

Report
ON
Compulsory Primary Education
IN
Baroda State

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The Compulsory Primary Education Act, which has been in force in the Baroda State for the last 20 years, has presented many difficulties in its actual operation. In order to know what these difficulties are and to decide what steps should be taken to remove them, His Highness the Maharaja Saheb was pleased to direct that the following questions may be examined and a report made. (Huzur Order No. 211/8, dated 12-3-26 and Supplementary Order No. 211/8, dated 14-6-26) :—

1. What has been the effect of Compulsory Education ?

Points for inquiry.

- (a) What is the literacy in the population ? What has been the increase in the proportion of literate men and women ?
 - (b) What is the average standard at which both men and women give up their studies ?
 - (c) What steps are being taken to maintain the standard of education obtained at schools ?
 - (d) How many of the educated learn only to forget, so that in later years they are not able even to read and write ?
2. What is the popular feeling towards Compulsory Education ? (Both male and female).
 3. How far is the public eager for the spread of education ?

- (a) Is the public eager to open schools at places where no schools are existing at present ?
 - (b) Does Compulsory Education amongst the farmers interfere with their proper and legitimate vocation which is necessary for their maintenance ? If so, what measures are taken to remove the difficulties ?
 - (c) Is the feeling against the education of girls among Thakardas and Girasias so strong as it was in the beginning ?
4. What is the result of having unqualified teachers or of having only one teacher for the whole school.
 5. What is the percentage of attendance of children at schools in different parts of the State ? How many schools and in what parts of the State are worthy of being closed ?
 6. (a) What is the method of imposing compulsory fines and the authorities imposing and collecting fines.
 (b) Arrears in collection of fines.
 (c) How many times and what amount of arrears was written off ?
 (d) Are any other coercive measures except fines necessary for enforcing the Act ?
 7. What measures should be adopted to make the teachers take more interest in their work and induce them to stay in the villages of their appointment ?
 8. The progress of Training Institutions and the direction of their future development.
 9. If the Compulsory Education is popular, are the Local Self-Government bodies prepared to shoulder a part of the burden of expenditure and management of such schools ?
 10. What changes are deemed essential in the Compulsory Education Act ?

2. These questions were sent to the principal officers of the Education Department, members of the Local Boards and Municipalities and such ladies and gentlemen as were known to take interest in Primary Education. As many schools as possible were visited and seen in actual working. Conferences were held with some Inspectors and Head Masters of Vernacular Schools, and as much information as possible was gathered from every possible source. This report is made after a careful consideration of all the materials thus collected.

3. Before considering the points for inquiry, it would be useful to bear in mind the history of Primary Education in the State, and the circumstances under which it was made compulsory. Till 1871, there was no Education Department and no Government Educational Institutions in Baroda. In most of the towns and big villages there were private elementary schools, "pandyajini nishalo", which taught reading, writing, and arithmetic and were taken advantage of by the upper class of people such as Brahmins and Banias. It was for the first time in 1871 that the State established four Primary schools, two Gujarati and two Marathi, in the city of Baroda. In subsequent years, a few more schools were opened at Petlad, Pattan and some other places, but their total number did not exceed 55 in 1875, 70 in 1876, 105 in 1877, and 145 in 1878. Even as late as 1881, a significant date as being the year in which His Highness the Maharaja Sayaji Rao III assumed his full powers, there were only 180 Primary schools with 7,465 pupils throughout the State. His Highness, always a convinced believer in the necessity of mass education, has pushed on its development from the commencement of his rule. In 1885 was passed an order directing 30 new Primary schools to be opened every year. Boarding houses were opened for the forest and backward classes. In 1891, ten years after His Highness had assumed full powers, there were 558 Primary schools in the State, the majority of them being situated in the towns and larger villages. The small villages were as yet unprovided

with Government schools, though many of them had indigenous schools of doubtful capacity, maintained by private individuals for their own small profit. His Highness, who was at this time engaged in giving fresh life to the ancient Village Panchayats, decided that they should make themselves responsible for the village schools. It was ordered that the School Master should become one of the village servants and that schools be provided in all villages which could produce 16 children willing to attend. Accordingly, 632 new village schools were established, about 20 in each Taluka. It was also at this stage that His Highness ordered the appointment of an Education Commission to investigate both the progress already made and the nature of the problems awaiting solution. As a result of the Commission's advice, His Highness issued instructions that the village schools should be brought under the control of the Education Department. Most of these village schools "gramya shalas", were in charge of but one teacher; but in 1892 it was ordered that an assistant should be given to all schools which had an attendance of 50 or more children.

In 1905, with the extension of Local Self-Government in the State, control over the "gramya shalas" was handed over to the Local Boards. But the experiment soon proved to be a failure. The Boards knew nothing of education and cared less, except in so far as the appointment and dismissal of school staffs offered a profitable field for the exercise of nepotism or patronage. A later Education Commission, in 1910, found that the Boards were unfit at that stage of their development, to exercise control over the village schools. It was, therefore, withdrawn and handed over to the Education Department.

His Highness was, however, not content merely with the development of the Primary education. Long before the rest of India had done anything more than think of Free and Compulsory education as something desirable but hardly attainable, His Highness the Maharaja Gaekwars had conceived the idea of introducing it in his State as a practical proposition. In one of his speeches, His Highness said, "I have no hesita-

tion in saying that we cannot do better than educate all our subjects. This is absolutely necessary for the realisation of my ambitions and wishes for the future of my people." So after long deliberation Compulsory Education was introduced as an experimental measure, in the town of Amreli and in nine villages of the Taluka in November 1893. All boys between the ages of 7 and 12 and all girls of from 7 to 10 living within a mile of a school were to be compelled to attend that school unless they were privately taught or had already passed the Vernacular Standard iv. Gradually more schools were provided until in 1904, 52 villages of the Taluka had come under the operation of the new law. Fifteen years' experience in the Amreli Taluka having proved that Compulsory Primary Education was both desirable and possible, an Act making it compulsory throughout the State was introduced and passed in 1906. Under the Act the ages within which attendance at school was compulsory were from 7 to 12 for boys and from 7 to 10 for girls. Those children who were required to stay at home owing to advanced age or infirmity of their parents, who were themselves physically or mentally unable to take advantage of the schools, who were the only bread-winners in the family, or those who had passed out of the 4th standard or had reached the maximum age under the Act, were exempted from attendance. The Act was subsequently revised, but its main provisions remained the same with the exception that the minimum age was raised to seven complete, and the maximum to 12 in the case of girls, and 14 in the case of boys. In 1915-16, the number of Primary schools was 3,084, the number of pupils learning in them reported as 2,39,000 and the total expenditure Rs. 14,84,750. But in 1916, a Committee appointed to investigate the working of the Compulsory Act found that many of the schools were without a sufficient number of children on the roll and that children who were either consistently absent or who were so often absent as to make no progress at all were returned as actually attending school. It was also found that many schools were allowed to remain in independent charge of raw inexperienced hands, some of whom had not even passed the 6th standard test. 470 of such nominal schools were, therefore,

ordered to be closed. The result was that for a time it actually appeared as if a smaller number of children were in actual attendance at schools; as a matter of fact, however, the new figures represented a correct state of affairs.

4. The following table shows the number of Primary Schools and pupils. schools and the number of pupils learning in them at the end of July 1926 in the city of Baroda and the five districts of the State, and compares the number of schools with the number of towns and villages situated in them :—

	Population.	No. of Towns.	No. of Villages.	No. of Primary Schools.	Number of Pupils.
Baroda City ...	94,712	58	9,308
Baroda District.	6,12,800	17	820	734+2	66,983
Kadi ,,	9,00,578	15	1,035	809	75,722
Navsari ,,	3,40,372	8	764	320	24,798
Amreli ,,	1,52,585	4	242	270	17,048
Okhamandal ...	25,475	2	41	33	2,255
Total ...	21,26,522	46	2,902	2,224+2	1,96,114

5. Of the total number of 46 towns and 2,902 villages in the State, 1,444 had these 2,224 Primary schools distributed amongst them. Of Pupils in different standards. these 2,224 Primary schools 14 are Marathi, 91 Urdu and 157 Antyaja Schools. Excluding these 262 special schools, the rest viz. 1,962 are Gujarati schools. This shows that some of the 1,444 towns and villages have more than one Gujarati Schools in the same place. The rest, i.e. 1,505 villages, are too small to have a school of any kind. Excluding 274 students from the total of the Kadi District and 887 from that of the Amreli District as studying in special institutions, the rest namely 1,94,953 were distributed in the different standards as under :—

Below standard	...	65,919
First	„	34,424
Second	„	24,285
Third	„	29,498
Fourth	„	23,689
Fifth	„	10,978
Sixth	„	6,160
		Total... 1,94,953

6. The total expenditure on Primary education at each quinquennium period is indicated by the following table :—

		Rs.
1906-07	...	4,84,200
1911-12	...	8,84,257
1916-17	...	10,89,514
1921-22	...	16,23,669
1924-25	...	18,09,204

These figures show that the expenditure after Primary education has been increasing from year to year and is now over four times as much as it was in 1906-07. The increase is due mainly to increase in the number of schools and the salaries of teachers. The average cost per pupil per year in Primary schools comes to about Rs. 9.

7. In considering the first point regarding the effect of Compulsory Education, it has to be borne in mind that compulsion under the Act is applicable only in those places which are within a mile from a school. As stated in para 4, so many as 1,444 out of the 2,902 villages in the State are yet to be provided with schools. A few of them, which are within a mile from a neighbouring town or village having a school, must be taking advantage of that school. It is estimated that the number of such villages is about 200. But the rest, which form nearly 40 p.c. of the total number of villages, are

without any provision for educational facilities and are not likely to have any as they are too small to furnish the requisite number of children for the opening of a school.

8. The main object of making Primary education compulsory is to see that no child of school-going age is left without learning the three R's, i.e. Reading, Writing and Arithmetic. The result of Compulsory Education can, therefore, be gauged by the increase in the number of literates in the population. It is not possible to know precisely what the number of literates in the State was in 1906 when Primary education was made compulsory and what it is in the present year. But from the Decennial Census Returns we know what it was in 1901, 1911 and 1921. A person who could "both read and write any language" is treated as literate in the census and thus the term includes such persons as Primary Compulsory Education is designed to turn out. In 1901, when Primary education was not compulsory except in the Amreli Taluka, the number of literate males, in the State as a whole, was 162 and the number of literate females 7 per 1,000 of the population of each sex. In 1911, when the Compulsory Act had been in operation for about 5 years, the number of literate males rose to 175, and of females to 21 per 1,000 of the population. Ten years later, in 1921, the figures for males rose to 277 and those for females to 51. That is to say one out of four males and one in every twenty-one females was proficient at least in the three R's. During the period of five years after 1921, the number of literate males and females must have, no doubt, increased to some extent.

9. The most favoured part of the State from the point of view of education is, naturally, the city of Baroda. Here 560 males and 210 females per thousand of the population of each sex were literate in 1921 against 400 and 70 respectively in 1911. The Baroda District which, on account of its forward population of Brahmins, Banias and Leva Patidars, and being the earliest among

the districts to have educational facilities, and the Amreli District which was the first to have the boon of Compulsory Education come next to Baroda City. Then follows the Navsari District, which, though having Animists as (one-fourth) of its population, has also the adventurous Parsis, Voras and Anavalas in its population. Kādi stands last in the diffusion of the rudiments of learning on account of its large Thakarda, Anjana and Kadva Kunbi population which is slow to understand the advantages of learning.

10. Educational effort is generally more successful in urban than in the rural areas. The facilities for education—school houses, libraries, trained teachers, etc.—are better in towns than in small outlying villages. It is in these areas, therefore, that the educational agencies have concentrated their efforts and attempted to bring into greater force their compulsory provisions than in the rural parts of the State. The figures given below from the Census Report of 1921 show how intensive has been the operation of the general educational facilities in the towns of the State.

Area.	Proportion of Literates to mille of population.							
	All ages 7 and over.		7 to 15		15 to 20		15 and over	
	Male	Female	Male	Female	Male	Female	Male	Female
State ...	257	50	196	72	354	105	277	42
Urban areas.	479	132	403	189	630	249	502	116
Rural areas.	196	27	147	45	281	66	213	21

The figures in the table show that of the school-going population, i.e. 7 to 15, 40 per cent of the males and 19 per cent of the females were literate in 1921 in the urban areas. In the next Census, the age period 15 to 20 is, therefore, bound to show almost general literacy in the town population.

11. But the effect of Compulsory Education is specially noticeable in the increase of literacy among the backward castes as shown in the figures given below. Communities engaged in trade and in learned professions will take advantage of the schools, whether education is compulsory or not. But the backward communities like the Kolis, Bhils, Vagharies, Dublas, etc., would hardly have any literacy among them had it not been for compulsory education. The following table would show that nearly all of the backward classes had made some advance in literacy, though slight in some cases, in 1921, as compared with similar figures in 1911 :—

Name of castes.	Number per 1,000 who are literate.			
	1921.		1911.	
	Males.	Females.	Males.	Females.
Bhangi	50	8	3	1
Bharwad	36	11	14	6
Chamar	50	3	34	4
Dhed	81	10	46	5
Hajam	228	33	158	9
Kunbi Kadva	219	18	158	9
Koli	80	8	46	4
Kumbhar	148	24	99	6
Rabari	21	7	19	2
Rajput	225	25	159	12
Vagher	30	27	32	1
Vagheri	26	3	14	2
Chodhra	229	3	22	2
Dhodia	186	30	24	3
Dubla	54	12	24	2
Nayakda	86	12	13	2

12. Baroda woke up rather later than its neighbour British Gujarat to the need of Primary education for its people. There schools had been started by Government early in the nineteenth century, while in Baroda practically nothing had been done in that direction till the time of the present Maharaja. British Gujarat was leading in literacy

since 1901 but the lead has been gradually diminished on account of the liberal policy of advancing Primary education in the State. From the figures given on page 271 of the Baroda Census Report for 1921, it appears that the State has diminished the lead and promises to outstrip its neighbour in the race for literacy. British Gujarat had added 31 more literates to the thousand in the 20 years before 1921, while in this State additional literates per thousand numbered 49 in the same period. Female literacy here has multiplied more than 5 times, while in British Gujarat the rate of advance has been much less rapid.

13. The progress of education, as a whole, is indicated from 162 literates per 1,000 males and $\frac{1}{2}$ population literate. 7 per 1,000 females in 1901 to only 277 males and 51 females per 1,000 of the population aged 10 and over in 1921. It is evident from this that the progress has been very slow. Compulsion has been in operation for 20 years and normally one would have expected from the example of other countries that at least half the total population, 5 years and over, should have been literate. Since 1921, 5 years have passed; and according to the calculation on pages 268-269 of Mr. Mukerjea's Census Report, the number of literates which was then 2,72,418 could not have grown to much more than 3,50,000 by now, assuming a death rate of 20 per mille among persons aged 5 and over and a contribution of 25,000 "literate recruits" per year for the last 5 years. This shows that we have now, at the most, one-sixth of the State population as literate, instead of what it should have been, viz. one-half.

14. The reasons for the non-attainment of the full measure of literacy will be found in the discussion of the various points set out for this report, but may be briefly summarised here for ready reference.

The reasons for low literacy.

- (1) Non-provision of schools in nearly 40 per cent of the villages.
- (2) Raising the minimum age from six complete to seven complete in the Compulsory Education Act in 1916.

- (3) Suspension of the operation of the Act from time to time even in areas where schools have been provided, owing to such causes as plague, influenza and similar epidemics, famines, etc.
- (4) Lack of interest and zeal on the part of officers and Local Bodies in enforcing the provisions of the Act.
- (5) Delay in the infliction and realization of fines from the delinquents.
- (6) Apathy and indifference of illiterate parents of the agricultural and labouring classes who prefer to pay fines rather than send children to school.
- (7) Veiled but effective hostility to the education of the children of the labouring classes by the landholders.
- (8) Wastage of educational efforts owing to stagnation, retardation or elimination due to irregular attendance and inefficient teachers.
- (9) Relapse into illiteracy owing to defective education and monotony of village life.

15. Figures given in para 5 show that while there were 65,919 children in the 'below' standard class only 23,689, or a little over one-third, were in the 4th standard; 10,978 or one-seventh in the 5th standard; and only 6,160 or one-eleventh in the 6th standard. The number of children in each upper standard is less than in one below it. In 1921, there were 88,193 children in standard I, but of these only 40,283 went up to standard II in 1922, and out of these 31,962 reached standard III in 1923, and out of the last only 21,883 reached standard IV in 1924. These figures are for both towns and villages together. It is obvious, therefore, that the state of affairs in the village schools must be worse than what even these figures reveal; for in town schools fewer children are retarded and eliminated. The wastage in educational effort, consisting of non-promoted pupils who leave school before finishing the highest compulsory standard is nearly

75 per cent. From an examination of school registers, and the results of examination, it appears that only 27 per cent of the pupils who join schools finish the full primary course, 25 per cent who reach the 2nd and 3rd standard learn only how to read and write, while the remaining 48 per cent do not get any education worthy of the name. Separate figures for girls are not obtainable, but it is obvious that stagnation and elimination in their case must be worse than in that for boys.

16. Such a state of things cannot be allowed to continue if real success in Compulsory Primary Education is to be achieved. Educational efficiency is to be tested by the effective duration of school life and not merely by its actual duration. It is of little use in the task which the State has undertaken of breaking down illiteracy within its territory, if a boy or girl remains at school for four years spending his or her whole time in the same class. If, however, the same boy or girl spends only one year in each of the standards I, II, III and IV, he or she has at the end of four years reached a stage of comparative literacy and is of advantage to himself or herself and to the State. In the former case, the effective duration of school life is one year, in the latter case the effective duration is four years.

17. The decreasing number of students in the higher standards which cause the present wastage in educational efforts, may be attributed mainly to, (1) the irregular attendance of the pupils of the backward and agricultural classes who require their children to assist them in the household work at home or in out-door work in the field or factories; (2) apathy and lack of interest on the part of Village, Taluka and Prant Panchayats, Municipalities and men of light and leading; and (3) inefficiency of teachers. As regards the first and the second cause mere fining has not been and is not likely to be effective. In this matter it is the parent who has to be educated so as to realise that the permanent advantage to his child of becoming literate is greater than his economic value in tending cattle or doing household work. This can

be and ought to be done both by teachers who have a real interest in their work and by the leaders of the people such as members of Panchayats in each locality, who have the true welfare of their country at heart. The third cause of the wastage in the present educational efforts should be removed by the Education Department keeping a watchful eye to secure that inefficient teachers are promptly removed, that the best teacher is assigned to the lowest class and by training the village teachers in such a manner as to use the children's time profitably. Good teaching will tend to lessen both retardation and elimination.

18. A large number of those who have once been literate relapse into illiteracy. On account of **Relapse into illiteracy.** the routine way in which most of the village occupations are carried on, little literacy is demanded, and what little has been learnt is soon forgotten. In the case of females their household duties and the claims of their growing children engross all their time and attention. Few books are generally found in the ordinary villages, and even where they exist, few have the time or inclination to use them. According to the Educational Commissioner for India (Education in India, 1912-17) 39 per cent of the children educated in primary schools in British India relapse into illiteracy within 5 years of their leaving school. Such is the case in this State also, but the proportion for this State must be somewhat lower, on account of facilities for getting books to read. Owing to the network of libraries in the State, a habit of reading is being rapidly developed even in villages. In 1916-17, there were 42 town libraries, 454 village libraries and 55 reading rooms, but in 1925-26 their number rose to 44, 678 and 75 respectively. In 1916-17, there were 2,38,717 books, 43,584 readers and 2,10,369 books read. The corresponding figures for 1925-26 were 4,03,078, 49,770 and 2,39,933 respectively. Of the books read in 1916-17, 1,45,947 were read in town libraries and 64,426 in village libraries. This number had risen to 1,63,149 and 76,784 respectively in 1925-26. In addition to the standing libraries, boxes of books are sent round as Travelling Libraries. In

1916-17, 275 boxes containing 13,950 books were sent round and of these 7,226 books were read by 3,381 readers. In 1924 the number of boxes sent out was 418 containing 18,633 books and out of them 13,396 books were read by 5,716 readers. This shows that the taste for reading is kept up, to some extent, even in villages, by the State Library Department. But in spite of this, causes operating towards the deletion of literacy cannot be said to be non-existent in the State. Communities unused to libraries like the Forest tribes or the depressed classes numbering about 4,00,000 rapidly drop the little knowledge they acquire in schools. In the intermediate castes, i.e. with male literacy below 500 and above 100 per mille, this tendency is most marked in the artisan classes; among the Kanbis, (with the exception of a few well-to-do Leva Patidars) the influence of agricultural occupation is adverse to educational influences. Generally speaking those who have read up to 3rd standard and especially girls forget what they have learnt, within a few years of their leaving school.

19. For the purpose of gauging popular feeling towards Popular feeling towards Compulsory Education. Compulsory education the population may be divided into three groups, the high grade, the intermediate and the lower classes. The high grade, (about 11 per cent of the total) consists of most of the Brahmins and Vania groups, Sonis, Bhavsars and others. The intermediate group comprise the Rajputs, the great agricultural communities of Leva and Kadva Kunbis and the rest of the artisans. This group forms 44 per cent of the population and have a male literacy range between 100 to 500 per mille. The lower classes consist of the forest tribes, depressed classes, the menial, labouring and the criminal groups, and the low type of agriculturists like the Anjanas, Kolis and Rabaris (about 45 per cent of the population). The high grade castes are eager to avail themselves of educational facilities and voluntarily send their children to schools. Even when there are only a few houses of their class in a village, they demand a school; and if none exists send their sons elsewhere for education. There are hardly any persons in this class who pay fines by keeping away their sons from schools.

Most of them are even keen on female education. The majority of persons in the intermediate group with the exception of the Leva Patidars do not care for anything more than vernacular education for their sons. Even those of them who can ill-afford to spare their sons from the farm or the shop send their sons to school under the fear or fine. But they all dislike the idea of their girls being compelled to go to school. The third group likes its boys and even its girls to be turned out to earn money as soon as they can scare birds away from the crops, or take the cattle out to graze. They are averse to education generally, and with the exception of a microscopic minority in the towns who have come under the influence of the higher castes, prefer to have their pockets depleted by paying fines for the non-attendance of their children in schools and remain, for the most part, as ill educated as before. A few of them wonder why Government should force them to send their children, and especially their girls, to school. They object to the very existence of a school as an addition to the other plagues of village life, and would be glad to pay even a Nazarana for the removal of the nuisance of a school. But 20 years' experience and the good example of a few from amongst their own class who have received the boon of education has changed the mentality of a majority of these people; and the time has been reached when the closing of an existing school would be resented and persistent efforts made to have it re-opened. As recent instances may be cited the appeal by the Bhils of Waghodia Taluka to have their Boarding School revived and that by the forest tribes of the Navsari district, to have more schools opened in their part of the country.

20. The question regarding the eagerness of the public for the spread of education may be said to have been answered for the most part in the last para. There is a good deal of desire for opening schools especially in places where they once existed but had to be closed on account of the reduction in the number of pupils below the limit fixed for the continuing of a school. The Vidyadhikari informs me that he has received from some places pressing demands for new schools and that

Public eager for spread of education.

the applicants from a few places are willing even to supply buildings. Donations for school buildings from towns and villages, where schools are held in inconvenient hired buildings have been pouring in, in increasing numbers from year to year. While in previous years the average donations for school buildings were about Rs. 8,000, over 45,000 rupees were received for the purpose in the year 1925-26. The Educational Inspector of the Baroda District reports that deputations go to him every year from a number of villages which are without a school, with applications to have one opened. To ascertain that the demand is genuine, they are required by him to enter into agreement with him to the effect that (1) a school house will be provided free of rent, (2) housing accommodations will be provided for the teacher, (3) daily attendance will not be less than 30 children and (4) that in case of infringement of any of these conditions the villagers will pay to Government one year's salary of the School Master. About 40 applications of this kind have been received, of which 10 were granted and the rest are waiting for want of funds. Along with the desire for opening more schools, there is also the desire on the part of the people for the right sort of education. Suggestions are received for having such schools for the agricultural population as may give their children an agricultural bias and make them better fitted for the vocation they are to follow. There are indications of a desire on the part of people not only to get schools but also to improve the existing ones. Village people come forward with voluntary contributions for supplying dead stock and other equipment for their schools. They also demand higher standards and women teachers in girl schools. Leading men among backward classes like the Forest tribes of the Navsari District want not only more schools to be opened but also to make education compulsory as it was till last year. In some places leading agriculturists argue that Government gets more of its funds from them but spends most of them on urban residents of the official, commercial and professional classes and starve them in their educational needs. All this shows that people have become alive to the need of education and are ready to do their little bit where they find that their school will thereby improve.

21. Compulsory education among farmers does not and need not interfere with their proper and legitimate vocation which is necessary for their maintenance. The Compulsory Act is so designed that exemption from school attendance for their children can be obtained when their services are likely to be required at home or in the field. Generally speaking, such of work as looking after cattle, looking after little children, taking noon-day meals to the field where the father is toiling, opening and closing water drains in irrigated fields, is done by children. But very few children of the age 7 to 10 are called upon to do such work. Where necessary school hours can be so arranged as not to interfere with children required to do this kind of work, or permission for absence from school may be obtained in the busy agricultural season.

22. Thakardās, Garasias, Molesalams and Mahomedans, who observe purda system, generally object to sending their girls to school if it is not situated in the same village, and is not a separate one for girls alone. But this opposition has disappeared to a great extent and the girls of these classes are now found in schools in larger number than five years before. The opposition that exists is not quite so active as to be called hostile.

23. The total number of teachers in primary schools is 6,281 (5,956 males and 325 females.). Of these, 2,441 (2,362 males and 79 females) are untrained, and 254 (246 males and 8 females) unqualified either by age or education. Thus as many as 2,695 or 43 per cent of the teachers are untrained or unqualified. Of the total number of 2,226 primary schools, 330 are for boys alone, 293 are for girls alone and 1,603 are mixed schools for boys and girls. Out of 2,226 schools, 402 or 18 per cent are in the charge of only one teacher.

24. The condition of a school and the education imparted in it depends, for the most part, on the ^{Trained and untrained teachers.} teacher. If he has a full sense of his duty and knowledge of the work he has to do, he is successful; but otherwise he fails and the money on the school or class placed under his charge is wasted. There are instances of untrained but experienced teachers doing good and satisfactory work but such are few and far between. Most of these untrained teachers—they are over two-fifth of the total number of teachers—are worthless. "The teacher needs as careful training to deal with the precious minds and spirits of children as do doctors and nurses to deal with the bodies of their patients. The assumption that going over a certain amount of subjects enables a person to teach it is a dangerous fallacy, for teaching is far more than repeating a few facts or phrases. A good teacher must know the minds of his pupils and the best ways of presenting materials to them, if he is to be a safe person to mould the lives of the children and direct the whole course of their future development. He has to deal with children at a very difficult stage when they are a puzzle to untrained adults." (Dr. Olcott's Village Schools in India, page 133). The fact that thousands of the State's budding citizens have their only education in the village schools makes it imperative that they should have the best equipped teachers possible.

Of the 2,441 trained teachers, more than half are trained in the first year's course, nearly one fourth in the second year's course and the rest in the third year's course of the Teachers' Training College. A great many of the first year trained teachers are as worthless as most of the untrained teachers. They are mere boys, often too young to have formed as yet any conception of the problems of child life and its needs. They know little about the nature of the children and of the technique of instruction. Efficiency in education demands on the part of the teacher a knowledge of three main features. He must have knowledge of the subject matter, for he cannot teach unless he knows what he is to teach. He must have knowledge of the methods, for he cannot teach unless he

knows how to teach; and he must know the child for he cannot teach one whose nature he does not know. "The most successful teacher is he, who other things being equal, knows best the subject matter, methods, and the child and has the greatest power and skill to apply that knowledge." (Barrio Life and Barrio Education by Camilo Osias, page 44). These qualifications cannot be acquired unless a full course in training is undergone.

Trained teachers are desirable for schools on grounds of expediency also. Untrained teachers usually join the Education Department simply because they are unable to get better employment elsewhere to start with, and consequently they leave service as soon as they find a better job. I am informed by the Educational Inspector of the Baroda District that nearly 50 % of the untrained recruits leave service every year and he has always to be on a look out to get new men. Such is not the case with trained teachers. They have to enter into an agreement with Government to serve at least for two years or to pay Rs. 100 as penalty. So they stick to their job.

25. It may be said, as a general rule, that a one-teacher-school cannot be efficient. There is no One-teacher-school. one to supervise him and his work on the spot. He is his own master, and may go to school irregularly or may even absent himself without leave. Even if he is regular in attendance, he cannot properly manage the four or five classes which he is bound to have for the different standards. Such a task would be beyond the capacity even of a highly gifted and able teacher. Some of the one-teacher-schools that I visited were useless. The reasons are obvious. The teacher, even if regular in attendance, is not able to look after all the children. While he is taking one class, others have to wait in idleness. Moreover, when he is on leave there is no one to relieve him or to look after his work and the school is either closed or left in charge of children alone, who loiter about and learn nothing. It is generally such schools in which there is stagnation of pupils in the same class and compulsory

course is not finished before the time of the children reaching the school-leaving-age.

26. The percentage of attendance of children in schools in different parts of the State varies considerably. The average for all schools together in a district is 84 per cent for the Amreli District, 74 per cent for the Baroda and Kadi Districts and 69 per cent for the Navsari District. It may, however, be stated that attendance in urban schools is greater than in rural schools, and in rural schools attendance in ordinary schools is greater than attendance in Antyaja or backward class schools. But even in the latter, as a rule, it does not go below 40 per cent. The Inspectors check the monthly returns and when attendance is found to be under normal, call upon the teacher to improve it. When the attempt fails, poorly attended schools are closed. The threat of ordering a school to be closed if attendance in it does not improve, has often a very salutary effect. Officers of the Education Department are reluctant to close a school until all remedies for improvement have failed.

27. A scrutiny of the attendance in individual schools shows that there are some schools which are not attended by the requisite number of students and should have been closed. The rule fixed by Huzur Order No. A-133 of 1915-16 is to the effect that those ordinary schools which have not 30 children on the roll and 20 in attendance and those Antyaja schools which have not 20 children on the roll and 15 in attendance should be closed. It appears that 15 schools in the Kadi District, 4 in the Amreli District and 9 in the Navsari District as per list given in Appendix I, have become liable to be closed, but are kept on in the hope that the attendance may increase by the efforts of the School Master. The object is laudable, but I think the Huzur Order should have been carried out, or at any rate permission to continue the schools should have been obtained by the Inspectors concerned from competent authority.

28. It must be borne in mind that the revenue of the State is not capable of further expansion and consequently the allotment in the budget for education which has now reached its maximum cannot be increased. Further expansion and improvement in education will have to be done by effecting economy and stopping waste of expenditure. We have yet to provide facilities for primary education in nearly one-half of our villages. This can only be done by effecting savings which are possible in a variety of ways. Such of the existing schools as are not taken full advantage of by the people must be closed. It is a mistaken idea to continue them under the belief that though poorly attended, they benefit at least the few that attend them, and that their closing would take away from these poor people the advantage of receiving education which they now enjoy. The fallacy of such a line of reasoning can be easily exposed; for the removal of a poorly attended school to another place where it is likely to be more useful would benefit a larger number of pupils. Moreover, when people know that their school would be closed if attendance in it is poor, they will have greater motive to do their best to keep their school going by providing the requisite number of students.

There are many other ways in which money expended for primary education may be made more productive. Schools that overlap or are in close proximity of each other may be combined. The problem of the one-teacher-school may be solved to a large extent by combining as many schools as possible under one central place so that all villages within the radius of a mile may take advantage of it. Antyaja schools may be combined with the ordinary schools when the number of pupils in them does not justify their separate existence. Untouchability has disappeared from English schools and Colleges. No less than 65 students now sit there on the same benches with the touchables. The only potent remedy for bringing on such a desirable change in towns and villages would seem to be that of doing away with separate caste schools. We may make a beginning with big towns, where

people are more prepared. The consolidation of some schools that are now within half a mile or a mile of each other, besides effecting economy will improve the service that the schools can render; the children of different castes will gain from knowing each other; better trained and better paid teachers can be employed; each teacher will have a sufficient number of pupils for efficient work; and inspection and supervision will be easier. In the Punjab, between 1922 and 1923, the number of schools under public management with less than 40 pupils were reduced from 2,754 to 1,443 (Education in Punjab, 1923, p. 5). "Evidently", says the Commission on Village Schools in India, "Indian educators must realise that the economic conditions here, far more than in the West, will not justify a school for every village: that they must give up their conservatism and prejudices or starve educationally. (Village Education in India, p. 159).

29. The Compulsory Act recognises two offences: (1) Non-admittance in school and (2) Irregular attendance. The first offence is cognizable by the Village Panchayat in villages and by the Vishishtha Panchayat or the Municipality in towns other than in the City of Baroda. In the Baroda City, the offence is cognizable by the City Vahivatdar. The second offence is cognizable by the village Patel in villages and by the Chairman in places with a Municipality except in the City of Baroda where it is cognizable by the City Vahivatdar. The maximum punishment for the first offence is rupee one per month of absence but no minimum is specified. The maximum fine for the second offence is Rs. 5 and the minimum, annas eight. The first offence is committed when the parent or guardian of a child of the school-going-age does not admit it in the school, without proper cause, within thirty days of his being informed that the child is of school-going-age and must be admitted in school under the Act. A parent is said to commit the second offence when his child is absent from school for more than one-third of the total number of working days in a month. The authority who inflicts the fine recovers it. Fine which

is not recoverable is written off by the Vahivatdar of the Taluka.

30. Prompt action is not taken for the infliction or recovery of fines. It is generally the ignorant and the illiterate backward classes who commit offences under the Act but owing to delay in the recovery of fines imposed, they do not know that they are fined and if so for what purpose. It is only when the fines have accumulated into a large sum that steps are taken for their recovery and this recovery generally coincides with the collection of land revenue in the rural areas and the parents take it for all practical purposes as an additional tax, and thus often enough the defaulting parents do not even know the cause of their having been fined. If the recovery of fine were to be made soon after its infliction; its amount would be small; and not only could it have been easily recovered but also occasions for further fines would have been averted. Having come to know that a fine has been inflicted for absenting a child from school, the parent would be careful to send it to school in the future and thus free himself from the liability to pay heavy fines. Owing to the carelessness and indifference of the collecting authorities parents have to pay heavy fines and also to lose the advantage of educating their children. Thus they suffer doubly.

31. The lethargy on the part of the officials responsible for the infliction and recovery of fine earns a bad name for the State. The fines sometimes accumulate from Rs. 5 to Rs. 25 which is sometimes more than the amount of land revenue which the defaulting parent pays to Government. Large amounts of fines are recovered by the attachment and sale of moveable property of the poor parents; and in spite of this, irrecoverable arrears remain which have to be written off. The figures given below show that from 1906-07 to 1924-25 arrears of irrecoverable fines to the extent of nearly three lacs of rupees had to be written off.

Year.	Amount.	
	Rs.	a. p.
1906-07	188-	0-0.
1907-08	836-	0-0.
1908-09	46,965-	0-0.
1909-10	2,160-	0-0.
1910-11	3,368-	10-9.
1911-12	7,967-	9-7.
1912-13	24,595-	0-0.
1913-14	67,403-	0-0.
1914-15	2,321-	0-0.
1915-16	6,760-	0-0.
1916-17	8,288-	0-0.
1917-18	10,762-	0-0.
1918-19	5,195-	0-0.
1919-20	13,522-	0-0.
1920-21	9,687-	0-0.
1921-22	19,687-	0-0.
1922-23	19,716-	0-0.
1923-24	32,590-	0-0.
1924-25	31,190-	0-0.
Total...	2,93,191-	4-4.

At the end of the year 1924-25 fines to the extent of Rs. 1,26,436 remained in arrears.

32. The punishment provided in the Compulsory Act both for non-registration and non-attendance is sufficient. What is wanted is prompt action to carry out the provisions of the Act. We have also to bear in mind that it is the ignorance of the poor and illiterate parents, and not merely the greed of making money out of their employment, that children are kept away from schools. The penalty prescribed in the Compulsory Primary Education Acts recently passed by Bombay (Act No. IV of 1923), Madras (Act No. VIII of 1920), Central Provinces (Act No. 3 of 1920), the Punjab (Act No. VII of 1920),

† P. E.

1919) and other Provinces for neglect of parents in sending their children to school is only a fine. I am, therefore, of opinion that no other punishment than that of fine is desirable, at least for the present in our State. There is, however, a class of people who under the present Act escapes from punishment though equally at fault with the parent for the absence from school of children of school-going-age. These are the employers of such children. Section 22 of the Bombay Primary Education Act provides that whoever knowingly takes in employment, either on his own behalf or on behalf of any other person, any child of school-going-age under the Compulsory Act, is liable to a fine not exceeding 25 rupees. We may so amend our Act as to make employers of children of school-going-age equally responsible with their parents for absenting them from school.

33. It is said that now-a-days many of the teachers in the primary schools do not take sufficient interest in their work and are often absent from the place of their appointment. This appears to be true and the question, therefore, arises what measures should be adopted to make them take more interest in their work and to induce them to stay in the villages of their appointment. Lack of interest is due partly to the insufficiency of the pay of teachers and the consequent need of their supplementing their income by other means. The better type of men that were available about a quarter of a century ago even on much smaller pay than now to staff the schools, have now been attracted to other vocations offering better prospects. In 1892, the minimum pay of an assistant teacher was Rs. 5 (equal to Rs. 4-4 British), and of a head teacher Rs. 15 Babashai and the maximum to which the first could rise was Rs. 12, and the latter Rs. 50. Since then owing to rise in the cost of living the salaries have been revised from time to time and the present pays are: Rs. 12 to 21 for untrained teachers; Rs. 20 to 25 for first year trained; Rs. 25 to 30 for second year trained, and Rs. 30 to 40 for third year trained teachers. The minimum pay of the last grade was Rs. 15 from 1921, but in 1925 the Vidyadhikari got it reduced to Rs. 12,

and utilised the savings in raisings the pays of the inspecting staff; Vernacular VI Standard men can get into the Revenue or Judicial Departments as clerks with Rs. 20 to start with in the grade of Rs. 20 to 40 and can rise, according to their merit, to posts of higher emoluments and status. Those only, therefore, who cannot enter these better paid departments care to join the Education Department with Rs. 12 to start with, or with Rs. 20 to 25 after undergoing an expensive training. The situation with regard to salary in the Education Department is so bad that men seldom join or remain as primary school teachers except under the compulsion of circumstances. Moreover, the modern teacher receives but a fraction of the respect formally attaching to the Guru. He is found to eke out by various methods the pittance that comes to him as salary. He sometimes acts as village Post Master, writes letters for the illiterate, gives tuitions during his spare time, and even conducts small business ventures. It is only when his precarious living is improved that right kind of men and women will be attracted to take service as teachers in primary service; and it is only then that there will be efficiency and proper interest in the work a primary school teacher has got to do. The salary of primary school teachers is a matter of vital concern from the stand point of service. In the general competitive struggle the teacher's profession cannot hold its own with other professions, trades and occupations unless adequate salaries are paid.

34. Another matter in which teachers feel a great hardship is house accommodation. In towns high rents have to be paid. In villages sometimes it is with great difficulty that a hired house can be secured, but more often it is impossible for a teacher to get a house. The poor teacher has to leave his family at home, and to eke out a miserable living in the loft of a Patel's house or in the corner of a Dharmashala. Formerly no rent was charged from the teacher for the room, which some old type schools had been provided with for the residence of the teacher, but now he has to pay rent if he occupies it. The difficulty

House accommodation for teachers should be provided.

of finding suitable house accommodation in the place of his appointment leads to the teacher frequently going on leave to his native place where he has left his family. It would be difficult to provide house accommodation for him by Government. But whenever such accommodation is available, he should be allowed to take advantage of it, without having to pay any rent or for a nominal rent only. Before opening new schools, provision for the teachers' living accommodation should be got provided. And whenever a suitable opportunity arises, a teacher may be transferred to his native place where he has his own house. Most of those who were consulted for the purpose of this inquiry are of this opinion. A few object to the teacher's transfer to his native place on the ground that he would look after his own private business at the expense of the school-time or join one of the village factions, and create trouble. But this apprehension is without ground. Should any teacher abuse the kindness shown to him he can be punished and sent elsewhere. But there is no reason why he should not be given a chance of serving in his own place. This kind of convenience is specially necessary in the case of women teachers, and the department would do well to give it to them as far as possible.

35. Three complaints were made to me by a large number of teachers of primary schools regarding some departmental orders. They relate to :—

Complaints from teachers.

- (1) giving promotion only by examination results,
- (2) not confirming in service without passing the first year's training course, and
- (3) not allowing the practice of giving private tuition.

These appear to me to deserve consideration. The result of the annual examination by the Deputy or the Inspector is not the only test of the School Master's work and it is not a uniform test. Moreover, the work of the teacher is not to be judged merely by the result of the annual examination but there are so many other matters, such as the material upon which he has to work, good discipline, regular attendance,

increased intelligence of children, good organisation of the school, interest in games and sports, creating interest in lecture study and gardening which also should be taken into consideration in judging of his fitness for further promotion. I understand that the Department Order No. 5 of 1922-23 which was the cause of the complaint has recently been withdrawn and the cause of this complaint does not remain.

As regards the second complaint, I think it is a reasonable one. It is no doubt desirable to give first year training to as many teachers as possible, but there are so many teachers who have worked for a long time and who on account of age and other difficulties are unable to go in for training and therefore deserve consideration. Moreover, training for them is hardly necessary as several year's actual work under a trained teacher has practically given them the same training which they would receive by going in for one year's course. It is sad to find that teachers of nearly ten years' standing have to drag on without being confirmed and to remain without an increase, which they cannot get without confirmation. Instances have come to my notice in which some teachers have left the Department in despair after over five years' service, simply because they were not confirmed. School service is already at a discount owing to very low pay and other inconveniences; and this order of not confirming them even after several years' service adds to its unpopularity. There are nearly 2,000 untrained teachers and at the rate the training is now given, the whole lot would take over twenty years to be trained. It would be much better to give certificates equivalent to one year's training to those of them who are certified by the Inspectors as qualified by experience. I am also of opinion that Jaherat No. 21 of 1909-10, which debar's untrained teachers from confirmation, should be withdrawn so that those who join service and are found suitable can be confirmed at least in the lowest grade.

The third complaint is regarding not permitting teachers to take up private tuition work without the permission of the Head Master. There are many one-teacher-schools where obtaining of such a permission is impossible. Elsewhere it is

not known that the Head Master is even asked for it or when asked has ever refused it. The circular is only nominal as a report is not even made to the Vidyadhikari as required. It simply leads to the diminution of the teachers' prestige and creates unnecessary ill-felling and jealousy among teachers. So long as private tuition does not come in the way of the teacher's duty at school or is not forced upon the unwilling parents, it is not necessary to debar any teacher from having it. Having regard to the above reasons, this facility should be allowed as far as is reasonable.

36. For training teachers there is a Male Training College and a Female Training College in the City of Baroda and a class for training female teachers in Mehsana. The Male Training College was opened in 1885. Twelve years after, in 1898, it was closed, but reopened in 1905 and joined with the Kala Bhavan. The main reason of reopening the Training College was the introduction of Compulsory Education in the State in 1906 which, it was anticipated, would require more trained teachers. In 1908, the Training College was separated from the Kala Bhavan and placed under the direct supervision of the Vidyadhikari as it is at present. It was arranged to admit every year 200 teachers for training. In 1913, an additional training class was opened in Baroda for training a large number of first year students. This class was subsequently transferred to Pattan and, as it was found to do good work, similar classes were opened in 1918-19 in Navsari and Amreli. In 1923, it was found that the requisite number of trained teachers had been trained and the district classes were consequently discontinued, but the main college at Baroda continues. It is so arranged that a certain number of untrained teachers are brought to Baroda and given training in languages, arithmetic, history, pedagogy, nature study, music, drawing and physical culture.

37. A class for training female teachers was first opened in March 1882 with ten students in connection with the principal Girls' School in Baroda. The course for training was

Progress of Training
Institutions : Male
Training College.

Female Training
College.

for three years and was given along with the course of study for Vernacular standards V, VI and VII. In 1888, the institution was separated from the Girl School and raised to the status of a College as Women's Training College. Till 1904, the course of study was distributed over four years. But it was found that as most of the pupils who joined the institution were widows with insufficient primary education the full course was divided into five years. In the first two years subjects connected with Vernacular Standards VI and VII are taught and in the last three years regular training courses are given.

38. Those who have finished full three years' course of the Male Training College are appointed in the grade of Rs. 30 to 40. Those who have finished the two years' course are appointed in the grade of Rs. 25 to 30; and those who have finished only the first year's course are appointed in the grade of Rs. 20 to 25. Fully trained teachers may rise to Rs. 75 but of those who have finished two years' course only sixty can reach the grade of Rs. 32 to 35. Only ninety of the first year trained teachers can rise to the grade of Rs. 26 to 30. In the Bombay Presidency fully trained teachers can rise to Rs. 70 to 75; two years' trained teachers join on Rs. 25 but rise up to Rs. 60; and one year trained teachers join on Rs. 20 and rise up to 50. To attract better type of pupils to our Training College it is necessary to give similar prospects to trained teachers in our State. We may, therefore, so arrange that a one year trained teacher may join on Rs. 20 and when in ten years he gets Rs. 25 by promotion at the rate of one rupee per two years he may be considered fit to get the pay of a two years' trained teacher and may be put in the grade of Rs. 25 to 35. In the same way a two years' trained teacher, joining on Rs. 25 may, after ten years' approved service, be given the pay and prospects of the three years' trained teacher.

39. It seems that for the last 15 or 20 years the Training College has not been attracting the high type of students that it used to do before. The reason is that formerly there were not so many openings for sixth standard candidates as there are now in other depart-

ments. Starting pay and future prospects being better in the Judicial, Revenue and the other departments, the best men go there and only the inferior type of people who cannot get a footing there, seek employment in the Education Department. Out of the 6,281 teachers in the Education Department, 225 have only Rs. 12 as initial pay and 2,216 are of the grade of Rs. 15-1/2-21. But in the other departments there is no place lower than the grade of Rs. 20 to 40. Even office peons and Kamathis in the City get higher pay than last grade teachers, viz. Rs. 15 and 14 respectively. When 40 per cent of the total number of places in the Education Department carry no higher salary than Rs. 21, it is obvious that it can get as recruits only the refuse left over by the other departments.

40. The number of persons who have gone through the three years' course of the Male Training College is 762 but the number of places in the 30 to 40 rupees grade is only 611, which means that 151 persons of this class do not get the initial salary of this grade. The number of two years' trained students is 777 and the number of places set apart in the gradation lists for them is 763; but as 151 places are occupied by three years' trained teachers, 165 persons of this class do not get the initial salary fixed for their grade. This appears to have caused great dissatisfaction amongst the trained teachers and serves further to repel the better class of recruits from joining the Training College.

41. It is necessary to increase the women teachers as much as possible. The total number of trained women teachers of all grades is 325. But the number of teachers required for separate girl schools and for mixed schools is over 3,000, and women teachers, if available, could be usefully employed on these posts. But the Womens' Training College does not get sufficient number of candidates. The difficulty which is experienced in India is that there is no Spinster Class from which women teachers may be recruited. The only classes furnishing teachers are widows and the wives of servants of the Education Department. It is, therefore, not

possible to turn out more than a dozen or two women teachers every year. But as we want more women teachers than the Womens' Training College turns out every year. it would be best to carry out the remedy proposed in para 170 of the Report of the Baroda Educational Commission of 1909. It was suggested by the Commission that one reason tending to keep the number of students in the Female Training College low is the unwillingness of widows to leave their homes. A number of local scholarships attached to girl schools and reserved for those girls who promise to continue their studies and serve either in that school or one in near neighbourhood should, therefore, be established. This suggestion was sanctioned by the Huzur but does not appear to have been carried out. Had it been carried out, we would have probably found more women teachers in our service than there are at present.

42. Another reason why women are not attracted to join the Education Department is that the pay offered to trained female teachers is the same as that offered to male teachers.

Higher pay should be given to women teachers.

The service should be made more attractive to trained women teachers by offering first year trained women teacher the prospects of a second year male teacher to start with; and third year trained male teacher's initial salary to second year trained women teachers; third year trained women teachers should be given a grade somewhat higher than that of the third year trained male teachers. Higher pay for women is necessary as they cannot remain alone in the place of their service and cannot personally do such out-door work as is done by men teachers. Social obstacles and dangers make it practically impossible for women to teach in the villages unless they are accompanied by adult relatives. Peculiar difficulties and dangers surround the young women, who in loneliness, set out to teach in a moffusil school. Such women, however innocent and careful, are the victims of the vilest intrigues and accusations (Calcutta University Commission Report 9). Unless all these difficulties are fully considered and attractive salaries offered, it would be impossible to get more women teachers,

43. The question about the future development of the Training Institutions had best be left for the present, as it will have to be considered in the near future, in connection with the proposed Baroda University. We have to train teachers not only for the Vernacular Schools but also for the English Schools. The present standards of entrance and final examinations are low; curriculum requires to be revised and stiffened; and the present divorce between secondary training and primary training needs to be abolished and the whole teaching faculty needs to be developed as a part of the proposed University.

44. Education has been popular in the sense that people are willing to take advantage of schools, where they have been opened and to have them opened where they are not available at present. But this does not mean that they are willing to shoulder any extra financial burden for education, or to take over its management. Municipalities in this State never had any control over schools; District Local Boards had it from 1905 over village schools, but since its withdrawal in 1910, the Boards also have ceased to take any interest in education. Under the State Local Boards and Municipality Acts, education is one of their compulsory functions (sec. 26, Panchayat Nibandh and sec. 54 (T) of the Sudharai Nibandh). The Local Boards pay $\frac{1}{3}$ rd of their income to Government as their contribution towards primary education, but the Municipalities do not make any contribution towards the cost of education, although it is the residents in Municipal areas who benefit the most by educational institutions established by Government within them. By order No. 299 of 19-9-11, members of Village Panchayats have been given the power of visiting their village school, and looking after its welfare. District Local Boards and Municipalities have also been empowered to form school committees. But this order remains on paper; no committees have been appointed, and no interest is taken in school work by these Local Bodies. When asked to give reasons for their apathy

in a subject of such vital interest for the well-being of their children, the reply given is that they have no power of control and administration, their advice has no weight with officials and that for the preservation of their self-respect they prefer not to offer any suggestions which may not be carried out. This attitude does not appear to be proper or justified. No instances have been given in which advice, though good, had been disregarded by Officers of the Department. On the contrary it appears that advice is sought in such matters as fixing school hours, and the opinion of Local Bodies regarding the work of the school masters is respected, and they are transferred or punished when complaint against them is justified.

45. In the British District of the Bombay Presidency control over Primary schools is given to the "Local Authority" which means a District Local Board or a Municipality, either of them being authorized to manage its own schools. For every Local Authority, a School Board is established, consisting of not less than seven and not more than nine elected members, if the local authority is a Municipality; and not less than nine and not more than sixteen elected members, if the local authority is a District Local Board. The members are elected by the local authorities and include as far as possible persons experienced in education, women, representatives of minorities, backward classes and depressed classes, and if the local authority is a District Board, representatives of Municipalities in a District which are not local authorities. Such members need not necessarily be members of the local authority. The Government may appoint not more than three additional members if the local authority is a Municipality; and not more than four if the local authority is a District Local Board. The term of the School Board is co-extensive with the term of the local authority and at the end of such term, the members of the School Board vacate office, but continue in office until a new School Board is appointed. The School Board elects its own Chairman and executes the powers and performs the duties of the local authority for

which it is constituted in respect of Primary Education, and enforces the provisions of the Primary Education Act. It submits its annual budget for the sanction of the local authority and executes such powers and performs such duties in respect of any educational purpose as may be delegated to it by the local authority. It may, from time to time, delegate its powers to sub-committees of members or honorary or stipendiary officer of the Board.

46. The local authority has to take over and employ such primary school teachers employed under the Educational Department of the Government as Government may direct on the same terms and conditions on which such persons were employed under the said department. The existing and the future rights, liabilities and powers of the Government in respect of such teachers vest in, and are performed by the local authority. The scales of pay and allowances applicable to such teachers at the time at which they were taken over and employed by the local authority cannot be altered without the sanction of Government; and any such teacher has a right of appeal to the Government against any order of dismissal. The local authority, on the recommendation of the School Board, and with the approval of Government, is bound to appoint an officer, who is called the School Board Administrative Officer. He is the chief executive officer of the School Board and his pay, power and duties are determined by the rules made by the local authority and sanctioned by Government. No such officer save with the previous sanction of Government, can be removed from office, reduced or suspended unless by the votes of at least two-thirds of the whole number of Councillors. A local authority by resolution may declare its intention to provide compulsory education for the whole or any part of its area subject to its jurisdiction in the case of children of either sex or both sexes and submit its proposals to Government in the form of a scheme. Government may also call upon a local authority to submit a scheme to provide compulsory elementary

Powers and duties of the Local Authority with regard to Elementary Education in British India.

education in the area within its jurisdiction. Government may, after such inquiry as may seem necessary, sanction the scheme with or without modification. If the scheme is sanctioned, Government bears half the additional recurring annual cost of the scheme if the local authority is a Municipality, and two-thirds of the same cost, if the local authority is a District Local Board. In addition to this, Government pays the annual grant which it used to pay before the introduction of Compulsory Education. No fees are allowed to be charged in any school for the elementary education of any child, from the time such education is made compulsory. Every school maintained by a local authority must be allowed to be inspected by the Inspecting Officers of Government for the purpose of ascertaining (1) whether instruction is given as prescribed by Government, (2) whether any instruction of a pernicious nature is given, (3) whether the provisions of the Act for the compulsory attendance of children are carried out, and (4) whether the prescribed registers and records are maintained. The subjects, curricula, books and standards of teaching of schools maintained or aided by a local authority are to be as are prescribed by Government, but may be altered by the School Board, with the sanction of Government to suit local requirements. The School Board has to furnish such returns and supplies and such information as the Government or local authority may from time to time require.

47. Local Boards in this State had been vested with the administration and control of primary schools from the time of their coming into existence in 1905. They were then new and inexperienced, and naturally failed to carry out their new educational duties satisfactorily. But over 15 years have passed since the withdrawal of their power of control over schools in 1910. During the period they are better organised, and have even got the power of appointing their own presidents, or vice-presidents. They have satisfactorily executed their own building and road programme, and have even been entrusted with the execution

of small Government works like school buildings, *choumas* and *chokees*. They may, therefore, now be safely reinvested with the power of control and administration of the primary schools. At least an experiment may be tried in a single district or even in a single taluka, and a single Municipal area; and further extension may be made if the experiment is found satisfactory. Until this is done it is not likely that popular interest will be created in education. The safeguards that are exercised in British India, briefly described in para 46, are sufficient for the maintenance of efficiency and the requisite Government control and supervision. There will be no additional cost to Government, as Government will transfer only as much as it now spends after compulsory primary education in the transferred area; and there is a possibility of funds required for the further development to be found by the Local Boards. When Local Bodies like Local Boards, Municipalities, and Village Panchayats find that the administration of the educational requirements of the locality under their jurisdiction is in their own hands, they are sure to take greater interest in the educational institutions in that area than at present; the Local School Committees will then be real and not merely nominal as they now are. Fines will be promptly inflicted and recovered from delinquents when they find that the proceeds thereof are to be used at their own discretion for the furtherance of education. There will also be better supervision over the work of teachers; and greater zeal for getting donations and funds for the supply of such requisites as buildings, equipment and play grounds; attendance in schools will gradually so increase that no necessity for inflicting fines will remain; and a time will soon come when the Government's keen desire to see that none of its subject is left without at least rudimentary education will be fully realised.

It may be mentioned here that no Government can spread primary education by the constant application of the special power provided in a Compulsory Act. Unless the Municipalities, District Boards and Panchayats seriously take up the subject and enforce the provisions of the Act in their respective areas, progress of primary education cannot be made so

rapid as may be deemed desirable. However much the Act may be amended and improved, it cannot be very effective without local initiation.

48. The Compulsory Education Act has been revised from time to time but in the light of such further experience as has been received in its actual operation till now, it requires some more amendments.

Amendments necessary.

49. The Act had, from the time it was first framed, a provision to exclude from its operation such places, within the State, as may appear unsuitable to the Huzur for its application. On the analogy of the Primary Compulsory Education Acts, recently passed in the different Presidencies in British India, an amendment was recently made in section 2 of the Act to provide for the exclusion from the operation of the Act such "communities" to whom it may not be deemed proper to apply its provisions. For instance, section 25 of the Bombay Primary Education Act provides that the Government may, by notification, exempt children of either sex of any particular *class or community in any area* from the operation of the Act. The amendment made in the Baroda Act, on the analogy of this provision has been criticised by a section of the press, as if it was done with a view to recede from the policy of compulsion deliberately accepted by His Highness' Government so early as in 1906. Such criticisms are unjust and unjustifiable. His Highness' Government have not the least idea of receding from the policy of Compulsory Education which they have deliberately accepted for the State, in face of many difficulties and are carrying out to the best of their resources. As a matter of fact, the State Compulsory Act does not apply to the whole area of the State, but only to the limited area within which schools are provided within a mile of the residence of the population. No locality has yet been exempted from the operation of the Act although provision for it is in it from the beginning. A locality or community may have to be exempted from the operation of the Act, if it is

Criticism regarding recent amendment of section 2 unjustified.

found that it causes unnecessary harassment. Experience showed that such was the case with the Kaliparaj people; and to make provision in the Act for exempting a community, when necessary, for its own good, was therefore deemed desirable. The Kaliparaj population of the Navsari District lives in such small and sparsely populated villages, in the jungle area that it is impossible to provide all of their "villages" with schools; and as a matter of fact, they had never been so provided. The number of schools in that area now is the same as it was ten years ago. But owing to the insufficient provision of schools the Compulsory Act was not, as a matter of fact, applicable there except to the few hamlets that are close to the existing schools. The area which was not served by the existing schools was already exempt from the operation of the Act; and in specifying the fact, for preventing these poor people from being unnecessarily harassed by unscrupulous persons, Government have done nothing more than enunciating a bare fact; and that in the best interest of these poor people. If they are ready for Compulsory Education, Government will be only glad and see that nothing comes in the way of their heart's wish being fulfilled.

50. When the Compulsory Act was first framed in 1906, the minimum compulsory age was prescribed as six complete for children of either sex and the maximum age was fixed at twelve for boys and eleven for girls. This continued till 1916 when at the recommendation of the late Mr. Padgaokar the minimum age was raised to seven complete and the maximum to fourteen for boys and twelve for girls. Experience of the last ten years shows that the raising of the minimum age from six to seven has resulted in a large decrease in the number of admissions. Children of the agricultural and the labouring classes who are not put to school before completion of seven years are utilized in work and this results in their being kept away from schools even subsequently and the result is payment of fines, from non-attendance. Children of the upper classes who understand the advantages of education send their children to school as soon as they complete the sixth year and thus

Compulsory age should be reduced from 6 complete to 11; amendment of section 4.

get a start over children of other classes. It would be better if the minimum age is reduced to six complete as before instead of seven complete as now. The maximum age may also be reduced to eleven for both boys and girls. Four years or at the most five years are quite sufficient to finish the primary course up to fourth standard complete, which is all that is desirable as compulsory. Practically children leave a primary school at 10, 11 or 12, when the 4th standard is finished. In the Compulsory Primary Education Act recently passed in the Bombay Presidency, the compulsory age is six complete to eleven. Section 2 of that Act defines a child as one whose age at the beginning of the school years is not less than six and not more than eleven. It is suggested, therefore, that section 4 (KH) of our Compulsory Education Act may be amended and brought to the level of the Bombay Primary Education Act.

51. The list of reasonable excuses for not sending a child of the compulsory age to school given in section six are too wide.

Amendment of section 6 parts (NG) (CHH), (J) and (GH).

- (1) Section (NG) excuses from school attendance a child who has no one to support it and who has obtained from a member of a Village Panchayat, a Vishishta Panchayat or a Municipality a certificate to that effect. But it is hardly conceivable of a child of school-going-age who is without a guardian to support it. In case it has none its proper place would be a Poor House. There is no reason why such a child should be excused from receiving education which would be helpful to it in after life, in obtaining its maintenance.
- (2) Section (CHH) excuses from school attendance a child who on account of the death of either of its parents or whose parents, though living have to go out of home for work and who, therefore, require their children of school-going-age to be kept at home for looking after their younger

brothers or sisters, or for cooking and other household work. This also should not be accepted as a valid excuse for keeping away a child from school. Parents ought to make their own arrangements for cooking or looking after their younger children. They should not have the right of detaining at home a child of school-going-age for household work and thus depriving it of the benefits of education.

- (3) Section 6 (J) accepts as a reasonable excuse for keeping at home the only child of a widow on the ground of its being helpful in her work as a labourer. This is as objectionable as the reason accepted in section 6 (CHH) and should not be allowed.
- (4) Section 6 (GH) excuses from school attendance the children of artisans who have either studied up to fourth standard or who have finished twelve years of their age and regarding whom assurance is given that they would be apprenticed to learn their family avocation. If an excuse of this kind is accepted there is no reason why it should be applied only to children of artisans and not to those of agriculturist and persons following other callings; for they too may be required to learn their family business. This sub-section will, however, not be necessary if the suggestion made in para 48 to fix compulsory age from 6 to 11 and the compulsory education up to vernacular standard fourth is accepted.

Section 6 of our Act corresponds to section 19 of the Bombay Primary Education Act, Section 49 of the Madras Elementary Education Act, Section 13 of the Central Provinces Primary Education Act and Section 10 of the Punjab Act. In none of these British Indian Acts the circumstances enumerated in section 6 are accepted as

reasonable excuses for keeping away children from school. It is, therefore, recommended that these be deleted from section 6.

52. Section 8 requires school teachers to prepare a list of children of the school-going-age of a village or town in which there is a school.
 Amendment of section 8. The Patel and Talati are required to help the school teachers only when necessary. This is not right. Considerable time which could be usefully employed by the teachers in doing their school work is spent in the preparation of lists of children of school-going-age. The task is specially hard when it is a one-teacher-school. The list is prepared but is often incomplete and owing to the time lost in its preparation the children suffer in their studies. Moreover, as teachers do not command that weight and influence which Patel or Members of Panchayat wield they do not get full and complete information and the lists are often not very accurate. The school teachers should be freed from the obligation of doing this work which ought to be done by Patel, Talatis and by school committees appointed from amongst the members of Panchayats; and some other leading persons in the village who take interest in education may also be included in it. In British India Attendance Committees are appointed which look after all the work connected with the registration and attendance of children of the school-going-age, and the school teachers have nothing to do with it. Section 8 may, therefore, be amended accordingly. Again it is not necessary to send to the Inspectors a copy of the list of school-going-age. He is not in a position to check it and receives it only as a formality, which adds to unnecessary writing work, for the school master. It is quite sufficient that the list is published locally by the School Board or attendance Committee, in such a way that all those who have children of the school-going-age may know that they are to be sent to school.

53. Sections 9 and 10 relate to appeals from those parents who are not satisfied that the inclusion of their children in the list of children of school-going-age is correct.
 Amendment of sections 9 and 10.

Such appeals are to be made to the Education Inspector of the District and are rarely made owing to the inconvenience of approaching him owing to his headquarter being at a distance. If provision for appeals is to be retained, it would be better to give the power of hearing the appeals to the Village Panchayat in villages and the School Committees in Municipal towns, instead of to the District Inspector of schools.

54. Chapter IV of the Act lays down punishment for non-attendance of children of school-going-age. All parents are bound to get the names of their children of school-going-age entered in the school register within 30 days of their being informed that the names of such children are included in the lists prepared under the Act. The names of parents and of those of their children whose names are not got entered in the school registers are sent every month by the head teacher to Village Panchayat in villages or to the Vishishtha Panchyat and Municipalities in places where there is a Vishishta Panchayat or a Municipality and to the City Vahivatdar in the City of Baroda. New lists of children whose names remain unregistered are sent every month. On receipt of such a list the Village Panchayat or Vishishta Panchayat and Municipality, or Vahivatdar for the City of Baroda is bound, under section 13, to issue a notice to the defaulting parent to show cause why he should not be fined for the non-registration of his child's name in the school register. If no proper cause is shown, fine up to Re. 1 is inflicted on the parent for each child whose name is not registered and similar fine is inflicted every month until the name of the child is registered.

55. Upon inquiry it appears that no notice is given to the defaulting parent as is required by section 13 (1). Fines are inflicted almost everywhere without giving the parent an opportunity to show cause that the name of the child had not been registered on account of some proper reason. Protection is sought on the ground that the law does not require written notice to be given and that

Punishment and the authority for inflicting it.

Amendment of section 13(1) and section 16.

verbal notice was given by sending for the defaulting parent but he did not turn up. This appears to be incredible. I am satisfied that no notice is given and that fines are inflicted without sending for the party to be fined. I, therefore, suggest that before the word 'अज्ञान' the word 'दोष' should be added so that the giving of a written notice may be obligatory. It is also necessary to empower the punishing authority to give a warning for the first offence. As the section now stands there is no power to give a warning and fines are inflicted even for the first offence and as they are inflicted without sending a notice and without giving the defaulting party an opportunity to make his defence, parents remain in ignorance both of the fine and of the reasons for its infliction till steps are taken later on to recover the fine by attachment of his moveable property.

Section 16 under which fines are inflicted for the non-attendance of children in the school is also defective. The section requires explanation of the defaulting party to be taken before awarding punishment but this is not done; and as fines are inflicted without issuing any notice, parents are unable to make their defence. This section should also be so amended as to require a written notice to be issued and served upon the defaulting parents to be present and to show cause why they should not be fined. If in spite of this, the parents choose to be absent, there is no objection to try cases against them in their absence but the issue and service of a notice should be obligatory. The punishment fixed in section 16 is annas eight for the first offence and fine up to Rs. 5 in increasing proportion for each subsequent offence. This does not seem to be proper. There should be power to give a warning for the first offence; and for the subsequent offences a trying authority should have the power of inflicting such fine as may appear proper to it having regard to the circumstances of the case. It is not proper to tie down its discretion and make it obligatory on it to inflict fine in increasing proportion for each offence irrespective of the reason which led to the commitment of the offence.

Notice of such fine as has been inflicted in the absence of the defaulting party, has to be given under section 16; but

as a matter of fact it is not given and the defaulting party comes to know of the fine only when steps are taken against him for its recovery. The word 'દેખી' requires to be added before the word 'ખચર' in the last line of section 16. Not to give notice of the fine inflicted and to go on fining for subsequent offences is not only unjust but it also frustrates the purpose of inflicting a fine.

56. There is no appeal on the orders of fines passed under the Act. Section 19 provides only for a revision application to the Vahivatdar of the taluka. But this provision is hardly availed of as it leads to no result in spite of great personal trouble and expense; and people go on paying the fine until any part of it is written off on account of their inability to pay it. Orders of the authority invested with the power of inflicting fines for non-registration or non-attendance of children, being thus final, the procedure laid down about giving notice and hearing defaulting parties before passing orders must be strictly followed. This will also show that the issue of written notices as suggested in this para is necessary.

57. Under the Bombay Primary Education Act the initiation for getting defaulting parents punished is taken by the School Board. When the School Board is satisfied that the parent of a child who is bound under the provisions of the Act to cause such child to attend an approved school, has failed to do so, the School Board after giving the parent an opportunity of being heard and after such inquiry as is considered necessary, may pass an order directing the parent to cause such child to attend an approved school on or from a date which is specified in the order. Any parent against whom an order with reference to a child has been passed under Section 20 and who fails to comply with it is liable to be fined under section 21 to a fine not exceeding Rs. 2 and, if such failure continues, is liable to a fine of annas eight for every day that the failure continues or is repeated. If the parent resides in a town or village where there is a Magistrate, the case is tried by the Magistrate and if he resides

Procedure, and fining authority in British India.

elsewhere it is tried by a Revenue or a Police Patel or other person empowered in this behalf by the District Magistrate. No Magistrate Patel or person, can take cognizance of the offence except on the complaint of the authority or person who passed the order under section 20. If we amend our law and make provisions in it according to sections 20 and 21 of the Bombay Act, the present hardship and annoyance to parents on account of prosecutions made and fines inflicted without proper inquiry or trial will be reduced. Prosecutions will then be resorted to only in proper cases and the trial would be speedy and according to proper procedure. Prosecutions for infringement of the provisions of Primary Compulsory Education Acts are allowed only before Magistrates by the Acts of the other Presidencies also. Section 52 of the Madras Act lays down that whenever an Attendance Committee is satisfied that a guardian has, without reasonable excuse, failed to discharge his obligation under the Compulsory Act, a complaint against such guardian may be presented to any Magistrate having local jurisdiction. Section 15 of the Central Provinces Act and Section 13 of the Punjab Act also authorize Magistrates alone to hear complaints against parents for absenting from school, their children of school-going-age. Mysore Regulation No. 5 of 1913 empowers only Magistrates to hear complaints under it.

58. Fines realised under the State Compulsory Act are used as a District Fund and out of the amount collected 5% are given to Patels as remuneration for realisation, if this is done in the same month in which it is inflicted, 35% are used in giving scholarships to poor girl students and 60% are used after school buildings. It is mostly backward classes living in villages who contribute most to the fine fund but they get the least benefits out of it. If fines realised from the people of a village are allowed to be used as an Education Fund for that village alone, its people would benefit the most by their use after their own school, and their own children and local zeal would also be stimulated if fines are allowed to be used for the best advantage of the people who pay them. It is recommended therefore that the

Proceeds of fines
may best be used
locally.

present arrangements for the use of the proceeds from fines may be changed, and fine collected from each town or village allowed to be used locally.

59. It has already been suggested that provision should be made in our Act for punishing those, who take into their employment children of school-going-age so as to interfere with the education of such children (see para 32). Such a provision is made not only in the Bombay Primary Education Act Section 22 but in other Acts as well. For instance, section 16 of the Central Provinces Primary Education Act provides that whoever knowingly takes into employment either on his own behalf or on behalf of any other person and whether for remuneration or not any child of school-going-age so as to interfere with the efficient instruction in primary education of such child shall on conviction before a Magistrate be liable to a fine not exceeding Rs. 25. Mysore Regulation No. 5 of 1913, also provides for the punishment of employers of children of school-going-age.

60. After having reported on the ten questions set to me, I propose, in conclusion, to offer some miscellaneous remarks in connection with the removal of illiteracy from the State and the improvement of its primary schools.

61. The Baroda Education Departmental Code has not laid down any principles to guide the teacher about the aims and objects of Primary Education. The Department has simply fixed the curriculum but given no explanatory note which is very necessary, at least for the type of teachers that are available for primary schools. In this connection a very good example is set by the framers of the English Elementary Code. The introduction to that Code directs that the elementary schools are to impart elements of a liberal education. It lays stress upon the development of the intelligence and also upon the building up of character. Directions for the care of health, the training of

hand and eye, and the study of nature, all find a place in it. It is quoted below in full as it is worth introducing in our Code.

“The purpose of the Public Elementary School is to form and strengthen the character and to develop the intelligence of the children entrusted to it, and to make the best use of the school years available, in assisting both girls and boys, according to their different needs, to fit themselves practically as well as intellectually, for the work of life.

“With this purpose in view it would be the aim of the school to train the children carefully in habits of observation and clear reasoning so that they may gain an intelligent acquaintance with some of the facts and laws of nature; to arouse in them a living interest in the ideals and achievements of mankind and to bring them to some familiarity with the literature and history of their own country; to give them some power over language as an instrument of thought and expression, and while making them conscious of the limitations of knowledge, to develop in them such a taste for good reading and thoughtful study as will enable them to increase that knowledge in after years by their own efforts.

“The School must at the same time encourage to the utmost the children’s natural activity of hand and eye by suitable forms of practical work and manual instruction; and afford them every opportunity for the healthy development of their bodies not only by training them in appropriate physical exercise and encouraging them in organised games but also by instructing them in the working of some of the simpler laws of health.

“It will be an important, though subsidiary, object of the school to discover individual children who show promise of exceptional capacity and to develop their special gifts (so far as this can be done without sacrificing the interest of the majority of children) so that they may be qualified to pass at the proper age into secondary schools, and be able to derive the maximum of benefit from the education there offered them.

“ And, though their opportunities are but brief, the teachers can yet do much to lay the foundations of conduct. They can

endeavour, by example and influence, aided by the sense of discipline, which should pervade the school, to implant in the children habits of industry, self control, and courageous perseverance in the face of difficulties; they can teach them to reverence what is noble, to be ready for self sacrifice, and to strive their utmost after purity and truth; they can foster a strong sense of duty, and instill in them that consideration and respect for others which must be the foundation of unselfishness and the true basis of all good manners; while the corporate life of the school, especially on the play ground, should develop that instinct for fair play and for loyalty to one another which is the germ of a wider sense of honour in after life.

“In all these endeavours the school should enlist, as far as possible, the interest and co-operation of the parents and the home in a united effort to enable the children not merely to reach their full development as individuals, but also to become upright and useful members of the community in which they live, and worthy sons and daughters of the country to which they belong”.

62. The curriculum for Primary Schools was revised about two years ago, in accordance with the suggestions of a Committee of officials and non-officials and is fairly good. The main defect that I notice in it is that story-telling is restricted to only 5, and similarly the playing of games is also restricted to 5 in each standard. Children like to hear stories and to play games. Story-telling is a pleasant way of imparting useful instruction and developing the minds of children. Teachers ought to know stories, and also how to tell them to children in a way such as to interest them. The more stories they tell little children the better. They also ought to know as many games as possible, and ought not only to supervise children, while playing these but on occasions to join them in playing them. The more games the children know and play the better for them. The Department therefore would do well to remove the limitation on story-telling and games playing that it has put

Curriculum; more games and more story-telling necessary.

in the curriculum for primary Schools. The time table shows that all classes including below and first standard are held for 5 hours daily with recess for half an hour from 2 to 2-30 p. m. Almost all periods are for full hours. Story telling in the below and lowest standard is for half an hour on two days only, and what is called *उसरत* is for half an hour on four days only. No mention is made in the time tables about games, and no time is allotted to them. They seem to be included in the time fixed for *उसरत*. The result is that these subjects are not given the full attention they deserve. Studying the same subject for a full hour, and passing from one subject to another without any time for moving out and getting refreshed, exhausts little children and they become dull and drowsy during the lesson hour and also suffer in health. Five hours school time is necessary for the upper standard. But there should be some minutes' rest between each period and considerable time out of the five hours must be devoted to play and games. For the below and first standard, three hours would be quite sufficient; and of this at least one hour must be assigned to games, half an hour to story-telling and half an hour to oral instructions. The time tables of all classes require to be so revised as to put the least strain on the tender minds of little children and making education interesting and pleasant.

63. The main occupation of people of the Baroda State is agriculture ; and most of its population lives in villages. Even the so-called towns are but overgrown villages. The State's main care should, therefore, be to see that the education given to village children keeps up their interest in the avocation they are to follow. It is highly important and desirable that the curriculum for village schools be aimed directly at the conditions of the best village life in order that the most effective adaptation may be secured.

Complaint is often heard regarding the nature and quality of the education given in our Primary Schools. It is alleged, and not without justification, that the education given to the masses is far too literary and far too removed from the actual

life of the people ; that town boys and village boys are given the same books and work the same sum ; and that merely a literary type of education in rural areas has had the result of drifting the talented among their youths to towns and cities. The Census Reports show that there has been a great outflow from our villages to towns in the last two decades. This urban movement is mostly due to the nature of the mass education now imparted in our villages. It has filled the mind of the village boys with discontent towards their ancestral calling and even their own hearth and home. The educational outlook in rural areas can be improved only by making the village primary schools come into touch with agriculture, the main avocation of the people living in villages.

The necessity of providing separate Readers for rural schools had long been felt and considered a few years ago. A committee was appointed in 1918 to go into the question of separate Readers for rural schools. The Committee felt that "special attempts should be made by the Department of Education to introduce in rural schools a system of instructions which would particularly have reference to the land." Eight years have passed since then but nothing more seems to have been done in that direction, except in directing that particular lessons from the common Readers should be used for special urban study.

64. It is impossible within the few years during which children remain in school to give them any education in agricultural or indeed, in any other industry. But it is quite possible so to devise the Readers and the curriculum of the primary schools as to give the children a bias towards their future occupation in life. In addition to the Readers containing more lessons about agricultural pursuits and practices, arithmetic for primary schools should contain such examples as relate to matters of daily use in the village, such as simple numerical processes connected with buying, selling, making change, figuring and keeping simple accounts, and other transactions common in the village. The computations should be useful and the problems genuine and in keeping with the

Creating agricultural bias in pupils.

realities of life. School gardens and farms would also help to create an agricultural bias and should be maintained in connection with all Primary Schools in order to show the pleasure and dignity of manual labour and to furnish material for close observations of nature. Many difficulties present themselves in having successful school gardens, such as, lack of water, of good soil, or of space, trouble in keeping out animals where there are no fences and the hard work of tending the garden the whole year. But it is quite possible to remove them, as has been done in some places by teachers with real zeal for the good of their pupils and genuine interest in their welfare. Sympathy and help from the Department, providing implements, securing land, and giving small prizes to the best workers might also go a great way to make school, gardens and farms universal, instead of rare as at present.

65. In the Bombay Presidency, agricultural bias has been introduced in the higher primary schools in some places. Special books have been prepared to suit rural schools, and the syllabus of study has been so devised as to keep up the interest of the children in their hereditary profession of agriculture. The chief features of this syllabus which has been worked out after a long and careful consideration between the educational and agricultural departments are:—(1) The closer co-relation of arithmetic, nature study, geography, and drawing with rural life, (2) the definite study of the elements of agriculture both in theory and practice, (3) practical work in the fields together with carpentry and smithy work. The aim of this course is not purely vocational, but rather “ pre-vocational ”; education for agriculture rather than education in agriculture. The special work done by the boys who choose this course does not occupy their whole day; they continue to work with the other boys in general subjects of education. The special teachers necessary for this work have been very carefully selected and trained for a year at a Government Agriculture School. They belong to the cultivator class and in some cases have landed properly of their own. With one or two exceptions all are second

Agricultural bias
schools in the Bombay
Presidency.

year trained teachers. After the year's training in an Agricultural School they rank as Third Year trained Teachers.

We may also introduce such schools in connection with some select higher primary schools. But if this idea is approved, some teachers will have to be trained. This can be done by sending in the beginning, about half a dozen Second Year Trained students to Surat or Godhra were, it is understood, there are Agricultural Schools, and arrangement can be made for their admission through the Director of Agriculture.

66. Industrial Schools, to give town children a bias towards the ordinary town industries such as weaving, dyeing etc., have already been started as an experimental measure in Amreli, Patan and Petlad and their results are being watched with a view to the opening of such schools at other places.

Industrial schools in urban area.

67. The real cause of the movement of population from the village to the town is not Primary Education but Secondary Education, which aims only to give higher literacy. The glamour of Government service has created a desire for studying English which is spreading with considerable rapidity. People, even of very moderate means, are no longer satisfied with merely vernacular education for their children and have a belief that if they acquire some knowledge of English their future is assured. The wastage in educational effort consisting of non-promoted pupils and of pupils who leave schools before completing the course, though not so large in English schools, as in Primary schools is yet considerable. It will be seen by a comparison of the total number of pupils in English Standard I, with those in Standard II and of those in Standard II with those in Standard III, and so on with each higher standard, that the number is gradually decreasing, and not more than one-third of those who take to English education reach the Matriculation class. Those who have to leave off English school after finishing the few standards, or after reaching the Matric Class, but without

Waste of time and money after more literary education.

passing the Matriculation, have all their time and expenses wasted. Such English education as they have received gives them no opening for further study, but only serves to create in them a dislike for their paternal profession and an aversion for work involving manual labour; and they have, therefore, to seek clerks' posts in towns which are not obtainable easily, and many young men are thus made miserable by the little English education they receive.

68. To remedy this defect, it is necessary to revise our Primary, Middle and Secondary schools curricula, which do not take any account of the varying needs of our people—agriculturists, artisans, traders and merchants—but aim to give an uniform literary education to all. The Primary, Middle and Secondary School courses require to be so revised as to offer alternative courses to students of varying needs. Primary education which is compulsory, is necessary for all. But after finishing it those who want to study further should have different courses open to them. The present course of higher primary standards V and VI and Middle School Standards I, II and III contain much duplication and overlapping and may be so combined as to effect considerable saving in time and expense which can be utilised for the needs of vocational education. After completing compulsory education, those who want to have vocational training can be given such a course for two or three years which might give them at least a bias towards their future avocation; and after this, further study in that line can be made in some Central District School. Study of English language need be made compulsory for those only who want to have higher further literary course with a view to their ultimately joining a College, for taking up any of the learned professions. The classes most largely represented in the school should determine the kind of vocational course to be taught in each school; in rural areas where people of agricultural classes preponderate, agricultural course may be made available in continuation of the elementary school courses. In urban area where there may be a

Revision of Primary, Middle and Secondary School curricula necessary for making vocational courses available.

preponderance of people of the commercial or artisan classes, commercial and industrial course may be made available ; and so on for other courses. In each of such schools there would be a literary course and an alternative vocational course so that those who want to join College may pursue the literary course and those who want to stop with school education might have the vocation course only. This is only a general idea but if it is approved detailed curricula for each course may be prepared. I do not deem it necessary to further develop this idea here, as it is understood that the Baroda University Commission, which is now sitting, intends to take up this question.

69. The problem of physical culture has not been neglected by the Department of Education. Sincere efforts are made but as yet no satisfactory solution has been found, at least so far as primary schools are concerned. Some kind of exercises in groups, whether drill or gymnastics or both and the playing of Indian games, have been made compulsory. But they remain for the most part on paper, in the time table, except in a few places where the teacher is a trained one and there is a suitable school building, with an open compound. Elsewhere it is impossible to practise even ordinary drill owing to the class rooms being generally small and in dreary and ill-ventilated hired houses. It is not necessary that there should be a separate gymnastic instructor in the lower primary schools. It would be sufficient if the class teacher is so trained as to be a physical as well as a mental instructor. But it is absolutely necessary to make provision for open spaces in the near vicinity of school buildings. Government recently ordered (Jaherat No. 223, dated 27-4-26) that the Taluka Vahivatdar, the Deputy Inspector and the local School Master should form themselves into a Committee and after local inspection in each village should select such open Government land as may be available for school play-ground, and make a report to the Suba, who may arrange to have such places set apart as school play-grounds and made over to the Education Department. But it does not seem that anything remarkable has yet been done in this direction. The District Subas require

to be instructed that prompt action should be taken to allot spaces to schools for games and play wherever land is available and where such land is not available to acquire it, and place it at the disposal of the school.

70. I have given a careful consideration to the question of school fees and have come to the conclusion that no fees need be charged for primary education. I do not attach much importance to the argument, frequently advanced, that because elementary education is compulsory, it must logically be gratuitous. As Sir Michael Sadler has said in his book (" Our Public Elementary Schools, p. 42 ") " This argument does not hold water. The law compels us to wear clothes in the street. Yet, unless we are in the work house our tailor's bill is not paid by the State ". But in Baroda the question of fees for primary schools has practically no importance now. Primary Compulsory Education was made free on the occasion of the Silver Jubilee Celebrations in 1907 and the question of fees for elementary schools up to the compulsory standard fourth may be taken as closed. Higher Primary Education (Std. V and VI) which is not compulsory, was also made free on the same occasion, till further orders, and if the State chooses it can charge fees for it at any time. But the number of students in these standards is only about 17,000 (10,978 in Std. V and 6,160 in Std. VI in July 1926), and an average fee of annas four per pupil allowing for the necessary number of free places for the poor and backward class students, would not bring in more than Rs. 30,000 a year at the most. Charging of fees would perhaps have the effect of discouraging the study of higher vernacular standards, which is very necessary especially in villages, where this is all the education that most of the children receive.

71. The present loss in fees from students in Standards V and VI may be made up by exacting contributions towards primary education from the Municipalities and Vishishta Panchayats. Rural area contributes towards Primary Education through the

Municipalities and Vishishta Panchayats may be made to give contribution towards education.

District Local Boards who pay one third of their income from
8 P. E.

the Local Fund Cess to Government for primary education. The town dwellers' contribution to this fund is small as there are comparatively fewer persons in towns who own agricultural lands than in villages. The urban population residing in Municipal areas contribute very little towards education, although, according to law, it is their duty to bear the expenses of primary education. The result is that while the agriculturist pays for his child's education, the town dweller does not, though he gets the best school and the best teachers. These bodies not only do not pay anything towards the cost of primary education but also do not take any interest in education. It is true that a child is the concern of the community as well as of its parents, for on the up-bringing of children the future welfare of the community depends. For this reason the State does not throw the whole expense of elementary education on the parent. The State contributes to the cost because it has an interest in the result. But there is no reason why the parent, who is more directly interested in it, should not. People take more interest in what they pay for than in what they get for nothing. This is probably the cause of the apathy and indifference of our Municipalities towards Primary Education. They should be made to contribute towards its cost; if necessary, they can raise their income by the imposition of a special education cess payable by all or any of the persons resident or owning property within their area, or by the enhancement of any existing tax. When Municipalities contribute towards the cost of primary education, they will not only take more interest but even come forward to take over the administration and control of primary education.

72. At Vaso in the Petlad Taluka there is an Education Society (*ଶିକ୍ଷା ସମାଜ*) started by the Modal School at Vaso. leading educated persons of the place. It was started about ten years ago to look after the educational interests of the town. This society started, with the help of Government, a primary school at Vaso for boys and girls with the object of having in it the best teachers available for the delicate task of educating children of the compulsory age. A monthly fee of one rupee for a boy and eight annas for a girl

is charged and is willingly paid by more than 100 parents who take advantage of the school for the last 10 years. What is more satisfactory is that advantage of this school is being taken, more by the middle and lower classes than by the upper. The school is registered as an aided institution and receives a special grant of Rs. 75 per month from Government. It is conducted from this grant and the income from fees, supplemented by income from the funds of the Society. All teachers are trained and the salary paid to the lowest teacher is Rs. 25. Children of the age six complete are admitted in the below class and, the four compulsory standards are completed in five years. There is no stagnation, retardation, or elimination. In all the classes children finish the lower standard course satisfactorily within the time allotted and are promoted to the upper standard. Most of the teachers belong to the place and being under no fear of transfer, and having good pay with promotions assured, take full interest in the work. If such schools are started elsewhere, the problem of securing efficiency in primary schools would be solved to a large extent. With self-help and help from Government under the grant-in-aid rules, local leaders can have a model school of this kind and can secure the best primary education for their children; Government would also be relieved of some part of the present expense of frequent supervision. It is recommended, therefore, that such schools may be encouraged, as far as possible.

73. Public Elementary Schools being the base of the edifice of education, deserve to be strengthened as much as possible. It is here that all the people of the State, rich and poor, are required to receive that education which the State deems essential for their welfare, and therefore has made compulsory. All the available resources of the State should be first directed towards making primary education as good as possible. It should have the first claim on the public money, and only after all its requirements are fully satisfied that those of higher education should be considered. To starve elementary schools and to fatten Secondary and University

More money required for primary schools.

education would frustrate the very object of making elementary education compulsory. Much has already been done in Baroda for primary education. But the following points will show that more yet remains to be done.

- (1) 40 per cent of the villages are yet without schools and money would be required to provide them at least in some of them.
- (2) Nearly 75 per cent of the existing schools are yet without suitable school buildings. Many schools are so wretchedly housed in dark, dingy, ill-situated, ill-ventilated and dirty hired buildings that the health of the children is likely to be seriously injured. Sanitary arrangements scarcely exist, and the overcrowding, flies and filth make the buildings even more unhealthy.
- (3) The equipment of a few schools is fairly good but that of many is utterly defective.
- (4) The salaries of teachers especially of those of the lowest grade, are less than a bare living wage and require to be increased.

74. Of the 1,400 villages without schools, about 300 are served by schools in the nearest villages; and of the rest about one third—3 to 4 hundred—have population enough to furnish 30 to 40 pupils if a school is opened. The department is authorised to open 25 new schools every year and it will take some years to complete the programme for opening schools in these fairly big villages. But the only way to meet the problem of the small and scattered villages or rather hamlets would be to group them for school purposes and to open one central school for the area. But such grouping has been found useless in the past and schools once opened had to be closed for want of sufficient number of students to attend them. It involves a daily journey to school for a length which deters all but a few who really want education. A school at the distance of over a mile of the places, where there are no good roads, and where geographical

Group schools for small and scattered villages not possible.

and climatic difficulties are insuperable is difficult to attend. Rivers and *Nalas* often without a bridge or a culvert to cross over, and the hardships of monsoon and the hot weather must be considered; and the idea of grouping small villages for providing them with a school, appears impracticable for the present.

75. The Department has to bear in mind that money required for the extension of primary education cannot be made available without effecting the strictest economy. This point seems to have been overlooked in the past. Of the two thousand Gujarati Schools in the State, there are several which can be easily combined with the neighbouring ones both in the interest of economy and efficiency. In the City there are several Gujarati and Marathi schools which may be usefully and easily combined. Outside the City, there are some neighbouring villages within a few furlongs from each other and yet have separate schools, for instance Khanapura and Sevashi, Gangadhara and Ganpatpura in the Baroda District. In the town of Navsari, just near School No. 1 near the Tower, there are two schools which can be combined without any inconvenience to the students. There are several very small schools which are not taken advantage of by more than a dozen students and some of these have been pointed out in para 37 and the Department can ascertain the exact number of similar schools which can either be reduced or combined with other schools.

It is a question whether the 91 Urdu Schools do any good to the students attending them. Mahomedans, who speak Gujarati and write their letters and accounts in Gujarati, send their sons to these Urdu Schools not because they wish it but as a result of outside communal inspiration. Those whose mother tongue is Urdu may have an Urdu teacher for the language in the ordinary Gujarati schools. But there is no reason why separate Urdu schools are required when, as a matter of fact, all other subjects are taught in Gujarati and when they are mostly staffed by only Gujarati knowing teachers.

There are 157 separate schools for the "Antyaja" (depressed) classes. Most of them are small and in the same locality where a Gujrati school exists. Most of the people who profess deep sympathy for the untouchables and the untouchability is now said to have practically gone. Why then maintain these schools separately at a considerable cost? They stand to emphasise untouchability and not to remove it. I am informed that the department has already issued a circular to the effect that wherever there are Government buildings for the ordinary schools, the Antyaja boys should be admitted therein and the separate school for them closed. It would be well to enforce this order strictly. In those places where the school buildings are taken on hire this would not be possible at the present stage and so the separate schools for the Antyaja community might be allowed to go on.

Co-education in primary schools where only children upto ten or twelve attend has no serious opposition at least in this part of the country. There is also a Huzur Order to the effect that when the number of girls on the roll is less than seventy-five, a separate Girls' School need not be maintained. In spite of this order, there are still a good many schools of this kind. They should, therefore, be amalgamated with the boys' schools, except where the girls' school is teaching the higher primay standards also.

76. The provision of suitable buildings for Primary School buildings. Schools is a question which requires to be promptly solved. As stated elsewhere only 25 per cent of the schools have buildings of their own; the rest are held in unsuitable, and often highly objectionable, hired buildings for which Government pay about eighty thousand rupees as rent. A lac of rupees are provided in the budget for Primary School buildings, but the full amount is not spent after Primary Schools by the P. W. D. on one ground or another; and sometimes the money is diverted to English School buildings. A few schools are built by the Panchayat from the fine fund; but not more than about 25 new buildings, on the whole, are added every year from all these sources.

people in villages and towns are willing to give some contribution towards the cost of a building for their school; for they have come to understand the advantages of a suitable school building for their children. Rs. 51,445 received as donations from about 65 places are available in the Education Department and with supplementary amount from Government ought to be utilised in providing school buildings without any further delay. Some of the donations had been received ten years ago and yet the time for utilising them according to the understanding under which they had been given, has not yet come; and the donors have got so disappointed and even suspicious that they request for a return of their donations. For all these reasons, it is necessary to raise the budget grant for Primary School Buildings to at least two lacs, for some years.

The building for a village primary school need not be a very costly one. A plain and simple building with brick and mud and plaster pointing would be cheaper than the standard type brick and lime building, which costs.

Rupees.	Accommodation for	Rooms	Size of each room
5,095	60 to 90	3	20' × 16'
3,416	40 to 60	2	
2,007	30	1	

This estimate is often exceeded in actual construction. The Missionary Commission on Village Education in India, recommend (p. 117 of their Report) inexpensive buildings for primary schools. In their opinion higher efficiency might be obtained with greater economy by putting up less substantial structure, in which the aim of providing fresh air, light and cleanliness can be fully realized. Dr. Arthur Lancaster recommends a light type building, constructed with the best materials and the best workmanship, iron not in heavy girders but in light framework and asbestos tiles and sheeting, lath and plaster frame-work and light well sawn timber. Where bamboo, rush straw, or matting is the usual building material, the school building might be distinguished by a pacca floor,

raised one foot above the ground, while the rush walls and the thatched roof would be kept in place by a light frame of angle-iron instead of the usual poles of bamboo or timber. The P. W. Department may consider this suggestion and see if it is possible to evolve for small village schools, a type of building which shall be cheap and suitable.

At present the buildings are built only for such schools as have not less than 75 pupils on the roll. This policy seems to have been adopted as a precaution against the building becoming useless in case the number of children goes below and the school would have to be closed. But a well established school with even 40 pupils on its roll is not likely so to deteriorate as to be required to be closed; and even if such an unfortunate time comes, the building, which could not have cost much can be utilised for other purposes. Buildings are most urgently required in such small villages than in bigger ones or towns where hired buildings are usually available. It is recommended that the present restriction may be withdrawn and buildings promptly provided wherever urgently required; and more especially where the villagers have paid or are willing to pay something towards the cost.

77. The efficiency of education in a primary school depends not only on the teacher, but also on its equipment. In addition to the teacher's chair and table, black-board, box or cup-board for keeping books and registers, maps and text books, materials are required for construction, appreciation, the solving of problems and for games. Desks or matting is necessary for the children to sit upon. An adequate number of latrines of a sanitary type is necessary not only in the interest of health of the scholars and the sanitation of the school premises, but also for their educative value to the community. The condition of school latrines generally is very unsatisfactory and usually the accommodation is non-existent or insufficient. In most places there is no arrangement for supplying drinking water; and where there is such arrangement, the vessels used for storing water, and the cups used are not properly cleansed. Schools should have ample play-grounds

to provide space not only for games but also for gardening and field work. But very few schools possess all these, and for this more money should be provided in the budget. At present only Rs. 20,000 are provided for, which barely meets the cost of replacement of dead stock articles.

78. Teachers require not only to be better paid but also better trained. The Training Colleges, have on their staff, a few good men, but many have not themselves received any training and cannot be said to be fit to train others. The staffs of the Training Schools form one of the most crucial points in the whole educational system, for the students in training are at a very susceptible period, during which they are affected by the personal influences of every teacher for good or for evil (Dr. Olcott's Village Schools in India, p. 141). The qualities the students acquire will inevitably be passed on to the masses of children in the primary schools. "It has been recognised," says the Director of Public Instruction for Bengal, "that in staffing these training schools, we must find the best and not a make-shift staff" (Primary Education in Bengal, Appendix p. xii).

Assuming that the teachers are properly trained, they require much after-care for the preservation of the results of training. Left to themselves in villages they are liable to deteriorate. To keep up their knowledge there should be periodical repetition and improvement courses for primary school teachers during the school vacations. In the Philippines various methods of after-care have been devised. Chief among them are the summer-training institutes held annually for five weeks, during which courses, conferences and lectures on educational subjects are arranged. Indian Christian Missions engage supervisors who divide their district into circles and do in each circle the work of training teachers for a week. The Moga School has organised a system of extension work from the after-care point of view and is sending out supervisors of village schools for conducting brief training courses for teachers in service and an educational journal is

sent out periodically to all teachers. We need not engage special supervisors but our Deputy Inspectors and Inspectors, and the staff of the Training Colleges, may be utilized to do this kind of after-care work; and the Educational Journal may also be started by the Department. At present the teachers of a Taluka hold quarterly conferences for a day, and discuss some educational questions. But this hardly meets the need; such conferences should be held at least for a week and the Deputy Inspector, or Inspector ought to preside and give the benefit of his knowledge and experience.

79. Till 1916, Deputy Inspectors were in the administrative charge of Talukas, and had certain powers of appointment, transfer and leave. But these powers were withdrawn and they were made only inspecting officers. They have only one peon on their staff, and have to move about inspecting schools. This change has not done any good. It has increased the administrative work of the District Inspectors, whose time is wasted in small matters. It causes delay in the disposal of papers and does not permit the Inspector to exercise general supervision, which is essential for efficient administration and does not leave him time to study fully questions of importance. No saving, worthy of consideration was effected by the change as the clerks taken away from the Deputies were given to the Inspectors, and his office made unwieldy. The relaxation which is noticeable in the enforcement of the Compulsory Act after 1916 is mainly attributable to this stage. It is, therefore, recommended that the Deputy Inspectors be invested with such administrative powers and given such establishment as they had before.

80. His Highness the Maharaja Saheb has, in addition to education, started in the State several other beneficent activities for "better welfare work by school teachers. farming, better business, and better living". There is the Agricultural Department for improvement of agriculture, there is the Co-operative Department to improve the financial condition of the agriculturists and to free him from the greedy grasp of the Sahukar, there is the

Sanitary Department to remove the present apathy and ignorance of the people and to spread knowledge of sanitation, and finally there is the Library Department, with its Visual Instruction branch, to spread useful knowledge amongst literates and illiterates by magic lantern cinema shows. But all these activities need active propagandist work to be done to bring their advantages home to the people. The village teacher is usually too poorly trained to plan or carry new activities into effect without a great deal of guidance. But with proper instruction and guidance he may be very helpful to the development departments of the State noted above. Village conditions often need to be bettered before good school education is possible. Many school activities can be so directed as to further village welfare; the children's work may not only be education for themselves but also valuable to adults. The teacher can also do some education work, directly with the adults during his spare time; he can encourage Village Panchayats to take an active part in improving the village and its school; he can make his school a distributing centre for seeds, plants, manure, etc., received from the Agricultural Department. He can organise young men into agriculture, stock raising and village improvement groups, as is done by the Boys' Clubs of America. He can explain to the villagers the advantages of starting a Co-operative Society, and thus he may be the means of doing immense good to the people. The school building may be a welfare centre for the community as is done in the West. Educational Inspector and Deputies may be instructed by the Department to keep this in view and encourage capable and zealous teachers to be personally useful and also permit the school buildings to be utilised when necessary and convenient for such welfare work. In this connection the following quotation from the Village Education in India, deserves to be brought to the notice of all officers and teachers of the Education Department :—

“ Many country schools in the West have their assembly hall at one end and their library at the other, each with an outside entrance, so that any resident may come in and use these facilities without disturbing the school proper. Evening gatherings for adults are encouraged, for entertainment and for

community instruction and inspiration. The school teachers lead in securing some rural expert to give information on industries or agriculture or in arranging for a representative of the Government Agricultural College to give a series of lectures to the community. The school may be closed for a week while the teacher takes a few of the older boys off to the nearest agricultural exhibition, to come back with a few things definitely learned. The pupils may be encouraged to emulate the school gardens in their homes, thus arousing both a community of pride and an æsthetic sense. The teacher in some one-roomed school will vacate his building for a week, holding classes in private rooms, in order that a moveable agricultural school may take possession with its stock-judging and exhibition of improved implements. Many a country school has its demonstration farm where the best selected seed is used, crops are handled in a modern way, and careful records open to the public are kept. A women's club may be organised, and this will use the school building for demonstration of food preservation, canning, household economy, labour-saving devices, farm cooking and the care of infants. The teacher's home itself may be a model of ventilation, arrangement and appointments." (Village Education in India, p. 80).

81. It is obvious that most of these things are impossible in most of our villages at any rate at least till suitable buildings have been provided. But the Indian village has its needs, and some of them have proper facilities for such work. A centre is needed for the circulating library. The teacher may become the initial Secretary of the Co-operative Society. School Inspectors and distinguished visitors, and educated sons and daughters of the village revisiting their homes, could be occasionally induced to give lectures. The teachers may be used to distribute seed sent out by State Agricultural Department. A more favourable public opinion for education may be developed by getting old boys back to the school so that the people can see and hear the results of education ; by co-operating with the Visual Instruction Department, lantern lectures and cinema shows can be organised or the number on the roll may be increased by bringing into the

school the fathers of the boys and the mothers and aunts of the girls who either are in the school or whom the Head Master or Head Mistress wants to get into the school, and there showing them all the features of the establishment and explaining to them the advantages of education. The village women may come for an hour a week to learn sewing, and incidentally receive instruction in hygiene and sanitation if a zealous school mistress takes interest and persuades them to do so. These are only a few instances of doing good work for the people. But many other ways of doing good work will suggest themselves to the thoughtful teacher or can be suggested to him by the Education Department.

82. Full community service of the nature indicated in the above paragraph is quite possible wherever there are capable and willing workers among the school teachers and the public. There is however, one matter in which a beginning should be made in all places where there is a school and a School Master. His Highness the Maharaja Saheb, with his usual solicitude for the good of his people, has done his best for the mass education in the State. But in spite of His Highness' most laudable efforts in this direction, five-sixth of the State population mostly males and females above the school-going-age are yet illiterate. It is certain that the operation of the Compulsory Act will not leave the citizens of the State illiterate in fullness of time. But the existing grown up population which has remained illiterate or has relapsed into illiteracy cannot get literacy unless special measures are adopted to impart it. One of the most pressing educational needs of the State, at this stage, is therefore, the removal of illiteracy from among the grown up masses. The urgency of the problem relating to the education of illiterate adults can hardly be over-stated. A small beginning has already been made with the opening of a few night schools. But their number does not exceed ten and requires to be largely increased. It is also necessary to open after-noon zanana classes for the education of illiterate females. Two hours' with adult males and females for about six months

More night schools and zanana classes required for adult education.

would, it is believed, be sufficient to impart the requisite minimum of literacy. Vigorous steps taken in the Punjab for adult education by opening a large number of night and zanana schools have resulted in a very encouraging measure of success. Under the zeal and enthusiasm fostered by district revenue and education officers and the co-operative societies, many teachers in that Province render devoted service mostly in an honorary capacity. Now much support is forthcoming from the public when funds are required for paid services. The Punjab Government (Ministry of Education) Resolution No. 1199 G. S., dated 28-9-1923 and C. M. No. 10717 G, dated 28-9-1925 deserves a careful study by our Education Department. It shows the ways and methods adopted in that Province to tackle the question of adult illiteracy; and the adoption of similar measures in our State would go a great way towards achieving the noble object, which His Highness, has so much at heart, to see that no one in His Highness' dominions remains illiterate.

HUZUR CUTCHERY,
Baroda,
15th November 1926.

} GOVINDBHAI H. DESAI
Naib Dewan.

REPORT
ON
COMPULSORY PRIMARY EDUCATION
IN
BARODA STATE

SUMMARY OF RECOMMENDATIONS

Note:—The numbers in the brackets at the end of the recommendation indicate the paragraphs in the body of the Report.

1. The 28 schools shown in the list in Appendix I should be closed. (27)
2. The punishment provided in the Compulsory Education Act for non-registration and non-attendance is sufficient. No other punishment than that of fine is desirable at least for the present. (32)
3. The Act should be amended to make employers of children of school-going-age equally responsible with their parents for keeping them away from schools. (32)
4. The salaries of the teachers need to be revised if the right kind of men and women are to be attracted for the service. (33)
5. Wherever house accommodation for the teacher is available in the school building, he should be allowed to take advantage of it without having to pay any rent or for only a nominal rent. (34)
6. Before opening new schools, provision for the teachers' living accommodation should be got provided. (34)
7. Whenever a suitable opportunity arises, a teacher may be transferred to his native place. This is specially necessary in the case of women teachers. (34)
8. Certificates equivalent to one year's training to those untrained teachers who are certified by the Inspectors as qualified by experience should be given. (35)

9. Jaherat No. 21 of 1909-10 which debars untrained teachers from confirmation should be withdrawn so that those who join service and are found suitable can be confirmed at least in the lowest grade. (35)
10. The taking up of private tuition by teachers should be allowed as far as is reasonable. (35)
11. One year trained teachers joining on Rs.20 should after ten years' service be considered equal to two years trained teacher and given the grade of Rs. 25 to 35, and two years trained teachers after ten years' service should be given the pay and prospects of a three years' trained teacher. (38)
12. To get more women teachers it will be best to put into effect the recommendation of the Baroda Educational Commission of 1909 in para 170 of their Report. (41)
13. First year and second year trained women teachers should be given the prospects of two years' trained men teachers and three years' trained men teachers respectively and the three years' trained women teachers a grade somewhat higher than that of the third year trained men teachers. (42)
14. The local Boards and the Municipalities may now safely be re-vested with the power of control and administration of the primary schools. At least this may be tried in one District or Taluka and one Municipality and further extension may be made if it is found successful. The safeguards provided for in British India and described in para 46 will be sufficient. (47)
15. The minimum age in the Compulsory Education Act should be reduced from seven complete to six complete and the maximum from twelve to eleven for both boys and girls. (50)
16. The excuses from attendance at school mentioned in sub-sections (NG), (CHH), and (JH) of Section 6 of the Act should be deleted. (51)

17. The list of children of school-going-age should be prepared by the Patel and Talati and not by the school master as required at present by section 8 of the Act. It is not necessary to send this list to the Inspectors for sanction as is done at present. (52)
18. The appeals in connection with the inclusion of the name of a particular child should be heard by the Village Panchayats in villages and the School Committees in Municipal towns and not by the Educational Inspectors.(53)
19. Giving of a written notice to the defaulting parents to show cause why they should not be fined for not sending their children to schools and of fines inflicted in their absence should be made obligatory. (55)
20. It is necessary to empower the punishing authority to give a warning for the first offence, and for the subsequent offences such fine as may appear proper to it having regard to the circumstances of the case. (55)
21. The provisions in sections 20 and 21 in the Bombay Compulsory Education Act should be embodied in our Act. (57)
22. The present arrangements for the use of the fines should be changed and fine collected from each town or village should be allowed to be used locally (58)
23. The limitations on the number of stories and games in the curriculum should be removed. (62)
24. There should be some minutes' rest between each period and considerable time out of the five hours should be set aside for games. (62)
25. For the two lowest classes schools should be held only for three hours and out of this at least one hour should be assigned to games, half an hour to story telling, and half an hour to oral instructions. (62)
26. Separate Readers are necessary for the rural schools and the curriculum for these schools should be aimed directly at the conditions of village life. (63)

27. School gardens and farms should be maintained in connection with all primary schools. (64)
28. A number of agricultural bias schools might be introduced in connection with some select higher primary schools on the lines of those in the Bombay Presidency and some teachers for this should be trained either at the Surat or Godhra Agriculture Schools. (65)
29. Provision should be made for vocational training in the middle and secondary schools and curricula of these schools should be suitably revised. (68)
30. No fees need be charged for primary education. (70)
31. The Municipalities should be required to contribute towards the cost of primary education. (71)
32. Well-managed and efficient private schools should be encouraged as far as possible. (72)
33. All the available resources of the State should first be directed towards making primary education efficient and good. (73)
34. The idea of grouping small villages for providing them with a school is impracticable for the present. (74)
35. Separate Urdu schools are not necessary. A Urdu teacher might be provided in the ordinary Gujarati schools for those boys whose mother tongue is Urdu. (75)
36. "Antyaja" schools should be closed at those places where there are Government buildings for the ordinary Gujarati schools and the 'Antyaja' children should be admitted in these schools. (75)
37. Girls' schools with less than 75 students should be amalgamated with the boys' schools, except where such schools have higher primary classes. (75)
38. It is necessary to raise the budget grant for Primary School Buildings to at least two lacs for some years. (76)
39. The P. W. Department should be asked to see if it is possible to evolve a cheaper type of school building. (76)

40. The restriction that no building should be provided for schools having less than 75 pupils should be removed. (76)
 41. Buildings should first be provided in villages, especially where the people have paid or are willing to pay something towards the cost. (76)
 42. More money should be provided for school equipment than done at present. (77)
 43. Better staff should be provided for the Training Colleges than there is at present. (78)
 44. Inspectors, Deputy Inspectors and the staff of the Training Colleges should be utilised for after-care work. (78)
 45. An Educational Journal should be established by the Department. (78)
 46. Quarterly conferences of teachers should be held in each Taluka and either the Inspector or the Deputy Inspector should preside at these conferences. (78)
 47. The Deputy Inspectors should be invested with administrative powers and given an establishment as before. (79)
 48. Schools should be made the centres of welfare work and welfare activities in the villages. (80)
 49. More night schools and Zanana classes should be opened for the education of the illiterate adults. (82)
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APPENDIX. I.

Name of schools which become liable to be closed under Huzur Order No. A-133 of 1915-16.

Name of the Village.	Number on register.	Average attendance.
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KADI DISTRICT.

Edala	35	1·8
Sarer	35	6
Pilodra (Antyaj)	31	14
Kadvasan	28	14
Bhasaria	28	14
Mahesana (Head quarter)	20	14
Jepur	60	12
Kheralu (Urdu girl)	32	13
Chadasan	35	12
Panchasar	22	10
Sojitra	25	10
Bilia (Antyaj)	23	10
Gunja (Antyaj)	22	14
Nandol (Antyaja)	25	10
Vagas	46	12

NAVSARI DISTRICT.

(Songhad Taluka)		
Khanjar	27	9
Galkua	31	8
Ghodchit	28	11
Sadadvel	22	7
Agaswan	19	11
(Mahuva Taluka)		
Kavitha	16	10
Miyanpur	35	11
(Kamrej Taluka)		
Kosmada (Antyaj)	19	5
Kholwad (Antyaj)	24	17

Name of the Village.	Number on register.	Average attendance.
AMRELI DISTRICT.		
(Amreli Taluka) Nana Ghokharwala	27	17
(Damnagar Taluka) Howtad	29	17
(Dhari Taluka) Zar	30	14
Dhari Battalion	15	9