

No. 1611/XV—OF 1914.

PRELIMINARY RESOLUTION.

EDUCATIONAL DEPARTMENT.

Dated Naini Tal, the 25th August 1914.

Report of the Committee on Primary Education appointed under resolution no. 625/XV, dated the 7th July 1913, and the report of the Committee on School Hygiene.

In 1913, a resolution was issued by the Local Government pointing out the comparative backwardness of vernacular primary education in the United Provinces, and enumerating the points at which improvement is desirable, and

appointing a Committee under the presidency of Mr. Justice Piggott to advise the Government as to the proper lines of advance, and the most profitable use of the funds which seemed likely to be available. The principles of this branch of education were enunciated by the Government of India in its resolution of the 21st February 1913; but, as there recognized, their application must be determined with reference to local conditions. Diversity of local conditions renders it impossible that there should be one set of regulations for the whole of India; and within the general framework of the Government of India there is room and need for the formulation of measures adapted to the special circumstances of these provinces.

The constitution of the Committee to which this task was entrusted was as follows:—

Official Members:

Mr. Justice T. C. Piggott *President*
H. Fremantle, District Magistrate, Allahabad.
J. E. Lupton " Moradabad.
A. C. Streatfeild " Benares.
A. Richardson, Assistant Director of Public Instruction, Allahabad.
Ranjit Bihari Lal, Deputy Inspector of Schools, Azamgarh.

Non-official Members:

His Highness Raja Saiyid Abu Jafar of Pirpur.
Dr. Sundar Lal, Rai Bahadur, C. I. E., Allahabad.
Rai Ganga Prasad Varma Bahadur, Lucknow (since deceased).
Munshi Asghar Ali Khan, Khan Bahadur, Bareilly.
Mr. Clancy of Muttra.
Mr. Basanti Ram of Meerut.

Sub-Committee on Female Education.

His Highness Pandit Moti Lal Nehru of Allahabad.
Mrs. G. Stuart, Chief Inspectress of Girls' Schools.
His Highness Saiyid Karamat Husain, Allahabad.
Mrs. Sitabai Yadav, Lady Principal, Partab Singh Hindu Girls' School, Moradabad.
Mr. Joti Sarup of Dehra Dun.
Mr. P. Sanyal, Manager, Surajpur estate, Bara Banki.

The names indicate the thoroughly representative character of the Committee, and guarantee the value and weight of its conclusions. The Government desires to express the warm obligations of the Government to Mr. Justice Piggott and his colleagues for the admirable report they have given; and the gentlemen who collaborated in its production gave of their best—in the case of most of the non-official members at considerable expense; and the result has been of the greatest assistance to the Government.

Special thanks are due to the Chairman, Mr. Justice Piggott, for the care and diligence with which he marshalled the recommendations harmonizing, and reconciling, the inevitable variations of view; and showing with enviable skill the arguments on which the opinions embodied in the report were based. The work of the Secretary, Mr. I. D. Elliott, and the excellent statistical tables which he has enriched the report, are deserving of particular mention.

3. The Committee met at Naini Tal in the beginning of June 1913 and submitted its report by the end of August 1913. The report was published on the 22nd of September 1913 for the information and criticism of the public, and has elicited a mass of opinions and suggestions in the Press and otherwise. The All-India Muhammadan Educational Conference, which met at Agra in December last, transmitted some resolutions regarding it to the Government, and the United Provinces Elementary Education League, Allahabad, submitted a memorandum on certain general aspects of the subject. The Government has also received the views of the Muhammadan community in much detail. A committee of Musalman gentlemen (hereafter called the Aligarh Committee) met at Aligarh in July 1913, in connection with the annual teachers' conference held there, and submitted their views on all the essential features of this enquiry. Another body, the advisory committee of non-official Muhammadans (hereafter called Mr. Karamat Husain's Committee) which was convened by the Local Government, in terms of the Government of India's resolution of the 3rd April 1913, to consider the whole field of Muhammadan education, has also given the most valuable assistance. The constitution of this latter body was so representative of all shades of Muhammadan opinion that the Lieutenant-Governor held back these orders until he should have the advantage of perusing their report, which, did not reach the Government until June 1914. Finally the Government has obtained the detailed views of Mr. de la Fosse, Director of Public Instruction, on every point of importance. The materials for its decision, which include also the records of many past discussions on the same topics, are thus almost embarrassing in their abundance; and to all of these the Lieutenant-Governor has given his most careful consideration, though in the actual orders the references to the past history of the subject are curtailed as far as possible. The conclusions at which His Honour has finally arrived are set forth in the resolutions which follow, dealing respectively with—

- I.—Constitution and location of primary schools.
- II.—Provision and pay of primary teachers.
- III.—Curriculum of primary schools.
- IV.—Education for special classes.
- V.—School buildings and hygiene.
- VI.—Aided and indigenous schools.
- VII.—Girls' primary schools,
- VIII.—Control and inspection.
- IX.—Finance and general.

RESOLUTION NO. I.—CONSTITUTION AND LOCATION OF PRIMARY SCHOOLS.

1. In planning an advance along a wide front, it is well to fix on a definite point for achievement, even if subsequent experience should prove the point, when once it is reached, to be only a half-way house to a more distant ideal. In the case of primary education this point is determined by financial limitations, and it was for this reason that the task set the Committee was to consider the means of securing an attendance of roughly 800,000 boys at the public primary schools, in place of an enrolment at that date of something under half a million. The Government recognize that, as an ideal, this figure falls far short of what is ultimately desirable; but it seems at present to be as large as the resources of the provinces are likely to be able to afford in the near future. Before, however, plans can be laid for this or any other extension of numbers, there are two definite objects, which it is the clear duty of the Government to ensure that its primary schools shall fulfil. On the one hand they must not be so designed as necessarily to make the pupils discontented with, and averse from pursuing, their ancestral callings,—which, with the vast majority, are all that they can possibly look to for their maintenance in life. On the other hand, they must give the boys such an education as will have a lasting influence on their intelligence and will equip them better for their work in the world. Any system of primary education which fails in these respects, is either treachery to the people or the gravest waste of their money, or both. The Committee have therefore rendered a valuable service both by (1) their discussion of a sound curriculum,

and (2) their exposure of the hollowness of the so-called "lower primary" education. The first of these topics will be developed in a later resolution. The second forms the subject of the present.

2. A primary school, properly so-called, consists of six classes, two of them (named A and B) being purely infant classes, and the others being numbered upwards from I to IV. The six classes should be completed, by any boy of moderate capacity, in five years: and such a boy should therefore leave his primary school, about the age of twelve, able to read and write a letter, to understand simple prose, to make out the writing of a lease and, of the patwari's papers, to keep simple accounts, to follow a map, and to work out an easy sum in interest. To this, which must be taken as the minimum of his acquirements, we hope that he will add an introduction to the easier passages in the poetic literature of his race. If the teaching has been efficient, he should not forget these useful accomplishments, and to ensure this result must be the aim of any adequate system of instruction. In the words of the Committee, the endeavour must be to give the child "some tangible minimum of education likely to be retained by him through life." At present the position is that between 80 and 90 per cent. of the boys leave school at the so-called "lower primary" stage: that is from class II or earlier. It is incontestable—for here the Committee's opinion accords with the whole information before Government—that this vast number of children carry nothing away with them which is of any lasting value. They rapidly forget what they have learned; and most of the work done at school has been in vain. It is deplorable that this state of things should have endured so long. It has meant a lamentable waste of energy and money; it has certainly prejudiced the cause of education in the minds of the rural populace; and its amendment is imperative. Primary education cannot be subdivided. "Upper primary" and "lower primary" are expressions which the Committee truly stigmatize as misleading and all but meaningless. For the future they must be abandoned for administrative purposes in the province; and the "lower primary" will cease to be a recognized stage in the system of elementary education. Sir James Meston accordingly accepts in its entirety the policy advocated by the Committee, and, it is gratifying to note, heartily concurred in by the Aligarh Committee, viz. that a school ought not to be called a primary school until it comprises class IV; that any school which does not teach up to class IV can only be regarded as preparatory; and that every effort should be made either to raise existing preparatory schools to primary schools, or to attach them as feeders to the higher classes of primary schools in the immediate neighbourhood.

3. In order to bring education to the doors of the people, the ideal, as the Committee suggest, is to have a primary school within walking distance of every village; or, in other words, there should be at least one primary school for every 25 square miles of the area of a district. This is, of course, a very rough and arbitrary average; and the actual allocation must be determined for each district, and each part of it, by local considerations,—the nature of the country, the density of the population, and the effective desire of the people for schools. But it will be the duty of every district board to divide its district into a number of areas, in each of which a "primary unit," as the Committee call it, can be conveniently located. In each such area, that is to say, there will ultimately be one central primary school; but, in addition, if the area is extended, there may have to be one or more branch schools of a preparatory character, to save small boys from walking long distances to and from the main school. Preparatory branches may also be necessary in towns or in large villages, where the total number of scholars would be inconveniently large for one building. The distribution of pupils and classes between the primary school and its branches, is clearly a matter on which a wide discretion must be left to the boards, who alone are familiar with the local conditions. In every case, however, it is essential that the schools supplementary to the central primary school should be treated as branches of it; and this for three reasons—

(1) to emphasize the fact that their real purpose is to feed it;

- (3) thus to establish a relation which will induce parents to continue the studies of their boys through the preparatory classes into the main school, instead of being satisfied with stopping short of class IV.

Similarly, no preparatory school should in future be established in any town or village unless it is attached as a branch to a neighbouring primary school, or there is a reasonable guarantee that it will itself be developed, as the boys are promoted, into a primary school. If neither of these conditions is present, the school must not be opened. To put the position in the simplest form, the "primary" school is the basis of our system. The function of the other schools is to prepare boys for this true "primary" school, and only such preparatory schools should be opened or maintained as serve this function.

Some apprehension has been expressed that the "primary unit" system will tend to glorify a central school and to depress a number of neighbouring institutions, which would otherwise have been useful village schools, into purely preparatory or infant schools. This is by no means the intention of the Government. As soon as experience shows that a preparatory school has sufficient material at command to establish classes III and IV of its own in strength, it should cease to be a branch school, and should be raised to full primary strength. If there is no prospect of its ever providing more than half a dozen boys for the upper classes, it should clearly remain as a feeder for a well-equipped central school.

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

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

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

It may be added that in schools where there is only one teacher, he should be familiar with both Hindi and Urdu. Where there are more than one teacher,

(5)

one of them should be thoroughly capable of teaching Hindi, and one of teaching Urdu.

RESOLUTION NO. II.—PROVISION AND PAY OF PRIMARY TEACHERS.

1. The inadequacy of the present pay, and the poverty of qualification in the present teachers in primary schools, are admitted on all hands. A higher standard of intelligence and training, and consequently a decent living wage, are indispensable conditions of a living scheme of primary education, complete in itself and endowing the pupil with something of permanent value to him in after-life. The extent to which the young mind will have to be developed, apart from books, by nature study and object lessons will be discussed in a later resolution : but it is obvious that instruction of this type, if it is to be alive and real, demands a peculiarly alert and well-trained teacher. From whatever aspect, therefore, the future of primary schools is regarded, it is certain that their staff will have to be better qualified and better paid.

2. The present arrangements for procuring primary schoolmasters are as follows : an "upper primary" teacher should hold a normal school certificate ; and a "lower primary" teacher should hold a lower primary teacher's certificate ; but if no persons so certified are obtainable, a board may appoint any one who has passed the vernacular final examination. No untrained teacher however can rise to a salary of Rs. 10. The minimum pay of a primary master is Rs. 8 per mensem. The qualifications implied by each of these three examinations are the following : for the *vernacular final certificate*, a boy must have read in classes V and VI of a middle vernacular school and must obtain at least 30 per cent. in an examination comprising either Hindi or Urdu, elementary mathematics, and history and geography, with an option between the second vernacular (Urdu or Hindi) and freehand drawing. For the *lower primary teachers' certificate*, a candidate must have passed the upper primary examination, and worked for a year in a training class attached to some secondary vernacular school or well-attended primary school ; in point of fact, most of the men have also passed the vernacular final examination. He is then examined and, if fit, certified by the deputy inspector. While at the training class, he receives a stipend of Rs. 3, Rs. 4, or Rs. 5 ; or if he is already a teacher, his pay is up to a Rs. 6 maximum. The instructor in a training class must hold a first grade normal school certificate, and draws a minimum salary of Rs. 15. A training class must not contain more than six students ; and entrants must be under twenty-five years of age. For the *normal school or vernacular teachers' certificate* a candidate must have passed what is virtually the vernacular final examination ; must study for two years in a normal school (entrance age from sixteen to twenty-six) ; and must pass an examination in Urdu and Hindi, elementary mathematics, history and geography, drawing, and principles and practice of teaching. Fifty per cent. of the marks entitle the candidate to a first grade certificate ; and there is a second grade certificate on a lower qualification. Every certificate is provisional until the holder has served satisfactorily as an actual teacher in a recognized school. Stipends of Rs. 7 per mensem are paid to teachers under training at a normal school.

3. The improvement of the professional abilities of primary schoolmasters thus brings in its train a long series of consequences. In the first place, it may be accepted as a fundamental principle that, as the Committee clearly put it, primary school teachers "must necessarily be drawn from the class which passes the vernacular final examination." It is impossible, with the resources available, to secure a higher standard of general education than this ; and the position must be accepted that, with a careful course of special training superimposed upon it, the vernacular final examination will be sufficient for the purposes in view for a good many years to come. As is the present practice, the best of the youths who have passed that examination will be selected for training in the normal schools ; the others, if they take to teaching as a calling, will have to be instructed in the training classes. The normal schools will provide masters for the vernacular middle schools, who will ultimately be responsible in their turn for the training classes, and will also furnish as large a proportion as possible of the head masters of primary schools. For all the other masters in the primary schools and their branches, reliance must continue to be placed on the training classes. The "lower primary teacher's certificate" will disappear, and a "training class certificate"

will ultimately be required of every master, whatever his position in a primary or branch school, unless he has been through the more advanced course of a normal school. Inasmuch therefore as the vernacular middle examination is at present one of the gates to a primary schoolmastership, and will in future become one of the compulsory qualifications, its improvement is a matter of vital importance. Measures must also be devised for making the subsequent special training at once more general and more attractive.

4. For greater strength in the vernacular middle course, and consequently for a more searching vernacular final examination, there are two converging lines of argument. On the one hand, it appears from the enquiry of the Committee that there is at present an undesirable gap between the primary and the middle courses. On the other hand, it has long been recognized that the middle course requires strengthening on the language side, and that any advance in English education must ultimately be based upon a better grounding in the vernacular than the present system provides. Influenced no doubt by these considerations, a minority of the Committee, though a minority whose views must carry much weight, favoured the addition of one class to the primary course; while the majority preferred to add it to the middle stage. After careful thought the Lieutenant-Governor accepts the opinion of the majority. It would, in his view, be a mistake to lengthen the primary stage by a day more than is necessary to give a durable and self-contained training in the elements of education; and there is grave reason to fear that the spreading of the primary course over six years, instead of five, would result in defeating the declared object of the Government and in driving a large number of boys to abandon it half-way. The addition of a class to the vernacular middle course need not seriously hinder the clever boy who means to go on to a high school; and it will still yield the material for primary teacherships at quite a young enough age. His Honour has therefore decided on the experiment of attaching what may be called, in order not to break the old-established sequence, a "special class" at some point in the existing middle stage. A higher standard of education will thus be reached in class VI, and the examination can then be substantially improved. The details of curricula and standards, the nature of the new text-books, and in general the whole arrangement of the vernacular middle course, will be matters for careful consideration by the Education department. They will have to be definitely related to the new requirements indicated in this and the connected resolutions, and it would serve no purpose to discuss them at this stage. It may be added, however, that Sir James Meston, whilst adverse to loading the new middle course, by a classical language, when there is so much leeway to be made up in purely vernacular education, is prepared, if an adequate scheme can be evolved, to give every support to the proposal put forward by the late Hon'ble Rai Ganga Prasad Varma Bahadur, for the institution of proficiency examinations in advanced Urdu and Hindi.

5. In order to secure the best available teachers for the more advanced work which this change implies, a liberal scale of pay for vernacular middle teachers will be necessary. His Honour accepts the recommendation of the Committee that head masters of middle vernacular schools should receive from Rs. 30 to Rs. 50, according to the means of the boards and the experience and qualifications of the men; and that the pay of their assistants should range from Rs. 12 to Rs. 25. The minimum pay for the instructor of a training class should be Rs. 20 per mensem. But it may further be found of advantage to improve the attractions of the masterships in normal schools. Here also the best men procurable are needed; and if, as is understood, this particular branch of the service is not popular, small allowances might be attached to it. This point as also the relations between the normal schools and the training classes, to which allusion is made in paragraph 20 of the Committee's report, will be examined by the Education department. The Government is naturally anxious that the most promising students in its training classes should be encouraged to aim at the higher diploma: and any scheme which will effect this will be favourably considered by it.

6. In face of the paucity of trained teachers, and in anticipation of a rapid increase in the demand for them, arrangements were already being made for multiplying normal schools and training classes. Three new normal schools

will be started, and there will shortly be 273 training classes, a number which should prove adequate for some years to come. To meet the rush for new teachers, the number attending each training class may tentatively be raised from six to eight, wherever the school to which the class is attached offers sufficient practising material. This experiment has been tried without failure in Gorakhpur. On the other hand, the device of grouping two or more training classes in one place has not proved successful in practice and should not be employed. The stipends of students should be the same, whether they are teachers already or candidates for employment: and they may be suitably fixed at Rs. 6 in a training class and Rs. 8 in a normal school. The Committee favoured the continuance of their full pay to teachers under training: but, as the Director of Public Instruction has pointed out this may tempt intending students to intrigue for a nominal appointment to a mastership before going up for training. Students who are not already employed should be bound, as a condition of their stipends, to teach, after qualifying, for three years in a recognized school; the practice of normal schools in this respect being extended to training classes. It will be years before many vacancies in the training institutions can be offered to teachers in aided schools; but they should be regarded as eligible for admission in default of candidates from board schools.

7. There remain for consideration the pay and prospects of teachers who have undergone the tests and training which will in future be insisted upon. If untrained teachers can be procured for Rs. 8 or Rs. 9, as was maintained by some witnesses before the Committee, the boards cannot be urged to pay higher rates for them. But from trained teachers it is proposed in future to exact a higher standard of efficiency than is now attempted. There will be a middle vernacular course, lasting for probably two and a half years; and the pitch of the work at the training classes and normal schools will have to be raised. A corresponding improvement in pay is accordingly necessary. His Honour therefore agrees—slightly varying the Committee's tables—that in rural schools boards should work up, as quickly as possible, to the following gradation for trained teachers: for urban schools somewhat higher rates may be desirable:—

			30 per cent.	on	14 per mensem.
Head masters in primary schools	...	{	4	"	16
			20	"	18
			10	"	20
Assistants in primary schools and teachers in branch schools.	and	{	40	"	10
			50	"	12
			10	"	14

A much higher scale of pay was suggested by the Aligarh Committee, and His Honour would gladly have accepted this if financial limitations had permitted; but a rise of 50 per cent. in the above rates would seriously hamper the other funds available for the spread of education, and it must be left to the test of experience to show whether the grading now suggested procures a sufficiency of competent men. The head master of a primary school should be, wherever possible, provided with free quarters at or near the school and obliged to occupy them.

In the matter of provision for old age, Sir James Meston regrets that it is impossible to agree to the proposal, put forward by six members of the Committee, for the institution of a pension scheme. The Government is not in a position to find the large sums which would be required, and it would be wrong to burden boards with unknown prospective liabilities. All trained teachers, however, should be obliged, and all untrained teachers should be allowed, if the board thinks proper, to join a provident fund. The contributions should be one anna per rupee of pay, to which the boards should add such donation, not less than half an anna or more than one anna, as their resources may justify. The whole question of provident funds for schools is at present under the consideration of the Government, and the details of the fund will be settled later in connection with the introduction of the general scheme.

His Honour accepts the recommendations of the Committee that certificates of honour be granted to successful teachers, and that travelling allowance be

readily concurs in the desire of the Aligarh Committee that primary school teachers should be treated by all government officers with courtesy and due consideration, particularly in the presence of their pupils.

RESOLUTION NO. III.—CURRICULUM OF PRIMARY SCHOOLS.

1. This all-important branch of the subject may conveniently be considered under three heads—

- (a) the subjects and methods of teaching ;
- (b) the language or script of the readers ; and
- (c) moral and religious instruction.

Each of these has been the subject of endless discussion, and sometimes of deplorable controversy, in the past ; but save in connection with the language question, where a brief historical résumé is necessary for a proper appreciation of the issues involved, no useful purpose would be served by a review of past history, though this has been carefully studied in the framing of the orders which follow.

2. *Subjects and methods of teaching.*—In the last quinquennial report of the Director of Public Instruction the eternal dispute on the scope of elementary education was neatly summarized as follows : “ There are two schools of thought—outside the department—wide as the poles asunder in regard to what elementary schools should teach : one set of opinion would utilize the schools for the dissemination of useful information, on such subjects as agriculture, sanitation, malaria, plague, hydrophobia, snake-bite, rent and revenue law, co-operative banking, the silk industry, and even the state of the yarn-market ; the other would confine instruction strictly to the ‘ Three R’s,’ not even admitting drawing or clay-modelling, observation lessons or geography.” The Director then went on to explain that the department had held fast to “ the guiding principle that a school is first and last a training ground of faculty ;” and that it had adhered to the “ Three R’s,” with observation lessons, simple drawing and modelling, and a little local geography. The wisdom of this policy was endorsed by the strong Committee which met in 1910 to discuss the question of rural education. It has again met with the substantial concurrence of Mr. Justice Piggott’s Committee ; and, with certain minor variations as to details, Sir James Meston accepts their decision as conclusive. It is clearly in accord with commonsense ; and indeed it seems sometimes to His Honour that those who wish to feed the elementary pupil with all sorts of useful knowledge must be singularly forgetful of their own school-days. A child may remember verse, or even prose, which it has memorized, and may at a later age associate therewith an approximate meaning in its mind. But, especially with the relatively unskilled teaching at our command, it is doubtful whether the infant mind is so much occupied with the meaning, as with the form, of the printed page ; and it is at least probable that, in Indian village schools, the ethical impress on the average boy is slight in comparison with his sensations of the grouping, appearance, and sound of letters and words. His Honour believes therefore that, if reading lessons in agriculture or cleanliness or temperance are included in the primary curriculum, they will, though possibly not actually harmful, be negligible for good ; and on the whole, he would prefer, *ceteris paribus*, the insertion of lessons which have a little more chance of interesting the pupil. This is in accordance with, as he understands it, the modern theory of education. Reading and writing must be *taught*, because the child does not start with an intuitive capacity to connect letters with sounds or to hold and move his pen in the proper manner : it is also quicker to teach him the rudiments of arithmetic and certain other subjects than to wait till he can acquire them by first principles. But for the rest it is not the true function of the teacher to stuff the child’s memory with dogmatic facts : his duty is to guide the development of the child’s mind by its own self-activity. Here it is that the importance comes in of selecting lessons which are likely to interest the child, to appeal to his particular outlook on life, and to stimulate a desire for advance and discovery.

3. This brief and necessarily fragmentary review of the basis of our primary teaching establishes at once the obvious fact that there need be no differentiation between the primary curricula in rural and in urban schools, except only to a moderate extent, in that branch of the work which is known as observation lessons. This decision has the whole weight of authority behind

it,—the mass of expert and lay opinion collected at the Allahabad Educational Conference of February 1911, the recommendations of the Rural Education Committee, and now the advice of Mr. Justice Piggott's Committee supported by the Aligarh Committee. The ground is therefore clear for the prescription of a common curriculum for all primary schools. That approved by the Lieutenant-Governor is attached to this resolution. It differs only in some matters of minor importance from the curriculum which was published with the report of the Committee. His Honour concurs in their scheme as regards *reading* and *writing*, except that he is averse to the employment of the patwari, who has neither the time nor usually the capacity for instructional work. But he considers it desirable to add the elements of *grammar* in classes III and IV, as the construction of a sentence is essential to all composition, even letter-writing. The proposals for the teaching of *arithmetic* appear to him to be excellent, but the *geography* course in classes II, III, and IV should, in his opinion, be fuller and on this point he accepts the recommendations of the Rural Education Committee. Clay-modelling is clearly unsuitable to primary schools; and on the whole the Committee appear to have adopted the right line in making *drawing* a part of the observation lessons or nature study, instead of an uninteresting exercise on fixed copies. In the matter of *physical training* the present curriculum leaves nothing to be desired. Action songs, which the Committee recommended, seem to His Honour to be liable to drift towards the ridiculous in the hands of uninspired male teachers. For *observation lessons* and *nature study* he accepts the concurrent advice of Mr. Justice Piggott's Committee and of the Rural Education Committee, subject to the stringent condition that they must not be attempted until there is a thoroughly competent teacher to undertake them. It will be here that town-dwelling teachers will be able to select topics of special interest to urban pupils, and country-dwelling teachers will devote more attention to the aspects of life and nature which surround rural schools. But, as noted above, in no school should this branch of the curriculum be opened until a master is secured who has been trained to teach it or who is found by the inspector to have a natural aptitude for handling it with intelligence. The training necessary for teaching this valuable but most easily mismanaged subject is unlikely to be acquired except at the normal schools; and even there it will postulate a measure and type of science teaching which will require the most careful working out by the department. In rural schools the nature studies should have a direct relation to the problems of agriculture, and His Honour desires that the Education department should consult the Director of Agriculture before settling on the final scheme, especially with regard to varying it so as to suit the different conditions of different parts of the provinces. The school garden, of which the importance is already recognized by the department, should be a feature of every rural primary school. It must be worked entirely by the teachers and the boys themselves, and its object, apart from the incidental manual training, will be to supply materials for object lessons in which the pupils can study the growth of plants.

4. *Language or script of readers.*—Although the so-called language controversy was not amongst the matters referred to the Committee, they found themselves nevertheless compelled to take cognizance of it. Sir James Meston has no quarrel with their procedure in this respect. It has resulted in a valuable contribution to the materials for deciding an issue which must now be definitely settled. That issue, stated in its simplest terms, is whether the whole of the readers in use in primary schools can or cannot be written in a common language to be printed indifferently in the Persian or the Nagari character.

In order to understand the circumstances which forced this issue on the Committee, it is necessary to set forth a few of the chief landmarks in the past history of the subject. The first of these, for present purposes, is a letter from the Local Government to the Government of India, dated the 13th June 1876, in which allusion was made to "the principle that the common language of the educated classes in the North-Western Provinces is one and the same, whether it be written in the Persian or the Nagari letter." The test of a good elementary schoolbook, the writer quoted with approval from a Bihar officer, was "that it

affairs of daily life" and the language of literary -----, ----- leads to diverge into "two distinct vocabularies, and not merely two written characters." This letter apparently set the theory, though it does not seem to have wholly controlled the practice of primary education for years. In 1903, the position was reviewed again in an important letter, dated the 16th May 1903, in which the Lieutenant-Governor laid down that both the Hindi and the Urdu readers in primary schools "should be written in the language of every-day life and not in the language of literature. The language of every-day life is current all over the provinces; it is understood everywhere; although enriched from different sources, it is free alike from the peculiarities of dialects and the elaborations of the literary style, and it can be written in either the Persian or the Nagari character. This alone is the language which is adapted to instruct the masses in such subjects as will best fit them for the business of life." The Local Government was prepared to concede that conditions changed "at the secondary stage, when language begins to be studied as language and as the key to literature." This pronouncement still holds the field, although in 1908, the Local Government seems to have assented, without close examination, to two resolutions which the Provincial Text-Book Committee had adopted, viz.—

"VI.—That in the opinion of this Committee, while the lower primary readers are suitable for both Urdu and Hindi-speaking scholars, the language of the upper primary reader is not sufficiently advanced to form an adequate preparation for a literary education.

"VII.—That in the opinion of this Committee upper primary readers should introduce the scholar to a more literary language, and that therefore at the upper primary stage a divergence in the language used in the Urdu and Hindi readers is inevitable."

The next stage in the discussion was reached at the meetings of the Rural Education Committee. In September, 1910 that body resolved as follows:—

"X.—That prose lessons in the lower primary readers should be written in the simplest form of the common language of the educated residents of the province.

"XI.—That passages of poetry should be included in the lower primary readers (10 for, 4 against.)

"XII.—That the poetical pieces in the lower primary readers should be in Hindi in the Hindi readers and in Urdu in the Urdu readers (9 for, 2 against).

"XIV.—That in the upper primary readers the poetical pieces should be preferably from standard authors."

A scholarly Muhammadan gentleman, who was a member of the Committee, dissented from these conclusions, on the ground that Hindustani should be the only medium of primary instruction, and that its natural growth should not be distorted by having sanscritized words forced into it. He held that all prose should be in the common language; that simple poetry in the lower class readers might also be in the common language; but that the poetry in the higher readers should be selected from standard authors. At a subsequent meeting the Committee decided by a narrow majority that "all the prose portions of the primary readers should be in the common language of the educated residents of these provinces." In November 1911 the Local Government appointed an expert committee to deal with the new primary readers which would be introduced in consequence of the Rural Committee's recommendations. The results of this body's labours have not yet been published.

5. Such was the tangled tale with which Mr. Justice Piggott's Committee were faced when they found a pronouncement inevitable on the language to be used in the primary readers. While Government had steadily pressed for instruction in a common language written in either character, a strong section of its expert advisers favoured bifurcation of the text-books from class III onwards into distinctive Urdu and distinctive Hindi. That there must be bifurcation at some point or other in a literary education, no one has ever denied: but should it come during the primary course or can it be deferred until after that course

is finished? To this question the Committee found an unanimous answer impossible, and recommended by a majority a compromise on the following lines, viz :—

- (a) that the subject-matter and language of the classes III and IV readers should be generally identical in the versions printed in the Persian and in the Nagari characters ; but
- (b) that different words should, wherever necessary, be employed to express the same idea in the two versions, the Urdu word being entered in brackets after the Hindi word in the Nagari version, and vice versa ; and
- (c) that six prose lessons in distinctive Hindi and distinctive Urdu should be added to the readers printed in the Nagari and Persian characters respectively in classes III and IV.

Even to this cautious departure from the principle of a common language, exception was taken by the Muhammadan members of the Committee. A sentence in the note of dissent recorded by the Hon'ble Mr. Asghar Ali Khan states succinctly the general attitude of Muhammadans towards this whole question : "Ancient Bhasha which, like Sanskrit, is a dead language and is intelligible to those only who know Sanskrit, is now being revived in the form of a new language, under the name of Hindi, to the detriment of Urdu or Hindustani, which is the *lingua franca* of the country and is in itself a compromise between Arabic and Persian on one side and the long-defunct Bhasha and Sanskrit on the other, and has been in common use for the past three centuries." The Aligarh Committee used almost identical terms : "It is needless to point out," they wrote, "that Urdu or Hindustani has been recognized as the common language of all the educated classes of these provinces." Mr. Karamat Husain's Committee took up the protest in even stronger terms. "The Bhasha," they wrote, "or Hindi of the books and newspapers has nothing in common with the spoken language of these provinces, and it is in no way desirable to stifle the growth of the true vernacular of these provinces by emburdening it with an unassimilated portion of the literature which is being manufactured on political grounds." It is thus clear that if Urdu were accepted as the medium of primary instruction, Muhammadan educationalists would have no objection to the readers up to class IV, or even beyond it, being uniform in that language, in whichever of the two scripts they are printed. On the other hand this view is most strongly combated by the protagonists of Hindi, whose views are lucidly set forth in a memorandum, dated the 14th April 1914, which the Lieutenant-Governor has received from the *Nagari Pracharini Sabha*.

6. The question is one on which some difference of opinion, however unfortunate, seems unavoidable, and it is desirable, therefore to explain the broad principles upon which alone Sir James Meston conceives that an equitable settlement can be based. The first of these principles is clearly the well-being of the child. No linguistic theory or controversy can be allowed to increase the difficulties of education to the young mind ; in its elementary training the infant must not be exposed to the strain of having to learn two languages or even two scripts. The second principle is that every child must be taught whichever language or whichever script his parents wish him to learn. There is no exclusive racial demarcation here : many a Hindu wishes to learn Urdu, and a substantial number of Muhammadans, especially in the eastern parts of the Province, are accustomed to read and write the Nagari character. The third principle is that a boy, at the end of his primary course, should be able to do what his school professes to teach him to do, viz. to read and write a letter, and to make sense of an ordinary book or newspaper.

Turning now to the consideration of a common language, it has to be seen how far it meets the requirements of these three principles. That there is a Hindustani language, spoken and understood by all men of moderate education throughout the province, passes beyond dispute. It has its limitations ; for there are certain topics of constant recurrence, such as religion, morals, proverbs, and literary allusions, on which a Hindu would ordinarily use different expressions from

in Persian or Nagari script indifferently. It is eclectic, being recruited freely from Persian, Arabic, and Sanskrit sources: and it is simple, nervous, and far from inelegant. But, at a certain point, especially when it comes to handle abstract ideas, the common language fails to provide expressions which are equally familiar or equally congenial to both Hindus and Muhammadans; and recourse is then had, in the one case to words of Sanskrit origin, and in the other to words of Arabic or Persian extraction. A Hindu fond of Urdu might frequently select the latter; but a Muhammadan would very rarely consciously choose the former.

This process of differentiation is stimulated by the natural pride of each race in its own literature; and the bias towards Sanscritic or Persian origins becomes much more emphatic in the written than in the spoken language. From the wider aspect of educational ideals, this may or may not be a misfortune; it may or may not be an impediment to progress. That is a point which cannot be discussed here: what has to be done is to accept the hard facts of the position as it stands to-day. As was acutely observed in the letter of 1876 already quoted, "the characters, from the difficulty of expressing the terms of either vocabulary in the alien letter, react upon the vocabularies and widen the breach." The consequence is that, even in books adapted to the ordinary reader and in the ephemeral type of literature represented by newspapers, there is a growing tendency to diverge from the simple Hindustani in which it has hitherto been sought to write all the primary readers; and the tendency is still stronger in works of definite literary purpose. His Honour has carefully gone through what is known as the "Upper Primary General Reader" now in use in the schools; and he is obliged to admit that it would not teach a boy to read with ease any of the vernacular newspapers with which he is familiar, or any book which is of more substance than a child's story-teller.

7. The conclusions of the Lieutenant-Governor then are that—

- (a) the common or Hindustani language, printed in either Persian or Nagari type, should be used in the primary readers, so long as it has anything to teach;
- (b) when the common language has nothing more to teach, the pupil should learn to read Urdu or Hindi according to the wish of his parents;
- (c) the readers printed in the common language and used up to the end of class IV do not allow the pupil to leave his primary school with that mental equipment which it is desired to give him.

In other words, while His Honour accepts the policy of teaching the common language so long as possible, he believes that bifurcation may be deferred too long. At present, in his opinion, it is unduly deferred, and valuable time is lost in reading and re-reading a primer when it has ceased to serve any purpose as a means of progressive education. He considers therefore that bifurcation should begin a little earlier than is now the case. Primers on the lines of those now in use, printed in either character, should be retained for classes I and II; and there is also required for use above those classes, what for brevity may be designated a senior reader in the common language, similarly printed, and graduated in difficulty, so far as possible, from the beginning onwards. All these books should contain lessons in prose only. When the teacher is satisfied that a class has mastered the senior reader, he should at once promote them to one of two supplementary readers. Such promotion would not ordinarily come until the end of class III, and may even be later according to the capacity of the pupils. The sole test should be whether the class has mastered all that it can learn from the senior reader; and it is for the master, and the master alone, to say when this happens; but it should usually be possible for the last half of the year in class IV to be spent on the supplementary readers. These should be composed in distinctive Urdu and Hindi respectively. They should contain both prose and verse, taken as far as possible from standard authors; but religious and didactic passages should be avoided, so as to respect the sensibilities of Hindus who may be taking the Urdu, or Muhammadans who may be reading the Hindi course. The preparation of the supplementary readers should be undertaken,

as soon as possible, by the Provincial Text-Book Committee, who will have the advantage of studying the readers which were drafted by the committee presided over by Pandit Rama Shankar.

The course of study thus indicated will, Sir James Meston trusts, maintain the principle of elementary teaching in a simple, common language so long as such teaching has an educative value; while it will ensure that the pupil leaves class IV with an education which will not only be of practical value to him in after-life, but will also open for him the door to the literature of his religion and his ancestors. This was, he feels sure, the aim of all the members of Mr. Justice Piggott's Committee, though the attempt at reconciling divergent views led to a form of compromise which would have presented difficulties in practice. The alternative he has decided to adopt will, he believes, not prove open to this objection; but he does not pretend to hope that it will please all schools of thought. The question has reached a point where mutual concessions seem impossible; and it is clearly the duty of the Government to formulate a decision, making the interests of the child its sole consideration, and the progress of sound education its only aim. To this decision there is one corollary of first importance, viz. that every primary school must be equipped, with the least possible delay, with masters who can and will teach the new curriculum. It will be the care of district boards to see that these are provided, and of the department of Education to ensure that every future teacher is thoroughly instructed in both characters and in the intelligent use of both the supplementary readers.

8. *Moral and religious instruction.*—In their resolution of the 21st February 1913, defining their educational policy, the Government of India observed "that the most thoughtful minds in India lament the tendency of existing systems of education to develop the intellectual at the expense of the moral and religious faculties." Nowhere has this tendency been more regretted than in the United Provinces; and Sir John Hewett took every measure which is open to a non-sectarian Government to carry enlightened opinion with him in devising a scheme of moral and religious education in the schools. From the conferences at which the whole subject was considered in 1908, the conclusion emerged that, neither for Hindus nor for Muhammadans, is religious instruction of any kind practicable in primary schools. Lessons of general morality based on undenominational principles were regarded as capable of insertion in the readers: but no definite curriculum was suggested. Mr. Justice Piggott's Committee, when they came to consider the problem, decided by a majority, for very weighty reasons which they have recorded, against trying to prescribe religious instruction in boards' primary schools. A minority favoured the attempt, particularly in the case of Muhammadan boys; and advised an extension of the method described in article 74 of the Provincial Educational Code,—a method which, it is understood, is practically a dead-letter. The Aligarh Committee considered that the absence of religious education in the public schools prevents full advantage being taken of them by Muhammadan pupils. They accordingly advised that Government should arrange for the teaching of the *Koran* at State schools, if the Muhammadans of the locality so desired and deposited two years' salary for the instructor. Mr. Karamat Husain's Committee endorsed this view, but admitted that the present liberty of theological instruction had proved of little advantage. The President himself, however, in a note of dissent, held that the question of dealings between God and man was one for home teaching and that a secular Government should not meddle with it. The latest pronouncement which the Lieutenant-Governor has seen on the subject is the report of a strong committee appointed by the Government of Bihar and Orissa to consider the whole question of moral and religious education. This committee reported in favour of a short moral address, once a week, by the head master or some selected teacher; but the members failed to agree as regards religious instruction except so far as to suggest that it might be tried as an experiment in selected schools under definite restriction.

9. The enormous divergence of opinions and suggestions upon this subject is eloquent of the difficulties which beset it. By two main principles, however, Sir James Meston stands fast. The first is that the moral instruction of young children without religious teaching is of little or no effect. On this matter there is almost unanimity among the many wise and experienced men who have considered

the question in the past. For the child the true school of conduct is his home, where morality and religion are probably intermingled without any attempt at demarcation. At his day school he may learn something of decency and honesty and self-restraint from his teacher; and this makes it of the highest importance to choose and train for primary schoolmasters men of character and probity, who are likely to influence their pupils by their manner and example. But to teach abstract morality, without any religious sanction, is a barren task which can leave no impress upon the young mind. Lessons with a moral tendency may be included, if otherwise suitable, in the primers; but in the direct teaching of morality in a formal manner, His Honour has no faith. The teachers must be required to set a good example in their demeanour and language and must be urged to impress the duties of cleanliness, respectfulness, and obedience on their pupils. More than this cannot be effected in school-hours and through the agency of the regular schoolmasters.

The second main principle is that the Government cannot make itself responsible for religious teaching. If the various communities can arrange for the teaching of their respective tenets, Government will afford facilities in its schools for such instruction, provided that the teaching is not so conducted as to cause offence or annoyance to reasonable men of other creeds. But it cannot undertake to select the religious instructors, or to pay them, or to prescribe or supervise the subjects of instruction. To do this would detract from the strict impartiality which the Government is bound to maintain in matters of belief.

10. Such being the position, the only possible orders are that denominational religious teaching is not in the hands of the regular masters in public schools; but that the use of a part of each school-building will, if possible, be allowed for such teaching on the following conditions:—

- (a) that the teaching is arranged for, and the instructor appointed and paid by the school committee or, with their consent, by a committee or committees of the parents;
- (b) that the regular teachers are not required to take any part in the instruction;
- (c) that the attendance is not compulsory on a boy except at the request of his parents or guardian;
- (d) that the teaching takes place outside the regular school hours; and
- (e) that it is conducted in such a manner as not to cause offence or inconvenience to the rest of the scholars or to the neighbours.

It will be the duty of district boards to secure the observance of these conditions, and particularly to repress any abuse of the facilities for religious teaching, or any employment of them which interferes in the general usefulness of the schools. If the system is worked with caution and in a spirit of reasonableness, it should present no difficulty even in mixed schools. It would, for example, be possible to allow a pandit and a maulvi three-quarters of an hour each on alternate days either before or after lessons, to teach Hindu and Muhammadan boys respectively. Or three-quarters of an hour in every day might be allotted to both the pandit and the maulvi, if separate rooms can be set aside for their occupation. The instruction would have of necessity to be general and elementary; but it is clearly impossible, in the circumstances of the primary schools of these provinces, to provide for specialization in the tenets of individual sects, unless perhaps in the case of Shiah and Sunnis. It is also impracticable to allow religious teaching to be imparted during school-hours. The time allotted for the regular secular lessons is already short enough for the group to be covered, and any deduction from it would mean an appreciable loss in educational efficiency.

RESOLUTION NO. IV.—EDUCATION FOR SPECIAL CLASSES.

1. In approaching the subject of education for special classes it must be borne in mind, as a cardinal point of the scheme of national education outlined in these resolutions, that boards' schools, established and maintained from public funds, are open to all classes of the public. There must be neither exclusion nor preferential treatment for boys of any religion or caste in any school which is not definitely set aside for a special section of the population. It is the duty of district boards and of the inspecting staff to see that teachers do not reject any

boy who is anxious to learn, if there is room for him ; and that having admitted him, they ensure that he is properly treated. Particular care, for example, must be taken that Muhammadan boys are not exposed to the slights described in paragraph 12 of the Aligarh Committee's report ; and it must be brought home to the inspecting staff that a deputy inspector who permits this sort of conduct proves himself unfit for his post. Whilst, however, this principle must never be lost sight of, it is useless to ignore the fact that in existing conditions the ordinary board schools do not and cannot adequately cater for certain sections of the community ; and for the education of these sections special measures must therefore be taken. These measures may conveniently be discussed under the heads of—

- (a) half-time or night schools ;
- (b) schools for special castes or trades ;
- (c) special schools for Muhammadans.

2. *Half-time and night schools.*—The function of these institutions is to provide for the children of agriculturists or artisans who have to assist their parents in their work ; and also for the rare, but not inconceivable, cases of illiterate adults who wish to pick up a smattering of the "three R's." Past experiments in this direction have a discouraging history ; and it is doubtful how far results of real value can be expected from teaching the elements of reading and writing, for a few hours a week, to boys who have a tiring day's work before or behind them. The door, however, should not be closed to such teaching and the experiment will be of particular interest with night schools in towns or large villages.

Opinion in the Committee differed considerably as to the scope and type of the half-time schools. It was suggested by some members that schools might be tried with one set of scholars in the morning and another set in the evening. The rest of the Committee either considered such a type of school to be distinctly undesirable, or thought that the experiment should be confined to preparatory schools which included classes A and B alone. Whether in practice schools could be successfully worked on these lines, experience alone can determine. The circumstances in the various districts are likely to be very diverse, and detailed rules cannot be formulated. The Government can do no more than lay on boards the general injunction to open half-time or night schools wherever there is a genuine local demand for them. It seems probable that special curricula will have to be devised for them ; but this will be a matter for consideration by the Education department when the schools come into being. His Honour concurs in the view of the Committee that there should be no scale of fees, and no age-limits, in such schools, and that half-timers should not be admitted into the regular primary schools.

3. *Schools for special castes or trades.*—As above noted, while maintaining the theory that the public schools are open to any willing boy, without distinction of caste or creed, it has to be recognised that particular difficulties attend the education of special classes of the community. Where those difficulties are due to the exclusive characteristics of any section of the community, the remedy lies in private enterprise, which the boards will no doubt be ready to help, under the ordinary conditions of their grant-in-aid system. But the trouble more frequently arises from the aversion of the other castes to intercourse even in schools ; the typical case of course is the education of the classes generically described as "untouchables." There have recently been gratifying signs of desire for education among castes who have hitherto been condemned to menial or even predatory habits, such as the *Doms* of Benares ; and it is the clear duty of the Government and the boards to support any such awakenings. His Honour agrees therefore with the Committee that teachers should be instructed to encourage the attendance of boys of the depressed classes, and to obtain decent treatment for them ; and he trusts that the benevolent intentions of liberal Hindu thought will be translated more and more, as time goes on, into practical help and persuasion towards this object. Meanwhile, he accepts the recommendation of a majority of the Committee that, in places where a particular section or group, e.g. of the depressed classes.

below the regular standard, the board should start a special school under a suitable master. More than this it seems impracticable to prescribe at present, though the grant-in-aid rules should be freely utilized to assist schools of this particular type that may be started either by the community itself, or by any outside organization which is at work for its elevation.

4. *Special Muhammadan schools.*—The general scheme for the extension of primary education outlined in these resolutions embraces a number of safeguards for the interests of the Muhammadan community. Facilities will be given for a proper infusion of Muhammadans among the teachers and the inspecting staff. The boards are being asked to insist that Muhammadan boys are freely admitted and properly treated in schools where Hindus predominate. It will also be a rule that efficient teaching in the Persian script and in the Urdu supplementary reader is afforded in every board's school to any boy who asks for it. But these injunctions cannot in themselves be expected to supply that special stimulus which the backward condition of Muhammadan education admittedly demands. Further measures are called for, both by the undertakings of the Government in the past, and by the steady decline, up at least to 1912, in the proportion of Muhammadan boys who are receiving primary education. The special recommendations in favour of Muhammadans which were made by the Education Commission of 1882-3 were not followed by any definite change of policy in these provinces, where Islam used to be regarded, from a purely statistical standpoint, as holding its own in the public schools and colleges. It still maintains a strong position in the more advanced stages ; but in the primary schools, whatever may be the cause, the advance has been slow as compared with that of Hindus, and the committee presided over by Mr. Karamat Husain, adduced figures which show a large and disturbing decline, over the last 18 years, in the proportion of Muhammadans to the total number of primary pupils. It would serve no useful purpose to consider the reasons for this retrogression. Whatever they may be, the Government is pledged to do all that is in its power to check the decline. As a first step in this direction, therefore, His Honour has decided that, in any town or village where a sufficient number of Muhammadan parents come forward to guarantee an attendance of at least 20 boys, and whether there is an ordinary primary school already in existence or not, the district board shall start a special Islamia school and provide it with a qualified Muhammadan teacher. The school will be started on a temporary basis, and its retention will depend on the efforts of the guarantors and the teacher to maintain and increase the number of pupils. Its status at first might conveniently be that of a branch of an existing primary school, if there is one near enough : but the aim should be to raise it, as quickly as possible, to the position of a full primary school, staffed throughout by Muhammadan masters. The ordinary curriculum will be taught, the instruction being wholly in Urdu : and proper facilities will be given for religious teaching in the school-building outside the regular school-hours. This appears to Sir James Meston to be as far as it is fitting to go when the whole cost is drawn from public funds. If the Muhammadans of any locality desire a more definitely sectarian type of instruction, their natural course would be to establish a *maktab*, which would qualify for obtaining a grant-in-aid under the ordinary rules. In a later resolution reference will be made to the fees which should be charged at these new Islamia primary schools. It is hoped that their establishment will furnish a liberal and suitable agency by which the Muhammadan public can co-operate with the Government in the rapid spread of sound education in their community.

RESOLUTION NO. V.—SCHOOL-BUILDINGS AND HYGIENE.

1. The problems of school hygiene were considered in all their more important aspects, by the committee which sat in Naini Tal in June and July 1913, under the presidency of Colonel Young, I.M.S. The Lieutenant-Governor desires to take this opportunity to acknowledge the thorough and, on the whole, eminently practical manner in which the Committee dealt with the matters on which its advice was asked. The report, convincing and unanimous, is a lucid record of ideals which may not all be possible of early attainment, but which are unquestionably essential to a sound system of education. The Government is specially indebted to Colonel Young for the labour which he has devoted to this work, and for the success with which he has brought diverse opinions into accord,

and reduced expert wisdom to practical formulae. The recommendations of the Committee cover a wide range, and it is unnecessary in this resolution to discuss all the numerous points of detail involved. These will later form the subject of separate orders to be incorporated in the departmental codes and manuals. Here it will be sufficient to indicate the general principles which the Government desires to see observed.

2. *Primary school-buildings*.—Amendments in the present standard plan of primary schools were discussed both by the Committee on Primary Education and by the Committee on School Hygiene. The matter will be worked out in consultation with the Public Works department, and a new type, or a set of differing types for different parts of the province, will shortly be prescribed. The main desiderata in construction appear to be—

- (a) that the building should be capable of extension ; accommodation being provided in the first instance for 90 boys, and afterwards being doubled if necessary ;
- (b) that the rooms should be of square shape, placed end to end in a line, and connecting with each other through a wide verandah in which the junior classes can be seated ;
- (c) that each room should have a floor area of 360 square feet, and a height of 15 feet ; and
- (d) that the type, though it need not be uniform, should be durable in design, so as to obviate the wasteful cost of repairs on flimsy erections.

Subject to these main principles, the detailed recommendations of the Committee on Hygiene in regard to site, drainage, lighting, ventilation, orientation, and equipment, are accepted by the Government. It may not be possible to give effect to them all in every school, but good reason should be shown in each case for departing from them. Quarters for a resident teacher should be provided : and a compound (both for the sake of privacy and for the practice of physical exercises), with some form of enclosure, is desirable. It is also desirable that, if feasible, ground enough for a school garden should be attached to the building ; but for rural schools a formal play-ground is unnecessary. The building materials to be employed, the form of roof, and all architectural details, must be matters for elastic treatment. Much will depend on the experience of the particular area, as to durability, fitness for the climate, economy of maintenance, &c. The chief consideration is the health and comfort of the children and their teachers ; and to this essential all other considerations may well be subordinated within reasonable limits of expense, initial and recurring. The water-supply and sanitary arrangements which the Committee on Hygiene advise may not always be found feasible ; but simple latrine accommodation and the services of a sweeper should be insisted upon in connection with every permanent school. The teacher or head master must be made to understand unmistakably that he is personally responsible for the sanitary condition of the whole building, and its surroundings, latrines, &c. Cleanliness and order in such matters are a powerful unseen influence in the proper training of the child.

3. While the foregoing remarks describe the general lines to be followed in the erection of new schools, they are not to be taken as implying that existing school-buildings should necessarily be replaced by buildings conforming to the standard plans. Their funds will not allow boards to reconstruct the present schools, when all their available resources will be absorbed in the work of extension ; but the replacement of insanitary or otherwise unsuitable buildings should be gradually carried through as opportunity offers. Nor should the new standard plans be treated as governing any but full primary schools with an assured attendance and in a permanent location. There are several classes of schools for which they would be inappropriate and possibly wasteful. In the first place, it had to be recognized that the programme of expansion on which boards will now embark must be in some respects tentative. It may frequently be necessary, after a school has been started in one village, to move it to another. Or the guaranteed attendance may be purely provisional, and the board may decide to close the school unless it secures a certain number of pupils in a given time. In all such

below the regular standard, the board should start a special school under a suitable master. More than this it seems impracticable to prescribe at present, though the grant-in-aid rules should be freely utilized to assist schools of this particular type that may be started either by the community itself, or by any outside organization which is at work for its elevation.

4. *Special Muhammadan schools.*—The general scheme for the extension of primary education outlined in these resolutions embraces a number of safeguards for the interests of the Muhammadan community. Facilities will be given for a proper infusion of Muhammadans among the teachers and the inspecting staff. The boards are being asked to insist that Muhammadan boys are freely admitted and properly treated in schools where Hindus predominate. It will also be a rule that efficient teaching in the Persian script and in the Urdu supplementary reader is afforded in every board's school to any boy who asks for it. But these injunctions cannot in themselves be expected to supply that special stimulus which the backward condition of Muhammadan education admittedly demands. Further measures are called for, both by the undertakings of the Government in the past, and by the steady decline, up at least to 1912, in the proportion of Muhammadan boys who are receiving primary education. The special recommendations in favour of Muhammadans which were made by the Education Commission of 1882-3 were not followed by any definite change of policy in these provinces, where Islam used to be regarded, from a purely statistical standpoint, as holding its own in the public schools and colleges. It still maintains a strong position in the more advanced stages ; but in the primary schools, whatever may be the cause, the advance has been slow as compared with that of Hindus, and the committee presided over by Mr. Karamat Husain, adduced figures which show a large and disturbing decline, over the last 18 years, in the proportion of Muhammadans to the total number of primary pupils. It would serve no useful purpose to consider the reasons for this retrogression. Whatever they may be, the Government is pledged to do all that is in its power to check the decline. As a first step in this direction, therefore, His Honour has decided that, in any town or village where a sufficient number of Muhammadan parents come forward to guarantee an attendance of at least 20 boys, and whether there is an ordinary primary school already in existence or not, the district board shall start a special Islamia school and provide it with a qualified Muhammadan teacher. The school will be started on a temporary basis, and its retention will depend on the efforts of the guarantors and the teacher to maintain and increase the number of pupils. Its status at first might conveniently be that of a branch of an existing primary school, if there is one near enough : but the aim should be to raise it, as quickly as possible, to the position of a full primary school, staffed throughout by Muhammadan masters. The ordinary curriculum will be taught, the instruction being wholly in Urdu : and proper facilities will be given for religious teaching in the school-building outside the regular school-hours. This appears to Sir James Meston to be as far as it is fitting to go when the whole cost is drawn from public funds. If the Muhammadans of any locality desire a more definitely sectarian type of instruction, their natural course would be to establish a *maktab*, which would qualify for obtaining a grant-in-aid under the ordinary rules. In a later resolution reference will be made to the fees which should be charged at these new Islamia primary schools. It is hoped that their establishment will furnish a liberal and suitable agency by which the Muhammadan public can co-operate with the Government in the rapid spread of sound education in their community.

RESOLUTION NO. V.—SCHOOL-BUILDINGS AND HYGIENE.

1. The problems of school hygiene were considered in all their more important aspects, by the committee which sat in Naini Tal in June and July 1913, under the presidency of Colonel Young, I.M.S. The Lieutenant-Governor desires to take this opportunity to acknowledge the thorough and, on the whole, eminently practical manner in which the Committee dealt with the matters on which its advice was asked. The report, convincing and unanimous, is a lucid record of ideals which may not all be possible of early attainment, but which are unquestionably essential to a sound system of education. The Government is specially indebted to Colonel Young for the labour which he has devoted to this work, and for the success with which he has brought diverse opinions into accord,

and reduced expert wisdom to practical formulae. The recommendations of the Committee cover a wide range, and it is unnecessary in this resolution to discuss all the numerous points of detail involved. These will later form the subject of separate orders to be incorporated in the departmental codes and manuals. Here it will be sufficient to indicate the general principles which the Government desires to see observed.

2. *Primary school-buildings*.—Amendments in the present standard plan of primary schools were discussed both by the Committee on Primary Education and by the Committee on School Hygiene. The matter will be worked out in consultation with the Public Works department, and a new type, or a set of differing types for different parts of the province, will shortly be prescribed. The main desiderata in construction appear to be—

- (a) that the building should be capable of extension ; accommodation being provided in the first instance for 90 boys, and afterwards being doubled if necessary ;
- (b) that the rooms should be of square shape, placed end to end in a line, and connecting with each other through a wide verandah in which the junior classes can be seated ;
- (c) that each room should have a floor area of 360 square feet, and a height of 15 feet ; and
- (d) that the type, though it need not be uniform, should be durable in design, so as to obviate the wasteful cost of repairs on flimsy erections.

Subject to these main principles, the detailed recommendations of the Committee on Hygiene in regard to site, drainage, lighting, ventilation, orientation, and equipment, are accepted by the Government. It may not be possible to give effect to them all in every school, but good reason should be shown in each case for departing from them. Quarters for a resident teacher should be provided : and a compound (both for the sake of privacy and for the practice of physical exercises), with some form of enclosure, is desirable. It is also desirable that, if feasible, ground enough for a school garden should be attached to the building ; but for rural schools a formal play-ground is unnecessary. The building materials to be employed, the form of roof, and all architectural details, must be matters for elastic treatment. Much will depend on the experience of the particular area, as to durability, fitness for the climate, economy of maintenance, &c. The chief consideration is the health and comfort of the children and their teachers ; and to this essential all other considerations may well be subordinated within reasonable limits of expense, initial and recurring. The water-supply and sanitary arrangements which the Committee on Hygiene advise may not always be found feasible ; but simple latrine accommodation and the services of a sweeper should be insisted upon in connection with every permanent school. The teacher or head master must be made to understand unmistakeably that he is personally responsible for the sanitary condition of the whole building, and its surroundings, latrines, &c. Cleanliness and order in such matters are a powerful unseen influence in the proper training of the child.

3. While the foregoing remarks describe the general lines to be followed in the erection of new schools, they are not to be taken as implying that existing school-buildings should necessarily be replaced by buildings conforming to the standard plans. Their funds will not allow boards to reconstruct the present schools, when all their available resources will be absorbed in the work of extension ; but the replacement of insanitary or otherwise unsuitable buildings should be gradually carried through as opportunity offers. Nor should the new standard plans be treated as governing any but full primary schools with an assured attendance and in a permanent location. There are several classes of schools for which they would be inappropriate and possibly wasteful. In the first place, it had to be recognized that the programme of expansion on which boards will now embark must be in some respects tentative. It may frequently be necessary, after a school has been started in one village, to move it to another. Or the guaranteed

cases, wherever the prudent course is to await events before sinking money in permanent buildings, a school-house should be borrowed or hired if possible, or a temporary erection run up. In the second place schools which fall short of the full primary status should not as a rule be located in expensive buildings; and the same is true of branch schools which teach only the preparatory classes. It should usually be possible to obtain the use of a *chāupal* or similar buildings, either free or for a small rent: failing this, the cheapest and simplest form of structure should suffice. Thirdly, the special Islamia schools cannot in all cases be regarded as permanencies, until there is a definite assurance of the co-operation of the local Muhammadans with the Government in this new endeavour to cater for their needs. For these schools, at the outset at least, it may be well to provide temporary accommodation, converting it into buildings of the standard types as the success of the experiment declares itself. In all these contingencies, where hiring or borrowing is impracticable, it will be the duty of the board concerned to design such an inexpensive form of structure as it finds best suited to the climate and local conditions. A simple, open shed, with a floor space of 10 square feet per scholar, will often be all that is required, especially if it can be placed in the neighbourhood of a few shady trees. Should anything more elaborate be necessary, His Honour desires to commend to the consideration of boards the type of temporary school-room which has been used in the construction of the new *Gurukul* at Brindaban. There are no doubt, however, other models which could with advantage be studied; and no general rule on the subject is possible or desirable.

4. *School-hours and home-work.*—At the beginning of the fifth section of their report, Colonel Young's Committee have some weighty remarks on the health of school children as affected by their surroundings and their work. The improvement of school hygiene has already been noted on, and it will be the function of the Education department to see that cramming for examinations is sternly repressed. All that need be prescribed here is the scale of hours. On this subject the Committee on Primary Education has also made some observations and His Honour accepts the concurrent recommendation of both committees that the period devoted to lessons in the various classes should be as follows:—

Classes A and B.—Three hours.

„ *I* „ *II.*—Four „

„ *III* „ *IV.*—Four and a half hours; or five hours in the cold season and four hours in the hot.

It will rest with a board to decide whether its schools shall meet in the morning and sit continuously till work is over, or shall meet for shorter periods both morning and evening, or shall start at different hours according to the season of the year. It is important that the practice should be uniform within the district: but otherwise no fixed rule is necessary. The model arrangement of a working-day constituted as above is as follows, the main interval being lengthened by the board as may seem advisable, and the other intervals being so timed as to allow Muhammadan pupils leisure for their compulsory prayers. Local conditions may however render some deviations from this desirable:—

	<i>In School.</i>	<i>Interval.</i>
Classes A and B—		
	45 minutes.	10 minutes.
	45 „	40 „
	45 „	10 „
	45 „	—
Classes I and II—		
	40 minutes.	10 minutes.
	40 „	10 „
	40 „	40 „
	40 „	10 „
	40 „	10 „
	40 ..	—

(19)

Classes III and IV—	<i>In School.</i>	<i>Interval.</i>
	45 minutes.	10 minutes.
	45 "	10 "
	45 "	40 "
	45 "	10 "
	45 "	10 "
	45 "	—

Home tasks should not be necessary at all if sufficient concentration during school-hours is enforced by the teachers, and sufficient individual attention bestowed by them on the scholars. By far the preferable course, as the Committee on Primary Education observes, is to encourage boys to read at home for their own amusement, and to make free use of school libraries. Boards should arrange that lending libraries, stocked with suitable books, are attached to every full primary school, and inspecting officers must be careful to examine those libraries on their rounds and to eliminate undesirable literature.

5. *School holidays and vacations.*—In this matter it is advisable to leave considerable latitude to district boards. The broad principles that Sir James Meston desires to see observed in rural schools are—

- (a) that there should not be less than 215 full working days in the calendar year ;
- (b) that a vacation of not less than 14 or more than 21 days should be given at each of the two main harvests ; or, in the alternative, that a vacation be given for the month of June, with a few days' break at each harvest ;
- (c) that one day a week, viz. Sunday, should be observed as a close holiday ;
- (d) that a holiday be given on the King-Emperor's birthday as officially fixed for India.

Subject to these fundamental points and the observance of the religious festivals which are gazetted as holidays under the Negotiable Instruments Act all further details will be left to the boards : for example the holidays to be given after examinations, the dates and durations of these harvest vacations, &c. Each board should revise the list of departmental holidays given in paragraph 222 of the Educational Code, 1910, so as to suit the conditions of its district, and with due regard to the principles enunciated at (a) and (b) above. In the course of this revision it may be found possible to curtail slightly the number of Hindu holidays, and to enlarge slightly that of Muhammadan holidays.

6. *Teaching of hygiene.*—His Honour has no hesitation in accepting the view of Colonel Young and his colleagues that for hygiene, as a separate subject, room cannot possibly be made in the primary curriculum ; though there can be no objection, subject to what has been said in resolution III, to simple lessons on cleanliness, &c., being introduced into the primers. The real desideratum, however, is to instil the principles of true hygiene into teachers at the normal schools and training classes, and to impress them with the duty of passing on what they know to their pupils by the channel of daily precept, admonition, and example. As Colonel Young's Committee most truly say :—

“The provision of hygienic surroundings in schools is of the highest importance in the teaching of the elements of hygiene. It is of little use to teach dogmatically the advantages of clean and wholesome surroundings where such are not provided. The impressions of childhood are deep and lasting, and it is necessary therefore that they should be in all respects sound. Neatness, tidiness, cleanliness, freshness of atmosphere, punctuality, and orderliness in school, leave impressions on scholars which are likely to have lasting effects in their after-life. The hygienic conditions of the schools should, therefore, in all cases, be of a vastly higher standard than those to which the scholar is accustomed in his own home. Teachers also must show to their pupils that they practise what they preach, and that they themselves are tidy and clean in their person and their clothing, punctual and orderly in their work, and of good moral character. They should in their own lives carry out the precepts of hygiene which they themselves have been taught.”

It is impossible to improve on these observations : and it is only in this way that children can be stimulated to some interest in matters to which unfortunately their home-life too often makes them callous and indifferent.

7. *Personal hygiene of pupils.*—In the absence of hostels, which will very rarely indeed be attached to boards' primary schools, there is comparatively little that can be done by rules in the matter of personal hygiene. Colonel Young's Committee, in section VII of their report, have dealt with a number of points regarding the prohibition of smoking and other evils. It is unnecessary to enumerate these points, which may be more fittingly dealt with in departmental orders; but except in regard to the question of married students, concerning which no orders are possible, and the provision of swimming-baths, which in the case of primary schools would be neither politic nor financially possible, His Honour entirely concurs in the views of the Committee. For the rest, the inspecting staff must urge upon all teachers the duty of encouraging their pupils in habits of personal cleanliness, and of persuading their parents to withdraw them from school in the event of their suffering from infectious illness. The Local Government has had for some time under consideration the institution of a service of district sanitary officers, and should it succeed in establishing such a service, the regular medical examination of primary school children recommended by the Committee will be arranged for. In the meantime, the head master of every full primary school should be entrusted with the discretion of closing his school, or any branch of it, if an outbreak of serious epidemic disease occurs. He should also, unless specially debarred by the board, have authority to exclude from school any boy whom he considers to be suffering from leprosy, ophthalmia, open tuberculosis, small-pox or other zymotic disease. All action which he takes in these matters should be promptly reported by him to the deputy inspector, and to the school committee, if there is one.

RESOLUTION NO. VI.—AIDED AND INDIGENOUS SCHOOLS.

1. From some of the press comments on the report of the Committee on Primary Education, and on the recent educational policy of the Government, it would appear that in certain quarters the idea prevails that the Government is adverse to private enterprise in education, and wishes to bring all varieties of primary teaching under direct and rigid control. Nothing could be further from the truth. The Government cannot divest itself of its ultimate responsibility for ensuring that only true and sound instruction is given to the young ; but neither can it possibly undertake the whole work through itself or through local bodies. It therefore welcomes all whole-hearted allies in the campaign against ignorance and for the spread of truth. But on this point some plain speaking is necessary. The Government does not desire the assistance of persons or associations who are prepared to go with it just so far as and no further than suits some private or sectarian purpose. In the second place, in this as in other spheres of Governmental policy, consistency is desirable. The Government cannot, when it comes to deal with private schools, throw over the principle, to which it has given its adherence in the case of its own schools, that teaching which does not bring a boy up to, or put him in the way of reaching the full primary standard is, as a rule, useless and wasteful. It endows the boy with nothing that he remembers, or that develops his intelligence or helps him in his daily toil. There can therefore be no justification for assisting such teaching in a private school, while refusing to pay for it in a board school. And, thirdly, it is necessary again to emphasize the fact that the Government cannot pay for religious teaching as such ; it puts no obstacles in its way ; but the proper expenditure of public funds does not extend beyond secular instruction. Subject to these three cautions, the Government cordially accepts the principle of aiding schools of a primary character which—

- (a) serve some purpose that would not equally well be served by a board school ; or
- (b) provide education which the limits of the board's resources do not allow it to finance fully.

As the Committee have clearly shown, in this matter the existing rules give boards no guiding principles. The rigid attendance grants which they prescribe are in many ways unsuitable ; and incidentally it may be noted, similar difficulties attend the capitation grant, suggested by the two Muhammadan committees. In

(21)

place of the present rules Mr. Justice Piggott's Committee laid down certain lines of policy, and with these His Honour is in general accord, though there are a few minor points in their recommendations that do not seem to him advisable. That policy may be conveniently considered under the two heads of (1) ordinary private schools, and (2) special schools, which correspond roughly with the terms "aided" and "indigenous" schools. The latter class has several obvious sub-divisions.

2. *Ordinary private schools*—From this class must be excluded what is for brevity styled the "venture" school. A "venture" school, though not admitting of any very precise definition, in general takes the form of a school started by a teacher as a speculation, or by some individual or family who has children to be taught, and employs a master on nominal pay with liberty to eke out his income by taking other pupils. The resources of a school of this type are almost always restricted to the fees, and whatever grants-in-aid the local board can be cajoled to pay. The Committee thought that there might still be a place for these schools in a few advanced districts; but the better course, in His Honour's opinion, will be to eliminate them altogether from the educational system: the State cannot afford to risk its limited resources on experiments which are intrinsically unstable; and schools which exist for the sake not of instruction but of gain, can serve no useful purpose in the scheme of national education. There may be found, it is true, an occasional private school belonging to a single person, who is a thoroughly competent teacher and makes the school his career; but the case must be very exceptional and can be dealt with under a special provision to which reference will be made later. For the purposes of this resolution therefore the ordinary private school may be treated as a school started for secular education and guaranteed by a responsible group or committee, such as the representatives of a particular creed or religious organisation, or the *panchayat* of a caste or of a town area, or a co-operative society, &c. These schools may be opened for a variety of reasons—insufficiency of accommodation in boards' schools, provision for special castes or families who do not wish to attend the regular public schools, a desire to teach subjects which are outside the ordinary curriculum, or the like. Be their origin however what it may, they can all without unfairness be dealt with on the same lines. The qualifications for a grant-in-aid in all cases will accordingly be—

- (a) that the school has a definite local basis and is controlled by a manager or committee of management approved by the board and capable of guaranteeing a reasonable scale of expenditure;
- (b) that, in the case of a full primary school, it teaches the regular curriculum, subject to any minor modification which the board, with the concurrence of the divisional inspector, may approve;
- (c) that, in the case of a preparatory school, it is affiliated to one of the board's existing primary schools, and passes a reasonable proportion of its pupils into the latter. (This condition will of course be withdrawn if the management arrange to raise the school itself to the full primary status);
- (d) that the average attendance and the scale of fees be such as the board approve in each case;
- (e) that the number and the qualifications of the teacher do not fall short of the minimum required in the case of the board's own schools;
- (f) that suitable accommodation, books, and equipment be provided to the satisfaction of the inspecting officer;
- (g) that current accounts and prescribed registers be kept up;
- (h) that the accounts and registers, and the school itself, be open to inspection under the orders of the board or of the Director of Public Instruction;
- (i) that the Director of Public Instruction's inter-school rules be observed; and
- (j) that only secular subjects are taught during school hours.

The main precautions underlying these conditions are that the school should meet a stable local demand, that the teaching should be efficient, and that the school should not become simply a cheaper rival of the board's own schools.

From these points of view, the board should see to it, under condition (b), that the ordinary curriculum is not varied without good and sufficient cause. The essential is that it should provide at least as good an elementary knowledge of the "three R's" as the public school course; whence it follows that the teaching of English should be discouraged save in the most exceptional cases, for it could hardly ever be introduced into children's classes without displacing some integral part of the proper primary course. Similarly, the board should make sure, under condition (d), that skeleton classes are not maintained for the sake of the grant, and that boys whose parents can afford to pay are not drawn away from its own schools by the bait of nominal fees or no fees at all.

If a private school fulfils the above conditions, the board will be at liberty, if it has the funds, to make a grant-in-aid, as advised by the Committee, up to a maximum of one-half of the total salaries of the masters employed, calculated either on the salaries actually paid, or on the salaries which would be paid if the teachers were employed in boards' schools, whichever of the two may be less. The grant should be renewable annually, on the receipt of satisfactory reports by the board's regular inspecting officer. In addition, the board may give an equipment or repair grant as in the present rule, i.e. not exceeding Rs. 50 in any one year for a full primary school or Rs. 30 for a branch or preparatory school.

3. *Maktab*s.—By far the most important and numerous of the special schools which form the second category for consideration in this resolution are the *maktab*s. The Aligarh Committee, with whom, on practical grounds, His Honour is obliged to agree, consider that the *Qorans* schools, which give a purely theological training, need find no place in the system of elementary education. But it is wholly different with *maktab*s, which though based on religious teaching and often neglectful of arithmetic, grammar, and geography, yet combine a certain amount of secular with their religious instruction. By tradition and ancient usage they have a special claim to veneration in all Islamic countries, and considerable numbers of Muhammadans still regard them as the only true gateway to general education. As Mr. Karamat Husain's Committee explain, they are wanted for two reasons; on the one hand for the sake of the religious and moral instruction which they give; on the other, for the provision of primary education to those who do not go to board schools either through want of accommodation or from the absence of religious teaching. This is practically the view which was accepted by the Education Committee of 1882-3, when they recommended that for the wider utility of *maktab*s, they should be liberally encouraged to add purely secular subjects to their curriculum. Whatever encouragement was given in response to this advice, seems to have been singularly ineffective; and the marked decay of *maktab*s, with the characteristic form of culture which they instilled, was a subject for lamentation in the last quinquennial report on education. Doubts have been expressed whether it is possible to revive their usefulness by a conscious effort at reversion to an antiquated type: but the orthodox Muhammadan community clearly attaches more than a sentimental importance to a fresh endeavour to vitalize the *maktab* and to give it a recognized place in the primary system. The Committee has lent its support to this claim; and Sir James Meston feels that it demands the full sympathy of the Government. In accord then with the broad lines indicated by the two Muhammadan committees, the following is the policy which His Honour has decided to pursue in this matter:—

- (a) A provincial *maktab* committee of Muhammadan gentlemen, not exceeding 11 in number, will be appointed by the Director of Public Instruction. It will comprise both maulvis and laymen, and representatives of both the Shiah and the Sunni communities. The president of the committee will be a Muhammadan inspector of schools, or other officer of tried educational experience to be nominated by the Director of Public Instruction.
- (b) The provincial committee will be a consultative body, whose opinion will be obtained by the Educational department on any substantial change in the curriculum or methods of management; and who will be expected to advise the department and the Government on any matter affecting the interests or promoting the extension of primary education for Muhammadans.

(23)

- (c) A *maktab* text-book committee will be formed, consisting of nine persons; four to be nominated by the provincial *maktab* committee, and the others (including the chairman) by the Director of Public Instruction.
- (d) In each district a district *maktab* committee will be formed. The district board may nominate five Muhammadan gentlemen for the purpose, or may arrange to have them elected by the Muhammadan voters on the board's electoral roll. The Collector will nominate a Muhammadan official as chairman, and may add any other officials to the Committee if so desired by the non-official members.
- (e) The duty of the district *maktab* committee will be to make a census of existing *maktabs* and bring them to the notice of the district board and inspecting officers; to encourage the establishment and proper equipment of *maktabs*; to arrange for the selection and training of maulvis; and to advise the district board on any matters affecting *maktab* education.
- (f) The text-book committee referred to in (c) above will select or prepare a series of readers, for the approval of the Director of Public Instruction for use in *maktabs*. They should be so arranged as to lead up to the Urdu course of the vernacular middle schools, and the lessons should be so framed as to give offence neither to Shiah nor to Sunnis.
- (g) If a *maktab* desires a grant-in-aid, it must teach a definite secular curriculum to be prescribed by the Director of Public Instruction in consultation with the provincial *maktab* committee. The curriculum should include the "three R's" in Urdu, with some elementary geography and Persian in the higher classes.
- (h) If a *maktab* teaching the prescribed curriculum is vouched by the special inspecting agency (which will be described later) to be working efficiently, the district board may make it a grant-in-aid not exceeding three-fourths of the salaries of its secular teachers. If the same masters teach both religious and secular subjects, the cost of the latter may be calculated roughly in proportion to the time occupied in teaching them. The district board may also make to the funds of a *maktab* a grant of such amount as they consider suitable for every boy whom it passes into class III or IV of one of the board's own primary schools, after not less than two years' instruction at the *maktab*.
- (i) If a definite demand for it is apparent, the Government will establish a special normal school for the secular training of teachers for *maktabs*. The conditions of entrance, stipends, and curriculum will be settled, when the time comes, in consultation with the provincial *maktab* committee.

It is the earnest hope of Sir James Meston that the arrangements thus outlined will enable a definite step to be taken in re-habilitating, on a thoroughly useful basis, a form of instruction which enjoys the confidence and the affection of a large number of the Muhammadan community.

4. *Pathshalas*.—The word *pathshala* is a generic expression for a wide variety of academic types, varying in status from a high school to a hedge school, but it is only the elementary type of *pathshala* with which the present resolution is concerned. This ancient form of Hindu institution, though commonly regarded as the counterpart of the Muhammadan *maktab*, has comparatively little in common with it. The religious teaching has more of a literary than a dogmatic character, and it does not play so large a part in the *pathshala* as Islamic theology does in the *maktab*. In place of it, more time is given to special subjects, sometimes of a commercial tendency, such as book-keeping and *mahajani* correspondence. The instruction is in Hindi, and a little Sanskrit is usually taught; there is no pretence to follow the curriculum of the ordinary board school. In the case of *pathshalas* of this normal type, there is no need for either central or district organization. All that is necessary is that boards should have a discretion

to make grants-in-aid to *pathshalas* where genuine instruction in the Hindu religion is part of the programme, on the same general lines as in the case of *maktabs*. The readers, however, should be those prescribed for the ordinary primary board schools; and the standard in arithmetic, though the method of teaching may be different, should be at least as high as in the board school curriculum. The grants will be subject to annual certificates of reasonable efficiency from the ordinary inspecting staff. It must again be understood that these orders refer to *pathshalas* of a purely elementary type, and not to schools of Sanscritic learning, for which special provisions as to inspections and assistance will shortly be promulgated.

5. *Schools for depressed classes*.—Provision has already been made for the establishment of a board school, on application and on certain conditions for boys of any caste or trade which cannot without special difficulty be accommodated in the ordinary public school. It need not however be anticipated that much use will be made of these facilities, in the case of "untouchables," who are not yet accustomed to combining for such a purpose. Education for these classes appears more likely, for some time to come, to be the care of philanthropic or missionary agencies. Government, however, should assuredly take its part in the work; and accordingly in future private schools started for members of the depressed classes and teaching the regular primary curriculum will be qualified for grants-in-aid from the boards, on a certificate of efficiency from the regular inspecting staff. The amount of the grant will be subject to the same limits as in the case of *maktabs*; except that there will be no system of grants for boys passed into a board's primary school. If after an existence of three years a school fails to give instruction above the standard of class II, the annual grant should cease.

6. *General*.—There remain for consideration a few matters of a miscellaneous nature:—

(a) In all cases of grants based on the salaries of the masters employed in an aided school, the inspecting officer should always record his opinion whether the staff is, or is not, more than is required for the efficient teaching of the school. If the staff is excessive, the grant should be reduced.

(b) A point on which the Committee touched is the encouragement of training classes attached to selected aided schools. The selection will have to be made with special care, but His Honour sees no objection to the principle, provided thoroughly competent instructors are appointed.

(c) The Committee have also referred to certain classes of schools which are not covered by the preceding orders, but which may in exceptional circumstances have claims to moderate assistance from public funds. On this subject it is not advisable to lay down any definite rules. The simpler course is to prescribe that each board should have an allotment of Rs. 500 in its annual budget for petty grants to schools which do not strictly come within the rules. Such a category might include the purely proprietary school, kept by a private individual with no guarantee behind him, but with an established *clientèle*; the school which makes a speciality of some subject outside the ordinary curriculum; and the school which combines some form of industrial training with elementary teaching. If the latter is primarily a technical school, its claim for a grant will lie against provincial revenues: but if it teaches some simple handiwork as well as the "three R's" the district board might occasionally help it. In all these cases, the only test should be whether the school is making a real contribution towards the spread of primary education. A school which, as in a case that recently came to the Lieutenant-Governor's notice, professes to teach a combination of Sanskrit and carpentry, is clearly ineligible for any form of encouragement from public funds. But other experiments of more genuine value will occasionally be found and may reasonably be encouraged.

RESOLUTION NO. VII.—GIRLS' PRIMARY SCHOOLS.

1. In no branch of education is this province more backward than in the education of girls; and the inherent difficulties of the subject have sensibly oppressed both the Local Government and the various committees which have from time to time been convened to advise upon it. The problem of extending

(25)

female education is also confused by the largely artificial nature of the discussions upon it. The appearance of a popular demand is created by the theoretical enthusiasm of many speakers and writers who support the education of women as an abstract proposition, but whose influence for promoting it within their own circles seems to be negligible. Individual workers and groups of workers have shown the most admirable earnestness in isolated localities; and there exists in consequence a small number of excellent schools as the result of their labours. But in the greater part of the field the forces hostile to advance remain dominant. These forces have been described with much truth by the Committee presided over by Mr. Justice Karamat Husain in a passage which, though written primarily about Muhammadans, is in a great measure true of Hindus as well :—

“Some of the causes which are operating to retard progress of education among Muslim girls may be summarized as follows :—

- (1) Prejudices and apathy of the masses.
- (2) No expectation of pecuniary gain in educating girls as there is in educating boys.
- (3) Long-standing Indian custom to disregard the education of women.
- (4) Strict regard for *pardah* and fear of its ultimate collapse.
- (5) Poverty.
- (6) Paucity of qualified lady teachers.
- (7) above all, the unsuitability and uselessness of the subjects taught in girls' schools.”

Although it is the clear duty of Government to remove some of these obstacles, others can yield to nothing but radical change in the social habits and susceptibilities of the people; and their enumeration in this frank and authoritative manner lends striking support to what Sir James Meston has always regarded as the only possible policy of Government.

That policy was briefly outlined in a sentence of the resolution of the 7th May 1913: “It is advisable that Government, while not shrinking from its responsibilities in promoting female education, and not hesitating to take the initiative in areas where development would be otherwise indefinitely postponed, should follow and aid private enterprise rather than embark on delicate experiments with the risk of running counter to prejudices, the extent and strength of which it is difficult to gauge.”

This course has been represented in some quarters, but with little justice, as a policy of *laissez-faire*. In order to explain what it really means, and what the Government is prepared to do with the co-operation of the local bodies, it will be convenient in the discussion of the subject to follow the same order as has been adopted for boys' education in the preceding resolutions, leaving provisions of a special nature to be dealt with in the closing sections.

2. *Constitution and location of schools.*—Under this head the first point for determination is the division of responsibility for the initiative in female education as between Government and the boards. In the past, there has been some uncertainty in the matter; and proposals are frequently received for girls' schools, either aided or under the control of a district or municipal board, to be taken over by the provincial Government as a preliminary to their improvement and development. In some cases the cost of the school has outrun the finances of its managers, but it offers a suitable opportunity for the training and practising of teachers. In other cases the school has languished under its private or local management, and the proposed transfer is merely an easy way of getting rid of it. It would be clearly unsound to treat all such proposals in the same way; and it is time to lay down some definite line of discrimination for the future. At first sight, it would appear a natural analogy that the responsibility for inaugurating and aiding female education, should be on the same footing as in the case of boys' schools; and that therefore the duty of primary instruction should rest wholly on the boards. The position, however, is somewhat different, both historically and in practice. The expansion of female education is especially tentative and difficult; girls' primary schools are often started in the hope of developing them into secondary; the primary stage with girls is in some ways comparable with the

secondary stage for boys ; moreover, it is a matter of much importance that Government should set a standard without any complications of dual control ; and for all these reasons it seems advisable that a certain number of female primary schools should continue, as at present, under provincial management. The ordinary procedure will therefore be to have one model girls' school at the head quarters of every district, and in time to have a training class attached to it. These schools will be under provincial control, and the mistresses will be pensionable and on a graded scale of pay. If the attendance justifies, a school may be split into one for Hindu and one for Muhammadan girls ; but apart from this natural bifurcation, there will not, save in a few exceptional districts, which offer special facilities for the training of teachers, be more than one model school in each district. For the rest, the duty of fostering and multiplying girls' primary schools will devolve on the boards, partly through direct control and partly through the agency of grants-in-aid.

The position then in future will be this. The Government will, for the present at least, retain ordinarily one exemplar school in each district, for the purpose of setting the standard and even more for the all-important object of keeping control over the supply of efficient teachers. The further development of female education will have to be carried out by the boards themselves with their own resources, supplemented by such assistance, for specific purposes and on defined conditions, as the provincial Government may be able to afford. The ordinary business of the board will be to help and encourage private institutions which provide efficient primary teaching, where such institutions exist or can be induced to start. Where they cannot be called into being or where they are inadequate to the local demand, the board must lead the way and open schools of its own. The guide to the location of the boards' schools will have to be largely the expressed wishes of the people themselves, and the limit to their numbers will have to be the boards' resources. It may be accepted as a general principle that if, in any town or village, a committee or group of parents come forward to provide temporary accommodation and guarantee an attendance of at least 20 girls, the board should equip the school and appoint a qualified mistress. If the school becomes an established success, a permanent building for it may be subsequently erected ; but in ordinary course the desirability of the guarantee should be tested for at least three years. The provision of funds, both for this purpose and for the liberal aiding of private schools, will be a matter for subsequent determination between the Local Government and the boards.

In its general constitution, the girls' school will be very similar to the boys' school. For convenience sake, the arrangement of classes will be the same, though the curriculum, as will be noted hereafter, will be different ; and the "primary unit" should be the ideal aimed at in every case. By this, however, no more is intended than that, where a girls' school exists, whether model or aided, it ought to be worked up to the full primary standard, and any preparatory female schools in the neighbourhood should be treated as feeders or branches of it. The process must necessarily be slower than in the case of boys' schools ; and a lower primary school should not be closed till every effort has been made to add to it classes III or IV, within a reasonable period, or to develop it into an effective feeder of a school containing such classes. But an education which stops at the lower primary course is as valueless for girls as for boys ; and nothing is to be gained by the retention of schools which, after full trial, have proved to be incapable of development. Such schools should ultimately be closed, or the grant-in-aid withdrawn from them, and the resources of the board devoted to the development of schools more favourably situated. Concentration rather than diffusion of effort may often be the better service to the cause of female education.

As in the case of boys' schools, an adequate teaching staff is indispensable. There should be one mistress for roughly every 25 girls ; and no single mistress should ordinarily be required to teach more than two classes. Small scholarships also should be awarded, on as liberal a scale as the board can afford, and as is now done in model schools, to bright girls of narrow circumstances ; the present tale of awards being increased ; and a number of new scholarships (of the value of Rs. 3 in classes I and II, and Rs. 4 in classes III and IV) being founded for girls or widows who declare their intention of taking up teaching as a career, but who would otherwise be unable to afford the necessary schooling.

(27)

3. *Provision and pay of teachers.*—From the purely educational point of view the supply of trained and reliable mistresses has always been the greatest of the difficulties that have confronted the administration. Towards its solution neither Mr. Justice Piggott's Committee nor any of its previous advisers has been able to lend the Government much assistance; and reliance must therefore continue to be placed on the existing sources of supply and endeavour made to render them more attractive than at present. Apart from the instruction given in certain mission institutions, girls' schools are dependent for trained teachers almost entirely (1) on the Lucknow normal school for teachers who have passed the middle examination, and (2) on several training classes attached to the Government's model schools for teachers whose education has ceased at the primary stage. The Committee dwell on the necessity for more normal schools, and the need for these may be at once accepted. Arrangements will shortly be made for starting a second at Bareilly, and a third will be opened at some other convenient centre as soon as the Education department is in a position to staff it efficiently. A stipend of Rs. 8 per mensem should be allowed to each woman under training, on condition that she binds herself, after passing the prescribed examination, to work as instructress of a training class or mistress of any recognized primary school for a period of three years. The number of training classes will also, as advised by the Committee, be increased as soon as qualified instructresses are available. Stipends of Rs. 6 per mensem should be given to women under training, on condition of undertaking a three years' engagement in a recognized primary school; and adequate boarding accommodation and supervision must be provided. His Honour is also in entire accord with the Committee that every encouragement should be given to aided schools to start training classes of their own on equivalent terms. If the instructress is certified by the circle inspectress to be thoroughly competent, and if at least five girls who have passed the primary examination are collected and trained with the declared intention of becoming teachers, the board should make a grant of half the cost of the salary of the instructress and the stipends of the students.

There are no other stable sources of supply which it is possible to encourage. It cannot be expected that any appreciable number of teachers for primary schools will be obtained from Anglo-Indian institutions. A few very competent ladies from outside the province are now working in certain schools; but their number also can never be large. Superannuated male teachers may in places be available as a last resort; but it is useless to overlook the general dislike that is felt to employing them save in very exceptional circumstances. The suggestion put forward by the Hon'ble Pandit Moti Lal for the establishment of homes for Hindu widows has much to commend it, and might well be taken up by private philanthropy if the homes can be located in the immediate neighbourhood of good practising schools. The present training classes are freely open to widows as well as to all other respectable women who are desirous of being trained, and it would be inadvisable to label any of them as for widows only. If, however, private charity will provide a house with proper *pardah* arrangements in connection with a good primary school, whether model, board's or aided, the Government will be prepared to take its share in the experiment; it will supply an instructress, who will also act as superintendent of the home, and it will meet the recurring costs. If any corresponding institution can be devised for Muhammadan ladies at a centre like Lucknow, Aligarh or Jaunpur, the Local Government will be glad to assist it in a similar manner, provided the students can be supplied with adequate practising material.

4. The pay of female teachers at present is erratic owing to the difficulty of supply, the variety of local conditions, and other causes. On the whole the scale is not inadequate; and it is certainly more liberal than the terms offered to male teachers of corresponding qualifications. In the case of model schools, however, it requires to be systematized. The essential points are that the pay should be (a) reasonably elastic, (b) on an incremental basis, and (c) graded with reference to qualifications rather than duties. The last is, it may be hoped, a transitory feature, but it is necessary at present and it has the advantage of stimulating candidates to take a proper course in training. On this understanding

the following scale, which is practically what the sub-committee recommend, is regarded by His Honour as a suitable standard :—

Qualifications of mistress ...	Pay.	
	Minimum.	Maximum.
	Rs.	Rs.
Anglo-Vernacular middle-passed ..	30	40
Ditto ditto and trained ...	35	50
Vernacular final-passed ..	20	30
Ditto and trained ...	25	45
Primary-passed ...	12	20
Ditto and trained ...	15	25
Uncertificated ...	10	15

A few special posts will have to be created gradually for head mistresses of the larger schools where special qualifications are required. The salaries for these may run up to Rs. 150 according to the individual needs of the school. Personal allowances may also be given, at the discretion of the Chief Inspectress, to teachers who have reached the maximum permissible on their qualifications, but deserve further advancement on their personal merits and experience.

For boards' and aided schools the same standards of pay should be worked up to as resources admit. For the head mistress of a school to which a training class is attached, a special allowance for the supervision of the latter may be given on a liberal scale in case of marked capacity. In ordinary cases the initial pay of each teacher would be fixed according to her capability and experience; but the amount should not usually be more than half-way between the admissible maximum and minimum, and it should be arranged to rise to the maximum by periodical instalments. Higher rates will of course be needed for women with higher qualifications; and these scales need not apply to the teachers of the primary sections in middle or high schools.

5. *Curriculum.*—Criticism, as above indicated, has been directed against the “unsuitability and uselessness” of the subjects taught in girls' schools. Sir James Meston has been carefully through the curriculum for 1914-15, and cannot admit that it is open to the charge, so far at least as the primary classes are concerned, of being either unsuitable or useless. The sub-committee have advised, however certain minor improvements, and these, subject to the following remarks, will be incorporated in the curriculum for future years. Briefly put, the changes to be introduced will consist in (1) the prescription of a single set of improved readers, which will be prepared with the assistance of a special text-book committee to be appointed by the Director of Public Instruction; (2) simplification of the curriculum in arithmetic up to class IV; (3) addition of cookery as an optional subject in all the primary classes; and (4) the substitution of some simple form of interesting game as an alternative to Calisthenics. (As mentioned later, the teaching of hygiene should be deferred until the middle section.) His Honour also accepts the proposal for the establishment of a lending library in each full primary school, and the compilation of a simple reader for home use, which will contain, in the words of the sub-committee, “stories from history or folk-lore, including stories from Hindu or Muhammadan sacred books, with some descriptive lessons in geography, on the manners and customs of other countries, and so forth.” With these slight alterations, the course will be as useful, suitable, and interesting as it can be made. As the teaching is from the outset in distinctive Urdu and Hindi, no controversy regarding the language to be taught is involved. This of course implies that in mixed schools there must be teachers able to teach both sets of readers with facility. The provision for religious instruction, if any, should be subject to the conditions that the regular teachers are not compelled to take part in it; that attendance, as it is not compulsory on a girl except at the request of her parent or guardian; that the teaching is given outside school-hours; and that it is so conducted as not to cause offence or inconvenience to the rest of the scholars or to the neighbours.

6. *Education for special classes.*—This question is not expected to present much difficulty in the case of girls. Although mixed schools should be encouraged as far as possible, a separate school for Muhammadans may always be opened where the numbers justify it. Half-time schools will be unnecessary: and any

special arrangements for depressed classes will usually be in the form of private schools qualifying for grants-in-aid.

7. *School-buildings.*—In the case of new schools for girls, even more so than for boys, the first stage will have to be a patient trial and proof of the reality of the demand. Model buildings for girls' schools will be expensive; and neither Government nor the boards can afford to sink capital in them until the durability of the school has been demonstrated. In its earlier years therefore a new school should be housed in a hired or borrowed building wherever available; and the provision of such accommodation is one of the most practical ways in which private gentlemen who are interested in the progress of female education can help the movement. When time has shown that the school meets a genuine need, the board can then build its own school-house. A standard plan for a girls' primary school has recently been prepared but it has still to be exposed to the test of experience, and its cost will, it is to be feared, be prohibitive in many instances. Experiment according to the needs of various localities may, however, in time evolve a variety of suitable types which can be prescribed when the number of schools largely increases. For the present all such experiments may wisely be guided by the general conditions indicated by the sub-committee. In every properly constructed girls' school the entire building should be surrounded by a *pardah* wall enclosing an open courtyard. There should be quarters for the teachers, with separate *pardah* arrangements. If a training class is attached to the school, each student in the class should have a living-room not less than 12' × 15' in size; and even in a model school without a training class the provision of some accommodation for boarders may frequently be advisable. Within the *pardah* wall, there should be adequate sanitary arrangements, and if possible a wall. Outside the courtyard there should be quarters for a *chaukidar* and for the school conveyances. To ensure proper regard for *pardah*, if the parents so require, these conveyances should be made an integral part of the school equipment. Light hand-carts or bullock-carts can be used in towns: the ordinary *doli*, elsewhere. But there is some tendency to abuse this convenience, which, though often necessary in large towns and Muhammadan centres, may sometimes be a luxury elsewhere; and a small conveyance fee for its use should be imposed except in cases of genuine poverty.

8. *Hygiene.*—The teaching of hygiene as a regular subject would be premature at the primary stage. It can appropriately be taken up, along with home nursing, in the middle section. For small girls, it will possibly be enough to inculcate cleanliness and daintiness in their cookery classes, and to encourage a pride in the neatness of their personal appearance. So far as personal hygiene goes, the mistress can do much by example and occasional admonition; and particular stress should be laid on this part of her duties in our normal schools and training classes.

9. *School hours, home-work, and holidays.*—The Lieutenant-Governor accepts the view of the sub-committee that the standard for school-work should be three hours a day for classes A and B, and four hours for the other classes. Intervals should be largely at the discretion of the mistress; but more than two hours' continuous work should be strictly forbidden. Home-work should be restricted to the reader mentioned above, and to small tasks of a practical rather than a literary character, which may help to convince the parents of the usefulness of what their daughters are being taught. For holidays the same rules should apply as in the case of boys' schools.

10. *Aided schools.*—If female education is to advance on the lines which are most likely to secure popular success, it must depend on the agency of aided schools to a greater extent than is the case with the education of boys. It is perhaps desirable to repeat here that this policy is meant in no sense as a disclaimer of the duty of Government, itself or through its local bodies, to set the standard and, wherever local enterprise is holding back, to take the initiative. But where local effort has been at work, it is clearly better that it should be helped and stimulated than superseded by some governmental scheme. The adoption of the former course secures the co-operation of the parents, allows the school to be worked in reasonable accord with their ideas, and furnishes the most obvious means of bringing educational work into relation with the local needs. While

agreeing therefore in the main with the sub-committee, His Honour hardly thinks that the policy of aid outlined by them goes far enough. In his opinion, the position of the district board should be that, where a private school exists on a genuine local basis, it should be given any aid it requires within the limits of the regular rules for grants, and not converted into a board's school merely through a desire for improvement or symmetry. It may be possible, as the Hon'ble Pandit Moti Lal Nehru has pointed out, for a mere venture school to indicate where a previously inarticulate demand exists; in such a case, the endeavour should be made to find a local individual or group who will stand sponsor for the school and guarantee a reasonable minimum of expenditure. If this endeavour fails, the only conclusion must be that there is no true demand for the school, and that the expenditure of money upon it from public funds would not be justified. It must be clearly understood that neither Government nor district boards can be made responsible for the whole cost of primary education for girls. It is exceedingly expensive as compared with that of boys; and the demand for it is liable to greater and more whimsical fluctuations than the more solidly-based demand for male education. It follows that expenditure upon it must be more caution and tentative, and that a larger measure of private co-operation and guarantee must be insisted upon. No undertaking can therefore be given to take over every school which the waning enthusiasm of its promoters or their successors has left derelict; and applications to assume control of schools which have been started by private effort and are now in financial straits should be most carefully scrutinized.

11. The amount of the grant-in-aid which a board is by rule permitted to sanction is small, and the conditions attached to it are unduly restrictive. The Lieutenant-Governor accepts on this point the advice of the sub-committee in paragraph 10 of its report, and the rules in the District Board Manual will be amended accordingly. This will enable a board in future to make a grant up to Rs. 15 per mensem to any private girls' primary school which is certified by the regular inspecting staff to be working efficiently, and a further grant up to Rs. 10 per mensem for each additional teacher in excess of one who is employed and certified by the inspectress to be necessary. If a girls' school is established for religious teaching combined with secular subjects, the grant-in-aid may take the form prescribed in the rules for boys' *maktabs*, on the understanding that the secular education follows generally the course of the curriculum for the ordinary primary classes. All grants-in-aid must be subject to the general stipulation that the amount paid to any one school shall not exceed half the total income of the school from all sources.

12. *Visiting governesses.*—This experiment is the subject of somewhat conflicting opinions; but Sir James Meston's information is all against the chance of developing it on useful lines. To be at all efficient, a governess engaged on this class of work should be a woman of high qualifications, who would expect adequate pay and could not devote herself to more than a very limited number of pupils. If the pupils cannot afford to pay, an unjustifiable burden is thrown on the general tax-payer for the benefit of the few. If they are sufficiently well-off to meet a substantial fee, their parents should make their own arrangements and not saddle the Government or the boards with the trouble and correspondence which the experiment has in practice been found to entail. His Honour agrees with the late Rai Ganga Prasad Varma Bahadur that the system is wrong if it is meant as a luxury for the comparatively well-to-do. On the other hand, if it is reserved for the indigent, he fears that it must be condemned as all but unworkable and as unpardonably expensive. It is a matter for regret that the experiment has not answered the hope in which it was conceived: but the Lieutenant-Governor feels no alternative but to pronounce definitely against its continuance.

13. *Co-education.*—Past experiments in co-education have yielded somewhat chequered results, and opinion in the committee was divided as to the extent to which this method should be employed. The simplest and undoubtedly the most popular course would be to forbid the admission of girls into boys' schools altogether. In present conditions, however, it would be unwise to curtail any of the existing facilities for the education of girls; and His Honour therefore agrees, though with some reluctance, to the proposal, which had the support of the bulk

of the committee, that where there is no separate female school, girls may be allowed to read in a boys' school up to the age of 10. In schools for depressed classes the age may be raised to 12. Similarly, small boys may be permitted to attend a girls' school up to the age of eight. Co-education, however, must not be stimulated by any system of capitation grants, or by any departmental pressure on the masters of boys' schools to enrol girl pupils: and its results must be watched carefully. Wherever there is any suspicion of scandal, it should be stopped immediately.

RESOLUTION NO. VIII.—CONTROL AND INSPECTION.

1. In the forgoing resolutions an attempt has been made to outline the general policy of Government in the matter of primary education. It now remains to consider by what agencies this policy is to be carried out and developed. Three such agencies are clearly marked: the Education department, the local boards and the parents; representing in their different degrees the influence of control, administration and advice, respectively. The efficiency of the system of primary education will depend on the enthusiasm and the harmonious co-operation of these three agencies. The functions of the Local Government, working through the Education department, are those of general control: to see that the system is based on sound lines, to improve it with experience, to ensure the enlightened and impartial administration of the schools, to fulfil its responsibility to the tax-payer that the best possible results are being obtained for the expenditure, and to satisfy itself on all those points by adequate inspection. The functions of district and municipal boards are to administer and finance the great majority of the public primary schools in their respective areas, excluding the few model girls' schools under direct provincial control; to open fresh schools wherever an effective demand is disclosed; to encourage and, so far as funds permit, to aid private enterprise; and to work in accordance with the general directions of the Education department, and with due regard to the advice of its inspectorate. The functions of the parents (a term which may include all who are interested in education) are to spread local enthusiasm; to combine for the support of the school in which they are personally interested, and the assistance of its teacher; and to help the board and the inspectorate with their advice in local matters. If they accept those duties, it is clearly their right in return to be given a larger voice in the management of their schools than is now the case.

2. For its work of general control, it is essential that the education department should be strengthened. The rapid growth of the school-leaving examination, and the continued expansion of Anglo-Vernacular education, have added, and will continue to add, largely to the work of the inspector. His time tends in consequence to be absorbed more and more completely by secondary education, and *pari passu* his connection with, and responsibility for, vernacular education tends to be steadily reduced. This is not a state of affairs which can be contemplated with equanimity. There ought ultimately to be an extra inspector in each of the more important divisions, whose appointment will enable much greater attention to be devoted to vernacular and especially primary education and to training of teachers for it. As the staff of inspectors increases and the quality of the district staff improves, the assistant inspectors will be absorbed; the necessity of maintaining this grade of officers to relieve the inspector of the work of detailed inspection of vernacular schools will cease. The abolition of assistant inspectors will necessitate raising the status and pay of the deputy inspectors, whose work moreover will gradually grow in amount and responsibility, while their present scale of remuneration is inadequate to attract the first class men required. As regards sub-deputy inspectors the Lieutenant-Governor accepts the suggestion supported by Mr. Justice Piggott's Committee, that the number should be gradually raised so as to allow one on an average for each tahsil. Much will depend on the density of the schools: one sub-deputy may in some places manage two tahsils, while in others two or even more officers will be required in a single tahsil; but for administrative purposes the tahsil should be kept as the unit. It will probably be necessary also to improve the pay and grading of this class of officers. In large cities it is hoped that it may be possible to appoint a special sub-deputy inspector to supervise municipal primary schools and advise

the boards. For the promotion of female education, both primary and other, the appointment of an assistant to the Chief Inspectress is clearly necessary. The duties which at present devolve on the Chief Inspectress are already more than sufficient to absorb all her energies; the developments already outlined will add largely to them; whilst should she require leave, there is no one in the department with the requisite administrative training to take her place. The status of circle inspectresses, especially in their relations with the deputy inspectors, the boards, and the district staff, are unsatisfactory; and the Lieutenant-Governor accepts the recommendations of Mr. Justice Piggott's sub-committee that their pay should be raised as thoroughly qualified women are obtained, and that their number should be increased from seven to nine in the near future. It may also be found desirable to attach special instructresses to some, or in time to all, of the circles or to specific areas, whose duty it will particularly be to watch and assist in the recruitment and training of teachers. The rates of travelling allowance for several grades of the inspecting staff will have to be improved; and there may be other minor points in which reform is called for. The scheme however, although it will be pushed on without avoidable delay, is one which is not wholly within the sanctioning power of the Local Government, and funds for its complete execution will not be immediately available. It is therefore unnecessary at this stage to do more than indicate in general outline its main features, in order to assure the public that its importance is not overlooked.

3. The exceptional measures for the extension of Muhammadan education will require, over and above the strengthening of the ordinary inspecting staff and the gradual infusion into it of a stronger Muhammadan element, corresponding additions to the machinery of inspection. The following are the special provisions which the Lieutenant-Governor has decided to introduce for the encouragement of Muhammadan education :—

(a) An additional inspector will be appointed to assist and advise on the various measures now being concerted for the extension of Muhammadan education, both primary and other. He should be a Musalman gentleman of culture, and by preference a trained teacher. His duties will include membership of the provincial *maktab* committee, of the *maktab* text-book committee, and of the committees for preparing the new Urdu supplementary reader for boys' schools and for revising the Urdu course in girls' schools. He will also assist in organizing Muhammadan effort throughout the province for the establishment of Islamia schools and for qualifying private schools for grants-in-aid. For this purpose he should get into touch with existing organizations for the promotion of Muhammadan education of which at least one has recently started in the United Provinces, and should secure their co-operation with the endeavours in the same direction of the Government. The special inspector will, it need hardly be said, act under the orders of the Director of Public Instruction who will determine his relations with the ordinary inspectorate. The appointment will at first be temporary and provisional; its confirmation will depend upon the value of its results.

(b) In each inspector's division a Muhammadan deputy inspector of tried capacity, or officer of roughly corresponding status, will be placed on special duty to undertake for the districts of the division the same duties of visiting and advising on Muhammadan schools (including *maktabs*) and stimulating local effort as the extra inspector will endeavour to carry out for the province. This officer will be under the orders of the divisional inspector, who will pass on his reports to the special Muhammadan inspector, and will freely consult the latter in all matters of importance arising out of the deputy inspector's special work. Here also the posts will be, at the outset, temporary and provisional; their permanence being determined by their success or otherwise. The Lieutenant-Governor has not overlooked the objections which Mr. Justice Piggott's committee took to the appointment of special officers for the inspection of *maktabs*; but the

present scheme is less limited in its scope, and seems essential if the advance of Muhammadan education in rural areas is to be closely watched and encouraged.

4. The position of district boards in relation to primary schools has altered, as Mr. Justice Piggott's Committee observed, since the inspecting staff, which was formerly under their control, has been brought directly under the Education department. There are many authorities who fear that the change will sap the interest of boards in this all-important branch of their duties. The assumption, they urge, on which the change proceeded, viz. that a sharp line can be drawn between inspection and administration, is not sustainable; and there must inevitably be disadvantages in the dual control which results in practice. The new system, however, has not yet had two years of trial, and it is identical in principle with that in force in other provinces. The administrative aspect may be simplified by the appointment of full-time paid secretaries, who will shortly be engaged by all boards who can afford to pay for them. The deputy inspector will have authority over the clerks from the district board's office who are placed under his orders; he will, as now, have ready access to the chairman, and his correspondence with the Education department, otherwise than on matters of routine, will, as advised by the committee, pass through the chairman. The anticipated difficulties will thus be, as far as possible, eliminated; and it is hoped that the boards will be able, unhampered by any mechanical difficulties, to press forward towards the development of primary education with all the resources they can spare from the other services which they administer. If funds allowed, His Honour would be glad to see the boards provided with district supervisors, both male and female, of their own, for the purpose of regulating the internal economy of the schools, and advising on staff, buildings, scholarships, &c. The departmental inspectorate would then be left to set the standards and test the efficiency of the work. The necessity, however, for extending education is so great as to forbid rigorously any avoidable expenditure on the machinery of control; and the new system must be given a full and patient trial before money can be spent on further elaboration.

5. The funds which the new contracts will place at the disposal of boards for the furtherance of primary education will be considerable. But the demands upon them will be great, and the utmost economy will be essential. It should be possible for the boards, through the agency of the tahsil boards and by the individual attention of members within the neighbourhood of their own homes or estates, to assist materially in this direction. Sir James Meston has no belief in district education committees either for boys' schools or for girls' schools; and has noted with interest the corroboration of Mr. Justice Piggott's Committee on this point, in regard to girls' schools. The only exception for which he would provide is the attempt, by special central committees, to encourage the usefulness of the *maktabs* in a district. It may, however, be possible, if a board so desire, for the Government to nominate to its membership a gentleman with a special knowledge of, and zeal for, education. Considerable powers of inspection and advice, in due consultation with the deputy inspector, might be delegated to such a member, who would also be in a position to assist the tahsil boards in the detailed work of school administration, which must be largely left to them. In respect of girls' schools, a possible means of stimulating keenness and co-ordinating private effort is the employment of an official who may, till a better name is found, be called a district visitor. The Lieutenant-Governor has frequently met gentlemen, especially among the ranks of retired government officials—subordinate judges and deputy collectors—who have a genuine interest in female education, who understand its difficulties, and whose views and counsel would carry much weight with their communities. His Honour has little doubt that, in many districts, a gentleman of this type would be found who, in return for his travelling expenses and possibly a small honorarium, would be willing to move about among likely centres, and induce parents to combine for the establishment of schools for girls. He could point to results, advise against dangers, and keep alive the enthusiasm which, in the earlier days of a hesitating movement, is easier to arouse than to maintain. The boards will be asked to consider this suggestion among their other measures for stimulating female education.

6. Although the system of central education committees has to be condemned, the committee method is essentially suitable for bringing the influence of

parents to bear on the management of schools. In aided schools, it goes without saying that the initial control must be undertaken by some individual or group, as a condition of the grants-in-aid. But even for boards' schools it is well to have an advisory committee of parents wherever it can possibly be organized. Mr. Fremantle has suggested, with much justice, that the service of co-operative associations should be sought and utilized in this manner; and the idea deserves to be carefully worked out. The *panchayats* of town areas can also be employed in the same way; and where a sound organization for any administrative work already exists, its services as an advisory committee for any board's school in its area may often be enlisted with advantage. Otherwise an effort should be made to call committees into being *ad hoc* the different classes who appear likely to be interested in a school being invited to elect representatives to serve on the committee. The Lieutenant-Governor trusts that district officers and Commissioners will see to it that this matter is treated seriously. It may be true that school committees have not been a success in the past: and there may well be some natural scepticism about their usefulness in the future. But there is little doubt that part of the failures in the primary education system has been due to the comparative unimportance that is often attached to the views and wishes of the parents; and it must now be the definite endeavour of all concerned to work, so far as they reasonably can, with and through the parents for the improvement and extension of the schools. The school committee is the only mechanism by which this object can be secured. It will commit blunders and be ineffective at first: but, as Mr. Fremantle says in appendix H to the report of Mr. Justice Piggott's Committee, it will have to be trained in its functions: and it will have to be given a pride in its work by receiving some little consideration and deference from the board and the inspecting staff. The proper employment of the committee cannot be described better than in the following passage from a monograph by Mr. H. Sharp, C.I.E., which narrates the actual practice in the Central Provinces:—

The duties of the committees are—

- (1) to visit the school collectively at least once a month, recording their proceedings in a book, and individually at least once a week. Meetings are fairly regular and offer a useful opportunity for disposing of miscellaneous business. Individual visits, intended to ensure that masters are doing their work properly and that registers are not cooked, are very irregular (often less in number than the meetings) and very ineffective, because many of the members are illiterate and sometimes uninterested;
- (2) to secure regularity of attendance, enforce discipline, assess fees in accordance with the fee rules and check and sign the expenditure of fee receipts. The success attained as regards attendance and discipline depends on the committee's attitude towards education, which may be one of enthusiasm, toleration or hostility. The checking of fees is almost invariably well discharged, their assessment generally so but with a bias towards leniency and (but this is the exception) favouritism towards children of its own members;
- (3) to report irregularities, want of accommodation, &c., to the local boards. In practice these duties are more effectively performed by the deputy inspectors;
- (4) to grant casual leave not exceeding three days to schoolmasters, the fact being reported to the deputy inspector. The construction and repair of buildings might well be added as a fifth function, though no recognized part of the committee's work. The *personnel* (and with it the value) of these committees varies immensely; one will comprise native gentlemen of wealth, position, title and education; another (in more backward parts) will consist of unlettered yokels who can barely sign the fee register. On the whole, they performed their work well; but they require to be looked after by inspecting officers.

The members of school committees should be encouraged by the district staff, asked to attend departmental inspections, invited to prize-givings and any other school functions, and made in general to feel that their co-operation is desired and appreciated.

7. Throughout these orders attention has been devoted mainly to education in rural areas, and hence to the administrative agency of the district boards. But the Government has an equally vivid interest in the improvement of primary education in the large towns and in the efficient management of it by municipal boards. It is unnecessary, however, to lay down what is expected of municipal bodies; their duties and functions are precisely parallel, *mutatis mutandis*, to those,

of district boards. Their zeal and vigilance will, it is hoped, be at least equally strong, for it seems unfortunately true that in these provinces primary education is less efficient in municipal areas than it is in rural areas. As a stimulus to the removal of this reproach, the Government distributed a recurring grant of Rs. 80,000 a year among municipal boards last year ; and it is prepared to make further contributions of the same aggregate amount towards the carrying out in towns of the policy outlined in the preceding resolutions. In the largest cities where as many as forty or fifty primary schools are now controlled are aided by a single board, it seems very advisable to have a special superintendent of schools, who can relieve the board of the innumerable petty details of management. This officer would be entirely under the control of the board ; and if a competent man is appointed, it is hoped that the board would be prepared to delegate considerable authority to him. It is essential that he should be an officer with practical experience as an educationalist and, by preference, with a working knowledge of primary schools. The boards might find it convenient for this purpose to take men on deputation from the Education department, though the Government has no desire to insist on this if men of experience can be obtained otherwise. Adequate salaries, rising probably to Rs. 150 per mensem, will have to be paid to secure men of the proper stamp ; but if the proposal approves itself to boards, the Government would probably be willing to help them with the cost. It is earnestly hoped that, by this and other means, the standard of primary education in municipal areas will rapidly be raised, and the same fervour shown for its extension as in the rural districts.

8. There remains one other agency for assisting in the wisely balanced development of our system of primary education, viz. a Provincial Board of Education, which His Honour considers it desirable to constitute as an advisory body, for the assistance of the Local Government and the department of Education in matters of general principle which are not within the purview of the University. There are few departments of Government in which the expert is not the better of the occasional counsel of the layman ; and both the dominant importance of the subject and the widespread growth of keen interest in it make the department of Public Instruction that branch of Governmental business which should be particularly accessible to the informed criticism of the layman and to the play of enlightened public opinion. There are already in existence several committees which deal with special phases of the educational system, such as the school-leaving certificate, the selection of text-books, &c. There is also the wide sphere of influence over higher education which pertains to the Allahabad University. There are finally, the private bodies which manage and which will, it is hoped in an increasing measure, help to supervise individual schools. The functions of a provincial board may thus appear to be limited in various directions: and it is incontestable that care will be necessary to prevent them from overlapping the duties of the earlier organizations. For this purpose, it will be necessary, at the outset, that the board should be content to deal with questions which are referred to it by the Director of Public Instruction who will be the president of the board, either on his own initiative or by the desire of Government. As experience is gained, the sphere of the board's consultative functions will no doubt expand. Once the principle of a central consultative body is accepted, the development of functions will follow ; and there is reason to hope that the board will soon win for itself a definite place in our educational polity, and earn the confidence both of the Government and of the public. The membership of the board, so far as non-officials go, will be made as representative of different interests as possible, and will be announced later after the gentlemen whom it is proposed to nominate have been sounded as to their willingness to serve. The essential point in the constitution of the board is that the great bulk of the members should be persons who, either as professional, educationalists or otherwise, have such an acquaintance with educational problems as to render them qualified to express opinions of value.

RESOLUTION NO. IX—FINANCE AND GENERAL.

1. In the foregoing orders a number of points of detail, which were discussed by Mr. Justice Piggott's Committee, have advisedly been omitted, as relating to matters which will in most cases come under consideration in the course of the revision which the new scheme will involve in the Educational Code and the

District Board Manual. Among those topics will be the important subject of scholarships, to which there are some scattered allusions in the resolutions, but which will be systematized in the rules to be subsequently promulgated. In these rules provision will be made for the reservation, wherever the attendance and standard of work deserve, of a certain number of scholarships for special Muhammadan schools. In this concluding resolution therefore the discussion will be entirely confined to the question of financing the rapid expansion of primary education which it is hoped to see established.

2. *Fees.*—In certain criticisms which have come to the notice of the Lieutenant-Governor, the omission in the terms of reference to Mr. Justice Piggott's Committee, of proposals regarding compulsory or free education, has been the subject of adverse comment. In view of these criticisms it is desirable to explain that this omission was advisedly made. No such policy could be considered for this province, until it is accepted by the duly constituted authorities for India as a whole; and it must therefore remain outside the scope of the present scheme. It is however in accord with the Government of India's declared policy that the exemption of deserving pupils from fees should be extended; and in this direction the Lieutenant-Governor is of opinion that the boards may without objection go somewhat further than Mr. Justice Piggott's Committee have advised. At present the recognized fee in the primary section of boards' vernacular schools ranges from two to four annas a month, according to the class of the pupil and the locality of the school. This rule will be maintained; and also the rule that two annas is the maximum monthly fee in purely primary schools: but a supplementary injunction prescribing one-half anna as the ordinary minimum fee, is required. Exemption should be freely given to poor children; no other criterion—merit or caste or position—being admitted except the unquestionable poverty of the parents or guardians. The list of exemptions should be prepared, at such intervals as the board may direct, by the sub-deputy inspectors on the recommendation of the head masters; and the former officer should check the list in consultation, wherever feasible, with the school committees, on the occasion of their inspections. For the present, and as a general principle, the total number of exemptions should not, without special reason, exceed 25 per cent. of the average attendance; and an equitable ratio of exemptions should be reserved for impecunious Muhammadans in ordinary schools. In the new primary Islamia schools the boards may raise the limit of exemptions up to one-half of the average attendance; though it should be reduced to the ordinary 25 per cent. as the schools establish themselves in popularity. No fees should be levied in night schools, half-time schools or, for the present, in schools for depressed classes; and the Government will make no rule about fees in *maktabs*. In primary schools for girls there is apparently, in the opinion of those who know best, no prospect of any appreciable income from fees. That this should be so is a somewhat disheartening comment on the value placed upon female education; but the fact must be accepted. In the Government's own model school an effort will be made to impose an elastic scale of fees, with liberal exemptions. But in boards' schools, especially those in rural areas, no standard of fees can at present be prescribed; though the boards will of course be at liberty to impose fees in any school which they think is ready for this measure. It may be hoped that, as the value of girls' education comes home to the people, it will be possible to impose moderate fees, with exemptions only for poverty, and thus to assist in the heavy expenditure which this branch of their work will cast upon the boards.

3. *Expenditure.*—In consonance with the request of Government when convening it, Mr. Justice Piggott's Committee gave an estimate, in the appendix prepared by the Secretary, Mr. Elliott, of the number of schools necessary to bring 800,000 boys (or, say, an actual average attendance of 700,000) under primary education, and of the number of teachers required and their cost according to the scales of pay advised by the Committee. The estimate was clearly one of a comparatively distant ideal. It is not the work of a day or a year either to increase the present (1912-13) school boy attendance of under 400,000 by 75 per cent. or to procure an army of trained teachers eligible for the Committee's rates of pay. Moreover, it is within the power neither of the boards themselves nor of the Government to furnish at present the very large sum which the estimate involves. When the report came before Government, therefore, it was necessary

to approach the subject from the point of view of what the public revenues can supply at once, rather than what the scheme will ultimately demand. The problem, as thus stated, was worked out in the course of revising the district board's contracts, and the results are briefly as follows.

4. The Local Government will make itself responsible for finding either from the imperial grants for education or from its own resources the whole cost of increasing the staff of inspection and control, and improving its pay; this will cover the new scale of salaries, travelling allowances and incidental expenses of inspectors, deputy and sub-deputy inspectors. Provincial revenues will also meet the whole cost of three new normal schools and of all additional training classes maintained at boards' schools. They will also, as soon as satisfactory schemes are matured, distribute a second grant of Rs. 80,000 per annum among municipalities for primary male schools and their proper supervision. The duty of the district boards will be to finance all their own primary schools and to provide grants-in-aid and scholarships in general accordance with the principles which these resolutions have enunciated. For this purpose they will have at command under the new contracts, which the generosity of the Government of India relieving them of the charges for rural police will now enable to be introduced, a sum of roughly 11 lakhs in excess of what they budgetted in 1913-14 for primary boys' schools, or altogether 29·81 lakhs. This will provide—

3·48 lakhs for grants to aided schools and for scholarships ;

24·03 „ salaries ;

2·30 „ contingencies.

The allotments for grants-in-aid and scholarships, though there has been a re-distribution as between districts, tally in the aggregate with the sum now devoted to these purposes in the province. It has been impossible to attempt any forecast of the actual requirements under the new policy ; but any inadequacy in the contractual provision is expected to be made good from the increased fee income and from additional income secured or savings effected by the boards in other directions. The provision for contingencies is at the uniform rate of Rs. 60 for each primary unit, and is meant to include the cost of petty repairs.

5. The allotment of 24·03 lakhs for salaries requires some detailed explanation. In Mr. Elliott's note the Committee established the ideal of one "primary unit" as an average requirement in every 25 square miles of populated rural area. This average figure, as explained in the note, was corrected for individual districts with reference to their density of population, and the forwardness or backwardness of their present educational standards; and the number of schools which each board should aim at maintaining was thus determined. Since then, two further corrections have been made. The Kumaun division, for which the Committee had inadequate data, has been added to the tables; and the number of "primary units" has been recalculated in the light of the relative strength in each district of those castes among whom the ratio of literacy is pronouncedly high. It was thus estimated that, in order to give proper teaching to from 700,000 to 800,000 boys, the province will, when the time comes, require 3,842 "primary units," with the same number of head masters and 21,037 assistant teachers. The cost of this, when every teacher is duly certificated and properly paid, will be 38½ lakhs. At present however, as has been explained above, the boards cannot afford more than about 24 lakhs. Now, this sum will meet the full average cost (at the new rates of pay), as well as a provident fund donation of half an anna per rupee of salary, of 14,917 teachers, or more than 6,000 below the establishment which it is ultimately hoped to attain to. This diminished total, nevertheless, will provide a head master and two assistant teachers for each of the 3,842 "primary units," as well as 3,391 extra teachers for distribution among those units according to their size and the number of preparatory schools attached to them. This, however is still an estimate for the future, and not for the immediate present. The number of teachers now in employment is not much in excess of 12,000, on average emoluments of under Rs. 10 per mensem; and there are three reasons therefore why the full 24 lakhs cannot be spent on salaries at once:—

(a) a large body of additional teachers cannot be engaged until the existing schools have been reorganized and increased ;

- (b) the new scales of pay cannot be effective until a much larger proportion of the teachers are trained and certified—a process which many of the present men will never be able to undergo; and
- (c) even when the new scales are fully introduced, it will be several years before the average cost is reached, as the pay will be incremental.

6. In these circumstances, the Government have had to consider very carefully the utilization of such portion of 24 lakhs as cannot be immediately employed on the precise lines of the approved scheme. It has decided on this point to take a certain risk, and to advise the boards on the assumption that general revenues, whether imperial, provincial or local, will be able to supplement the boards' resources materially in the near future. They will accordingly be asked to raise their permissible cadre at once to the following extent :—

	Rs.
4,000 head masters on approximately 14 each
10,500 assistants on approximately 10 „
4,000 untrained assistants on approximately 8 „

This will allow of sufficient teaching material for over 550,000 boys, which will be an enormous improvement on the present recorded attendance of under 400,000.

Detailed suggestions regarding the carrying out of this programme will be formulated in separate letters to the boards; and every effort should be made during the ensuing cold weather to raise the school population by the necessary number. The full tale of scholars will not be secured immediately; and there will, in the current year at least, be substantial savings on the 24 lakhs provision. These, together with the large unexpended sums available from last year, should be carefully reserved for non-recurring outlay on the building and equipping of new schools.

7. In the course of this series of resolutions it has been necessary to touch on the subject of vernacular middle schools, as it is on them that local bodies are largely dependent for the supply of primary teachers. The boards will, it is hoped, be provided with 2½ lakhs from the imperial grants for the establishment of boarding houses for middle schools; but it is not anticipated that they will require special assistance in the matter of the proper staffing and equipment of the schools. Separate instructions, however, regarding this section of the educational programme will shortly issue. The only other additional burden of any moment which will fall upon the boards, so far as can be foreseen, will be a larger volume of stipends required in the future for students at normal schools and training classes. The aggregate sum payable on this account will tend to decline after a few years; and it is not likely to be more than most boards can meet from the savings which must accrue for some time on their various recurring grants.

8. The expansion of girls' primary education will, at the outset, be almost wholly a charge upon the Government. The staffing and maintenance of the model schools, the establishing and upkeep of the new normal schools, and the extra charges for control and supervision; will all be met from provincial revenues. From the same source, 1 lakh of rupees will be provided for initial expenditure, and Rs. 50,000 a year (for five years provisionally, at the outset) for recurring expenditure; these sums being distributed among boards for the financing of duly matured schemes. With this assistance from general revenues, it is anticipated that the boards will be able to make a substantial advance; and the future development of the movement will determine the extent of the permanent provision which will ultimately be assigned for it.

9. *Conclusion.*—Thus ends the outline of the scheme which has been accepted by the Local Government, in the earnest hope that it will bear fruit in a large and beneficial extension of primary education in these provinces. For the elaboration of the scheme it is indebted, as has already been acknowledged, to the judicious labours of Mr. Justice Piggott and his colleagues; and the modifications made in their proposals have been the result of its anxiety to set the Local Government and the boards the clearest and most practical standards for their concerted action. In order to make the scheme a success, to improve it from time to time at the bidding of experience, and so to remove the reproach of our

(39)

backwardness in this respect among the other provinces of India, Sir James Meston relies confidently upon the whole-hearted co-operation of the boards and the sympathetic interest and generosity of all who value the welfare of the rising generation.

ORDER.—Ordered that copies of the above resolutions be forwarded to the Director of Public Instruction and to the chairmen of district and municipal boards, United Provinces, for information and necessary action.

Ordered also that the above resolutions be published in the *United Provinces Government Gazette*.

By order of the Hon'ble the Lieutenant-Governor, United Provinces,

S. P. O'DONNELL,

Secy. to Govt., United Provinces.