

ZANZIBAR GOVERNMENT

REPORT.

OF THE

EDUCATION COMMISSION.

1920.

ZANZIBAR:
PRINTED BY THE GOVERNMENT PRINTER.

1923.

Yusufali Esmailie Jwanjee

13/3/24

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REPORT

OF THE

EDUCATION COMMISSION.

1. APPOINTMENT OF COMMISSION.

The Education Commission was appointed by His Excellency the Acting High Commissioner in June, 1920, and was constituted as follows:—

Mr. S. Rivers-Smith, O.B.E., Director of Education, President.

The Venerable Archdeacon Godfrey Dale.

The Reverend Chancellor E. F. Spanton.

Mr. R. H. Crofton.

Mr. Yusufali Esmailjee Jivanjee, President of the Indian National Association.

2. TERMS OF REFERENCE.

The terms of reference were:—

- (i) To formulate an educational policy consistent with the social and economic needs of the Protectorate as they affect the Arab, Indian and native and to submit practical recommendations under the following general heads.
- (ii) The scope, aim and limits of education having regard to the needs and interests of the country and the probable future employment open to members of the above three classes.
- (iii) How far legislation is necessary and should be employed in regard to
 - (a) compulsory attendance;
 - (b) the control of schools, including those now existing, as regards courses of instruction, efficiency of teachers, hygiene and medical inspection.
- (iv) The training and supply of teachers both scholastic and industrial.
- (v) Religious instruction.
- (vi) The provision of accommodation.
- (vii) What immediate steps can be taken to ensure that Arabs and Africans (preferably His Highness' subjects) shall have equal opportunities with Goans and Indians for employment in Government Departments.

- (viii) The report to indicate the successive steps which should be taken to arrive at the accomplishment of the recommendations of the Commission and to include an estimate of the cost both recurrent and non-recurrent for the first and succeeding years.

3. EXAMINATION OF WITNESSES.

The Commissioners examined witnesses representative of all communities and of all important interests and they desire here to record their appreciation of the willingness with which evidence was given and of the help which it has been towards the solution of the difficult problem placed before them. The Commissioners also inspected the principal private schools. To their great regret the Reverend Chancellor Spanton was unable to collaborate with them in the compilation of this report but he was present throughout the period of the examination of witnesses and he left behind a summary of his ideas which has been of great assistance.

The Commissioners are of opinion that the educational needs of Pemba require special consideration. The time at their disposal has been insufficient to enable them to investigate the conditions in that Island but they think that there should be little difficulty in arriving at a satisfactory solution of this special problem in the light of the principles hereafter formulated.

4. OPPORTUNITIES FOR EMPLOYMENT.

To formulate an educational policy consistent with the social and economic needs of the Protectorate it is necessary, in the first instance, to review the opportunities for employment. These opportunities may be classified under four main heads:—

- (i) Teaching.
- (ii) Clerical, Commercial, etc.
- (iii) Industrial.
- (iv) Agricultural.

TEACHING.

Under this head the need for trained native teachers is only limited by the educational requirements of the Protectorate.

CLERICAL, COMMERCIAL, ETC.

According to our information there is employment offering under this class for:—

Clerks with a knowledge of shorthand, typewriting, filing and indexing of correspondence, book-keeping and store-keeping.

Clerks of various kinds for the Public Health service.

For the Railway and Electricity service, clerks for meter reading, ticket collectors and railway conductors.

Tally clerks, stevedores.

Lighthouse keepers.

Police inspectors.

INDUSTRIAL.

Under this head there is need for:—

Engineer and motor mechanics.

Blacksmiths, plumbers, turners, fitters, rivetters, lathe-workers, boiler-makers, moulders.

Carpenters.

Masons.

Tailors, bootmakers.

Printers, binders and compositors.

AGRICULTURAL.

The opportunities for employment are at present largely confined to owners or prospective owners of plantations, but we anticipate that in the future there will be not only room but need for plantation overseers of a far higher type than are at present procurable. Also the existence and advantage of small holders must not be overlooked.

5. THE SCOPE OF EDUCATION.

The courses of instruction necessary to prepare the youth of Zanzibar for these various kinds of employment are in our opinion:—

- (i) Elementary;
- (ii) Primary;
- (iii)—(vi) Special courses in the science of Teaching, in Commerce and in Agriculture; and in
- (vii) Industries.

(i) ELEMENTARY COURSE.

The Elementary or Vernacular Course should extend over a period of three years. The medium of instruction in secular subjects should be Swahili or Gujarati according to nationality. The curriculum should include Reading, Writing, Arithmetic, Elementary Geography and Hygiene. Normally a boy should enter upon the Elementary Course when he has attained his seventh year but before he has reached his eighth birthday.

(ii) PRIMARY COURSE.

On passing the standard of the third year in the Elementary Course, a boy, subject to approved fitness to proceed, will be admitted to the Primary Course. This course should extend over a period of four years. The medium of instruction must at first be vernacular but English should be employed in an increasing degree, and, as soon as sufficient familiarity is acquired, entirely substituted. The syllabus should include English, Arithmetic, Geography, History, Hygiene, if possible Drawing and as regards native languages Arabic exclusively for the Arabs, Swahili exclusively for the Africans and Gujarati exclusively for the Indians.

A certificate to be known as the Primary Certificate should, as at present, be awarded for proficiency on the results of an examination held at the end of the course.

SPECIAL COURSES.

According to the foregoing programme a boy who meets with no check to promotion during the period of his Elementary and Primary Courses will obtain his Primary Certificate at the age of 14. At this stage the question arises as to what further steps, if any, should be taken to prepare him for his future career. After full consideration of all the circumstances we have come to the conclusion that secondary education in the accepted sense of that term is not at present called for but that special courses of instruction are essential if the economic needs of the Protectorate are adequately to be served.

The special courses which we propose are in:—

- (iii) Teachers' Training.
- (iv) Commerce.
- (vi) Agriculture.

(iii) TEACHERS TRAINING COURSE.

The success of the scheme of education which we formulate in this report will depend upon the creation of an efficient native teaching service. We say "creation," for hardly any trained teachers are at present available. We are, however, satisfied that for much of the needed supply local material can be laid under contribution.

The profession of teaching demands exceptional qualities of mind, character and physique. We attach special importance to physique, inasmuch as modern methods of teaching, which we hope to see introduced, demand a far greater expenditure of energy than did the older methods. Also the profession will be required to teach physical exercises and to participate in games. Therefore it must be subjected to a rigorous process of selection, only those boys being admitted to the course who have during their school career given an earnest of the qualities required. Where so much is required much must also be given. It is useless to expect that it will be possible to attract and retain the best

material available unless the profession be rated high in the matter of remuneration. As an indication of our ideas we suggest that a trained teacher is of greater potential value to the Protectorate than a trained clerk. We would also instance the improved status and remuneration recently accorded to the profession at home. The profession must also be given a measure of prestige commensurate with its importance.

We are of opinion that the Teachers Training Course should in the beginning be conducted in the Government Primary School. The course should extend over a period of three years. The curriculum should include a higher course of study in the subjects of the Primary Course, physiography and regular instruction in the science of teaching (including simple psychology) and of physical training. In the second year of the course definite practice in the art of teaching should be provided.

It would undoubtedly conduce to better results if entrants to this course could be brought under a stricter measure of discipline and routine than is possible under day-school conditions. For the present, however, we do not see our way to recommend a special boarding establishment.

To organise and conduct this course of study it is essential that a European master, trained in the science of teaching, should be engaged. It is unnecessary for us to emphasize the effect of delay.

A certificate, to be known as the Teachers' Certificate, should be awarded for proficiency at the end of the course.

(iv) COMMERCIAL COURSE.

The Commissioners are satisfied that there is room for substantial improvement in the standard of clerical service rendered in the Protectorate. The brunt of the service now falls upon the older hands and upon importations. In the junior ranks the keeping of correspondence according to modern methods is unknown, shorthand is a sealed book, the typewriting produced is frequently of the poorest quality, any attempt made to compose a commercial or official letter is usually ridiculous, a knowledge of the principles of accounting hardly exists. This condition of things which we may point out imposes quite an unnecessary burden upon the administrative side of Government and commerce, is definitely attributable to the lack of training facilities beyond the Primary Course which only provides for a certain standard of general education.

Of the extensive demand for competent clerical service there is no shadow of doubt. We therefore recommend the institution of a Commercial Course extending over a period of two, and if necessary, three years with a curriculum composed of more advanced English, Arithmetic, Commercial Geography, Typewriting, Shorthand, Precis-writing, Commercial correspondence, modern office Economics and Book-keeping.

A European master with special knowledge of commercial subjects should be engaged to organize and conduct this course.

A certificate, to be known as the Commercial Certificate, should be awarded for proficiency at the conclusion of the course.

(v)-(vi) ARAB COLLEGE AND AGRICULTURAL COURSE.

The economic structure of the Protectorate rests on agriculture. The future of agriculture, we must assume, in the main lies with the Arabs.

In face of this fact and assumption it is disquieting to learn in evidence from the Arabs themselves that many of their young men have no interest in their hereditary vocation but that their ambitions are directed towards clerical pursuits which guarantee a livelihood and some personal prestige. This tendency we can only attribute to the poor prospects which an agricultural career at present offers.

It has been publicly stated that the Government has under consideration the regeneration of the clove plantations. Before this declaration of policy we had been forced by the evidence to the conclusion that nothing short of legislation to restrict the mortgage of plantations, a substantial reduction in the duty on cloves and the supply of cheap credit facilities would avail. In any event we feel bound to state that unless a complete transformation is effected in the present prospects of the industry, it will be futile to embark upon any scheme of education having as its object the preparation of the Arab for an agricultural calling. As a basis for any proposals which we deem right to advance, we must therefore proceed on this assumption.

The establishment of an Arab College is the declared intention of the Government. Our President is strongly in favour of this project provided always that the staff is specially selected. The rest of the Commission view it not without misgivings. Those Arabs whom we heard in evidence generally favoured the idea or said they did, but none of them concealed the fact that there would be members of their community who would regard such an institution with suspicion and in any event would be unwilling to give up entire control of their children. There is thus doubt as to how far the Arabs would respond to the idea of a boarding school and upon their response its success would mainly depend. We also entertain some apprehension of moral danger. We nevertheless recognize the superiority of boarding over day-school conditions for the exercise of control, for the inculcation of discipline and for the development of character. Subject therefore to the reservations mentioned we consider that the instruction might be organized in the following way.

The building should be situated outside the town, the idea being to eliminate town influence, but for staff reasons it is desirable that it should be within easy reach of the town by motor.

Elementary and Primary Education should be provided. Instruction should also be given in the cultivation of the necessities of life and in the keeping of live stock, the objects being to avoid the danger of producing a hybrid type by giving a practical turn to the curriculum, to cultivate a taste for agriculture and to make the institution as far as possible self-supporting in the matter of food-stuffs.

The qualifications of the staff are indicated by the curriculum proposed. The strength of the staff will depend upon the number of pupils. In any event we do not consider that apart from native teachers an establishment of less than three Europeans would be sufficient to allow for tuition, for the necessary degree of supervision and for regular periods of leave.

In another section of this report we have recorded our views on the subject of fees. In the case of this school, the evidence of the Arabs was to the effect that many parents would be unable to pay fees and that Rs. 30 per month would be an outside charge.

(vi) AGRICULTURAL COURSE.

We recognize that the curriculum suggested in the foregoing section would, in some respects, constitute a better preparation than the ordinary elementary and primary courses for a definite course of instruction in agriculture. This course, we consider, should be conducted on a model farm under the administration of the Director of Agriculture. It is outside our province to suggest ways and means but we regard it as essential that during the period of the course the boys should be adequately housed, that strict discipline should be maintained and that in addition to plantation routine work practical instruction should be given in all branches of agricultural science that may be locally applicable, in stock raising and in plantation management.

It will be evident that upon the success of this institution and upon the trained faculties which the pupils carry with them into the management of estates will depend in large measure the future security and advancement of agriculture in the Protectorate.

(vii) INDUSTRIAL COURSES.

We were much impressed by the variety of opportunities for industrial employment open to various classes of the population.

A large number of the pupils will not be fitted for the teaching profession, or for commercial pursuits, or for clerkships and it is of cardinal importance that these pupils should be provided with an industrial training. The question arises, should this training be given by means of definite industrial courses or by apprenticeship to the various Government Departments. After careful consideration, and after giving due weight to the opinion expressed by those chiefly interested, we have come to the conclusion that the best way of dealing with the situation is by the creation of an Industrial School.

The trades to which, in our opinion, special attention should be given in this school are:—

Carpentry.

Metal work and forging.

Tailoring.

It is essential that at the head of this institution should be placed an European superintendent. No other supervision will ensure the necessary degree of organization, skill, force and effect. The prevalent dislike entertained by local artisans to communicate their trade secrets to potential competitors is yet another reason.

He should be a skilled carpenter and metal worker, these industries being economically most important and capable of the greatest development. It is essential that he should possess experience of the organization of an industrial or technical school.

The remaining posts can be filled, for the time being, by the appointment of local tradesmen and eventually, we hope, by the appointment of successful pupils.

For reasons which will be evident the building trade is not included in the curriculum of the proposed school. The training of native masons is nevertheless a matter of great economic importance and we suggest, as the best solution, a system of apprenticeship to the Public Works Department.

The opportunities for employment locally in the printing trade are few. The trade is, however, of great importance to the Government and for this reason we should like to see the principle of apprenticeship, which has been in force for some time in the Government Printing Press, extended with a view to ensure a regular supply of labour for that institution.

The period of apprenticeship should, with the exception noted in a later paragraph, be for five years. Apprentices should be legally bound for that period. In the first three years the apprentices should receive two hours class-room instruction, and four hours manual training, but for the last two years they should be under workshop conditions, that is to say, they should be employed on actual piece work for the Government or for the general public, while still continuing to receive technical instruction.

In the case of the metal workers it may be found more effective if the last two years of apprenticeship are spent under workshop conditions in the Railway Workshops.

Apprenticeship to the printing trade should, as in England, cover a period of seven years.

The age of apprenticeship for the majority of trades should approximate to the ages between 14 and 19. There will be a certain number of native boys who, beginning their education late, will be of an age to start industrial work on completion of the elementary course. There will be others who, being checked in promotion after starting to learn English, can be diverted to trades, but we are of opinion that completion of the Elementary Course should, as a rule, be the accepted qualification for diversion or apprenticeship to trades.

The language employed for instruction in industries should be Swahili. It is eminently desirable that the artisan class should be a Swahili-speaking class. As things are now, even a smattering of English is sufficient to enable a boy to obtain a petty clerical post, and a number of skilled artisans, trained in the Government School shops, have forsaken their trade to become tally clerks.

The wages of apprenticeship should, with the exception referred to in a later paragraph, be fixed according to the scale at present in force, that is to say, Rs. 5 per mensem rising by annual increments of Rs. 2½ per mensem, half the wages being retained and banked for each pupil. The wages may at first sight appear small but we do not consider it wise at so early a stage to relieve parents of responsibility for maintenance. The objects aimed at in the scheme of stoppages and savings bank accounts may best be described in the words of a witness who has had many years experience of the native. "After allowing for pocket money, the balance of the money he earns should be put into the Post Office Savings Bank in his name. He then learns to save, he sees money accumulating that he has earned and when he starts life he has not only the knowledge of how to save money but he has a lump sum to his credit to pay for his marriage and to set up in business. I consider that in all dealings with natives, the teaching of thrift and the avoidance of debt, is about the most important that can be given to them."

Better wages should be paid to printing apprentices in view of the standard of English required and of the longer period of apprenticeship. We recommend a minimum of Rs. 10 per mensem rising by annual increments of Rs. 5 per mensem.

A certificate, to be known as the Industrial Certificate (trade), should be awarded for proficiency at the end of the courses.

6. NATIONALITIES AND THEIR TREATMENT.

After most earnest consideration of all the facts and circumstances the Commissioners have come to the conclusion that the goal of educational effort for each of the nationalities should be for the Arab agriculture, for the Indian commerce, for the African industries. They are, however, well aware that "the differences in original nature within the same race are, except in extreme cases, many times as great as the differences between races as wholes". Therefore in furtherance of the general policy, as well as on the score of individual differences, they desire to lay special emphasis upon the need for "vocational guidance".

This important function of the educational authority will need to be exercised both positively and negatively. On the positive side it will require to test in various ways the capacity of the individual pupil and suggest to him the type of occupation for which he is best fitted. On the negative side it will deny to him the study of languages and courses of instruction which would serve no useful purpose. On both sides it will serve not only to prevent economic loss to the community and to the individual but individual disillusionment and discontent.

(a) THE INDIAN.

The ideas of the Indians are reflected in the accompanying statement supplied to us by the Indian National Association.

Most of the Indian boys receive their education in the community or other Indian schools. A limited number have been attracted to the Government

Central School by the higher quality of the instruction provided. This course has meant that they have had to pursue their studies through the medium of a foreign language and to take, for the Primary Schools Certificate, Arabic, a language which is for all practical purposes valueless to them. We are utterly opposed to the continuance of a system educationally so unsound. We are of opinion that the Indian has a reasonable claim to the provision of some facilities for elementary and primary education in Gujarati passing on to English and we therefore propose that these facilities should be set up and that Indian boys should cease to be admitted to the courses provided for the Arab and Swahili. Under this scheme the usual three years elementary course would be conducted in Gujarati, to be followed by the four years primary course during which Gujarati would be studied instead of Arabic for the Primary Certificate Examination.

We have dealt elsewhere with the question of accommodation. Pending its provision we suggest that the Government should, if possible, come to a working agreement with the Committee and apply itself to the task of transforming the Sir Euan Smith Madressa into a model institution and of extending its range.

On the ground of general policy mentioned at the beginning of this section we do not think it necessary to provide separate industrial training for the Indian.

When the stage of entry to the higher courses has been reached the language difficulty will have disappeared and religious instruction will be out of the syllabuses. There will therefore be no need any longer to keep the Indian separate: all three nationalities will be qualified to meet on the common ground of English.

We do not at present see our way to support the request for the provision of an Arts course leading up to the matriculation standard, but we suggest that the authorities of the Bombay University be approached with a view to the recognition of the Primary Certificate, so that Indian boys from Zanzibar may be placed in a position to matriculate with the least possible delay.

(b) THE ARAB.

According to the evidence the Arabs are fully alive to the prime importance of agriculture to themselves and to the Protectorate. Upon this question we have recorded our views elsewhere. They also entertain ambitions to be employed in the Government Service on an equal footing with the Indian—particularly in the Police Department—to become teachers, to take up engineering and other trades, to become merchants and even to enter the higher professions.

Given education the Arab is undoubtedly capable of higher vocations. There is strong evidence in favour of his employment in the Police: the respect which he commands from the native is a strong point in his favour. It has been suggested that he might be employed more extensively in the District Administration. He appears well suited to the teaching profession. Apart from

agriculture, these appear at present to be the most obvious openings for his employment, but with the training facilities which we have suggested he will have the opportunity of qualifying himself for other callings.

(c) THE AFRICAN.

“ The influence of remote ancestry, that is, of race, has been indirectly determined by the psychological tests which anthropologists have applied to peoples of different cultural status. The results have shown that in respect to the elementary mental functions, sensory acuity and discrimination, etc., the differences between primitive peoples and peoples of higher culture are negligible, that it is in respect to the higher intellectual qualities which are the results of education that the differences are most pronounced.” (Rusk).

“ In nearly all the British Colonies, where aboriginal children of various races are educated in elementary schools under the same conditions as European children, it is in evidence in the published state records that the former learn just as easily and readily as European children, and are capable of showing equally good examination results. The same is true of the negro children in the public elementary schools of the United States.

“ Coming to higher education and to the results displayed in conditions where students of European races are trained and educated for the higher activities of the world side by side with representatives of almost all the leading peoples outside Europe, the facts are equally noteworthy.” (Kidd).

These facts are suggestive and accord with the statements made by many witnesses as to the capacities of some of the Africans in their employ and with the belief shared by many that the African will be able eventually to take his full share with the Arab and the Indian in the social and economic life of the Protectorate if only these capacities are wisely trained and developed.

Development must, however, be gradual and subjected to strict control. Zanzibar already affords many examples of the dangers of *laissez faire* in education. As an instance, we may refer to the request made to us to solve the problem of how to treat a certain number of natives who are aggrieved at being refused employment on the harbour scheme. The petitioners have attended school for varying periods and claim to know English. In reality their knowledge is so small as to be valueless and the only remedy that we can suggest is that they should go back to school. Their argument that “ they know English and therefore cannot do manual labour ” is typical of the native attitude of mind.

Elsewhere we have suggested that in the curriculum of the Primary Course Swahili should be the only language, other than English, in which instruction should be provided for the African. We are strongly of opinion that for the African the study of Arabic is valueless and that the time so saved can be employed to great advantage in intensive study of English.

This recognition of Swahili will enable the Missions to co-operate and to prepare their boys for the Primary Certificate.

In the light of the evidence we feel convinced that Africans, who have received an efficient elementary education and then served an apprenticeship to trades, and the select few who are admitted to and pass through the Primary and Special Courses, will experience no disinclination on the part of employers to engage them.

7. RELIGIOUS AND MORAL INSTRUCTION.

The various communities naturally do not wish the religious instruction given in their schools to be interfered with. They desire that each community be left to make their own arrangements. This wish should be met in the case of the Indian community schools.

It is well known that, for the majority of the other children in these islands, education in the past meant religious instruction, and religious instruction only.

Many parents in the present day are satisfied with this form of education, and, even if willing that their children should attend Government schools, are anxious that they should first pass through the customary course of religious instruction in the Qur'an school.

The objections to this from an educational point of view are weighty:

(1) The children will not enter the Government schools at the age when sound educational methods produce the most valuable results.

(2) Several Mohammedan witnesses have deplored the inadequacy of the teaching in many of the Qur'an schools, even from the religious point of view. The effect of two or three years' inadequate teaching is deplorable.

(3) The children too often leave such schools with an entirely false idea as to the meaning and purpose of education; because of the method employed—unintelligent repetition.

For these reasons we feel that it is of prime importance that the children should not pass through the customary course of religious instruction before their entrance into the Government schools.

Religious instruction must be given in the Government schools. A certain period should be allocated each day to religious instruction. This religious instruction should be given by teachers approved of by the different communities; and whenever children of communities professing different faiths attend the same school, a class-room can be placed at the disposal of each community, who will provide their own teacher, and draw up their own syllabus of religious instruction.

We do not anticipate any serious objection to such arrangements. There was considerable weight of evidence to the effect that the religious instruction given to Mohammedan boys in the Government schools was satisfactory. It was even stated by some witnesses that it was superior to, and of greater educational value, than that given in the majority of the Qur'an schools. There seems to be no reason for any change in the present system, and very strong reasons for employing it from an educational point of view wherever and whenever a new Government school is started.

With regard to the country Qur'an schools, in spite of their inadequacy, we do not recommend any interference. Owing to the lack of teachers it is impossible to supply an alternative. When district schools begin to increase it is to be hoped that parents, all over the two islands, will realise, first the value of the instruction given in these schools by trained teachers, and secondly, that the religious instruction is better than that given in the past by the village Qur'an teacher.

The children would receive better religious instruction by trained teachers in the Government schools. And by these improved methods, dissatisfaction with the old methods and a desire for better things will be gradually aroused in the areas outside the sphere of the Government district schools and it will then be soon enough to consider in what way these other areas can be reached.

But if generally speaking the question of religious teaching is outside the sphere of Government activity it is quite otherwise with the question of the development of character, and the Commissioners desire—in connexion with all the branches of instruction which they have recommended—to emphasize the importance they attach to the inculcation of principles of honesty and truthfulness, of discipline and respect, the cultivation of a sense of responsibility and the encouragement of perseverance and thrift. It is only by systematic teaching on the one side and by habitual action on the other that these and other requisites of good citizenship can be developed into permanent characteristics.

8. DISTRICT SCHOOLS.

We are of opinion that a limited number of district schools should be established in populous centres, as soon as they can be efficiently staffed and subjected to continuous supervision. Supervision will naturally depend upon the existence of adequate communications. These schools can be made the means of propagating improved methods of cultivation and of stock-raising in the Protectorate.

The syllabus should provide for instruction in the vernacular in reading, writing, simple arithmetic, a little geography and hygiene, in the cultivation of the necessities of life and, if possible, in the keeping of live stock. For the latter purposes an allotment will be a necessary adjunct to each school. The boys should be allowed to reap the fruits of their labours. The establishment of these institutions must, however, be deferred until efficient teachers have been trained to staff them.

9. FEMALE EDUCATION.

Some facilities are provided by Indian communities for elementary education.

Schools are also conducted by the Missions for the girls of their communities. The Parsee and Goan children attend the Roman Catholic Mission school.

No provision is, however, made for the Arabs, and for Swahilis only the limited facilities mentioned. It is clear from the evidence that the Arabs would welcome the establishment of a school for their girls. One witness stated that there were fifty people ready to send their girls if lady teachers were provided. We therefore recommend that a European lady be appointed to organize this branch of education as soon as may be possible. The curriculum should consist of instruction in reading, writing, simple arithmetic, domestic economy, hygiene and infant welfare. There should be afternoon session.

We append a note which has been supplied to us on female education. This sketch agrees in essential points with the views expressed by Arab and Indian witnesses interested in the subject. (*See Appendix II.*)

10. ACCOMMODATION.

It is the declared intention of the Government to erect a model Government school. With this proposal we are entirely in accord. In this building, according to our scheme, will be conducted the elementary and primary education of the Arab and African, and the advanced courses for the Arab, African and Indian. Therefore the accommodation provided will need to be spacious.

Elsewhere we have recommended that the Government should provide some facilities for the elementary and primary education of the Indian, separate and distinct from the Arab and African. To this end we have suggested that the Government should assume more direct concern for the efficiency of the Sir Euan Smith Madressa. But it is our desire to see elementary and primary education for the Indian, as soon as may be possible, conducted in the model school and we hope that the design will be so drawn as to allow for accommodation of the Madressa in the new building.

Accommodation will also have to be found for the industrial school which we have proposed in another section. We recognize that the new Government school will involve considerable expenditure. It will also take time to build. We are anxious to avoid delay in the further development of industrial instruction. We therefore advance the proposal that a portion of the Government Stables should be appropriated for the purpose. In making this proposal we are further influenced by a desire to see all the Government town schools situated in airy surroundings, in proximity to one another and in proximity to recreation space.

11. MEDICAL INSPECTION AND TREATMENT.

Medical supervision of schools is desirable for the following reasons:—

- (i) to ensure the hygienic character and proper sanitation of school buildings;
- (ii) to prevent the admission of physically unsuitable children;
- (iii) to prevent, as far as possible, the development of physical defects or ailments and to ensure, when necessary, prompt treatment;

- (iv) to prevent the spread of infectious diseases;
- (v) to promote success in learning which is powerfully influenced by the physical condition of the learner;
- (vi) to raise the general standard of health of the Protectorate by supervision and treatment of the rising generations.

The scope and application of inspection and treatment are sufficiently indicated in the foregoing statement of objects. In recommending the application of both to Government schools we are suggesting no new departure but merely the revival of a service which was in being before the war. In recommending the application of inspection to all schools we are only advancing a step further than the Government has already gone in the conditions which it has laid down for the payments of grants. In recommending that treatment should be thrown open free of cost to all schools we are influenced by the urgency of the need and by our conviction that it will be met in no other way.

The service proposed will necessitate the appointment of a school medical officer. As a practical arrangement and in accordance with home precedent, we suggest creation of a post of School Medical Officer and Assistant Medical Officer of Health in the Public Health Division. In connexion with the qualifications required for this post we desire to lay special emphasis upon the need for skill and experience in the treatment of defects and ailments of the eye.

The service will necessitate the establishment of a central school dispensary and the appointment of a dispenser.

It will be important duty of the School Medical Officer generally to organize instruction in hygiene.

12. PHYSICAL TRAINING AND GAMES.

Physical training is intimately allied to the subject dealt with in the preceding section. It is in fact part of the main problem. The various aspects of the question may be described in the words of the Principal Medical Officer to the Imperial Board of Education. "Experience shows that to be effective physical supervision of the children must begin early, must be continued unremittingly, and must be comprehensive in range. Close co-operation with the Medical Officer is desirable, as physical training necessarily closely affects the health of the children, and in its corrective and remedial aspects should always be under medical supervision. Physical exercises must be taught by teachers who are adequately trained, and who have a full conception of the results that are possible."

Physical training should therefore be under the immediate direction of the School Medical Officer and the Commissioners desire to see it eventually made obligatory in all schools. When the work of training teachers is fully developed, this branch of the school curriculum will, as indicated elsewhere, be undertaken by members of the teaching staff.

The Commissioners also desire to see encouragement given to school authorities to organize playground and field games. In this connexion the need for open spaces in the town cannot too frequently be emphasized. The new Recreation Ground has done much but it does not meet the need of all the children, and they strongly recommend that, in the event of further ground being reclaimed or other space becoming available, it be dedicated to the use of the schools.

13. COMPULSORY ATTENDANCE.

The lack of respect for their parents, the failure of parental control, the absence of any control in the case of orphans without guardians and a consequent lack of discipline amongst the Arab children is emphasized by the Arabs themselves. Looking at these facts and to the future we have no hesitation in recommending that the principle of compulsory attendance be applied between the ages of 7 and 14 to Arab boys living in the town or within two miles of the Government schools at Chake Chake and Weti.

We do not think it either advisable or feasible at present to include Africans in this measure.

Amongst the Indian communities control over attendance at their own schools appears to be satisfactory. With increased facilities, which we have suggested should be provided at the Sir Euan Smith Madressa, more of those who have now no access to a community school will be brought within the sphere of education and eventually, we anticipate, the number of Indian children in the town, who are not attending school, will be small.

In these circumstances we do not consider it necessary to extend compulsion to the Indian communities for the present.

All apprentices should be bound for the period of their apprenticeship. There should be power to compel a boy once he has been admitted to any course to complete that course. The Director of Education should also be given a general power, with the approval of the British Resident, to enforce the attendance of individual children, other than Arabs, for purposes of reformation or for other good cause assigned.

14. FEES.

Under provisions of the Education Act, 1918, "all fees for attendance at public elementary schools are abolished. Payment of fees in places of higher education may be continued but adequate provision must be made by the local education authorities to secure that children and young persons are not debarred from the benefits of higher education merely through their inability to pay fees".

We have no hesitation in recommending that elementary education should be provided free of cost but that for the primary and for special courses, other than industrial, fees should be charged as soon as the Government is in a position to provide really efficient instruction in these branches. We realise

that fees will necessarily be limited by ability to pay and that while they are not likely to cover the cost of instruction they will, at any rate, serve as an acknowledgment and enhance appreciation of benefits accruing.

15. CO-ORDINATION OF EDUCATION.

The object of the Education Act, 1918, is, in the words of the Act, "the establishment of a national system of public education available for all persons capable of profiting thereby".

Under the provisions of the Act private schools are for the first time brought within the purview of the administration of public education and are required to furnish to the Board of Education information regarding their activities.

We have elsewhere clearly defined the goal of educational effort in reference to each of the races and we consider it should be the object of the Government by a blend of example, influence, insistence and reward gradually to bring each educational institution to play an efficient part in the general scheme.

To attain this end we suggest the following practical steps.

(i) MEDICAL INSPECTION.

We have elsewhere recorded our opinion as to the necessity for medical inspection.

(ii) A STANDARD SYLLABUS.

We have exhaustively considered the question of a common syllabus for elementary and primary education in all schools and have come to the conclusion that the idea is inadvisable for the following reasons. In the better conducted schools it is undesirable to suppress individuality. In the case of the more backward schools we prefer the promulgation of a model syllabus to point the way. All schools may be influenced through the Grant Scheme and all schools are bound to be influenced by the fact that the Primary Certificate will alone command access to the special courses. Additional influence can, in the long run, be brought to bear if, as we recommend, the Government accords preferential treatment both as regards employment and remuneration to holders of certificates and if private employers can be prevailed upon to adopt a similar policy.

(iii) A STANDARD TIME-TABLE.

Some of the time-tables at present in use are both physically and educationally harmful. The importance of a scientific arrangement of the programme of school work can hardly be exaggerated. As a general indication of our views we append a brief statement left with us by the Reverend Chancellor Spanton:—

"The more intellectual subjects should be arranged for the morning hours, and it should be borne in mind that say 11-30 to 12 and 2 to 3 are probably the worst times. Any work done at these times should be, if possible, of a more

or less mechanical nature. I feel that quite young boys (say up to 11) are better without any afternoon school at all; the hours for others should be limited as far as possible. Fifty minutes (the time in the Government School) is the utmost limit for a lesson; I should prefer forty-five and stipulate that actual teaching should not last more than thirty. The younger the boys the greater the need for short lessons. Not more than two periods should be allowed without an interval for play. The morning should have an interval of twenty minutes to half an hour or two intervals of ten to fifteen minutes: the latter arrangement is the better for quite young children. For my part I should reduce the afternoon lessons to one and a half hours at the outside, in which case perhaps an interval is not necessary for the elder children whom alone I contemplate reading in the afternoon."

We also attach some extracts from a recent work on education which throw valuable light on the subject. (*See Appendix III.*)

We suggest that a standard time-table should be drawn up for the Government schools, that Grant schools should be made to comply in a general way with it—we refer to this point in the section dealing with grants—and that a physically harmful time-table should not be permitted in any school.

(iv) GRANTS.

We approve of the principle of efficiency grants—in fact we regard grants as essential if private schools are to be brought into proper relation with the general scheme. We are also in agreement with the conditions under which they are now payable subject to the following reservations. We think that a school which is not in a position to comply with the recommendations of the School Medical Officer as regards structural and other improvements might be assisted by the Government to carry out such alterations provided that in the opinion of the Director of Education the school is by the conduct of its affairs deserving of such help. We think too that definite information should be given as to the amount of grants and that more specific reference should be made to certain important aspects of school administration which we have indicated in the following additional or alternative conditions:—

(a) "The curriculum (with time-analysis) of the school must be approved by the Director of Education and must provide for due continuity of instruction in each of the subjects taught and for an adequate amount of time being given to each of these subjects. The Director of Education may require modifications in the curriculum or the time-table if a subject is taught which is not of educational value, or if the time spent on particular subjects interferes with proper instruction in other subjects or if the time given to any subject is insufficient to allow of effective progress being made in it or for other similar reasons.

(b) "The teaching staff must be sufficient in number and qualification to provide adequate instruction in each subject of the approved curriculum.

(c) "The number of pupils taught together must not as a rule exceed 25 and must never exceed 30.

(d) "The time-table as regards length of lesson, intervals for rest, length of the school day and accommodation to the age of pupils must be in general conformity with the Government time-table."

It stands to reason that if the scheme of grants is to be made really effective in the consolidation of educational interests it must be administered with considerable latitude during the next few years. In different language the will must often be taken for the deed and the Government on the one hand and the school authorities on the other hand must be prepared to meet one another half way.

(v) REGISTRATION OF PRIVATE SCHOOLS.

We are of opinion that a system of registration should be instituted for all private schools other than Qur'an schools, that application for registration should be accompanied by full particulars regarding accommodation, organization and administration and that no school should be permitted to function without the sanction of the Government and the grant of a certificate of registration.

In the case of existing schools we suggest that registration should not be withheld subject to compliance with the very moderate requirements we have proposed.

(vi) AN EDUCATIONAL COUNCIL.

We think that an importance link would be forged in the chain of co-ordination by the constitution of a Council of Education generally representative of various interests. Advisory and consultative as we conceive it would be in the first instance, it might as time goes on be conveniently endowed with certain executive functions. In any event in exercise of its primary functions and as a recognized channel for communication of the sentiments and aspirations of the various interests it would constitute a kind of insurance against mistakes and misunderstandings and generally make for unanimity and progress.

(vii) LEGISLATION AND CODE OF EDUCATION.

As soon as policy and procedure are sufficiently crystallised we recommend promulgation of a comprehensive measure of legislation and eventually of a Code of Education generally defining the Government's educational policy and containing full particulars of all legislative and administrative measures designed to carry it out.

16. ESTIMATES.

The Commissioners regard a general improvement in the standard of elementary and primary education and the institution of the Teachers Training, Commercial, Industrial and Agricultural Courses and the School Medical Service as the urgent items in their programme. With the expenses involved in the inauguration of the Agricultural Course they are not directly concerned. For

the other services they suggest that provision should be included in the Estimates for the year 1921 as follows:—

Normal Master	...	...	...	£500 x £25—£700
Commercial Master	...	...	...	£500 x £25—£700
Superintendent of Industries	...	...	...	£500 x £25—£600
School Medical Officer	...	...	...	£600 x £25—£700

together with lump sum estimates of expenses incidental to the institution and maintenance of the several establishments and an increase in the vote for grants. They are satisfied from enquiries made that candidates of the right kind will not be attracted by less remuneration than they have indicated.

The Commissioners deem it advisable to bring to the notice of the Government the fact that dissatisfaction prevails amongst the teaching staff in the Government schools with the scale of remuneration now in force and that unless an improvement is effected at an early date depletion of staff is likely to result.

They desire to see the model school proposed by the Government constructed with all possible speed.

Inauguration of the other services they have suggested together with the Arab College projected by the Government should, in their opinion, be left over for consideration until those which they regard as the foundation services are firmly established.

S. RIVERS-SMITH, *President*.

GODFREY DALE.

R. CROFTON.

YUSUFALI ESMAILJEE JIVANJEE, Subject to Minority Report.

Zanzibar, 2nd November, 1920.

MINORITY REPORT BY YUSUFALI ESMAILJEE JIVANJEE.

I agree with the Majority Report, except in the points mentioned below, wherein I differ from my colleagues.

Secondary Course.—My colleagues have not, I am afraid, fully appreciated the necessity of having some arrangements made in Zanzibar for a satisfactory secondary course, leading at least up to matriculation standard. In England, India, and other countries by higher education is generally meant the post-Matriculation Course and many institutions exist there to impart this higher education. In Zanzibar, nobody wanted to have this higher education; but all wanted a course to be provided here up to only matriculation. The Commissioners, however, do not recommend even that. They are satisfied with a Primary Course and Commercial Course thereafter, which in my opinion would be a very poor arrangement indeed for proper education in Zanzibar. I regret to have it to say that the majority does not take a broad view of the educational possibilities and necessities of this Protectorate. I am specially obliged to emphasize this point, because the conclusions which will be arrived at now and the general outline that will be sketched out now will establish the principles which will guide the whole educational policy of this Protectorate for many a year to come.

I have, therefore, no hesitation in saying that there must be a central institution here that will provide educational facilities up to the matriculation, where Indians as well as others can have an advanced education in Science, Mathematics, Languages, Political Economy and so on. The number of Indians here is large, and I am sure many will be found in other communities also in these parts who will be eager to take advantage of such facilities.

According to the view expressed in the Majority Report, boys will probably finish the Primary Course when they will be 14. Then they will take two or three years more to finish the special Commercial Course as projected therein. That means that a boy will be about 16 or 17 when he will have finished the full Primary and Commercial Courses, which the Commissioners wish to provide for him. This is too young an age for him to commence life either as a business man or as a manager of his own household. I think, therefore, he can well be given education till he is somewhere near twenty, when he can be entrusted with the management or carrying out of anything which requires a somewhat ripe understanding. These two or three years therefore can best be utilised by the State making adequate provision for his advanced education on the lines indicated above. I need not say anything at length about the fact that up to now no adequate educational arrangements have been made by the State in this Protectorate, especially for the Indians, as the fact is acknowledged on all hands. The main burden of Indian education has up to now been borne by the several Indian communities themselves. The best way therefore to make up for the policy of educational neglect pursued up to now is to properly provide for that course which is most urgently needed by the youths of this Protectorate.

The Majority Report recommends that, after the Indian boys have completed their Primary Course here, they should go to Bombay to study further, if they

desire to go in for the Arts Course or the Secondary Course. The Commissioners have, I am sorry to say, not given proper thought to the two most important defects in this scheme of theirs. In the first place, the course would be too expensive to allow every Indian father to pursue. Secondly, the parents cannot be expected to be too willing to keep their children away during the whole course of their education after they finish the Primary Course here. Their parental affection will not allow them to do so. European and Indian standards are different in this respect. And further it is risky and dangerous to keep boys so far away from parental control in cities like Bombay or Karachi, which are full of temptations and pitfalls for the young. I therefore say that at present facilities at least up to the Matriculation should be provided for locally.

I am sorry, I must say again, that the policy sketched out in the Majority Report is fitted only to produce clerks, typists and printers. The question of education being of the highest importance with regard to the future prosperity of this country deserves to be approached and solved in a far-sighted and liberal way and spirit. The aim of the State should always be, I must say, to produce something higher than mere automatons such as clerks, etc., who will ever be a dependent class. We should provide educational facilities which in course of time will lead to much better results and will give us men of an independent calibre, men who will bring wealth as well as fame to the Zanzibar Protectorate. I do not think the Majority Report, if carried out, will ever lift us above the plane of tailors, typists and tally clerks.

Industrial Course.—In the same way I am of opinion that in industrial and technical lines also our aim should be to produce men who will be something better than mere fitters, boiler-makers and ordinary mechanics. We should therefore now lay the foundation of a course of higher education in this department also.

I need not emphasize here the fact that well educated persons are not only an ornament to the State and community, but they also serve to raise the general intellectual level of the society in general and are of great importance, economic as well as otherwise.

I am afraid if no adequate provision will be made for secondary and higher education in Arts as well as Sciences in this Protectorate, a day will come when we shall find ourselves in a state of intellectual bankruptcy, as compared with the outside world.

Further, considering the very great harm done to the moral and physical welfare of the younger generation of this Protectorate by free indulgence in habits of drinking, I think that some arrangement should be made in the educational course to inculcate principles of temperance. Drinking is further prohibited by the religions of the great majority of the populace of these Islands. It should therefore be the aim of our educational policy in this Protectorate to give special attention to this. If these things are impressed on young minds when they begin their education, it will have a very beneficial effect. And to attain this object, I suggest that the State should exercise direct and very strict control in this respect (and on the sale of liquor) from the very beginning.

APPENDIX I.

OBSERVATIONS BY THE INDIAN NATIONAL ASSOCIATION UPON EDUCATION.

Limit of Education.—Considering the needs and interests of the Protectorate education should be advanced up to London Matriculation Course.

Form of Education.—Education should be divided into two stages (1) Primary (2) Secondary.

Primary Education.—Primary education should be given separately to Indians, Arabs and natives in their respective mother tongues. We suggest that two separate primary schools should be opened in Zanzibar Town; one for the accommodation of the Arabs and natives and the other for that of the Indians.

In the former school Primary Course should be taught to Arabs and natives with aid of Swahili. In the latter Indian boys should be taught the same with the aid of their vernacular language which is Gujarati.

We suggest that the Sir Euan Smith Madressa be considered as the Indian Primary School and the same should be managed by a small Committee of Indians and the Director of Education. The present income of the Madressa be utilized as before and any deficit should be made up by the Government.

Secondary Education.—One secondary school be opened in Zanzibar Town for imparting knowledge of English, etc., up to London Matriculation Course.

A commercial class should be opened in this institution where commercial training, as book-keeping, short-hand, type-writing, accountancy, correspondence, etc., be taught by stages.

Common Syllabus.—Government should adopt a common syllabus in their own primary schools: all other existing private and communal schools be exempted from the common syllabus but the same should be adopted by any schools which may receive Government grants.

Control on existing private communal schools.—There should not be any control over these schools as regards their syllabus and efficiency of teachers but the Government should have control on these schools to a reasonable extent as regards hygienic principles and medical inspection.

Training of Teachers.—In the beginning we recommend the Government to secure proficient teachers from England, Egypt and India for primary, secondary and industrial schools. We also suggest the opening of training schools in Zanzibar for training teachers for scholastic and industrial qualifications to meet the needs of the Protectorate.

Industrial Schools.—An industrial school should be opened in Zanzibar Town, where Indians, Arabs and natives should receive theoretical and practical instruction in carpentry, tailoring, shoemaking, blacksmithing, mechanics and other local industries that may be considered necessary for the welfare and progress of the people of this Protectorate.

Religious Instruction.—There should not be any control whatever on religious teaching. The same should be left to be taken care of by different communities themselves but for the student who may attend the Government primary and secondary schools, we suggest that a certain time be reserved for his religious instruction.

The different communities should be asked to supply teachers for this purpose but the Government should provide their salaries.

Provision of Accommodation.—This should be undertaken by the Government.

APPENDIX II.

A NOTE ON THE EDUCATION OF NATIVE GIRLS.

The ideal is to produce a quiet, self-respecting young woman who can read, write, do simple arithmetic and sew (cooking goes without saying) and who can add to the family income by making mats and baskets, in other words (since matrimony is her certain destiny) who has been trained in the ways that make good African wife and mother.

In Zanzibar a boarding school is undesirable. Experience shows this: the girls are too far from native simplicity.

We will then consider a town school for Zanzibar girls.

The school should be in a quiet place nowhere near, or on the way to, the boys' school. There should be no drilling, rounders and such-like games not allowed but rhythmic exercises with singing (not unlike their own ngomas) should be encouraged. The teacher herself should make a study of native ngomas and be able to distinguish between the desirable and otherwise: respectable native dances (if found) to be allowed.

All the work of the school should be done by the pupils, as far as possible native stools replacing chairs, seats and desks. There should be only morning school: (in the afternoon they should help at home) say 9—12: for the small children more writing, reading and arithmetic say 2 hours: as they grow older more work at extraneous subjects. The older pupils can be instructed on the more excellent methods of poultry keeping, goat tending and learn more of European dhobi methods. None of these things are beyond the ordinary native female intelligence or out of her sphere. The girls should be taken in hand and told clearly the facts of life before they "grow up," the present methods of imparting such knowledge being most undesirable.

Holidays should be lavish but on school days punctual and regular attendance should be rigorously exacted as a form of discipline. This should be clearly explained at the beginning of a school career.

I would add every kind of needle work should be taught—mending, darning, kanzus, silk embroidery, etc., etc. (these remarks on education only apply to ordinary girls not to those destined to be teachers).

