3	1	..	..	101
Agra	99	68	12	2	1	2	..	184
Mainpuri	58	37	6	4	2	..	..	107
Etah	78	43	4	..	2	..	..	127
Total, Agra division	313	270	48	13	8	2	2	656
Bareilly	30	38	7	8	1	..	..	74
Bijnor	47	50	11	3	2	1	..	114
Budaun	75	41	6	1	1	..	..	124
Moradabad	57	48	7	5	1	..	..	118
Shahjahanpur	63	54	5	2	1	..	..	125
Pilibhit	50	27	2	..	..	..	..	79
Total, Rohilkhand division	322	258	38	14	6	1	..	694
Farrukhabad	76	78	12	1	..	..	..	167
Etawah	51	73	12	3	2	..	..	141
Cawnpore	81	102	13	3	3	..	..	202
Fatehpur	55	59	9	2	..	1	..	126
Allahabad	174	76	8	2	..	..	..	260
Total, Allahabad division	437	388	54	11	5	1	..	896
Banda	73	40	10	2	..	..	..	125
Hamirpur	87	28	6	2	1	..	..	124
Jhansi	78	36	7	3	2	..	..	126
Jalaun	52	42	1	3	..	2	..	100
Total, Jhansi division	290	146	24	10	3	2	..	475

Benares	66	112	18	2	1	..	..	199
Mirzapur	66	42	6	4	..	..	..	118
Jaunpur	77	189	17	6	1	..	..	240
Ghazipur	42	78	16	6	2	..	1	145
Ballia	88	114	20	8	2	1	..	288
Total, Benares division ..	399	495	77	26	6	1	1	985
Gorakhpur.. .. .	137	187	37	9	3	..	..	363
Basti	122	119	27	15	1	1	1	286
Azamgarh	53	117	33	8	2	1	..	214
Total, Gorakhpur division ..	302	423	97	32	6	2	1	863
Naini Tal	93	25	8	..	..	..	..	61
Almora	60	53	7	6	2	1	..	129
Garhwal	33	47	5	1	1	..	..	87
Total, Kumaun division ..	126	125	15	7	3	1	..	277
Lucknow	94	50	11	3	2	1	..	101
Unao	84	48	3	6	..	..	..	96
Rae Bareilly	45	68	15	3	..	..	..	131
Sitapur	62	66	12	4	1	..	..	145
Hardoi	74	38	20	6	3	2	1	194
Kheri.. .. .	26	31	12	1	1	2	..	83
Total, Lucknow division ..	285	351	78	23	7	5	1	750
Fyzabad	64	66	14	2	1	..	..	167
Gonda	85	53	10	1	..	..	..	149
Bahraich	78	52	4	1	1	1	..	137
Sultanpur	46	70	14	1	1	..	..	132
Partabgarh	83	68	9	1	..	..	..	161
Bara Banki	60	53	12	..	..	..	..	125
Total, Fyzabad division ..	416	332	63	6	3	1	..	871
TOTAL, UNITED PROVINCES ..	3,018	3,171	564	157	54	18	5	6,987

APPENDIX E.

Statement showing number of primary schools maintained by District boards on 31st March, 1924, according to the number of teachers.

District.	One-teacher schools.	Two-teacher schools.	Three-teacher schools.	Four-teacher schools.	Five-teacher schools.	Six-teacher schools.	More than six-teacher schools.	Total.
1	2	3	4	5	6	7	8	9
Dehra Dun .. .. .	..	30	6	..	..	1	..	37
Saharanpur .. .. .	..	90	20	6	..	1	..	117
Muzaffarnagar	2	73	37	8	..	1	..	122
Meerut	1	118	72	15	3	..	..	209
Bulandshahr .. .. .	..	79	44	13	4	8	2	145
Total, Meerut division	3	390	179	42	8	6	2	630
Aligarh	2	68	52	10	2	2	..	137
Muttra .. .. .	..	53	32	8	2	..	1	101
Agra	6	115	50	7	2	3	1	184
Mainpuri .. .. .	..	62	31	8	..	4	2	107
Etah	1	104	18	3	1	..	..	127
Total, Agra division	9	407	134	36	7	9	4	656
Bareilly .. .. .	..	49	18	5	2	..	..	74
Bijnor .. .. .	..	69	23	12	2	3	5	114
Budaun	1	102	18	2	..	1	..	124
Moradabad .. .. .	..	64	40	10	3	1	..	118
Shahjahanpur	3	94	24	3	..	1	..	125
Pilibhit .. .. .	..	53	24	2	..	..	..	79
Total, Rohilkhand division	4	431	147	34	7	6	5	634
Farrukhabad	1	111	36	14	5	..	..	167
Etawah	1	109	23	4	3	1	..	141
Cawnpore .. .. .	..	101	78	20	3	..	..	202
Fatehpur .. .. .	..	75	42	7	2	..	..	126
Allahabad .. .. .	..	175	58	20	7	..	..	260
Total, Allahabad division	2	571	237	65	20	1	..	896
Banda .. .. .	..	70	35	15	3	2	..	125
Hamirpur .. .. .	..	96	18	8	1	1	..	124
Jhansi .. .. .	..	95	20	5	3	1	2	126
Jalaun	1	70	21	6	2	..	..	100
Total, Jhansi division	1	361	94	34	9	4	2	475
Benares .. .. .	..	13	45	62	42	26	11	199
Mirzapur	1	45	57	9	2	2	2	118
Jaunpur	1	53	123	44	15	4	..	240
Ghazipur .. .. .	..	52	59	20	8	4	2	145
Ballia .. .. .	..	121	80	21	4	5	2	233
Total, Benares division	2	284	364	156	71	41	17	935
Gorakhpur	3	147	136	50	19	6	2	363
Basti	3	83	154	30	6	3	2	236
Azamgarh .. .. .	..	114	72	23	4	1	..	214
Total, Gorakhpur division	6	349	362	103	29	10	4	863

APPENDIX E.

Statement showing number of primary schools maintained by district boards on 31st March, 1924, according to the number of teachers—
(conld.).

District.	One-teacher schools.	Two-teacher schools.	Three-teacher schools.	Four-teacher schools.	Five-teacher schools.	Six-teacher schools.	More than six-teacher schools.	Total.
1	2	3	4	5	6	7	8	9
Naini Tal	3	36	19	3	..	..	..	61
Almora	1	60	39	20	5	1	3	129
Garhwal .. .. .	..	56	25	3	2	1	..	87
Total, Kumaun division ..	4	152	83	26	7	2	3	277
Lucknow	1	32	47	15	4	2	..	101
Unao	2	49	29	11	4	1	..	96
Rae Bareilly .. .. .	..	37	65	19	7	3	..	131
Sitapur .. .. .	..	84	38	15	7	1	..	145
Hardoi	1	139	39	7	7	1	..	194
Kheri .. .. .	..	49	20	7	3	4	..	83
Total, Lucknow division ..	4	390	238	74	32	12	..	750
Fyzabad .. .. .	..	73	63	18	12	1	..	167
Gonda	1	119	25	1	2	1	..	149
Bahraich .. .. .	..	102	23	10	2	..	..	137
Sultanpur	1	52	62	13	4	..	..	132
Partabgarh .. .. .	..	85	51	19	5	1	..	161
Bara Banki	1	75	37	9	3	..	..	125
Total, Fyzabad division ..	3	506	261	70	28	3	..	871
TOTAL, UNITED PROVINCES ..	38	3,811	2,149	640	213	94	37	6,987

APPENDIX F.

Statement showing number of preparatory schools maintained by district boards on 31st March, 1924, according to the number of teachers.

District.	One- teacher schools.	Two- teacher schools.	Three- teacher schools.	Four- teacher schools.	Total.
1	2	3	4	5	6
Dehra Dun	82	..	..	..	82
Saharanpur	74	2	..	..	76
Muzaffarnagar	94	1	..	..	95
Meerut	201	14	..	..	215
Bulandshahr	78	10	1	..	89
Total, Meerut division ..	479	27	1	..	507
Aligarh	124	4	..	..	128
Muttra	97	2	..	..	99
Agra	91	14	..	..	105
Mainpuri	184	8	..	..	192
Etah	104	6	..	..	110
Total, Agra division ..	550	34	..	..	584
Bareilly	62	4	..	..	66
Bijnor	100	1	..	..	101
Budaun	130	2	..	..	132
Moradabad	168	5	..	..	173
Shahjahanpur	187	..	..	..	187
Pilibhit	80	2	..	..	82
Total, Rohilkhand division ..	677	14	..	..	691
Farrukhabad	176	8	..	..	184
Etawah	90	6	..	..	96
Cawnpore	188	25	1	..	209
Fatehpur	66	8	..	..	74
Allahabad	145	14	..	..	159
Total, Allahabad division ..	660	61	1	..	722
Banda	134	12	..	..	146
Hamirpur	65	8	..	..	73
Jhansi	80	..	..	..	80
Jalaun	126	4	..	..	130
Total, Jhansi division ..	405	24	..	..	429
Benares	24	42	6	..	72
Mirzapur	98	23	1	..	122
Jaunpur	122	57	4	..	183
Ghazipur	145	31	1	1	178
Ballia	124	11	..	..	135
Total, Benares division ..	513	164	12	1	690
Gorakhpur	174	89	..	..	213
Basti	155	88	2	..	195
Azamgarh	182	29	..	..	211
Total, Gorakhpur division ..	511	106	2	..	619

APPENDIX F.

Statement showing number of preparatory schools maintained by district boards on 31st March, 1924, according to the number of teachers - (concl'd.).

District.	One- teacher schools.	Two- teacher schools.	Three- teacher schools.	Four- teacher schools.	Total.
1	2	3	4	5	6
Naini Tal	78	4	..	..	77
Almora	75	15	..	..	90
Garhwal	99	36	8	1	144
Total, Kumaun division ..	247	55	8	1	311
Lucknow	78	9	2	..	84
Unao	90	16	1	..	107
Rae Bareilly	52	24	..	..	76
Sitapur	149	3	..	..	152
Hardoi	211	3	..	..	214
Kheri	134	3	..	..	137
Total, Lucknow division ..	709	58	3	..	770
Fyzabad	102	3	..	..	105
Gonda	123	1	..	..	124
Bahraich	127	7	..	..	134
Sultanpur	62	16	..	..	78
Partabgarh	52	12	..	..	64
Bara Banki	181	3	..	..	184
Total, Fyzabad division ..	597	42	..	..	639
TOTAL, UNITED PROVINCES ..	5,348	585	27	2	5,962

APPENDIX G.

Statement showing the present number of sub-deputy inspectors of schools attached to each district, the number of schools inspected by them, and the proposed additional number of sub-deputy inspectors required for each district.

District.	Number of sub-deputy inspectors in each district.	Total number of schools of all kinds in the district which the sub-deputy inspectors have to inspect.	Average number of schools each sub-deputy inspector has to inspect.	Additional number of sub-deputy inspectors required.
1	2	3	4	5
Dehra Dun	1	95	95	1
Saharanpur	4	324	81	1
Muzaffarnagar	3	315	105	2
Meerut	6	711	102	4
Bulandshahr	4	340	85	1
Total, Meerut division	18	1,785	94	9
Aligarh	4	401	100	2
Muttra	3	259	86	1
Agra	4	349	87	1
Mainpuri	4	321	80	1
Etah	3	308	103	1
Total, Agra division	18	1,638	91	6
Bareilly	4	249	62	..
Bijnor	4	296	74	..
Budaun	5	344	69	..
Moradabad	5	377	75	..
Shahjahanpur	6	428	71	..
Pilibhit	2	177	89	1
Total, Rohilkhand division	26	1,871	72	1
Farrukhabad	4	433	108	2
Etawah	4	346	87	1
Cawnpore	6	492	82	1
Fatehpur	3	285	95	1
Allahabad	6	627	104	3
Total, Allahabad division	23	2,133	95	8
Banda	4	360	90	1
Hamirpur	3	277	92	1
Jhansi	4	292	73	..
Jalaun	3	361	120	2
Total, Jhansi division	14	1,290	92	4
Benares	4	356	89	1
Mirzapur	4	323	81	1
Jaunpur	6	570	95	2
Ghazipur	4	375	94	1
Ballia	4	460	115	3
Total, Benares division	22	2,084	95	8

APPENDIX G.

Statement showing the present number of sub-deputy inspectors of schools attached to each district, the number of schools inspected by them, and the proposed additional number of sub-deputy inspectors required for each district—(concluded.)

District.	Number of sub-deputy inspectors in each district.	Total number of schools of all kinds in the district which the sub-deputy inspectors have to inspect.	Average number of schools each sub-deputy inspector has to inspect.	Additional number of sub-deputy inspectors required.
1	2	3	4	5
Gorakhpur	7	835	119	5
Basti	6	678	113	4
Azamgarh	6	653	109	3
Total, Gorakhpur division ..	19	2,166	114	12
Naini Tal	2	175	87	1
Almora	4	316	79	1
Garhwal	4	312	78	..
Total, Kumaun division ..	10	803	80	2
Lucknow	3	274	91	1
Unao	4	298	75	..
Rae Bareilly	4	317	79	1
Sitapur	4	359	90	1
Hardoi	5	510	102	2
Kheri	3	307	102	2
Total, Lucknow division ..	23	2,065	90	7
Fyzabad	4	407	102	2
Gonda	4	358	90	1
Bahraich	4	318	77	..
Sultanpur	3	269	90	1
Partabgarh	3	293	98	1
Bara Banki	4	317	79	1
Total, Fyzabad division ..	22	1,962	89	6
Total, United Provinces ..	195	17,847	91	63

Statement showing particulars of middle vernacular schools maintained or aided by district boards on the 31st October, 1924.

District.	Number of schools.			Enrolment on the 31st October, 1924.				Staff.			
	Board.	Aided.	Total.	Class V.	Class VI.	Class VII	Total.	Headmas- ters.	Assist- ants.	Language teachers.	Total.
Dehra Dun	9	..	9	83	60	40	183	3	7	1	11
Saharanpur	11	..	11	430	948	231	999	11	23	12	51
Muzaffarnagar	13	..	13	586	407	298	1,291	11	31	13	55
Meerut	15	..	15	722	614	432	1,768	15	60	..	75
Bulandshahr	12	1	13	482	348	303	1,188	13	34	13	60
Total, Meerut division	54	1	55	2,293	1,777	1,309	5,379	53	160	39	252
Aligarh	13	..	13	491	370	230	1,141	13	42	11	66
Muttra	8	..	8	278	214	203	700	8	21	8	37
Agra	11	..	11	388	277	182	847	11	25	12	48
Mainpuri	11	..	11	366	256	234	856	11	25	10	46
Etah	9	..	9	270	187	146	603	9	21	13	43
Total, Agra division	52	..	52	1,793	1,304	1,050	4,147	52	134	54	240
Bareilly	10	..	10	272	209	204	685	10	26	9	45
Bijnor	11	..	11	437	343	249	1,079	11	34	11	56
Budaun	12	..	12	365	268	257	890	12	43	..	55
Moradabad	13	..	13	469	320	253	1,042	13	40	17	70
Shahjahanpur	10	..	10	417	294	246	957	10	28	11	49
Pilibhit	6	..	6	232	152	131	515	6	22	8	36
Total, Rohilkhand division	62	..	62	2,242	1,586	1,340	5,168	62	193	56	311
Farrukhabad	14	..	14	435	404	263	1,152	14	33	13	65
Etawah	13	..	13	427	320	237	984	13	33	10	56
Cawnpore	13	..	13	502	411	290	1,203	13	31	13	57
Fatehpur	10	..	10	295	174	179	648	10	23	10	43
Allahabad	14	..	14	537	424	308	1,269	14	56	..	70
Total, Allahabad division	64	..	64	2,246	1,733	1,277	5,256	64	181	46	291

Banda	9	..	9	249	200	176	625	9	22	11	42
Hamirpur	10	..	10	266	190	169	565	10	21	11	42
Jhansi	12	..	12	294	163	161	618	10	28	10	48
Jalaun	9	..	9	326	214	191	731	8	24	9	41
Total, Jhansi division ..	40	..	40	1,075	767	697	2,539	37	95	41	173
Benares	15	1	16	706	586	971	1,663	16	61	4	81
Mirzapur	8	1	9	338	226	159	728	9	22	5	36
Jaunpur	17	..	17	849	670	415	1,934	17	55	18	90
Ghazipur	18	2	15	576	456	420	1,452	15	58	15	83
Ballia	11	2	13	950	727	465	2,142	13	59	12	84
Total, Benares division ..	64	6	70	3,419	2,665	1,830	7,914	70	250	54	374
Gorakhpur	26	1	27	1,278	917	752	2,947	27	101	15	148
Basti	14	..	14	809	672	492	1,973	14	64	9	87
Azamgarh	19	..	19	878	724	529	2,131	18	74	..	92
Total, Gorakhpur division ..	59	1	60	2,965	2,313	1,773	7,051	59	239	24	322
Naini Tal	6	..	6	118	84	75	277	6	12	3	21
Almora	6	1	7	416	284	251	951	7	29	1	37
Garhwal	8	..	8	315	219	144	678	8	20	1	29
Total, Kumaun division ..	20	1	21	849	587	470	1,906	21	61	5	87
Lucknow	8	..	8	337	262	148	747	8	34	..	42
Unao	10	..	10	215	194	153	562	10	28	1	39
Rae Bareilly	12	..	12	369	273	236	878	12	30	13	55
Sitapur	11	..	11	594	379	300	1,273	11	38	12	61
Hardoi	11	1	12	602	430	285	1,317	12	39	14	65
Kheri	10	..	10	440	258	147	845	10	32	1	43
Total, Lucknow division ..	62	1	63	2,557	1,796	1,269	5,822	63	201	41	305
Fyzabad	10	..	10	459	308	202	969	10	31	11	52
Gonda	11	..	11	350	243	167	765	11	27	12	50
Bahraich	8	..	8	344	208	133	685	8	23	12	43
Sultanpur	7	..	7	332	214	139	635	7	22	8	37
Partabgarh	6	..	6	421	301	168	890	6	23	5	34
Bara Banki	10	..	10	297	262	164	723	10	21	10	41
Total, Fyzabad division ..	52	..	52	2,203	1,541	973	4,717	52	147	58	257
TOTAL, UNITED PROVINCES ..	529	10	539	21,642	16,069	11,988	49,699	533	1,661	418	2,612
Board	529	..	529	21,341	15,854	11,866	49,061	523	1,641	412	2,576
Aided .. ..	..	10	10	301	215	122	638	10	20	6	36

APPENDIX I.

Draft of a Bill to introduce compulsory primary education in rural areas in the United Provinces.

CONTENTS.

SECTIONS.

1. Short title, extent, and construction.
2. Definitions.
3. Issue of notification making primary education compulsory.
4. Board to make provision for primary education.
5. Application for issue of notification.
6. Appointment of school committee.
7. Duty of parents to cause children to attend school.
8. Meaning of reasonable excuse.
9. Issue of attendance order by the school committee.
10. Penalty for failure to obey attendance order.
11. Penalty for employing child liable to attend primary school.
12. Cognizance of offences.
13. Remission of fees.
14. Power to exempt particular class or community.
15. Taxation for the purposes of this Act.
16. Fines to be credited to board's fund.
17. Withdrawal of notification on default.
18. Power of Local Government to make rules.
19. Power of board to make regulations.
20. Delegation of powers.

A BILL TO PROVIDE FOR THE EXTENSION OF PRIMARY EDUCATION IN RURAL AREAS UNDER DISTRICT BOARDS IN THE UNITED PROVINCES.

Whereas it is expedient to provide for the extension of primary education in rural areas under district boards in the United Provinces, and with the aforesaid object, to enable district boards to introduce compulsory primary education ; It is hereby enacted as follows:—

1. (1) This Act may be called the United Provinces District Boards Short title, extent, and construction. Primary Education Act, 19 .

(2) It extends to all the district boards in the United Provinces.

(3) It shall be construed as part of, and supplementary to, the United Provinces District Boards Act, 1922, hereinafter called the Principal Act.

2. In this Act, unless there is anything repugnant in the subject or Definitions. context—

(1) " to attend " a recognized primary school means to be present for instruction at such school, on such days in the year, at such time or times, and for so many hours on each day of attendance, as may be fixed by the board with the approval of the prescribed authority.

(2) " Child " means a child whose age is not less than six and not more than eleven years.

(3) " Parent " includes a guardian or any person who has the actual custody or is in charge of a child.

(4) " Primary education " means such instruction in reading, writing, and arithmetic, as may be prescribed for the time being for primary schools by the Local Government, and such instruction in other subjects, if any, as may be determined by the board with the approval of the prescribed authority.

(5) " Recognized Primary School " means a school or a department of a school in which instruction in primary education is given and which is for the time being recognized by the prescribed authority.

(6) " School committee " means a committee appointed under the provisions of section 6 of this Act.

(7) " School area " means the area within a radius of one mile by the nearest route from a primary school maintained by the board and included within the local limits of a board.

(8) " Village area " means the area comprised in a village situated within the local limits of a board.

3. (1) On the application of the board the Local Government may declare by notification that the primary education of male children shall be compulsory in the whole of the board's area or in any school area or village area.

(2) Where a notification issued under sub-section (1) is in force, the Local Government may, on the application of the board, issue a notification that the primary education of female children shall be compulsory in the whole of the board's area or in any school area or village area.

(3) A notification issued under this section shall specify the date from which, and the area or areas in which, primary education shall be compulsory, and public notice shall be given of the notification locally in the area or areas concerned.

4. A notification shall not be issued under section 3 unless (a) the board has by special resolution which has been passed by a vote of not less than two-thirds of the members present at the meeting, and not less than one-half of the total number of members constituting the board, resolved that such primary education should be made compulsory, and (b) the Local Government is satisfied that the board is in a position to make, and will make adequate provision in recognized primary schools for such compulsory primary education free of charge.

5. An application by the board under section 3 shall be made in such manner as may be prescribed by the Local Government, and the board shall furnish such information in respect of the application as may be required by the Local Government.

6. (1) Where a notification has been issued under section 3, the board shall appoint one or more committees for the purpose of exercising the powers and performing the duties of the school committee under this Act.

(2) It shall be the duty of such school committee, subject to the provisions of this Act, to enforce the provisions of this Act respecting the

attendance of children at school and the employment of children.

7. Where a notification under section 3 is in force in any area, the parent of every child to whom the notification applies shall, if such child ordinarily resides in such area, in the absence of a reasonable excuse as hereinafter defined, cause such child to attend a recognized primary school.

8. Any of the following circumstances shall be deemed to be a reasonable excuse within the meaning of section 7 :—
Meaning of reasonable excuse.

- (1) That there is no recognized primary school within the distance of one mile by the nearest route from the residence of the child.
- (2) That the child has been exempted by the school committee on religious grounds.
- (3) That the child is receiving otherwise than in a recognized primary school primary education in a satisfactory manner.
- (4) That the child is certified by such authority as may be appointed in this behalf by the board to have completed the primary course.
- (5) That the child has been granted temporary leave of absence from school, in accordance with regulations made under this Act by the board.
- (6) That the child is certified by a medical officer approved for this purpose by the board to be unfit to attend school by reason of some bodily defect or infirmity.

9. Where the school committee is satisfied that a parent, who is bound under the provisions of section 7 to cause a child to attend a recognized primary school, has failed to do so, the school committee, after giving the parent an opportunity of being heard, and after such inquiry as it considers necessary, may pass an order directing the parent to cause such child to attend a recognized primary school from a date which shall be specified in the order.

10. (1) Any parent against whom an order has been passed under section 9, and who, without reasonable excuse as defined in section 8, has failed to obey such order, shall if he resides in a village where there is a magistrate, on conviction by such magistrate, and, if he resides elsewhere, on conviction by an officer or other person empowered in this behalf by the district magistrate, be liable to a fine not exceeding five rupees.

(2) Any parent who having been convicted of an offence under subsection (1) continues to disobey the order passed under section 9 shall be liable to a further fine of one rupee for every day after the date of the first conviction, during which he is proved to have persisted in disobeying the order.

11. Any person who shall during the prescribed hours of attendance at school, utilize on his own behalf or on behalf of any other person, in connection with any employment, whether for remuneration or not, the services of any child whose parent is required under this Act to cause him to attend a

recognized primary school, shall, on conviction before a magistrate, be liable to a fine not exceeding twenty-five rupees.

12. No court shall take cognizance of an offence under section 10 or section 11 except on the complaint of or on information received from the school committee, or from such person as may be authorized by the school committee by general or special order in this behalf.

13. No fee shall be charged in any board school within the area in which a notification under section 3 is in force in respect of the primary education of any child to whom such notification applies.

14. The Local Government, after taking into consideration any representation made by the board in this behalf, may, by notification, exempt any particular class or community from the operation of this Act.

15. (1) Where a notification under section 3 is in force, the board may impose a tax, hereinafter called the "education cess," the proceeds of which shall be devoted solely to primary education.

(2) The board may for the purpose of the education cess, select any of the taxes which it is authorized to impose under the Principal Act, or may, for that purpose, increase any tax which is already levied under the provisions of the said Act, and in the latter case, the income derived from the increase shall be deemed to be the proceeds of the education cess.

(3) The procedure for levying the education cess shall be the procedure prescribed for imposing taxes under the Principal Act.

16. All fines realized on conviction under the provisions of this Act, shall be credited to the board's fund.

17. When the Local Government is of opinion that default has been made by any board in respect of its duties under this Act, it may, after giving the board an opportunity of furnishing an explanation, cancel the notification issued under section 3.

18. (1) The Local Government may, after previous publication, make rules for the purposes of this Act.

(2) In particular and without prejudice to the generality of the power conferred by sub-section (1), the Local Government may make rules—

- (a) prescribing the authorities mentioned in clauses (1), (4), and (5) of section 2;
- (b) prescribing under clause (4) of section 2 the range of instruction in primary schools;
- (c) prescribing the manner in which application may be made by the board under section 3 and the particulars to be stated in such application;

- (d) determining generally what shall be considered to be adequate provision for compulsory primary education free of charge ;
- (e) requiring the board to prepare and publish a register of children in the whole or in any part of the board's area, and
- (f) defining the conditions on which the Local Government will bear a share of the cost of providing primary education.

19. The board in which a notification under section 3 is in force may make regulations consistent with this Act prescribing—

- (a) the manner in which the school committee shall be constituted, the number of its members, and their duties, powers, and responsibilities ;
- (b) the steps which the school committee may take to secure the attendance of children at school, and the conditions under which leave of absence from school may be allowed ;
- (c) the jurisdiction of each school committee where more than one school committee are appointed ;
- (d) the relations to be observed between the school committee and any education committee that may have been appointed under the Principal Act.

20. The Local Government shall not delegate its powers under this Act.