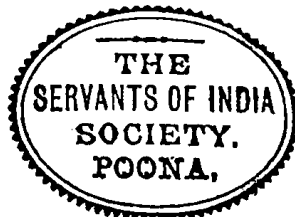




A further Report on
PRIMARY EDUCATION FOR BOYS
in the
United Provinces of Agra and Oudh
with
SPECIAL REFERENCE TO RURAL AREAS

BY
H. R. HARROP, M.A.
Assistant Director of Public Instruction
United Provinces



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A further Report on Primary Education in the United Provinces with special reference to rural areas.

CHAPTER I.

INTRODUCTORY.

On March 25 last the Government of these provinces placed me on special duty in connexion with the recently passed United Provinces District Boards Primary Education Act, 1926. In accordance with the further instructions of the Government I was required to visit the Punjab to study the system of education in rural areas there and how it has in this matter secured the help of the Co-operative Department.

2. Subsequently I was required to make recommendations for the distribution of the sums available in the current year for the expansion of primary education in districts and for vernacular school buildings, and to make a general report on primary education with special reference to rural areas. This report is the outcome of that order.

3. The near approach of the hot weather and the desirability of visiting the Punjab and studying methods there before starting on my task in these provinces led me to pay an early visit to Lahore. An account of my visit is included as Appendix X in this report.

4. The rules necessitated by section 17 of the United Provinces District Boards Primary Education Act, 1926, have been drafted and published. Until the rules under section 17 of the Act have been approved, the framing of Model regulations which the board should make under the Act must be postponed. In the meanwhile a letter has been issued to the boards giving instruction and guidance in the preparation of schemes for the introduction of compulsory education in selected areas.

5. This report must take into consideration the recent resolution of Government on Mr. Kichlu's report. Among other things the resolution says :—

The chief needs therefore seem to Government to be (1) to evolve a type of teacher who understands not merely child psychology, but also understands the rural parents, and (2) to ruralise as far as possible the character of our rural schools.

The rural teacher is what he has been trained to be and what the administration of primary education in the districts allows him to be. I have therefore, besides a chapter on the teachers' training and curricula, included in this report a chapter on the control of vernacular education. The existing system of control has grave defects.

6. I have not endeavoured to make the report exhaustive. For example, a committee under the chairmanship of Mr. H. B. Wetherill is discussing the education of backward classes and the organization of

(2)

Muhammadan education; another committee has just reported on physical training in vernacular schools; no remarks on these matters are therefore included. I have rather endeavoured to invite attention to defects, to suggest remedies where possible, and to set out the lines on which future expansion of vernacular education in rural areas may proceed.

CHAPTER II.

THE EXPANSION OF PRIMARY EDUCATION AND THE PRINCIPLES ON WHICH
ADDITIONAL GRANTS SHOULD BE GIVEN TO DISTRICT BOARDS.

Expansion dependent on improvement.—In their resolution on the report submitted by Mr. Kichlu, which was published on February 28, 1925, Government have said :—

The report shows that all is not well with our present system of rural education. There is a great waste of effort and progress is very slow. A real expansion can only come by producing conviction in the minds of the country people that education is worth having. It is to be feared that rural parents will not value education or even take the right view of it so long as all the various authorities who are concerned in directing it do not keep the conditions of rural life steadily in view.

Thus “ real expansion can only come by producing conviction in the minds of the country people that education is worth having.” In the subsequent chapters I have made certain proposals designed to produce that conviction. In this chapter are discussed ways and means for expansion.

2. It is incontestable that unless a boy reaches class IV of a primary school he carries away nothing of any lasting value. In the report on Public Instruction for the quinquennium ending March 31, 1922, table X (reprinted as Appendix II), figures, the latest available of this sort, are given of the ages of boys in the various classes. The table is instructive. For my purpose, however, it is sufficient to note that of the 49,800 scholars in class IV all but 8,000 or 84 per cent. were aged 11 or over. Suppose that 100 boys between the ages of 6 and 11 are compelled under the United Provinces District Boards Primary Education Act to attend school. On the proportion which holds at present 84 at least will be able to leave school after attaining the age of 11 and before they have reached class IV, and thus without having received any permanent benefit from education. 84 per cent. of the money spent on compelling these 100 boys to attend school and educating them while at school will, under present conditions, thus be wasted. These provinces cannot afford more waste. Real expansion must, therefore, be based on an improved primary education, and compulsion must not, if waste and injustice are to be avoided, go in advance of improvement. The boards should, since they are in immediate control of primary education, be the best judges of whether in their own particular districts money spent on compulsion will or will not lead to further waste; and they will be the less likely to recommend wasteful compulsion if the cost of it is met, in part at least, from their own resources. Government have accepted that they will, provided that sufficient funds are available and are voted by the Legislative Council, give to each district board which agrees to apply the United Provinces District Boards Primary Education Act, 1926, to any rural area within the district assistance to the extent of two-thirds of the extra cost, including the cost, if any, of remitting fees, on condition that the board's scheme for compulsion is approved by Government and that

the board is able and willing to provide the remaining one-third in addition to its present prescribed expenditure on education.

3. *Examination of the principles on which grants should be made to the district boards.*—Government have further resolved that “ the question of the principles on which further assistance should be given to the boards for the expansion and improvement of vernacular education is an important one and needs careful consideration. The Director should examine the matter and after obtaining information regarding the boards’ finances submit detailed proposals for the orders of Government.”

4. Statements of the income and expenditure of the district boards for the years 1922-23, 1923-24 and 1924-25 were, under the orders of Government, in anticipation of their resolution on Mr. Kichlu’s report, called for in January last. The statements are not yet complete, but as far as they go the figures in them do not differ materially from the figures supplied in the annual reports on the working of district boards, which latter figures I have used because they are convenient for reference.

5. Mr. Kichlu proposed, vide Chapter XI of his report of last year, that, precisely as was done in the Punjab, boards should be graded according to their financial position and capacity. He suggested that the bulk of the boards should be in the grade of 50 per cent., that they should bear 50 per cent. of the cost of educational expansion in rural areas, and only in exceptional cases a higher percentage than 75 per cent. of additional expenditure should be given.

6. In determining the grades Mr. Kichlu suggested that the following factors should be taken into consideration :—

- (a) the proportion of the board’s net income (excluding Government grant and income from school fees) which the board spends on education ;
- (b) the local rate levied by the board and its present liabilities and financial resources, actual and potential ;
- (c) its normal annual surplus under present conditions ;
- (d) the actual amount of money required for the fulfilment of the scheme to be carried out ; and
- (e) any special claims which a particular board may have for consideration.

He suggested that the boards could find money for education—

- (a) by diversion of funds from other heads of expenditure ;
- (b) by enhancement of the local rate when the local rate levied by the board is less than the maximum permissible by law ;
- (c) from the normal annual surplus of the board ;
- (d) from new taxation under the United Provinces District Boards Act, 1922.

He proposed that each board should be required to spend 25 per cent. of its net income on education.

To take his last suggestion first :—He defined net income as the total income of the board from all sources, less—

- (i) remission or repayment of dues,

(ii) income earmarked by Government for a specific purpose,
 (iii) all educational income,
 i.e., he proposed that the boards should spend on education all educational income plus 25 per cent. of the remaining unearmarked income.

7. Now in 1924-25 excluding debt heads and opening balances the total income of the boards was, in thousands of rupees, 1,78,68.

The grants made by Government for purposes other than education were (in thousands)—

	Rs.
Medical	3,01
Scientific and minor departments	15
Miscellaneous	6
Civil Works	8,00
Total	11,22
The education income was	69,11
Total deduction to be made on account of grants earmarked for a specific purpose	80,32
Net income of all boards	98,36

The prescribed contribution from the boards for educational expenditure is Rs. 29,54, or 30 per cent. of the net income as calculated. Already the boards, as a whole, are spending more than 25 per cent. of the net income as defined by Mr. Kichlu.

Further, the net income so calculated includes the following :—

<i>Medical receipts.</i>		Rs.
(1) Hospital and dispensary receipts		19
(2) Sale of medicines		3
(3) Medical endowments		12
(4) Medical contributions		2,04
(5) Sanitary fees and fines		1
(6) Other medical receipts		14
(7) Botanical and public garden receipts		7
<i>Scientific and minor departments.</i>		
(8) Veterinary receipts		14
(9) Experimental cultivation		14
(10) Contributions from exhibitions and fairs		75
(11) Miscellaneous receipts from scientific and minor departments		3
(12) Contributions for scientific and minor departments		3
<i>Miscellaneous.</i>		
(13) Sale of nazul		1
(14) Rent of nazul		18
(15) Miscellaneous contributions		2
(16) Sundry receipts		51
<i>Civil Works.</i>		
(17) Tolls on ferries and roads		5,85
(18) Rent of buildings other than nazul		11
(19) Sale of buildings other than nazul		7
(20) Sale of stores and materials		7
(21) Staging bungalow fees		28
(22) Sarai fees		7
(23) Sale-proceeds of trees, grass, etc.		1,25
(24) Miscellaneous Civil Works receipts		79
(25) Civil Works contribution		75
(26) Civil Works receipts in charge of Public Works officers		34
Total		13,98

Of these items (1) to (12) and (24) to (26) which total Rs. 5,57, must certainly be considered to be earmarked for their respective heads of expenditure. The net income must thus be reduced by Rs. 5,57, to Rs. 92,79,. Further of the Rs. 8,42, included under the net income under items (13) to (23) must be deducted earmarked expenditure against these items of—

				Rs.
Miscellaneous and unforeseen charges	...	...	...	6
Contribution to Government	...	...	...	3
Miscellaneous refunds	...	...	...	6
Superannuation allowances and pensions	...	...	...	2,01
			Total	2,16

reducing net income to Rs. 90,63, of which educational expenditure is Rs. 29,54, or 32½ per cent. The boards, as a whole, are thus already making as good a contribution towards education as their finances allow.

8. Mr. Kichlu proposed that boards should find funds first by diversion of funds from other heads of expenditure. But as shown above education is getting, besides sums earmarked for education, its fair share from the net income of the boards. Second, by enhancement of the local rates when the local rate levied by the board is less than the maximum permissible. But the maximum permissible (exclusive of new taxation under the United Provinces District Boards Act, 1922) is already being levied. Third, from the normal annual surplus of the board. But there are no such surpluses.

9. In 1922 Local Self-Government Department worked out a normal budget of income and expenditure for each district board which showed that the boards, as a whole, had a deficit of Rs. 13,25, and only three boards had surplus of Rs. 16, Rs. 15 and Rs. 4, respectively. The normals were revised in 1923 and, by excluding expenditure on original works therefrom, ten boards were estimated to have surpluses, the rest had deficits or just balanced their accounts, and over all there was a deficit of Rs. 2,000 only. The two calculations agreed only in making one board a surplus board, and that board is now reported to be in difficulties. All the rest are deficit boards according to the calculations of one or the other. I am not in a position to revise these figures. All the additional information I have is a statement showing the income and expenditure of the boards during two more years, when naturally the boards must have kept their expenditure below their real needs, probably in the matter of roads in particular, in order to have funds with which to carry on.

10. I have no information to enable me to work out what should be the normal expenditure of any board on objects other than education. Were I to attempt to estimate the boards' surpluses on the figures of the past three years, my estimate would immediately and properly be challenged on the ground that figures for those years, during which the boards were, as they still are for the most part, reducing expenditure

below needs in order to keep within income, do not represent the true position of the boards. By devoting myself to the study of each board's finances and needs for some months I might possibly arrive at some tenable conclusions, but no Procrustean formula based on figures of the past two or three years and unchecked by consideration of the needs of each board can give satisfactory results. It is for the Local Self-Government Department to say what funds, if any, boards can at present spare for expansion of education. I have discussed this with Sir Ivo Elliott, Secretary, Local Self-Government Department. He is of opinion, and I agree, that practically no boards have effective surpluses which could be used for education apart from what new taxation can give.

11. Mr. Kichlu's fourth and last suggestion as to the way boards could raise money for education was that they should impose new taxation. But only five boards have so far taken effective steps to impose new taxation and that in order to meet deficits, not to provide for more expenditure. In many cases no estimate of the probable yield of the new taxation possible has been made. Further, before the local rate can be increased the tax on circumstances and property must be imposed, the whole net income of which is not expected to exceed seven lakhs per annum. It is not likely in the present state of public spirit that half this amount will be levied during the next five years, and what is levied is not likely to do more than enable boards to meet deficits, provide for necessary expenditure which has been neglected in the past and allow for a very small programme of original works. Should any board increase the local rate in the near future, some or all of the increase might be earmarked for education, but it is not possible to count on this at present.

12. The result is that Mr. Kichlu's proposals for grading the boards are not practicable at present unless Government decide that the boards must starve their other services or the boards suddenly awake to the need for imposing the full taxation for which they have powers.

13. Mr. Kichlu's recommendations were based on the method actually adopted in the Punjab. I have shown above that this method cannot be followed in this province. The reason why the method was successful in the Punjab and cannot be successful here is that the district boards of the Punjab are richer than those of the United Provinces. The income of the district boards of the former province from Land Revenue and Provincial Rates (which is the main source of income) in 1923-24 was fifty-three lakhs fourteen thousand rupees compared with seventy lakhs eighty-eight thousand in the latter province. If the United Provinces district boards were as rich, in proportion to population, as the Punjab district boards, their income from Land Revenue and Provincial Rates would be over one hundred and sixteen lakhs or forty-five lakhs more than it is, and Mr. Kichlu's proposals could perhaps be adopted.

14. *Grants to be given according to needs.*—Primary education in rural areas both for boys and girls is the most pressing educational

need of the province, and cannot be left to depend for its expansion and improvement, during the next few years at least, on the existing small resources of the district boards and the probable small yield from taxation in the near future. What resources the boards have can best be spent on introducing compulsion. The position must, therefore, be faced that, for the next five years say, the main burden of the expansion and improvement of primary education both for boys and girls in rural areas must be borne by provincial revenues and the grants must be shared among the boards according to their needs, not according to their resources. Compulsion is not necessary to expansion, but improvement is necessary to both. Even without improvement expansion can be effected on a voluntary basis provided funds are available. Expansion on a voluntary basis will waste less money than expansion on a compulsory basis, because boys compelled to attend school will attend as irregularly and for as short a time as they can, whereas boys attending voluntarily are the more likely to remain, where they are efficiently taught, to finish the primary course. I therefore recommend that Government grants be given (a) to supplement the board's resources where the boards are willing to introduce compulsion partly at their own expense, and (b) to provide for expansion on a voluntary basis, the grants being distributed according to the boards' needs.

15. The present provision for primary education for boys in rural areas is Rs. 78,08,030 per annum made up of—

			Rs.
(1) Primary education (ordinary)	...	...	73,40,190
(2) Islamia schools and maktabas	...	..	3,48,020
(3) Depressed class education	...	...	1,19,820
		Total	78,08,030

* Assuming Rs. 8 per annum as the cost of educating one boy up to the primary standard provision exists for 976,000 boys. The male population of the rural areas of these provinces is 21,153,000, of whom about 2,820,000 should be receiving primary education. Some 18½ lakhs of boys are thus still to be provided for in primary schools. It is not possible in the present state of wealth and taxation in these provinces to consider as practicable the enrolment of all these 18½ lakhs of boys within the next ten years.

16. *Programme of expansion.*—I estimate that taking into account the financial resources of these provinces and the boards, the need for more school buildings and the difficulty of providing good teachers, a programme of expansion to work, as a maximum, up to approximately Rs. 37½ lakhs recurring additional expenditure (exclusive of expenditure on the necessary additional district inspecting staff and on upkeep of buildings to be erected under the programme) at the close of the five years is all that can reasonably be projected. I, therefore, recommend that a

* This assumption is based on actual figures which include expenditure on schools other than board schools, where expenses are low. In board schools the expenditure is nearly Rs 9-8-0 per scholar per annum.

programme of expansion working up approximately to this figure of recurring expenditure at the close of the next five years be prepared in such a way that it can be carried out as a whole or in part as funds become available. The recurring expenditure will involve non-recurring expenditure to a total of Rs. 90,99, in the five years as shown in the succeeding paragraphs.

17. With the expansion of primary education, expansion of middle school education should also be undertaken to provide the necessary teachers for the primary schools, for the additional demand for middle schools that now exists and for the further demand that is sure to arise when primary education expands. At present the prescribed expenditure on middle schools for boys is Rs. 14,41,330 per annum and the prescribed expenditure on primary schools for boys is Rs. 78,08,030 per annum. This proportion is working fairly satisfactorily, and I recommend that it be roughly maintained in the distribution of the Rs. 37½ lakhs recurring expenditure on the proposed maximum programme. Rupees 5,85,000 recurring will then be available for middle school expansion and Rs. 31,65,000 recurring for primary school expansion.

18. The existing eight normal schools provide teachers necessitated by the expenditure of Rs. 14 lakhs on middle schools and Rs. 78 lakhs on primary schools, total expenditure Rs. 92 lakhs per annum on boys' vernacular education. The proposed programme is for additional expenditure equal to roughly three-eighths of the existing expenditure necessitating the addition of three more normal schools. The programme must, therefore, include the non-recurring and recurring expenditure on these schools, which may be estimated at Rs. 4 lakhs non-recurring and Rs. 40,000 recurring each or Rs. 12 lakhs non-recurring and Rs. 1,20,000 recurring in all. This reduces the recurring amount available for middle vernacular education from Rs. 5,85,000 to Rs. 4,65,000.

19. I estimate with an increased expenditure of Rs. 31,65,000 per annum for primary education an increased enrolment of roughly 3½ lakhs of boys in primary schools, giving an increase of 75,000 per annum for five years. It would be impossibly costly and would result in an impracticable expansion of training classes, many of which would subsequently have to be closed to endeavour to train *2,100 teachers in each year to make up in five years the total of the additional teachers who will be necessary to teach the additional 3½ lakhs of boys. (In 1924-25, 1,853 teachers were trained for the vernacular schools.) If arrangements are made to train ten teachers for each one hundred new teachers appointed, the whole one hundred will be trained in some ten years, and the training arrangements so made will then, if they are continued, be sufficient to provide for wastage (which may be estimated at three out of every one hundred teachers) and for further expansion. I, therefore, recommend that accommodation be provided in training classes at the rate of twelve student teachers for each one hundred new teachers appointed. This will allow for two failures out of the twelve student

* At the rate of 35 boys per teacher.

teachers. On the average more than two out of every twelve who appear from the training classes for the Primary Teachers' Certificate Examination every year fail, but some of the failures appear subsequently as private candidates and pass; consequently a provision for two failures out of twelve students is sufficient. The cost of a training class for eight students is approximately Rs. 1,250 per annum, made up of—

	Rs.
Eight stipends at Rs. 10 per mensem each	9.0
Three allowances to instructors, one at Rs. 10 per mensem, one at Rs. 4 per mensem, and one at Rs. 2 per mensem	192
Contingencies	98
Total	1,250

Roughly 10,500 additional teachers are required under this scheme, and consequently at the rate of 12 per hundred facilities for 1,260 students will be required. 158 training classes will be needed at the rate of 8 students in a training class. The cost of these classes will be (Rs. 158 × 1,250) per annum = Rs. 1,97,500. Thus of the Rs. 31,65,000 for primary education Rs. 29,67,500 will be available for expansion of facilities in primary schools and Rs. 1,97,500 for training teachers. These figures will require modification when the present training classes are replaced by central training classes, but this modification can be made without difficulty.

20. *Principle on which grants for expansion should be given.*—To calculate what the proportionate quota of each district should be out of the proposed expansion of 3½ lakhs of boys in the primary schools, the principle may be accepted that during the next five years each board should make a step, towards enrolling the total number between the ages of 6 and 11, proportionate to its distance from that ideal. Thus if in the province as a whole 1,875,000 boys remain to be enrolled, the programme of enrolling 375,000 boys would mean that one-fifth of the number of boys still remaining to be enrolled is to be provided for. Thus if in a certain district 60,000 boys remain unprovided for, that district should be required in accordance with this principle to prepare a programme to enrol 12,000 boys. If even development were thus continued, all the districts would arrive at the ideal of total enrolment of all boys between the ages of 6 and 11 at the same time. Appendix III shows how the principle works out.

21. In Appendix III column 2 gives the male population in rural areas. 2,820,000, approximately 13½ per cent. of the male population, is assumed to be the total number of boys to be enrolled. This figure of 2,820,000 or 13½ per cent. requires some justification. Other estimates have taken 10 or 12 per cent. as the number to be enrolled. From the census report of 1921, part II, table VII, it will be seen that of 23,787,745 males 3,351,780 were between the ages of 5 and 10 and 2,898,410 between the ages of 10 and 15, total 6,250,190 between the ages of 5 and 15. A simple calculation, assuming the fall in numbers at each year of age to be regular in the same way that it falls from 3,351,780 between the ages of 5 and 10 to 2,898,410 between the ages

of 10 and 15, gives the number of boys at each age, in thousands, as follows :—

Age.						Number.
5	...	...	...	...	...	7,07
6	...	...	...	...	...	6,88
7	...	...	...	...	...	6,70
8	...	...	...	...	...	6,52
9	...	...	...	...	...	6,34
10	...	...	...	...	...	6,16
11	...	...	...	...	...	5,98
12	...	...	...	...	...	5,80
13	...	...	...	...	...	5,62
14	...	...	...	...	...	5,48
				Total	...	62,50

of whom 3,260,000 are between the ages of 6 and 11. On this proportion out of 21,152,934 males in rural areas 2,899,000 are between the ages of 6 and 11. Of the boys between the ages of 6 and 11 a certain number will be exempted, but against this has to be placed the consideration that (vide Appendix II) over two lakhs of 859,000 scholars enrolled in classes A to IV were outside these age limits. Supposing that of the 2,899,000 boys between the ages of 6 and 11, 20 per cent. are exempted from attendance at primary schools from one cause and another, the total enrolment, if all boys between the ages of 6 and 11 who can be enrolled are enrolled, will be 2,319,000. To this enrolment in the primary classes must be added two lakhs of boys outside the age limits who now read in the primary classes, making the total 2,519,000, of whom some 900,000 are now enrolled. Of the 1,619,000 thus remaining to be enrolled it will not be an excessive estimate if we assume that three lakhs will not have completed the primary course by the age of 11 and will continue in school beyond that age. Thus the total provision necessary will be for 2,819,000 (say 2,820,000) boys or roughly 13½ per cent. of the male population. This figure is given in column 3 of the statement.

22. Column 4 of Appendix III gives the present prescribed expenditure on primary education for boys in each district, and column 5 the number of boys for whom the present provision is sufficient at the cost of Rs. 8 per annum per boy. I have taken this figure rather than actual figures of enrolment because in some cases the full value of the present expenditure has not been secured. Column 6 then gives the number of boys for whom provision has yet to be made in each district, column 7 each board's quota of the 3½ lakhs of boys for whom the proposed five years' programme is to be made, and column 8 the total enrolment when the programme is complete. Funds available for primary education will on this principle be divided among the boards in proportion to the figures shown in column 7. The principle may in practice be modified, in order to encourage boards to introduce compulsory education, by granting to boards introducing compulsion, funds on the ¾, ¼ basis and distributing the remainder in proportion to the figures given in column 7 of Appendix III. The principle on which grants are given should, of course, be reviewed at the end of the five years contemplated by this scheme.

23. It remains to consider what should be each board's share of the expansion in middle vernacular education. In paragraph 3 I have proposed that the present proportion between middle and primary vernacular education should roughly be maintained. I further recommend that each board may bring the expenditure on middle vernacular education to the same proportion of its expenditure on primary education. Appendix IV shows how this works out. Column 2 is the present prescribed expenditure on middle schools. Column 3 is the number of boys for whom there will be provision, when the programme is complete, in primary schools. The total expenditure on vernacular middle schools, when the programme is fulfilled, will be Rs. 14,41,330 (the present prescribed expenditure) plus Rs. 5,85,000 (the increase proposed) less Rs. 1,20,000 (expenditure on normal schools), i.e., Rs. 19,06,330. Five boards, viz., Dehra Dun, Muzaffarnagar, Bijnor, Pilibhit and Hamirpur are already spending more than the sum which they should spend on the proportion proposed. They may be allowed to continue to spend on middle schools the amount they are now spending, and the amount which the other boards should spend may be adjusted accordingly. Column 4 shows how this should be divided proportionately to column 3 between the boards, and column 5 the additional expenditure involved for each board. The average cost of each scholar in a middle school may be estimated at Rs. 26 per annum. The enrolment for which the boards should prepare their programme of expansion of vernacular middle education is shown in column 6.

24. The non-recurring expenditure involved in this programme has to be calculated. The increased enrolment in middle schools involved may be estimated at 18,000; the increased enrolment in primary schools at 375,000. The cost of equipping a middle school may be estimated at Rs. 18 per student; the cost of equipping a primary school at Rs. 3 per student. The cost of equipment is thus:—

			Rs.
Middle schools	...	...	18,000 × 18 = 3,24,000
Primary schools	...	...	375,000 × 3 = 11,25,000
		Total	... <u>14,49,000</u>

All the middle schools require to be given school buildings and hostels. The cost of these will be, reckoning Rs. 15,000 a school building for 100 boys and a hostel for 50 boys (15,000 × 180 =), Rs. 27,00,000. A programme to provide school buildings for 375,000 boys to be enrolled in the primary schools cannot be undertaken in five years. It may be spread over 20 years, so that buildings are provided annually for one-quarter of the additional number of boys enrolled. The cost in five years, reckoning a building for 100 boys to cost Rs. 4,000, of making provision for buildings will then be Rs. $\frac{3,750 \times 4,000}{4}$ = Rs. 37,50,000 or 7½ lakhs per annum during the five years. The total non-recurring cost in the five years will thus be:—

			Rs.
(i) For equipment	...	...	14,49,000
(ii) For buildings for middle and primary schools	...	...	64,50,000
(iii) For normal schools	...	...	12,00,000
		Total	... <u>90,99,000</u>

The erection of these buildings will require that provision should be made for periodical repairs for them. The cost of such repairs may be estimated at Rs. 70 per annum for a school to cost Rs. 4,000 and at Rs. 250 for a school to cost Rs. 15,000.

25. I have so far made no provision for the additional sub-deputy inspectors who will certainly be required to the number of some 50 for the additional 3,900 schools to be added. These will cost at an average of Rs. 120 per mensem, Rs. (50 × 12) per annum = Rs. 72,000.

26. The total expenditure above present expenditure involved by this programme is thus (in thousands of rupees) if it is carried out in equal instalments over the five years :—

Recurring (in thousands of rupees)

Year.	Middle schools.	Primary schools.	Training classes.	Normal schools.	Sub-deputy inspectors.	Repairs to buildings.	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1927-28 ..	93	5,94	39	..	14	..	7,40
1928-29 ..	1,86	11,88	78	..	28	22	15,02
1929-30 ..	2,79	17,82	1,17	40	42	44	23,04
1930-31 ..	3,72	23,76	1,56	80	56	66	31,06
1931-32 ..	4,65	29,70	1,95	1,20	70	88	39,08
Total ..	13,95	89,10	5,85	2,40	2,10	2,20	1,15,60

Non-recurring.

Year.	Buildings.		Equipment.		Buildings and equipment in normal schools.	Total.
	Middle schools.	Primary schools.	Middle schools.	Primary schools.		
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1927-28 ...	5,40	7,50	65	2,25	...	15,80
1928-29 ...	5,40	7,50	65	2,25	4,00	19,80
1929-30 ...	5,40	7,50	65	2,25	4,00	19,80
1930-31 ...	5,40	7,50	65	2,25	4,00	19,80
1931-32 ...	5,40	7,50	64	2,25	...	15,79
Total ...	27,00	37,50	3,24	11,25	12,00	90,99

Grand total recurring and non-recurring, Rs. 2,06,59,000.

27. An unredeemed pledge for the grant to district boards of Rs. 3,32 for middle vernacular school buildings still remains to be met, and a recommendation that Rs. 5 lakhs be spent annually during the next five years on buildings for existing primary schools has been put forward. This adds another Rs. 28,32 to the above expenditure bringing the total to Rs. 2,34,91. It is not probable that these grants will be exceeded and the proposed programme is the largest that can

reasonably be formulated at this stage for vernacular education in rural areas. Should the unexpected happen and more funds become available it will not be difficult to carry out the programme in a shorter time. The programme calls for the following recurring and non-recurring expenditure in thousands above present expenditure :—

					Rs.
1927-28	...	...	...	...	23,20
1928-29	...	...	...	...	34,82
1929-30	...	...	...	...	42,84
1930-31	...	...	...	...	50,86
1931-32	...	...	...	...	54,87
				Total	2,06,59

and for a further expenditure of Rs. 7,50 per annum for another 15 years on buildings (exclusive of what is necessary to provide better accommodation for existing schools) with corresponding additional recurring expenditure for repairs.

28. *Boards to prepare programmes of expansion.*—Each district board may, therefore, be asked to prepare a programme of expansion of primary and middle vernacular enrolment to bring numbers up to the numbers shown against each district in column 8 of Appendix III and column 7 of Appendix IV. Provision for training teachers, in addition to the provision necessary to replace wastage among the existing staff, at the rate of 12 students in training for teacher-ships for each 100 new teachers required by the programme will have to be made. Equipment may be reckoned at Rs. 3 for every additional boy enrolled in primary schools and at Rs. 18 for every additional boy enrolled in middle schools. An estimate of the new buildings required for the additional middle school enrolment should be prepared and for accommodating in new buildings one-quarter of the additional number to be enrolled in primary schools. The programme should be drawn up so that it can be carried out in instalments, as funds become available.

29. The drawing up of this programme will involve the diligent co-operation of the boards, the district inspecting staff and the divisional inspecting staff. The programme will have to cover expansion of ordinary district board primary and preparatory schools, of Islamia schools, and schools for depressed classes. The experience of many years is against any programme of expansion of aided schools. As regards maktabs the programme must await the decision of Government on the recommendations of the Wetherill Committee which is now sitting. I understand that the question of Muhammadan education is being exhaustively discussed by that committee.

30. During the coming cold weather each board should draw up its programme of expansion for the next five years in a regular form which should leave space for subsequent entries showing how far it has been carried out. I am drafting such a form but need not burden this report with it. The programme should be prepared by the district

inspecting staff and approved by the chairmen and the divisional inspector of schools. As soon as it is known how much money is likely to be available in any year the Director's office should decide on the basis of figures given in appendices III and IV and after making provision for compulsory education and for the additional district inspecting staff necessitated by the expansion how much will be available for each board. The inspectors may then be asked to state, in consultation with the district boards, how the money available for primary education should be distributed between the three heads "ordinary," "Islamia schools" and "depressed classes." The amounts so ascertained and the amount available for middle schools should, when the money is voted, be added to the Government grant for each board and to the total prescribed expenditure by each board under each head. Non-recurring grants should be distributed in approximately the same proportion as recurring grants.

31. If this programme is to be brought into effect by yearly instalments, the following provision for expansion of vernacular education will be required in the budget for 1927-28 :—

FOR EXPANSION.

Recurring :—

	Rs.
Middle schools	93,000
Primary schools	5,94,000
Training classes	39,000
*Sub-deputy inspectors	6,400
Repairs to buildings	Nil
Total	7,32,400

Non-recurring :—

	Rs.
Equipment of middle schools	65,000
Building of middle schools	5,40,000
Equipment of primary schools	2,25,000
Building of primary schools	7,50,000
Total	15,80,000

FOR THE MAINTENANCE AND IMPROVEMENT OF EXISTING ACCOMMODATION.

Non-recurring :—

	Rs.
For middle vernacular schools (buildings)	3,32,000
†For primary schools (buildings)	5,00,000
Total	8,32,000
GRAND TOTAL	31,44,400

In addition the building of normal schools at Sheopur and Chandausi may be pushed on. This is being separately referred.

* Ten more sub-deputy inspectors will be required. Initial pay Rs. 80 for 8 months in 1927-28, total Rs. $(10 \times 80 \times 8) = \text{Rs. } 6,400$.

† This has already been accepted by Government.

(16)

32. The bill which I have presented here looks a heavy one, but it is the most economical I can put forward. A programme of expansion in enrolment in the district board primary schools, of $3\frac{3}{4}$ lakhs of boys in five years out of the $18\frac{1}{2}$ lakhs for whom no provision exists can hardly be classed as extravagant.

CHAPTER III.

THE CONTROL OF VERNACULAR EDUCATION IN THE DISTRICTS.

Changes in control since 1912.—The control of vernacular education in rural areas in these provinces has changed hands in recent years. Before 1912 the district boards, under the chairmanship of the collector or deputy commissioner, were responsible, for vernacular education in the districts, to Government which acted through the Local Self-Government Department. The inspecting staff of the districts was also under their control. The first recent change of note was the provincialization in 1912 of the district inspecting staff and the transfer of its control to the Education Department. In 1917 a Board of Education, whose functions were however purely advisory, was established. The next change came in 1921 when, with the inauguration of the Reforms from January 1 of that year, vernacular education became a transferred subject and was put in the charge of the Minister for Local Self-Government, the Hon'ble Pandit Jagat Narayan. In the same year the Education Department of Government took over from the Local Self-Government Department responsibility for vernacular education; and Government grants to district boards in aid of vernacular education were transferred from the head "Local Self-Government" to the head "Education." The increased responsibility for vernacular education of the Education Department which now made grants for vernacular education and watched over it, the expansion of Government expenditure on vernacular education, and the general growth of vernacular education that had been taking place resulted in the appointment in 1921 of a Chief Inspector of Vernacular Education, whose post was subsequently converted into that of the Deputy Director of Public Instruction, who is still the departmental officer in charge of vernacular education, though he has other duties as well. The United Provinces District Boards Act, 1922, reconstituted the district boards and gave them an elected chairman in place of an official chairman. In 1924 the Board of Education, whose functions in regard to English education had been taken over by the Board of High School and Intermediate Education, became the Board of Vernacular Education. Its powers continue to be advisory.

2. *Contrast between present system of control and that existing in 1912.*—In 1912 vernacular education was controlled, under the Lieutenant-Governor, by the Secretary to Government in the Local Self-Government Department which dispensed the Government grants for the purpose; commissioners were responsible for vernacular education in divisions; the district officers, the collector or deputy commissioner, as chairmen of the district boards for vernacular education in the districts. They were aided in the work by the district inspecting staff appointed by the district boards. The Education Department came into the picture only as an adviser on technical points, and as an inspecting agency which carried out that work through two officers in

each division, the divisional inspector of schools and the assistant inspector of schools. Now, in 1926, vernacular education is, under the Governor acting with his Ministers, controlled by the Secretary to Government in the Education Department which dispenses the Government grants and the Deputy Secretary to Government in the Education Department who is also the Director of Public Instruction and is aided in this work by the Deputy Director of Public Instruction. The commissioners and district officers have no direct control over vernacular education. The district board, under an elected chairman, is responsible for the district administration. The district board is aided in its administration of vernacular education, not by officers of its own, but by the provincial staff of deputy and sub-deputy inspectors who are appointed by the Director of Public Instruction. The Education Department as an inspecting and advising agency works through the same provincial inspecting staff, as well as through the divisional and assistant inspector of schools to whom the district inspecting officers are subordinate. The change during the last fourteen years in the control over vernacular education is striking.

3. *Advantages of the present system of control.*—The closer connexion which the Education Department now has with vernacular education in the districts is an advantage from an educational point of view. The fact of the district inspecting staff being departmental officers puts the Education Department in a better position to inspect, advise and help. The transfer of the administration of vernacular education in the districts to a body entirely and directly representative of local interests should theoretically have resulted in an administration better adapted to the needs of the districts; but this expectation has not been realised in practice.

4. *Disadvantages and defects of the present system of control.*—On the other hand, that the district officer, whose work gives him exceptional knowledge of his district and a close interest in it, and the commissioner, who has in most cases had a wide experience in many districts and can bring a ripe judgment to the task, should no longer have any direct connexion with rural school administration is a serious loss to education. Mr. C. A. C. Streatfield's work in the Benares district, Sir Selwyn Fremantle's work in the Allahabad district, and the help that both these officers gave on education committees are among many instances of the great assistance collectors and commissioners could render to the cause of vernacular education, assistance which it is no longer possible for them to give in the same direct way.

5. The dual capacity of the district inspecting staff has, ever since the provincialization of that staff, been a constant source of friction and of consequent harm to vernacular education. Conferences of district inspectors and the Non-gazetted Educational Officers' Association have protested against it on many occasions. The deputy inspector, the head of the provincial inspecting staff in the district, is responsible to, and subject to the general control of, the chairman of the district board in all matters concerning the administration of vernacular schools. He has certain minor powers, but his exercise of those powers is subject

to confirmation by the board or competent authority. The average number of schools managed by each district board is over 300 and of schools aided by each district board over 70. The average number of teachers employed by a district board is over 600. The average expenditure on education by a district board is about two lakhs of rupees per annum. The administration of vernacular education in a district is a heavy task, and with the introduction of compulsion and the consequent increased complexity of educational affairs will become yet heavier. The chairman of the district board has to determine questions arising in respect of the service, leave, pay, privileges and allowances of the teachers, and to watch over the financial and superintend the executive administration. Except for the few minor powers delegated to the deputy and sub-deputy inspectors of schools, the chairman of the board has under rule 10(3) of the District Board Educational rules all powers regarding appointment, leave, punishment, dismissal, transfer and control of teachers. His tenure of office is three years and he may, or may not, take a particular interest in educational matters. He has not, cannot in most cases have, a personal knowledge of the details of the educational administration throughout the district. He has also his own personal affairs and all the other business of the board to look after. He must, like any other elected officer, rely for information and help on the permanent officials. The deputy inspector of schools is the officer to whom he would ordinarily turn for this information and help, but the deputy inspector is required to be away from headquarters on tour for 200 days in the year, and being an officer appointed not by the board but by the Education Department is not under the entire control of the board. The secretary of the board is on the other hand directly appointed and controlled by the board and is infrequently absent from headquarters. As head of the board's office of which the board's educational office is but a part, the secretary is also able to furnish any information and help which the chairman requires. The tendency is, therefore, towards the secretary rather than the deputy inspector, being consulted and relied on by the chairman in matters educational. Sometimes both secretary and deputy inspector are ignored by the chairman when he is approached directly by a member of the board or one of his constituents. Where the deputy inspector and secretary pull together to further the educational advancement of the district the difficulty is lessened. Where as frequently happens these officers hold different opinions friction results and educational administration suffers. The difficulty is a real one; and inspecting officers of all classes have frequently drawn attention to it.

6. The fact that practically full powers over education in the districts is in the hands of elected members of the boards and their elected chairmen results in the members using their influence to determine the location of schools in order to secure support from the voters. In consequence small and inefficient schools are frequently opened in close proximity in places where one large school would serve a locality more efficiently and effect considerable saving.

7. No guarantee exists that a board will contain a sufficient number of members competent to judge wisely in matters educational or

that the chairman will be competent. Some boards do contain such members and have competent chairmen; in others educational affairs are controlled by men ill-qualified for their task.

8. The educational branch of the board's office is in many instances inefficient and dilatory. The deputy inspector has little control over it.

9. The district boards are elected every three years. The electors are landowners assessed to land revenue amounting to not less than Rs. 25 per annum, permanent tenants paying a rent of not less than Rs. 25 per annum, persons residing in the area assessed to income-tax or a tax on circumstances and property and persons who are matriculates or have passed an equivalent educational test, or an examination of proficiency in Indian vernaculars or classical languages recognized by an Indian University or by local Government. Among the electors in rural areas are comparatively few persons who regularly practise the arts of reading and writing. The school teachers form an influential and homogeneous body whose members, though not always themselves electors, are capable of reading and expounding to the electorate the views and promises of rival candidates. Their help may be of considerable importance to candidates who, therefore, are anxious to secure their support. The interests of education are subordinated to the private interests of the candidates and the teachers before, during and after elections. Promotions, transfers and appointments are made on considerations other than educational. In higher appointments, public services commissions and the delegation to responsible officers of powers of appointment, promotion, transfer and discipline are found necessary to protect public servants against their dependence in matters affecting their positions on elected bodies and elected officers. The school masters of vernacular schools need similar protection. Not only the school masters, but the district inspecting staff also are tempted to use their influence in local politics. They find their work easier and smoother if they can show that they have aided the successful party on the board.

10. Education and local politics have become intertwined to the detriment of the former. A high standard of education among voters is essential to successful government by elected bodies. Till education has reached a higher standard its administration should be practically independent of the currents and intrigues of local politics. In the case of other activities of the district boards, e.g., the roads and hospitals, the ill-effects of maladministration early make themselves felt. In the case of education a long period of years is required before such ill-effects are apparent. Education is thus in a special position, and its fundamental importance to successful democratic government requires that it be given special treatment.

11. *Proposal to establish school boards.*—The object to be attained is that vernacular rural education which is financed to the extent of 68 per cent. from provincial revenues and 32 per cent. from district board revenues should be efficiently administered in the interests of education alone by a local body aided by capable experts and advised and guided by the Education Département. As shown above this object

is not secured by the present system. The local body, which might be called the school board, in control of education should consist of representative impartial educated men interested in the advancement of education in the district. The local Government which provides 68 per cent. of the expenditure should be represented on it and also the district board which provides the remaining 32 per cent. A far larger expenditure on vernacular education is necessary if the ideal of free universal primary education is to be attained. Provincial revenues, in the present state of wealth and taxation in these provinces, cannot bear the whole of the inevitable extra expenditure. An extension of local taxation must take place. The school board must consequently be given powers to raise a local education rate, and must, therefore, contain a strong locally elected element. The school board should be composed of members elected *ad hoc*, members nominated by the district board and members nominated by Government. To it should be entrusted all the powers in respect of education now exercised by the district boards, the Government grants and the district board contributions for education.

12. The school board should not be too large; a suitable number would be from ten to fifteen. Of these 40 per cent. might be Government nominees, 20 per cent. nominees of the district board and 40 per cent. elected *ad hoc*. Adequate Muslim representation and representation of other classes may be secured, where necessary, by the use of the Government powers of nomination. No separate Muslim electorate would thus be necessary for the school board for which the electorate could be formed by combining existing district board electorate circles. No person should be eligible as a candidate for the board unless he has passed at least the Vernacular Final Examination. The term of office of members, other than elected members, might conveniently be five years. Elections for the elected members might take place every three years, but should be arranged so as not to clash with the district board elections.

13. *Chairmen of the proposed school boards.*—The collector or deputy commissioner of the district has duties which take him into all parts of the district and bring him into contact with all classes and conditions of the people. He is closely concerned with the general administration and the levy of taxation. He would be of great service as a member of the school board; his position in the district demands that if he is a member he shall also be chairman. The main objection to making the collector the chairman of the school board is that education would be too much in the hands of the officials. A step which takes power from elected representatives of the people and puts it in the hands of an official is contrary to the spirit of the present administration. But the fundamental importance of vernacular education, the urgent necessity that it be efficient and economical, and the advantages gained by appointing the collector as chairman, viz., that it would solve many religious and party difficulties, smooth the path of local taxation, and once more give to education the benefit of the collector's services are sufficient to my mind to outweigh the objections. I should not, of course

regard school boards, with the collector as chairman, as more than a temporary part of the machinery of administration, it should rather be regarded as a device to secure efficiency in education while the art and science of local self-government are being further studied and practised by the local representatives of the people, and the people themselves are being given a wider and deeper education which will enable them to choose their representatives wisely and well. The administration of education in the district should later be retransferred to the district board.

14. *Deputy inspector to be the secretary to the school board.*—The deputy inspector of schools for the district should be secretary and executive officer of the school board in all matters pertaining to the administration of schools. He should not however be required to undertake the duties of assessing and collecting any taxes that may be imposed. The office of the school board should be in his charge and under his control. To him should be delegated, subject to a right of appeal to the school board, powers of appointment, promotion, transfer and discipline.

15. The importance to the country of vernacular education demands that it should be efficiently controlled and guided. The educational staff for the purpose consists at present of seven divisional inspectors of schools, all in the Indian Educational Service, ten assistant inspectors in the Provincial Service, 48 deputy inspectors one in each district, 9 divisional deputy inspectors of Muhammadan schools, and 195 sub-deputy inspectors of schools.

16. *Divisional inspectors of schools and assistant inspectors of schools.*—In 1912 there were nine divisional inspectors of schools and ten assistant inspectors. The Piggott Committee which met in 1913 recommended that one more divisional inspector should be added for the Jhansi division, and some members of the committee thought that one more inspector might be required to give relief to the Inspector of European Schools who was in charge of the Kumaun Division. Government in its resolution on the Piggott Committee's report said—

"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 connexion 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 the 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."

17. The outbreak of the War prevented these orders being put into force. An additional post of Inspector of Schools, Jhansi Division, was however created and filled, and a post of additional Inspector of Schools, Kumaun Division, created though no officer ever worked in the post. The need for economy in 1921 onwards resulted in a re-consideration of the position. The Inspector of European Schools was relieved of his duties of Inspector of Schools, Kumaun Division, which was placed in the charge of the provincial service assistant inspector.

The Economy Committee which met in 1923 recommended, in the circumstances then existing and on the assumption that there would be a decline in the number and scope of the institutions for which the department is directly responsible, that a reduction in the number of divisional inspectors was possible. On this recommendation and as an experimental measure, two posts of divisional inspector of schools are vacant. The Inspector of Schools, Lucknow Division, holds charge of the Fyzabad Division as well, and the Inspector of Schools, Allahabad Division, holds charge of the Jhansi Division.

18. Since the Piggott Committee met the inspectors' work has very largely increased. In place of 47 Government high schools there are now 8 Government intermediate colleges, 43 Government high schools and one Government English middle school. In place of a total of 117 high schools and 79 English middle schools there are now 30 intermediate colleges, 162 high schools and 76 English middle schools. Vernacular middle schools for boys number 573 against 387 in 1913, primary and preparatory schools 17,351 against 10,208. The enrolment in primary schools for boys has increased from 5½ lakhs to 9½ lakhs. The inspectors' responsibility for vernacular education has increased with the transfer of responsibility therefor from the Local Self-Government Department to the Education Department, and the replacement of official chairmen of district boards by non-officials. The inspector is required to see that the district boards make adequate provision in their budgets for education and spend that provision in a proper manner; that the district boards obey the educational rules of Government; he watches over compulsory education in the municipalities in which it has been introduced since the Primary Education Act of 1919 was passed; he is being required to aid district boards to introduce compulsory education in accordance with the United Provinces District Boards Education Act of this year and will have to watch over compulsory education when introduced. Central training institutions are to be established, and over these the inspector will be required to exercise considerable control in view of their fundamental importance. The inspector has further to help and advise on the expansion of vernacular education, to control the district inspecting staff in their departmental relations, and to administer, in eight of the ten divisions, a normal school. It is not possible for this work to be done adequately by an assistant inspector. In the Kumaun Division, where it has been tried, the experiment is unpopular. The chairmen of the district boards dislike it, the English school managers protest against it and the head office finds it unsatisfactory. It needs a man of high quality and tact to do the work of a divisional inspector and the posts must continue to be held, if vernacular education is to be well served, by an officer of the first rank of the educational service. In the Allahabad and Lucknow divisions where one inspector has been placed in charge of two divisions the experiment has not been a success. It is not possible for an inspector to watch over the work of more than six districts with satisfaction to himself and others. The possibility of personal acquaintance with the needs of the districts in his charge, already considerably lowered since the war by the added difficulty, expense and inconvenience of camping over wide areas, is reduced to a

minimum ; and where personal acquaintance is lacking a right judgement in accordance with the needs of each district may, but probably will not, be reached. The filling of the two posts of Inspector of Schools, Fyzabad Division, and Inspector of Schools, Jhansi Division, is essential to efficiency. It may, perhaps, be urged that these divisions have not much work for an inspector because of the fewness therein of aided English schools, but small divisions make good training grounds for men and fit them for bigger charges with wider responsibilities. The coming conversion of the Indian Educational Service posts to Provincial Service posts is a further argument in favour of again filling the two vacant posts.

19. The Kumaun Division is not so big a charge as to require, at present, both an inspector and an assistant inspector. But it does need an inspector, of the rank of an Indian Educational Service officer, and I therefore recommend that the present assistant inspector be replaced by a divisional inspector.

20. *Position and pay of the district inspecting staff.*—The permanent staff in the districts for the control and guidance of education consists of 48 deputy inspectors (excluding deputy inspectors of Muhammadan schools) and 195 sub-deputy inspectors of schools. The pay of the 48 deputy inspectors is Rs. 170—10—320 with an efficiency bar at Rs. 270. Their qualifications are :—

<i>Trained—</i>				
M. A.	...	...	...	1
B. A.	...	...	...	5
Intermediate passed (or equivalent)	...	...	...	10
Matriculation passed (or equivalent)	...	...	...	9
			Total	25
<i>Untrained—</i>				
M. A.	...	...	...	3
B. A.	...	...	...	13
Intermediate passed (or equivalent)	...	...	...	6
Matriculation passed (or equivalent)	...	...	...	1
			Total	23
			GRAND TOTAL	48

The pay of the sub-deputy inspectors of schools is Rs. 80—5—120—10—160 with an efficiency bar at Rs. 120. Their qualifications are :—

	M. A.'s	B. A.'s	Intermediate passed (or equivalent)	Matriculation passed (or equivalent)	Total.
Trained .. .. .	..	12	58	53	123
Untrained	4	52	2	2	60
Total	4	64	60	55	183
Those that have not passed the matriculation or an equivalent examination.	..	..	..	..	12
GRAND TOTAL ..	..	..	..	..	195

The deputy inspector is on the average responsible under the chairman of the board for the work of four sub-deputy inspectors, eleven middle vernacular schools, three hundred and seventy primary and preparatory schools, over six hundred teachers, the district educational office and an expenditure of two lakhs of rupees per annum. He will be responsible, under the chairman, for the successful working of the United Provinces District Boards Primary Education Act (the Compulsory Education Act) of 1926. I have no wish to depreciate the existing staff, but they are not as a whole of that quality that their responsibilities demand. Twenty-three of the forty-eight have been through no course of training in pedagogy, and twenty-six have not graduated at any University. They are men for the most part of long experience promoted from among the sub-deputy inspectors. Educated men of ideas, of a high standing and character, familiar with rural problems, learned and skilled in the art and science of pedagogy are necessary to do adequately the work demanded of a deputy inspector. Expenditure to secure men of the type necessary will be an economy; they will save, by efficient direction of expenditure in which today much waste occurs, as much as their services will cost. These provinces are not spending enough on the direction and control of education. Throughout British India the percentage of expenditure on direction and inspection to total expenditure in 1921-22 was 5.08. In these provinces in the same year the percentage was 3.80. In 1924-25 the expenditure on direction and inspection in these provinces was Rs. 11,27,786 out of a total expenditure on education of Rs. 2,71,27,137 or 4.16 per cent. If expenditure on direction and inspection had been made in that year in accordance with the average for British India, it should have amounted to Rs. 13,78,055 or two and a half lakhs of rupees more than were actually spent. To employ an administrative staff which is not up to its work is wasteful. The pay of the deputy inspectors and sub-deputy inspectors has recently been revised and they have been put on a time-scale at an average annual additional expenditure in the case of deputy inspectors of Rs. 41,500 and in the case of sub-deputy inspectors of Rs. 6,660. But this is not sufficient. The deputy inspector should be given the status that the phrase "gazetted officer" connotes. This has already been done in the Punjab. His appointment should be made by Government after consideration of all candidates for the post. A man who has studied rural science and rural economics should be preferred if such are available. He should have at least two years' probation. He should certainly be a gazetted officer, but it is not necessary in order to secure the services of the type of man required to pay the amounts, viz., Rs. 250—50/2—300—25—675 per mensem with a selection grade of Rs. 700—50—800 per mensem now fixed for officers of the United Provinces Educational Service. The deputy inspectors have opportunities for promotion to assistant inspectorships, and if the right type of man is secured young enough would have possibilities of promotion to divisional inspectorships. A pay of Rs. 200—25—450 is sufficient to attract young men with first class M.A. and M.Sc. degrees to assistant masterships in the intermediate colleges, and this rate appears suitable and sufficient to attract the right type of man to the post of deputy inspector. The

additional cost of this proposal would average Rs. 55,000 per annum, calculated as follows :—

	Rs.
Present average annual cost of deputy inspectors	1,66,000
Average annual cost of an officer on a pay of Rs. 200—25—450 per mensem	3,878·1
Cost of 57 deputy inspectors (including the nine divisional deputy inspectors of Muhammadan schools) on a pay of Rs. 200—25— 450 per mensem : 3,878·1×57	2,21,051
Additional annual average cost	55,051

I can see no adequate reason to raise the pay of all deputy inspectors at once to the new scale. The new scale should be given only to officers appointed to posts which fall vacant. The present deputy inspectors would be considered as candidates for such posts.

20. The sub-deputy inspectors at present number 195. They have charge of 550 middle schools, 122 training classes and some 16,500 primary and preparatory schools; total number of institutions 16,672 or an average of 85 per sub-deputy inspector. Mr. Kichlu recommended that the number of schools to be in charge of a sub-deputy inspector should in future be fixed at 70, and that additional sub-deputy inspectors should in future be provided on the principle of 70 schools per sub-deputy inspector from year to year in accordance with the increase in the number of schools in each district. Government have resolved that a reasonable standard would be one district inspecting officer for every 80 schools, subject to modifications according to local conditions. Arrangements are now being made to carry out this order and the further order of Government that the Director should examine also the question of the provision of travelling allowance required to ensure that every district inspecting officer will do the necessary amount of touring is being carried out.

21. In the succeeding chapter will be found certain recommendations having as their object the increased usefulness of the sub-deputy inspectors. These recommendations have been postponed to that chapter because they are in accordance with the proposals contained therein for increasing the efficiency of the teaching staff.

22. The recommendations of this chapter are shortly that—

- (a) School boards be established to control vernacular education in the districts.
- (b) The district magistrate should be the chairman and the deputy inspector secretary and executive officer of the school board.
- (c) The posts of Inspector of Schools, Fyzabad Division, and Inspector of Schools, Jhansi Division, be filled and the Kumaun Division be placed under an officer of the Indian Educational Service.
- (d) The deputy inspectors of schools be given the rank of gazetted officers and their pay be raised to Rs. 200—25—450. New appointments to the post should be made by careful selection from among all available candidates.

CHAPTER IV.

TEACHERS, TRAINING COURSES AND CURRICULA.

Causes of wastage and inefficiency in primary schools.—Every inspecting officer will agree that where there is a good primary school teacher there is a flourishing progressive primary school. The wastage in the primary schools is thus not mainly due to dislike by the people of education nor to economic causes but to the inefficiency of the teachers. The avoidance of wastage, the popularity of the primary schools, and the success of any schemes of compulsion consequently depend in the first instance almost entirely on the quality of the teachers.

2. The teachers are not to blame for their present inefficiency. When the Piggott Committee met in 1913 the pay of a trained teacher in a primary school was Rs. 8 per mensem. Men of any mental ability and physical capacity could earn considerably more than this in other occupations; consequently a primary school teachership under the district board was in general sought only by those who were incapable of anything else. The rates of pay have been improved and are now :—

For headmasters of primary schools ...	50	per cent. on Rs.	22	per mensem.
	30	"	"	ditto.
	20	"	"	ditto.
For trained assistant masters of primary schools.	30	"	"	ditto.
	50	"	"	ditto.
	20	"	"	ditto.

These rates are sufficient to attract a better class of man than the old rates, but they were only introduced in 1921 and the effect of the better recruitment is not likely fully to be felt for some years to come.

3. Besides the fact that many existing teachers were recruited on inadequate pay and are consequently not of the best type available, the fact that the present teachers are the product of inefficient schools must be taken into account. The teachers themselves have been trained, on a severely literary curriculum, in schools where stagnation in the infant classes is the rule and not the exception. Not having had experience of anything better they naturally reproduce the mechanical, uninspiring, depressing teaching from which they themselves suffered in the infant and primary classes. Again the teacher, taught in schools, training classes and normal schools where little that is practical or has any living relationship with village life was formerly admitted, has become an outsider in the village. He is known as "Munshiji," a man versed in curious learning, but unversed in the practical business of the ordinary dweller in the village. The latter is thus led to believe that education is of little value save to those who will later adopt a means of livelihood dependent on their literary ability.

4. *The problems of rural vernacular education.*—The task before these provinces is thus threefold. First, to secure that the education in the rural vernacular schools has a closer relationship to the mass of the people; second; to increase the efficiency of the existing teachers so that

the children shall not be dulled but enlivened in school; and third, to ensure that all new teachers appointed shall be good practical educationists interested in rural life and conditions.

5. *Résumé of past efforts.*—These problems have not been overlooked in the past. A Rural Education Committee to consider the problems of education in the districts met in 1910, the Piggott Committee on primary education in 1913; in 1915 a committee met under Mr. Mackenzie to consider the question of the training of vernacular school teachers, and another for the same purpose in 1922.

6. As far as the problems under discussion in this chapter are concerned, the outcome of the labours of these committees and of the efforts of the department in recent years may be summarised as follows. The curriculum for primary classes has been revised so as to include a scheme of object lessons (for classes A to V) designed to give the children a practical interest in the world about them. The scheme includes lessons in the examination, classification and observation of common animals, on plants, trees, seeds, roots, stems, leaves and flowers. The conditions of plant-growth, the varied habits of different plants, and the values of plants to man. Mensuration lessons are included which should be useful in the fields. The primary school selected vernacular middle schools from July, 1926; teachers for 15 more are being trained this year at the Lucknow Training College; permanent arrangements are being made for training more teachers of the subject at the Normal School, Allahabad. The curriculum for the training classes for teachers has recently been revised. This course lasts for one year only and consequently much time cannot be spared by the students for anything other than improving their knowledge of the subjects taught in the middle schools and studying pedagogy which is the proper purpose of the course; but the syllabus of geography in the course has been made practical and includes the drawing of local plans and maps, the study of patwaris' maps, observation work on the land, on rivers, transport by water, road and rail, village and town industries, crops, trees and vegetation generally, domestic animals, rainfall, local commerce, special local industries, weather conditions and agricultural operations. In the course for the readers contain lessons in nature study, and the courses in other sub-been made. Manual training, i.e., wood-work, is being taught in 15 subjects in the primary classes have been brought into closer relationship with village life, e.g., in arithmetic, simple lessons in account-keeping (*roz-namcha* and *khata*) are taught and arithmetic books specially adapted to rural areas are in use; practice in reading script, more particularly patwaris' papers and such documents as *pattas* and *qabuliyats*, is given; and in geography the teachers are required to give instruction in the subject in class II by means of large scale maps of the village. The maintenance of school gardens is encouraged. In the curriculum for middle schools the geography course includes lessons on physical geography of immediate practical value. Agriculture has been introduced as a subject of study in seven middle schools, and arrangements for extending it to other middle schools have

vernacular teachers' certificate, i.e., in the normal schools, a practical course in nature study is prescribed which includes "every-day science," observations on animal and plant life and earth, soil and weather studies. Classes in first-aid were opened in 1922—24 in all the normal schools with a view to supplying teachers of the subject in vernacular middle schools. Measures designed to improve the efficiency of the teacher were that (a) training classes have been separated from the middle schools, (b) the written examination for the primary teachers' certificate was entrusted in 1918 to the Registrar, Departmental Examinations, instead of as formerly to the deputy inspectors, (c) the practical examination for the primary teachers' certificate was in 1920-21 put in the hands of the divisional boards presided over by the assistant inspector, (d) departmental examinations in advanced Hindi and Urdu were instituted in 1919.

7. *Recent orders of Government.*—In their resolution on Mr. Kichlu's report, published on February 23, 1925, Government have recently resolved :—

"The chief needs, therefore, seem to Government to be (1) to evolve a type of teacher who understands not merely child psychology, but also understands the rural parent, and (2) to ruralise, as far as possible, the character of our rural schools. The training arrangements for teachers should aim at giving them greater technical skill, but at the same time a rural outlook. There is a certain danger that the more the training of a teacher is directed to child psychology, the more likely he is to become professionalized and the less ready to sympathise with or share in village life. But it is undoubtedly important that technical efficiency should somehow be reconciled with the enthusiasm and understanding which would make the village teacher a successful propagandist in the cause of education.

The Government desire to see the actual teaching in the village school adapted to the needs of village life, and not based on the requirements of the city child. Two special points are worth attention: the adjustment of holidays to agricultural requirements and the development of cultivated plots attached to the school. There should not be any difficulty about holidays, now that Government have modified the method of examination at the end of the primary stage. The hours of school session may be a more difficult matter but this question should be examined by the Director of Public Instruction. As regards the second point, the Government realize that school cultivation which is a failure may be worse than none at all, and that the town trained teacher is not likely to have much natural enthusiasm for it. But they think that at this point the Education Department should join their efforts with those of the Agricultural Department. There seems no reason why school agriculture should not be successfully developed at a select number of prospering schools, and why the department of Agriculture should not help with its seeds and methods, so as to make the school a lesson to parents. This question should be examined by the Director in consultation with the Agricultural Department and definite proposals should be submitted to Government."

Government have also decided that the primary examination will, under proper safeguards, be conducted by the headmaster of the primary school concerned, except in the case of one teacher schools; that a close watch should be kept by the district inspecting staff by means of annual lists over the progress of boys in the schools; that school gardens should be developed; that the buildings and staff of all training classes which are found to be worth improving should be improved; that Government central training classes should be established in some districts; that the normal school course should be divided into two distinct and self-contained courses of one year each; the first to be the course for the primary teachers' certificate examination, the second to be the course for the vernacular teachers' certificate

examination open only to those who have obtained the primary teachers' certificate. A special committee to make recommendations for the improvement of teaching in infant classes is to be appointed.

8. *Further necessary measures.*—The examination of what further measures are necessary requires to be taken up. The first of the three problems is to secure that the education given in the rural vernacular schools has a close relationship to the mass of the people. The primary school curriculum has been discussed thoroughly on previous occasions. The three R's, geography, object lessons, optional drawing and physical exercises are the subjects of the curriculum. The practical value and necessity for reading, writing, arithmetic and physical exercises cannot be challenged. Drawing and object lessons have a double value; they exercise the hand and eye and give the activities, other than mental, of the children an outlet. The object lesson course, properly taught, should arouse the interest of the children in the process of nature, and give them a wider outlook on the agricultural work going on about them and a better appreciation of its aims and value. The curriculum as far as the three R's, geography and drawing are concerned requires little or no change; physical exercises in vernacular schools have recently been enquired into by a committee specially appointed for the purpose; the object lesson course I suggest can be considerably improved. With the course itself I do not quarrel so much as with the methods by which it is taught. This quarrel I have with the existing methods of teaching all the subjects in the primary classes, particularly the infant classes; but the instructions to teachers in the Scheme of Object Lessons makes the quarrel acute. The instructions read "The chief aims of these lessons are to train children to observe accurately and to quicken their interest in the world around them. In the preparatory stage these are the *sole* aims." Healthy children at the preparatory stage are, as a matter of fact, keenly interested in the world around them; what is happening in the schools is that in the reading, writing and arithmetic lessons that interest is dulled by the present methods of mechanical rote-learning and hours of sitting idle with nothing in which to be interested. Children of the preparatory stage, though they do not observe completely nor do they observe those things an adult does, do naturally observe accurately, as is evidenced by the fact that they imitate closely. They do not require to be trained to do this. They will do it if left alone. The important matter is what particular things and acts they observe and imitate. As a rule they need at this stage guidance and sympathetic help to observe and imitate the right things, not training to be interested and to observe. They need plenty of stimulating occupations in which that guidance and help can be given. Throughout the preparatory stage and well into the primary stage the teachers require to be taught and to learn "that a child's play is his work and in order to educate him we must approach him through play." Like other young animals a healthy child, if left alone, will be continually experimenting with his body, his hands, his senses and his brain. He will imitate closely, both consciously and unconsciously, the actions of his elders.

He is full of impulses to action and the function of the teacher is to guide those actions. Unfortunately for the education of these provinces the teacher's power is generally exercised to restrain those actions, with the result which has been well stated by Dr. H. C. Cameron in a recently issued medical work "The Nervous Child": "The child whose impulses towards purposive action are encouraged is generally a happy child, with a mind at rest. When these impulses are restrained, mental unrest and irritability are apt to appear." The "mental unrest" consequent on the restrictive control exercised by the teachers in the preparatory and primary schools and on the lack of stimulating occupations when the teacher is engaged with other classes is largely responsible for the irregular attendance for which those schools are notorious, for the "mental inertia and apathy" (a reaction from the "mental unrest" previously induced) noted as characteristic of the boys in the higher classes and the stagnation and wastage in infant classes and classes I and II.

9. *The revision of the "Object Lesson" course.*—To instruct the existing thirty-four thousand masters of the primary schools in the essential "play" methods of teaching will be a work of time if not an impossibility. Something can however be attempted. Only one means exists of getting directly in touch with all the teachers and that is the curriculum. Through the curriculum teachers are instructed in the aims and methods of teaching object lessons. I recommend that in place of the scheme of object lessons a scheme of "play lessons" be introduced. In appendix I will be found a draft of "instructions to teachers" and a draft scheme for these "play lessons." The scheme borrows from the existing "Object Lesson" course and largely from the "project" method which has been successfully introduced by the Methodist Episcopal Mission at Moga and the Rang Mahall Mission High School, Lahore, and which is being tried by the Punjab Education Department at the Normal School, Moga and the Gakhar Normal School. It may be urged that without first training the teachers the scheme will be a failure; but no one can contend that the present methods are successful. I hold that the failure of the present methods is in part due to the curriculum. Teachers do in most cases conscientiously try to carry out the printed instructions of the curriculum and I am confident that they will strive to carry out the proposed instructions regarding "play lessons." I am even hopeful that where they do successfully carry out those instructions the "play" method will be found by them so helpful that they will be led to adopt it for other lessons besides those specifically named "play lessons." It will be observed that I have re-introduced, as part of the "play lessons", clay-modelling which was struck out of the primary school curriculum on the advice of the Piggott Committee of 1913. (The Rural Education Committee of 1910 recommended that clay-modelling should be optional). Though clay-modelling has disappeared from the curriculum it certainly has a value, it interests the children, gives them occupation while the teacher is engaged elsewhere, guides them to observe the shapes and

peculiarities of the objects they are copying and is at least as useful as drawing in training hand and eye. It is the equivalent, in three dimensions, of drawing which is done in two. It was dropped from the curriculum as "a mere waste of time," but has so much vitality as a live subject which the children enjoy that it still survives in some schools where success in teaching the infant and preparatory classes is well above the average.

10. *Inspecting staff to study "play" methods.*—Another means of reaching the existing teachers in our primary schools is through the inspecting staff. Divisional inspectors of schools may be asked to note where schools exist which are successfully teaching the infant and preparatory classes and to ask the district inspecting officers to do likewise. Where valuable methods of teaching are in use in the infant and preparatory classes in individual schools divisional inspectors may arrange that the district inspecting officers visit those schools and spread the ideas they thus gain among the other schools. Normal school headmasters may also make such visits accompanied by a master from the model school maintained at the normal school. Travelling allowance for such journeys may be sanctioned by the divisional inspectors. If schools are found anywhere in the province where good methods of handling the primary and preparatory classes are used such as to justify their being widely imitated, the Director of Public Instruction may arrange for the inspecting and the normal school staff, from divisions other than those in which those schools are found, to visit those schools and study their methods. Annual conferences of the district inspecting staff and the teachers should be revived in those districts where they have been dropped.

11. The scheme of play lessons which is appended to this report differs from the existing scheme of object lessons in that, among other things, it includes no lessons for class V. The reason for omitting any such lessons for class V is that the existing curriculum for the vernacular middle schools is in need of re-consideration and remodelling.

12. *Revision of the middle school curriculum.*—The vernacular middle school curriculum covers the following subjects:—

- (1) Language.
- (2) Mathematics (Arithmetic and Geometry).
- (3) History.
- (4) Geography (General and Physical).
- (5) Object Lessons (in class V only).
- (6) Optional—
 - Second Form of Vernacular, or
 - Drawing, or
 - English, or
 - Agriculture, or
 - Manual Training.
- (7) Physical exercises.

In schools where Agriculture is taught the subject must be taken by all the boys; they are however allowed to take the second form of vernacular as an additional optional in order that they may be qualified to

join a normal school. The same conditions apply to schools where Manual Training is taught.

13. The problem before us is to secure that the subjects taught in the vernacular middle schools have a closer relationship to the lives of the rural population. All the subjects now taught can claim a place in the curriculum on the ground that they are of practical value. The two subjects which have the most direct relationship with the people's lives, Agriculture and Manual Training, have however only just been introduced, the former in seven, the latter in fifteen middle vernacular schools. Arrangements are being made to start these subjects in ten more middle vernacular schools yearly in the case of Agriculture and in fifteen in the case of Manual Training. At this rate it will take twenty-two years to introduce one or other of these subjects in each of the 554 district board middle vernacular schools now existing. Further the present arrangements make no provision for boys attending the schools where Manual Training or Agriculture is taught to learn English or Drawing and makes it more difficult, by reason of the fact that the History and Geography courses have been shortened to make room for the Agriculture or Manual Training courses, for boys to go on to English schools from the vernacular schools. Again Manual Training which is in effect Woodwork, though a valuable training for hand and eye is yet not very closely related to village life where heavy and rough carpentry are generally all that is required; and Agriculture is an expensive subject to introduce requiring as it does an initial expenditure of some Rs. 4,000 per school.

14. One factor in the problem which has to be solved is the subsequent employment of the boys who pass through the middle schools. Of the 8,000 boys who pass the Vernacular Final Examination every year it may be estimated that—

One thousand and seven hundred join English schools,

One thousand and five hundred become vernacular teachers,

One thousand and eight hundred take up other occupations requiring literacy,

Three thousand revert to their ancestral occupations.

Provision should be made in the curriculum for giving full literary instruction, with optional English, to the considerable number who will eventually go on to high school education; the boys who are to become teachers or revert to their hereditary occupations should be given an education with a rural bias, and the boys who take up work requiring literacy in the vernacular, e.g., as *patwaris* or clerks, will be the better for an education with a rural bias. I therefore propose that a new optional, to be called "Rural Science and Practice," be introduced and that the curriculum in middle vernacular schools be framed as follows :—

(1) Language.

(2) Mathematics.

(3) History.

(4) Geography.

- (5) First Optional—
 Either Agriculture, or
 Manual Training, or
 Rural Science and Practice, or
 General.
- (6) Second Optional—
 Either English, or
 Drawing, or
 Second Form of Vernacular.
- (7) Physical Exercises.

The curriculum for a boy taking the "General Optional" subject may be, in effect, the same as the existing curriculum with such minor changes as experience may suggest, and with a course of Nature Study in place of the existing "Object Lessons" in class V. Such a course combined where possible with "Optional English" will be suitable for the considerable number of boys who desire to go on to English schools. To secure that the teachers of the primary and vernacular middle schools are men interested in village life admission to the training schools and normal schools may be confined in the case of those students who are destined to become teachers in schools maintained by district boards to those who pass the Vernacular Final Examination in either Agriculture or Rural Science and Practice. This regulation can, of course, only be enforced when one or other of these subjects is taught in all the vernacular middle schools. Those who wish to become teachers in municipal schools may be admitted to the normal schools provided they have taken either Agriculture or Rural Science and Practice or Manual Training. The present requirement, that students admitted to the normal schools or training classes must have passed the Vernacular Final Examination in the optional subject the second form of the vernacular, should be continued. Students may be permitted to offer two out of the three second optional subjects.

15. The proposed new optional subject "Rural Science and Practice" requires to be explained. I recommend that it include the following branches:—

- Agriculture,
- Animal Husbandry,
- Village Health and Sanitation,
- Village Industries,
- Village Administration,
- Land Tenure,
- Co-operative Societies,
- Forestry (Fuel and Fodder Reserves),
- Irrigation.

A useful three-year course for classes V, VI and VII can be built up out of these subjects. I have not attempted in this report to make a detailed curriculum. This will have to be thrashed out in consultation with the departments and specialist officers concerned. The method of teaching the subject should be to demand from the boys as much practical work and experiments as possible. They should visit places of interest, e.g., model farms in the neighbourhood; see canals, tube-

wells (where possible) watch agricultural operations being carried out; watch the procedure of a law court, visit a central co-operative bank and see the work of a primary co-operative society; a school museum should be built up; in particular to each middle school where the subject is taught should be attached from half an acre to an acre of land on which small experimental plots could be sown with varieties of crops; e.g., wheats, cottons, sugarcane; and about which trees could be planted. The course must be made as practical as possible, the whole of the neighbourhood being used for observation lessons on village life, the school plot for actual experiments and closer observation of detail. Such a course would have a great educative value apart from any facts having a practical use which the boys might learn therefrom.

16. *School for training teachers of "Rural Science and Practice."*
 —To introduce such a course in the middle vernacular school teachers will be necessary. One such teacher for each single-section middle vernacular school will suffice; some five hundred such teachers will be required in the first instance, and later some fifteen to twenty annually for replacement of wastage. They will have to work with the ordinary assistant masters of vernacular middle schools under the ordinary headmasters of those schools and consequently their pay must not be largely in excess of that paid to the middle school assistant master. As is at present the case with teachers of agriculture in middle schools their pay may be the pay of an ordinary assistant master plus an allowance of Rs. 10 per mensem. Their pay will thus range from Rs. 35 to Rs. 45 per mensem. No suitable men are at present available at this pay. They will have to be trained. Suitable men for training would be young men who possess the vernacular teachers' certificate and belong to agricultural families. I recommend that one hundred teachers be trained per annum for the next five years, at the end of which time most of vernacular middle schools would be teaching one or other of the first optional subjects. A school for training the teachers would be necessary; it should consist of a headmaster and four assistants, two for agricultural subjects, one for the health and sanitation subjects, a fourth for giving instruction regarding co-operative societies and administration. The school could with the co-operation of the Agricultural Department be located at Bulandshahr. As in the case of the course for the vernacular middle schools the training given should be as practical as possible, that is the teachers under training should do as much work with their hands and bodies and make as many observations of actual work in progress as the time allows. After the first four hundred or so teachers have been trained I would recommend that the training course be lengthened to make it a two-year course.

17. The cost of the training would be approximately as follows:—

		Rs.
Two hostels (one temporary and the other permanent)		75,000
School buildings.		25,000
One hundred acres of land at Rs. 300 per acre		30,000
Equipment		10,000
Total		<u>1,40,000</u>

Recurring.

	Rs.
One Principal on Rs. 300—25—750 per mensem ...	8,000
Allowance to Hostel Superintendent at Rs. 25 per mensem ...	600
Four assistants on Rs. 150—10—300 per mensem ...	9,600
Recurring expenses ...	5,000
Total ...	23,200

In addition land and equipment would have to be purchased for the middle schools. The cost in each middle school would be—

Non-recurring.

	Rs.
$\frac{1}{2}$ acre of land ...	200
rent ...	150
Total ...	350

Recurring.

teacher at Rs. 10 per mensem...	120
... ..	120
Total ...	240

The cost of this scheme compares very favourably with that of introducing Agriculture or Manual Training into the middle vernacular schools. Manual Training costs at least Rs. 2,875 per school non-recurring, and Agriculture Rs. 4,000 per school non-recurring whereas Rural Science and Practice would cost only Rs. 350 per school non-recurring. All the 554 middle vernacular schools could introduce the subject of Rural Science and Practice at a cost of Rs. 1,94,000 non-recurring whereas to introduce Agriculture in all of them would cost Rs. 22,16,000 and Manual Training Rs. 15,90,000 non-recurring. The recurring cost of the classes in any one of these three optionals would probably not differ much from the cost of any other of the three, unless in the case of Agriculture considerable losses or gains were incurred over the farms. The cost of training teachers of the subject Rural Science and Practice would be somewhat higher than the cost of training teachers in Manual Training at a normal school. The value of the former subject would however much exceed that of the latter which is not very suited to existing rural conditions, and the saving in the non-recurring expenditure in favour of the former is very great, nearly 13 lakhs of rupees. The total cost of training 100 teachers a year for five years in Rural Science and Practice would, as stated above, be approximately Rs. 1,40,000 non-recurring and Rs. 23,200 recurring, a sum which these provinces can well afford in view of the general benefits likely to accrue.

* Some schools already have sufficient land for the purpose.

18. *Restriction of optionals in middle schools.*—To ensure that the cost of a middle vernacular school shall not be excessive I recommend that each such school should teach of the first optional subjects the “General Optional” and one only of the other three, Agriculture, Manual Training and Rural Science and Practice. A middle school of single sections in classes V, VI and VII could then be taught by five masters, viz., a headmaster, two assistant masters, a master for either Agriculture, or Manual Training or Rural Science and Practice and a master for either English or Drawing. The two last would, of course be required to assist with other subjects. It would naturally be better to have, where possible, schools with double sections which could be run more economically and efficiently than schools with single sections.

19. These proposals for the revision of the curriculum involve little or no addition to the present number of teachers employed. A staff of 2,783 teachers is already working in the 554 middle vernacular schools, or an average of over five teachers per school, the average enrolment in a school being 91.

20. The introduction of this proposed revised curriculum in the middle vernacular schools will take some years. As a result of it all teachers recruited to the primary and middle schools will have gone through a course designed to keep them in touch with village life; they should thereby be much more valuable in their villages and the rural population may be led to see that an education may be given which does not separate the children from the lives of their parents. Meanwhile the course in the training schools and normal schools requires to be revised to enable the teachers who gain the Primary Teachers' Certificate to take the Vernacular Teachers' Certificate after a further course of one year. This work can properly be undertaken by an expert committee appointed for the purpose. When students who have taken the proposed new course in the middle vernacular school are available the Primary Teachers' Certificate and Vernacular Teachers' Certificate courses will again require revision. This will not happen for at least four years; but as an indication of the way the revision should be done I would recommend that the training classes and normal schools teach, save pedagogy, no subject which is not taught in the vernacular middle school but the two years' training be devoted to learning the art and science of pedagogy and in studying more deeply and widely the subjects which the masters themselves will be required to teach in the primary and middle schools.

21. The teaching of the new subject “Rural Science and Practice” will require careful watching and controlling. An “Inspector of Agriculture and Rural Science and Practice” will therefore be necessary. He could be appointed when the first hundred teachers have started their work; he should be attached to the training school and when not engaged in inspection work help in the school. He should be of the pay and status of a Provincial Service officer. This will be necessary to make the post sufficiently attractive. The headmaster of the school and the inspector may be required to prepare text-books in the subject. The school should be closely linked with the

Agricultural Department and the other departments, Forestry, Veterinary, Co-operative, Medical, Public Health and Land Revenue, should keep in touch with the school and the inspector. Pamphlets on the work of these departments could be issued through the inspector to the masters engaged in teaching Agriculture and Rural Science and Practice; later to all the middle and primary schools in which teachers are employed who have been taught these subjects. The staff of the Agricultural Department could also help by the preparation of cases, to be hung in the middle schools, showing for example the life history of valuable and harmful insects, and giving instructions regarding them. The school should be used to the full in spreading knowledge useful to the villagers.

22. One of the reasons, probably the main reason, why the efforts to encourage school gardens have made but little headway is that the present teachers have been trained to have little or no interest in such matters. When they are again in touch with agricultural pursuits and have, as I hope they will, imbibed some enthusiasm for them they will themselves overcome the difficulties, viz., the absence of protection from animals and the lack of water, now so constantly quoted as the reason for non-success. Protection from animals should not be hard; a *kachcha* wall surmounted by a hedge suffices; water is more difficult, but an enthusiastic teacher with a "live" school could make his boys useful in fetching regular supplies.

23. *Means for increasing the efficiency of existing teachers.*—The second problem to be examined is how to increase the efficiency of the existing teachers in our primary schools so that the children shall not be dulled but enlivened in our primary schools. I have already indicated in paragraphs 9 and 10 of this chapter some desirable measures, viz., (a) the substitution for the object lesson course of a scheme of play lessons, (b) the arranging by the divisional inspector of visits by the district inspecting staff and members of the normal school staff to any school where good methods are being used in the primary schools, particularly in the infant classes and the preparatory classes, and (c) the spreading by the district inspecting and the normal school staff of knowledge of these measures. Government have already accepted Mr. Kichlu's recommendation that the head teachers of schools maintained or aided by the district boards should be required to send to the deputy inspectors annually a list of scholars who have not made sufficient progress to qualify them for promotion to the next higher class at the end of the educational year and who have not been promoted since the end of the previous educational year, together with the reasons in each case for non-promotion. These measures should make for better teaching in the infant and preparatory classes and for greater attention being paid to them. But inquiries show that the number of vernacular schools in these provinces where good methods are employed in the infant and preparatory classes is negligible; also in spite of constant insistence by the department and Government on the need for doing away with the stagnation in the infant and preparatory classes, conditions have hardly improved, if at all, in this respect during the last

thirteen years. Some further measures must therefore be taken. These can best be considered in connexion with the third problem, which is to ensure that all new teachers shall be good practical educationists interested in rural life and conditions.

24. I have recommended in paragraph 14 a revision of the vernacular middle school curriculum designed to ensure that all new teachers shall be interested in rural life and conditions. The main failure of our present training classes and normal schools is that they have not yet realized that " a child's play is his work and in order to educate him we must approach him through play ". This truth has not reached the teachers, much less the rural population, and some opposition from the rural population to the introduction of play methods may be anticipated. But the Education Department should lead and not follow in matters educational; it must teach the play method in spite of opposition which will inevitably disappear when the advantages, in fact the urgent need for this method and the benefits it brings, are realised.

25. *The employment of specialists in " play " methods.*—To make our teachers now being recruited efficient as teachers of the primary and preparatory classes they must be taught " play " methods in the normal schools. No teacher in Government or district board service, as far as I am aware, is sufficiently good at these methods to act as a general instructor. Play methods are not a special study in our training colleges of which the students practise in schools which begin with class III, and in consequence have no opportunity for practising play methods with infant and preparatory classes. Our normal schools are staffed by men trained in the training colleges and consequently in the normal schools also play methods are not adequately studied or used. One or more specialists in play methods capable of teaching Hindi and Urdu may be sought out and employed by Government to give instruction in the normal schools in play methods. The first duty of any such specialist should be to work out play methods suited to the country. The methods must not involve any apparatus which cannot be improvised in the village; the methods must therefore be based on play with mud, clay, sticks, seeds, fibres, and any other materials which a village schoolmaster and the village children can obtain without expense. Having evolved a suitable and successful method the specialist should be required to teach it to carefully chosen normal schoolmasters who would be distributed among the normal schools to spread the knowledge of the method. When the normal schools have grasped and can teach adequately the play method the district inspecting staff should be sent for instruction therein. They would, in their turn, help where possible the existing teachers to introduce play methods.

26. In view of the magnitude of the task and the need for rapid action I recommend that at least two specialists in methods of teaching infant and lower classes be employed by these provinces. Other reasons for employing two are that one may not be successful in evolving methods suited to the needs of these provinces, or may from other causes prove a failure; the chances of success which it is essential should be

achieved are doubled if two are employed. The specialists may be appointed temporarily in the first instance, and may be made permanent officers of Government if they prove successful. Men should be preferred for the posts because they will have to teach men; but if men are, as is likely, not forthcoming for the posts, women may be appointed. The posts may be of the status and pay of provincial service posts.

27. *Improvement in the staffing of normal schools and model schools.*—The importance of the normal schools and model schools is that they hold the key position from which the whole of the vernacular education of the province is influenced for good or ill. They must therefore be staffed with the best men available. This is not the case at present.

28. The headmaster of a normal school must be a selected man liable to removal if he does not prove suitable for that particular task; he must have a particular interest in showing that he is the right man in the right place. I therefore recommend that special pay of Rs. 50 per mensem be attached to the post of the headmaster of a normal school; that the appointments to these posts be made after careful consideration of all available candidates; and that the appointments be made for five yearly periods, the case of each headmaster to come under review after he has held the post for five years. He should be removed and a more suitable man appointed before the five years are up if he is not a success, but when the five years are up his claim to stay in the post should be considered against those of all other available men.

29. The necessity for improving the staff of normal schools, as distinct from the headmaster, is even more pressing. At present these posts are unpopular because the work is entirely in the vernacular, is with men who are not likely to attain such high positions as boys attending English schools may be expected to reach, and further in these posts little or no opportunity for private tuitions exists. On the same conditions therefore as I have proposed for the headmasters I recommend that a duty allowance of Rs. 25 per mensem be given in the normal schools to each trained graduate, and of Rs. 15 per mensem to each trained undergraduate or other master in the normal schools.

30. The staff of the model schools is also unsatisfactory. The department is considering a scheme whereby the staff of the model schools shall be district board teachers specially selected and seconded, with a duty allowance, to duty in the normal schools. The details of the scheme are being worked out and it is therefore unnecessary for me to enter into them here; but an improvement in the model school staff is essential.

31. *Summary of recommendations.*—The recommendations in this chapter may be summed up as follows:—

- (1) Play methods of teaching must be introduced in the infant and preparatory school classes;
- (2) The "object lessons" of the primary school course should be replaced by a scheme of "play lessons".
- (3) Divisional inspecting officers and the Director of Public Instruction should arrange for visits by the inspecting and

normal school staffs to schools in which good methods are being used.

- (4) The curriculum of the middle vernacular school should be re-organized to include the following subjects :—
- (1) Language.
 - (2) Mathematics.
 - (3) History.
 - (4) Geography.
 - (5) First Optional Subject—
Either (i) Agriculture, or
(ii) Manual Training, or
(iii) Rural Science and Practice, or
(iv) General.
 - (6) Second Optional Subject—
Either (i) English, or
(ii) Drawing, or
(iii) The Second Form of Vernacular.
 - (7) Physical exercises.

N.B.—The General Optional Subject combined with subjects (1) to (4) should be practically the same as the existing course for boys in schools where agriculture is not taught.

- (5) No student destined to become a teacher in a school under a district board should be admitted to a training class or normal school unless he has taken either Agriculture or Rural Science and Practice.
- (6) Candidates for the Vernacular Final Examination may be allowed to offer one or more of the Second Optional Subjects.
- (7) A training school for teachers of Rural Science and Practice should be opened. The course may be a one-year course for the first five years, one hundred teachers per year being trained. Thereafter the course should be a two-year one.
- (8) The pay of a teacher of Rural Science and Practice should be the pay of an assistant master in a middle school plus an allowance of Rs. 10 per mensem.
- (9) Middle schools should ordinarily offer the General Optional Subject and one of the other three First Optional Subjects, viz., Agriculture, Manual Training and Rural Science and Practice.
- (10) The course in Rural Science and Practice should be framed in consultation with the Agriculture, Forestry, Veterinary, Medical, Revenue and Public Health Departments and with the Registrar of Co-operative Societies, and should involve as much practical work as possible.
- (11) Each middle school teaching Rural Science and Practice should have an experimental plot of one-half to one acre of land.

- (12) An Inspector of Agriculture and Rural Science and Practice should be appointed in the Provincial Educational Service.
- (13) The Agricultural, Co-operative, Forestry, Veterinary, Medical, Public Health and Land Revenue Departments should freely use the school for training in Rural Science and Practice and the Inspector for purposes of propaganda.
- (14) Two specialist officers, preferably men if available, should be appointed to train normal school teachers in play methods of teaching infant and preparatory classes. Their pay should be within the scale of provincial service officers and they should be appointed temporarily. To find such officers may be difficult; failing any such officer ready made, one or more of the students sent to England as scholarship-holders to study education may be selected specially for this purpose and be detailed to study in particular play methods of teaching.
- (15) The staff of the normal schools and model schools should consist of selected men. Special pay of Rs. 50 per mensem should be given in the normal schools to the headmaster, Rs. 25 per mensem to a trained graduate assistant master, Rs. 15 per mensem to the other assistant masters. The tenure of office of each master in a normal school should be five years, at the end of which period his claim to be retained in that appointment should be reviewed. The model school teachers should be selected district board teachers seconded for duty in the normal school.

CHAPTER V.

SCHOOL BUILDINGS.

Particulars of school buildings.—The particulars of the school buildings of the district board schools on March 31, 1926 will be found in Appendices V, VI, VII, VIII and IX. The position disclosed by these statements is unsatisfactory. One hundred and thirteen middle schools and three training classes are held in borrowed buildings. Of 7,156 ordinary primary schools 1,916 are in borrowed buildings and 439 have no buildings. Of 5,538 ordinary preparatory schools 3,833 are in borrowed buildings and 813 have no buildings. The figures for Islamia schools are 666 total number, 526 in borrowed buildings and 58 without buildings.

2. *Comparison with the past.*—Full figures are not available for a comparison of the present position with that of previous years, but from the quinquennial report on public instruction for the five years ending March 31, 1917 certain figures of primary and preparatory schools can be collected which may be compared with present figures as follows :—

Division.	1917.		1926	
	Total number of schools.	Number of buildings owned by the boards.	Total number of schools.	Number of buildings owned by the boards.
Lucknow . . .	974	607	1,568	690
Benares . . .	915	471	1,608	673
Rohilkhand . . .	*981	*500	1,384	458
Gorakhpur . . .	976	600	1,533	771
Total . . .	3,846	2,176	6,093	2,592

The figures show that though in these divisions there has been an increase of 2,247 schools, the number of buildings owned by the boards has in the same nine years increased by 414 only. Similar figures probably hold in other divisions and show that in spite of large expenditure (22½ lakhs were separately granted from provincial revenues for these school buildings between 1918 and 1924) by Government on primary and preparatory school buildings in these nine years the building position has changed for the worse. A real effort to overtake the arrears of the building programme as well as to provide buildings for any scheme of expansion that may be adopted is necessary.

3. *Necessity for good school buildings.*—One of the reasons why money is being wasted in vernacular schools is because the accommodation for the boys is so unsatisfactory. Irregular attendance is an

* Figures probably include middle schools.

inevitable result of dark, ill-ventilated, ugly and leaky buildings or of no buildings at all; consequent on irregular attendance follow stagnation and waste; waste of money and, what is worse, of life. To get value for the money paid in teachers' salaries, buildings must be provided in which the teacher can teach and the scholars can learn, all the year round, in comfort and convenience. The buildings must be sound. To quote the Chairman of the District Board, Meerut :—

“ Repeated and continued experience has resulted in the conviction that *kachcha* buildings are not only extremely inconvenient for present needs, but are also a source of enormous recurring expenditure on maintenance due to the fact that they are not occupied by the owners as private buildings of the same kind in the village area. Such buildings require perpetual attention and intimate interest by the occupants thereof; but the boards' servants who occupy the boards' buildings are naturally indifferent to pay such attention and take such interest. The board has therefore come to the definite conclusion, though reluctantly, that only *pakka* buildings can serve that purpose.”

The Chairman has stated the case from the point of view of economy merely. His arguments and those already adduced may be reinforced by the consideration that the school should be the centre of the social and intellectual activity of the village. To spread effective primary education it is necessary to prove to the villager the importance and helpfulness of the knowledge and skill taught in the schools, which are at present the best if not the only means of raising the standard of living in the villages. To house the schools in ill-lighted, close, damp and dingy buildings requiring annually extensive repairs is to defeat that object.

4. *Buildings must be permanent.*—The statements show that 2,253 primary schools, not counting preparatory schools, are at present without school buildings. At Rs. 4,000 each, to give these schools board buildings would cost 94 lakhs. Three lakhs have been voted for the purpose in the current year, but this is not a thirtieth part of the need of money for primary school buildings. Government have accepted a recommendation that another five lakhs be provided in 1927-28, if funds are available and voted, for the purpose. At the rate of five lakhs a year 19 years must elapse before the arrears in primary school buildings alone, excluding preparatory schools, are overtaken. It is therefore essential that the three lakhs available this year and subsequent grants for the purpose be spent on buildings that will not require renewal at least for thirty years and longer if possible; otherwise little or no progress will be made overtaking the arrears.

5. *Advantages of mass production of buildings.*—If a regular programme of building is undertaken every advantage should be taken of the opportunities which such a programme gives. In building sixty to a hundred schools a year all of a fairly uniform pattern a considerable reduction in cost and a great advance in quality can be made by making or buying such things as doors, windows, trusses, battens, girders, chowkhats in quantity. This advantage is lost if each building is separately estimated for and given out on separate contracts, with all the opportunities and occasion for petty speculation and bad work that small contracts offer. To distribute the available money to the district boards and let them build when and how they wish will

lose to the province all the advantages that mass production can give and will in other ways be unsatisfactory. For example, I recently saw a new manual training block erected by a district board for a middle school. It was put up by a local contractor. It cost Rs. 2,500. Its plinth measures $30\frac{1}{2}' \times 29'$ or 885 square feet. It therefore cost Rs. 2-13-0 per square foot. It consists of one room with a narrow verandah on one side. The roof is supported on one 30 feet steel girder along the length of the room and on tarred *ballies*. The roofing material is country tiles which are already leaking. The cleats on the *ballies* are in several instances not in contact with the verandah pillars. It looked to me as if, and the deputy inspector complained, that unseasoned wood had been used throughout. Such a building will require heavy annual repairs, will always be unsatisfactory and in all probability the roof will have to be entirely renewed in eight to ten years. Many instances of the same sort can be readily obtained from inspectors and others who have experience of district boards and their building contractors. For instance, the Inspector, Meerut Division, writes "many of the primary school buildings are cheap and poorly constructed. They are not well ventilated and are generally dark, dingy and damp." To spend money on buildings of this type is to waste it; the province can never hope to catch up on its arrears of school buildings if available money is wasted in this way.

6. *Buildings to be given to large contractors under adequate safeguards.*—I therefore recommend that Government arrange for its expenditure on primary school buildings to be adequately controlled and that a number of buildings be entrusted to one large contractor. To secure this it is necessary that the buildings be erected according to approved specifications giving security that the buildings will have adequate permanency; that they be erected by reliable firms under definite agreements; and that adequate provision be made for their repairs.

7. *Tender from a large firm.*—As an experimental measure I asked the representative of a large contracting firm, who came to see me to find out whether there was any Government work for which the firm could tender, what his firm could do in the way of primary school buildings. The firm has tendered for a building in accordance with the district board rules having rooms 15 feet wide (these are better than the standard plans which allow for room only 12 feet wide) and a verandah 12 feet wide. It has submitted full plans and specifications and two estimates, one for a structure on a steel frame with a steel roof covered with single Allahabad tiles, and the other for a steel frame building covered with a Malthoid roof. The space between the frames is to be filled with third class brick-in-mud lime-pointed. The floor is flat brick on concrete. Such buildings are good for many years with proper attention. The prices are low for the quality of the work and material offered, and are no more than is generally necessary for much worse construction and material. Malthoid roofs are proposed for places where there is danger of damage to tiled roofs from the hands of monkeys. The former will cost in annual and periodical repairs a

little over one per cent. and the latter a little over 2 per cent. per annum of the initial cost. The firm is prepared to contract to maintain these buildings in good repair at these prices. The Allahabad tiled roof building is, though it costs more to erect, by far the cheaper building by reason of the low cost of upkeep and is, in that the whole roof is supported on steel, a structure which should be most permanent. I recommend that buildings of the former type be erected in all places where damage to tiled roofs from monkeys is not anticipated.

8. The firm is prepared to put up these buildings at the price named in any districts save the hill districts. It is prepared to deposit security to the amount ordinarily demanded by the Public Works Department in similar cases and to execute an agreement drawn up on the usual Public Works Department lines embodying the usual conditions of contract between Government and contracting firms. It is further ready to allow its security deposit to remain with Government until the close of the monsoon following the completion of the buildings. This ensures that the buildings will be properly storm and rain-proof. The firm can erect 60 buildings or more in six months.

9. *Work each year to be concentrated.*—If a regular programme of building is undertaken, it will be desirable to concentrate the work each year in certain districts. By this means a real showing will be made in some districts each year and contracting firms will have a better chance to do good work at low rates. I therefore recommend that work in a group of districts be taken up each year so as to cover the province by the close of the next quinquennium. I have already submitted these recommendations, viz., to give the work out to large contractors and to concentrate annually on groups of districts to Government in a separate note.

10. To undertake out of revenue the necessary programme of buildings, to overtake arrears and to provide for expansion is, if the buildings are soundly constructed, to burden a few years with expenditure of which later years will reap the benefit. If it were possible I would recommend that money for the buildings be borrowed, the terms of the loan to involve repayment of the capital in, say, twenty-five years.

CHAPTER VI.

ADULT EDUCATION.

Government have resolved that the Director of Public Instruction should examine and submit detailed proposals in regard to the education of adults. The resolution also says regarding vernacular education generally that " there is great waste of effort and progress is very slow. A real expansion can only come by producing conviction in the minds of the country people that education is worth having." The absence of this conviction hinders any scheme for a wide extension of adult schools in the districts.

2. The problem before these provinces is not, as it is in the West, to give adults courses of instruction beyond the elementary, but to make illiterate adults literate. The teachers available for this purpose are the teachers in the vernacular schools who have so far, as a general rule, failed to convince rural parents of the value of the education offered to their children; the parents are consequently not likely to value such education for themselves. Adult schools could be opened in numbers; it would suffice to provide a lamp in each school and to pay the teacher a small monthly allowance. Large numbers would probably be enrolled. The teachers would maintain registers showing numbers of names. But the attendance of adults, lacking a conviction of the value of education, would be irregular and their progress negligible. Supervision would be difficult, if not impossible, save in headquarter towns. Any large extension of " adult education " on a voluntary basis, sustained by paying allowances to teachers, would result in more waste and " eyewash " and bring education in the villages into greater disrepute. Such a result would still further delay progress. Any money available can better be spent on improvement and extension of primary education for boys than on opening inefficient and wasteful adult schools.

3. Experiments in night schools for adults are however being tried in many districts. But among all the reports on the working of night schools in 1925-26 which I have seen only one, that of the Inspector of Schools, Agra Division, is encouraging. Typical reports show :—" Attendance is too irregular. Boys and young men come for a month or two and then leave before they have had time to learn anything." (Inspector of Schools, Lucknow Division). " It is too early yet to form any opinion of the success of the scheme. Some of these schools died a natural death, while some of them are doing some good." (Chairman, District Board, Jhansi.)

4. In these circumstances the best course is to open schools for adults only where there is an assured demand for them. The scheme adopted by the Punjab of forming co-operative adult education societies offers the possibility of such an assured demand and the scheme has been brought to the notice of the Registrar, Co-operative Societies, and

the Education Department by the Oakden Committee on the Co-operative movement in these provinces. The Registrar, Co-operative Societies has discussed the question informally with the Education Department, and has suggested that Rs. 5,000 may be placed in 1927-28 at his disposal by the Education Department for the encouragement of co-operative adult education. The encouragement of such societies clearly offers a sure means of enabling illiterate adults really desirous of becoming literate to obtain the necessary schooling, and a recommendation is being made to Government that the Rs. 5,000 asked for may be provided in the schedule of new demands for 1927-28.

5. When a co-operative adult education society has been established in a village the district board should start a village library and arrange for lectures to be given with the aid of a lantern which the Lantern Lecture Committee could supply; the Agricultural Department and other departments may be addressed to send the society any available leaflets or other reading matter on Agriculture, Forestry, Sanitation and other subjects interesting to villagers.

6. I would also suggest that adult night schools be started, as an experimental measure, in the normal schools. The cost would be small and the experiment valuable. The work could be properly supervised without difficulty. Admission should be limited to 30, and the school open only to adults or such boys as are employed in wage-earning occupations in the day time. I estimate that the non-recurring cost for each school would only be, say Rs. 40, for a good lamp. The recurring cost would be an allowance of Rs. 5 per mensem for the teachers and Rs. 6 for oil, total Rs. 132 per annum. The total cost for the eight normal schools would thus be—

			Rs.	Rs.
Non-recurring	...	...	8 × 40 =	320
Recurring	...	...	8 × 132 =	1,056

The recurring cost in 1927-28 would be for the eight months July, 1927 to February 1928, i.e., Rs. 704.

CHAPTER VII.

MISCELLANEOUS.

Co-operation with other departments.—Government have ordered in their resolution on Mr. Kichlu's report that in the matter of school cultivation the Education Department should join their efforts with those of the Agricultural Department. I have suggested in paragraph 21 of chapter IV of this report how the efforts of the Education Department could be co-ordinated, by means of the school for the training of teachers of Rural Science and Practice and the Inspector of Agriculture and Rural Science and Practice, not only with the Agricultural Department but also with the Forestry, Veterinary, Co-operative, Medical, Public Health and Land Revenue Departments. From chapter VI, paragraph 4, it will be seen that the Education Department is working with the Registrar, Co-operative Societies in the matter of the establishment of co-operative adult education societies.

2. *Thrift societies.*—The Registrar, Co-operative Societies is also considering the establishment of thrift societies in selected districts. His action on this question is awaited. The establishment of such thrift societies among the teachers in training colleges, Government high schools, normal schools, model schools and English aided schools should be welcomed. Not only would they encourage self-help among the teachers, but if the teachers in our normal and model schools have satisfactory personal experience of co-operative societies the students who come to our normal schools are likely to gain a better appreciation of the value of co-operation. To encourage the formation of such societies Government may allow teachers who now contribute to the General Provident Fund to transfer to the thrift society their deposits in that fund and their subscriptions thereto. The central banks should, of course, take the deposits of the thrift societies and allow them interest at the rate they allow for fixed deposits, at least a minimum of 6 per cent. The Registrar, Co-operative Societies should take all necessary action to establish such societies; it is essential to real success that no pressure should be put on teachers by the Director of Public Instruction. All the latter can properly do is to write to all Government schools that Government view with favour the establishment of such societies and to request headmasters to give all facilities therefor.

3. *School libraries.*—One of the reasons why illiteracy does not diminish in these provinces as rapidly as might be expected from the efforts made is that the villager has little or no reading matter. To remedy this school libraries are being started in the districts, and Government are giving grants to the district boards for this purpose. In the current financial year Rs. 48,000, sufficient to start libraries in two middle schools in each district, have been voted and a similar sum it is hoped will be voted in 1927-28 as well as funds for general libraries in the model middle schools attached to normal schools. The recurring cost of the libraries under district boards which is estimated at Rs. 54

per annum per library is to be met by the district board. The libraries will be available for the use of pupils and teachers of the schools and such other literates as the headmaster of the middle vernacular school approves. Certain boards have started school libraries independently of the Government grant. Lists of books suitable for the libraries are being prepared by the Department. A beginning has thus been made towards bringing good general vernacular literature within the reach of everybody, and a steady expansion of this work may be hoped for.

4. *Office of the Director of Public Instruction.*—The proposals for improvement and expansion contained in this report and the inevitable correspondence with the district boards regarding compulsion will add largely to the correspondence and work in the vernacular department, already understaffed for its duties, in the office of the Director of Public Instruction. Two more intelligent and experienced clerks able to deal with correspondence and statements will be required. Suitable men can be obtained if their pay is fixed at Rs. 100 per mensem.

ALLAHABAD :
20th September, 1926.

H. R. HARROP,
Assistant Director of Public Instruction,
United Provinces.

APPENDICES

APPENDIX I.

SCHEME OF PLAY LESSONS.

Instructions for teachers.

Aims.—The aims of these lessons are to direct the children's natural activities, mental, physical and manual, along profitable channels; to guide the children in their use of their senses, seeing, hearing, feeling, tasting and smelling; to aid them in learning such things as will help them in their activities.

Methods.—When children play they desire, for the most part, to attain some end; their play is not merely random. In their play they imitate the actions of men and women; e.g., they will build small mud houses and people them with mud figures. In their play they will pretend to be men and to do as men do. A child's play is purposeful, imaginative, guided by inherited instincts and by reason. A child's play is his work. The lessons will therefore offer to the children some end to be attained by their own activities and the teacher will guide the children's efforts to attain that end. The children will meet with difficulties which will have to be overcome. They should help each other in those difficulties. Simple tools may have to be borrowed or made and their use learnt. The attainment of the desired end will require from children foresight, patience and perseverance which virtues the teachers exercise intelligent choice of a ends and of means to achieve them; to talk must help the children to practice. The children should be encouraged to freely and correctly about their doings; to write the names of the things they handle and to make simple drawings of them; in classes III and IV to compose simple accounts of the work done and of the means used. Many pieces of knowledge will be required by them incidentally to the lesson. The teacher must be sympathetic and helpful; joining in the work and aim of the class as if they were adults like himself striving to fulfil a common purpose.

In the preparatory stage simple purposes, which can be fulfilled in half an hour or in two or three play lessons may be put before the children; in higher classes a project may be formulated which will involve months of work and the application of varied skill and knowledge.

The teacher must himself be interested; he must also strive that the children shall desire the end and themselves carry it out in the best way their means and abilities permit. He will encourage the more advanced children to explain matters to the backward ones and to help them. He will devise new means to the end and lead the children to discover those means. He must be a guide and helper, not an instructor and task-master.

In small schools the whole school, from the oldest to the youngest child, may co-operate to achieve some common end.

Choice of subjects for the play lessons.—Children are interested to imitate the activities of adults, to collect interesting objects, to make things for their own use, in imagining that they are actors on a larger stage than the village and their childhood allow them. The aims of the lessons may therefore be the dramatisation of a story or the acting of a simple play, the making of articles for use in carrying out a wider purpose or for their own immediate value, making collections of leaves, flowers, seeds and insects, the building up of a school museum, the reproduction, on a scale suited to the children's abilities, of some art, craft or manufacture carried on locally. The list of lessons given below is suggestive merely. The teacher should find out some useful educative thing the children would like to do and which it is within their power to carry to completion as far as their abilities permit; he should choose that end as the subject of the lesson or series of lessons.

The children may help in the school. They may desire to have a garden; for this purpose they may be encouraged to dig a ditch and build a mud wall about the garden to keep out the animals; they may plant a hedge around the garden or on the wall. The children should be encouraged to regard the school building and garden as their own and to take pride in improving and embellishing it.

Suggestions for play lessons.—The following list is suggestive only. Any instructive end which the children can compass and desire to compass may be carried out by them the help and guidance of the teacher:—

Preparatory classes A and B.

- 1) The dramatisation of a simple story.
- 2) Making mud bricks of a given size and shape, e.g., $3'' \times 1\frac{1}{2}'' \times 1''$, drying them in the sun and building with them boxes and walls (useful lessons in counting, adding, subtracting, multiplying and dividing will be learnt from these).
- 3) Writing the alphabet and figures with sticks in soft mud bricks, afterwards hardening the bricks in the sun, and using the bricks in word-building games.
- 4) Modelling leaves, fruits and figures in clay and painting them.
- 5) Making a collection of different kinds of leaves and flowers, pasting them on sheets of paper, Learning the names of the trees or plants on which they grow and labelling them.
- (6) Making collections of seeds. Learning their names and labelling them.

Classes I and II.

- (1) Dramatisation of a story.
- (2) Clay-modelling and painting.

- (3) Making a model *chhapar* hut.
- (4) Making a model school in small sundried bricks and furnishing it with models in clay.
- (5) Making decorations for the school in coloured paper.
- (6) Making plans of the school rooms.
- (7) Making baskets for carrying clay and mud.
- (8) Preparing the soil, sowing and planting vegetables and flowers in the school garden.
- (9) Making a collection of different kinds of insects at different stages of their lives ; naming and labelling them.

Classes III and IV.

- (1) Acting a short play or dramatising a story.
- (2) Building a model house and furnishing it.
- (3) Clay-modelling and painting generally.
- (4) Modelling in clay a map of the province.
- (5) Making a model post-office, carrying on the duties of a post-master.
- (6) Keeping goats and fowls.
- (7) Rearing silkworms and winding off the silk.
- (8) Keeping a shop.
- (9) Making a plan of the school house and garden.
- (10) Making wood frames in which mud bricks can be made by the preparatory classes.
- (11) Making a flower and vegetable garden.
- (12) Planting trees for shade and fruit.
- (13) Making a collection of weeds, showing their roots, stems, leaves, flowers, seeds.
- (14) Making charts of the weather.
- (15) Building up a school museum ; e.g., collections of birds' eggs, insects, historical relics, curious stones may be made.

APPENDIX II.

Classification of pupils by ages in the United Provinces for 1921-22.

Ages.		Schools for general education.												
		Infants.		I.	II.	III.	IV.	V.	VI.	VII.	VIII.	IX.	X.	Total.
		A.	B.											
1	2	3	4	5	6	7	8	9	10	11	12	13	14	
Below 5 ..	590	18	..	..	..	..	..	..	..	..	..	..	608
5 to 6 ..	11,954	1,828	87	11	2	..	..	..	..	..	..	..	13,882
6 " 7 ..	94,260	15,637	1,816	1,350	124	5	1	..	..	..	..	..	1,13,198
7 " 8 ..	89,905	40,873	9,704	1,910	482	59	13	1	..	..	..	..	1,42,947
8 " 9 ..	60,592	45,927	23,707	8,838	2,308	504	51	5	..	..	..	..	1,46,982
9 " 10 ..	33,093	34,814	32,971	19,149	5,771	2,298	379	66	2	..	..	..	1,28,543
10 " 11 ..	18,062	21,723	27,242	21,500	11,339	5,178	1,342	338	50	4	..	..	1,03,783
11 " 12 ..	9,099	10,763	17,241	18,233	14,495	9,186	3,136	1,237	274	29	2	..	83,745	
12 " 13 ..	4,354	5,362	10,079	11,846	13,661	10,963	4,490	2,650	1,073	120	13	..	64,611	
13 " 14 ..	1,940	2,354	5,511	6,711	8,942	9,186	5,118	3,984	2,198	655	61	4	46,664	
14 " 15 ..	850	1,219	2,578	3,465	5,726	6,284	4,341	4,381	3,128	1,268	437	31	33,758	
15 " 16 ..	539	478	1,136	1,555	2,677	3,466	2,998	3,750	3,315	1,335	1,243	353	22,900	
16 " 17 ..	302	403	446	663	1,230	1,575	1,672	2,655	3,379	1,299	1,416	940	15,985	
17 " 18 ..	281	146	183	268	470	641	838	1,611	2,230	932	1,121	1,051	9,792	
18 " 19 ..	182	191	87	118	168	264	371	855	1,254	562	819	975	5,846	
19 " 20 ..	118	91	73	60	60	103	153	357	622	298	588	867	3,393	
Over 20 ..	500	230	149	103	77	119	90	179	439	220	496	1,350	3,952	
Total ..	3,26,621	1,82,062	1,38,010	95,835	67,532	49,834	25,013	22,069	17,964	6,772	6,251	5,571	9,43,534	

(5)

APPENDIX III.

Programme of expansion of primary education for boys in district areas.

District.	Male population (rural area).	Total number of boys to be enrolled in primary schools.	Prescribed expenditure on boys' primary education, Islamia schools, makhtabs and depressed classes.	Number of boys for whom there is provision at Rs. 8 per annum per boy.	Number of boys for whom provision remains to be made.	The quota of each board out of an expansion of 3½ lakhs of boys.	Total enrolment when programme is fulfilled.
1	2	3	4	5	6	7	8
Dehra Dun	81,971	10,900	88,980	4,900	6,000	1,200	6,100
Saharanpur	4,12,614	55,000	1,19,430	14,900	40,100	8,100	23,000
Muzaffarnagar	3,71,963	49,600	1,25,010	15,600	84,000	6,900	22,500
Meerut	6,65,073	88,700	2,58,880	31,700	57,000	11,600	43,900
Bulandshahr	4,80,031	64,000	1,51,230	18,900	45,100	9,200	28,100
Total, Meerut division	20,11,652	2,68,200	6,88,080	86,000	1,82,200	37,000	1,23,000
Aligarh	4,74,950	63,200	1,60,230	20,000	43,200	8,800	28,800
Muttra	2,78,759	37,200	1,10,540	13,800	23,400	4,800	18,600
Agra	3,74,054	49,900	1,63,910	20,500	29,400	6,000	26,500
Mainpuri	3,83,463	51,100	1,23,740	15,500	35,600	7,200	22,700
Etah	3,94,277	52,600	1,19,340	14,900	37,700	7,600	22,500
Total, Agra division	19,04,903	2,54,000	6,77,760	84,700	1,69,300	34,400	1,19,100
Bareilly	4,47,684	59,700	1,80,030	16,300	43,400	8,800	25,100
Bijnor	3,11,207	41,500	1,29,110	16,100	25,400	5,200	21,900
Budaun	4,69,621	62,600	1,23,400	16,000	46,600	9,500	25,500
Moradabad	5,01,912	66,900	1,74,050	21,800	45,100	9,200	31,000
Shahjahanpur	3,95,135	52,600	1,44,110	18,000	34,600	7,000	25,000
Pilibhit	2,02,349	27,000	80,080	10,000	17,000	3,400	13,400
Total, Rohilkhand division	23,27,903	3,10,300	7,85,830	98,200	2,12,100	48,100	1,41,900

(5)

Farrukhabad	4,14,361	55,300	1,77,900	22,200	33,100	6,800	29,000
Etawah	3,67,730	49,000	1,40,720	17,600	31,400	6,400	24,000
Cawnpore	5,02,546	67,000	2,28,120	28,500	33,500	7,800	36,300
Fatehpur	3,27,108	43,600	1,32,210	16,500	27,100	5,500	22,000
Allahabad	6,17,353	32,300	2,69,660	33,700	43,600	9,900	43,500
Total, Allahabad division	22,29,098	2,97,200	9,48,610	1,18,500	1,78,700	36,400	1,54,800
Banda	2,92,759	39,000	1,18,190	14,100	24,900	5,100	19,200
Hamirpur	2,00,935	26,800	96,110	12,000	14,800	3,000	15,000
Jhansi	2,46,041	32,800	1,12,800	14,100	18,700	3,800	17,900
Jalaun	1,90,164	25,400	1,47,690	18,400	7,000	1,400	19,800
Total, Jhansi division	9,29,899	1,24,000	4,69,790	58,600	65,400	13,300	71,900
Benares	3,52,378	47,000	2,84,260	35,500	11,500	2,300	37,800
Mirzapur	3,22,105	42,900	1,37,690	17,200	25,700	5,200	22,400
Jaunpur	5,44,430	72,600	2,76,150	34,500	38,100	7,800	42,300
Ghazipur	3,86,426	51,500	2,02,930	25,400	26,100	5,300	30,700
Ballia	3,91,702	52,200	2,40,600	30,100	22,100	4,500	34,600
Total, Benares division	19,97,041	2,66,200	11,41,630	1,42,700	1,23,500	25,100	1,67,800
Gorakhpur	15,77,725	2,10,300	3,91,280	48,900	1,61,400	32,800	81,700
Basti	9,67,525	1,29,000	3,06,220	38,300	90,700	18,500	56,800
Azamgarh	7,37,882	98,400	2,67,540	33,400	65,000	13,200	46,600
Total, Gorakhpur division	32,83,132	4,37,700	9,65,040	1,20,600	3,17,100	64,500	1,85,100
Naini Tal	1,33,357	17,800	63,800	8,600	9,200	1,900	10,500
Almora	2,57,985	34,400	1,54,860	19,300	15,100	3,100	22,400
Garhwal	2,26,205	30,100	1,38,010	17,300	12,800	2,600	20,100
Total, Kumaun division	6,17,547	82,300	3,61,670	45,200	37,100	7,600	53,000

APPENDIX III.

Programme of expansion of primary education for boys in district areas—(concluded).

District.	Male population (rural area).	Total number of boys to be enrolled in primary schools.	Prescribed expenditure on boys' primary education, Islamic schools, mak-tabs and depressed classes.	Number of boys for whom there is provision at Rs. 8 per annum per boy.	Number of boys for whom provision remains to be made.	The quota of each board out of an expansion of 8½ lakhs of boys.	Total enrolment when programme is fulfilled.
1	2	3	4	5	6	7	8
Lucknow	2,45,515	82,700	1,26,250	15,800	16,900	3,400	19,200
Unao	4,13,781	55,200	1,18,270	14,800	40,400	3,200	23,000
Rae Bareli	4,54,896	60,600	1,58,890	19,800	40,800	8,300	28,100
Sitapur	5,36,856	71,500	1,58,110	19,800	51,700	10,500	30,800
Hardoi	5,34,201	71,200	2,16,980	27,100	44,100	9,000	36,100
Kheri	4,69,446	62,600	1,11,300	13,500	48,700	9,900	23,800
Total, Lucknow division ..	26,54,195	3,53,800	8,89,740	1,11,200	2,42,600	49,300	1,60,500
Fyzabad	5,36,580	71,500	1,73,270	21,700	49,800	10,100	31,800
Gonda	7,23,672	96,500	1,53,220	19,100	77,400	15,700	34,800
Bahraich	5,32,219	71,000	1,29,300	16,200	54,800	11,200	27,400
Sultanpur	4,89,645	65,300	1,39,720	17,400	47,900	9,700	27,100
Partabgarh	4,08,783	54,500	1,47,210	18,400	36,100	7,800	25,700
Bara Banki	5,06,660	67,500	1,37,210	17,100	50,400	10,300	27,400
Total, Fyzabad division ..	31,97,559	4,23,300	8,79,930	1,09,900	3,16,400	64,300	1,74,200
GRAND TOTAL ..	2,11,52,934	28,20,000	78,08,080	9,75,600	18,44,400	3,75,000	18,50,700

(8)

APPENDIX IV.

*Programme of expansion of middle vernacular education for boys
in district areas.*

District.	Present prescribed expenditure on middle vernacular schools.	Enrolment in primary schools when the programme is complete	Total expenditure on middle schools when the programme is complete, distributed in proportion to enrolment in primary schools.	Proposed increase in expenditure on middle vernacular schools.	Total number of boys in middle vernacular schools when the programme is complete.
1	2	3	4	5	6
Dehra Dun	9,610	6,100	9,610	..	870
Saharanpur	27,100	23,000	32,120	5,020	1,230
Muzaffarnagar ..	34,980	22,500	34,980	..	1,340
Meerut	36,060	43,300	60,470	24,410	2,330
Bulandshahr	34,940	28,100	39,240	4,300	1,510
Total, Meerut division ..	1,42,690	1,23,000	1,76,420	33,730	6,780
Aligarh	37,020	28,800	40,220	3,200	1,550
Muttra	19,780	18,600	25,980	6,200	1,000
Agra	28,810	26,500	37,010	8,200	1,420
Mainpuri	24,470	22,700	31,700	7,230	1,220
Etah	22,620	22,500	31,400	8,800	1,210
Total, Agra division ..	1,32,700	1,19,100	1,66,330	33,630	6,400
Bareilly	31,930	25,100	35,050	3,120	1,350
Bijnor	42,700	21,800	42,700	..	1,640
Budaun	32,210	25,500	35,610	3,400	1,370
Moradabad	36,950	31,000	43,290	6,340	1,670
Shahjahanpur ..	29,280	25,000	34,920	5,640	1,340
Pilibhit	19,840	13,400	19,840	..	760
Total, Rohilkhand division..	1,92,910	1,41,300	2,11,410	18,500	8,130
Farrukhabad	35,560	29,000	40,500	4,940	1,560
Etawah	29,450	24,000	33,520	4,070	1,290
Cawnpore	34,240	36,300	50,690	16,450	1,950
Fatehpur	25,200	22,000	30,720	5,520	1,180
Allahabad	37,850	43,500	60,150	22,900	2,340
Total, Allahabad division..	1,62,300	1,54,800	2,16,180	53,880	8,320
Banda	24,540	19,200	26,810	2,270	1,030
Hamirpur	22,240	15,000	22,240	..	860
Jhansi	23,310	17,900	25,000	1,690	960
Jalaun	24,230	19,800	27,650	3,420	1,060
Total, Jhansi division ..	94,320	71,900	1,01,700	7,380	3,910

APPENDIX IV.

*Programme of expansion of middle vernacular education for boys
in district areas—(concluded).*

District.	Present prescribed expenditure on middle vernacular schools.	Enrolment in primary schools when the programme is complete.	Total expenditure on middle schools when the programme is complete, distributed in proportion to enrolment in primary schools.	Proposed increase in expenditure on middle vernacular schools.	Total number of boys in middle vernacular schools when the programme is complete.
1	2	3	4	5	6
Benares	40,030	37,800	52,790	12,760	2,030
Mirzapur	19,570	22,400	31,280	11,710	1,200
Jaunpur	47,950	42,300	59,070	11,120	2,270
Ghazipur	92,990	30,700	42,880	9,890	1,650
Ballia	36,620	34,600	48,320	11,700	1,860
Total, Benares division ..	1,77,160	1,67,800	2,34,340	57,180	9,010
Gorakhpur	66,670	81,700	1,14,100	47,430	4,390
Basti	44,150	56,800	79,320	35,170	3,030
Azamgarh	50,150	46,600	65,080	14,930	2,500
Total, Gorakhpur division	1,60,970	1,85,100	2,59,500	97,530	9,940
Naini Tal	13,250	10,500	14,670	1,420	560
Almora	21,460	22,400	21,282	9,820	1,200
Garhwal	19,190	20,100	28,070	8,890	1,080
Total, Kumaun division ..	53,900	53,000	74,020	20,120	2,840
Lucknow	21,140	19,300	26,810	5,670	1,030
Unao	23,860	23,000	32,120	8,260	1,240
Rae Bareilly	32,350	28,100	39,340	6,890	1,510
Sitapur	30,050	30,300	42,320	12,270	1,630
Hardoi	39,430	36,100	50,420	10,990	1,940
Kheri	27,250	23,800	33,240	5,990	1,230
Total, Lucknow division ..	1,74,080	1,60,500	2,24,150	50,070	8,630
Fyzabad	33,910	31,800	44,400	11,090	1,710
Gonda	28,440	34,800	43,600	20,160	1,870
Bahraich	22,910	27,400	38,270	15,360	1,470
Sultanpur	22,620	27,100	37,850	15,280	1,460
Partabgarh	17,080	25,700	35,890	18,310	1,380
Bara Banki	25,940	27,400	35,270	12,330	1,470
Total, Fyzabad division ..	1,40,900	1,74,200	2,43,280	92,980	9,360
GRAND TOTAL	14,41,930	13,50,700	19,06,330	4,65,000	73,320

APPENDIX V.

Statement showing the number of boys' middle vernacular schools in the districts and particulars of buildings in which they are held.

District.	Number of middle vernacular schools.	Class of buildings.			
		Number of buildings owned by the board	Number of rented buildings.	Number of rent-free buildings.	Number of schools without buildings.
1	2	3	4	5	6
Dehra Dun	3	3	..	..	..
Saharanpur	13	10	2	1	..
Muzaffarnagar	13	10	1	2	..
Meerut	15	10	1	4	..
Bulandshahr	12	11	1	..	..
Total, Meerut division ..	56	44	5	7	..
Aligarh	13	11	2	..	..
Muttra	8	6	2	..	..
Agra	12	9	2	1	..
Mainpuri	11	6	1	1	3
Etah	6	6	2	1	..
Total, Agra division ..	53	38	9	3	3
Barcilly	11	9	2	..	..
Bijnor	12	9	2	1	..
Budaun	12	11	1	..	..
Moradabad	13	11	2	..	..
Shahjahanpur	11	10	..	..	1
Pilibbit	6	6	..	..	..
Total, Rohilkhand division ..	65	56	7	1	1
Farrukhabad	15	14	..	1	..
Etawah	14	10	2	2	..
Cawnpore	13	13	..	..	..
Fatehpur	11	8	2	1	..
Allahabad	14	13	1	..	..
Total, Allahabad division ..	67	68	5	4	..
Banda	10	6	..	4	..
Hamirpur	10	8	2	..	..
Jhansi	13	9	1	..	3
Jalaun	9	7	2	..	..
Total, Jhansi division ..	42	30	5	4	3

APPENDIX V.

Statement showing the number of boys' middle vernacular schools in the districts and particulars of buildings in which they are held—
(concluded).

District.	Number of middle vernacular schools	Class of buildings.			
		Number of buildings owned by the board.	Number of rented buildings.	Number of rent-free buildings.	Number of schools without buildings.
1	2	3	4	5	6
Benares	16	11	4	1	..
Mirzapur	9	6	1	2	..
Jaunpur	15	15	..	..	..
Ghazipur	14	8	..	3	3
Ballia	13	10	..	..	3
Total, Benares division ..	67	50	5	6	6
Gorakhpur	26	21	..	5	..
Basti	14	9	..	2	3
Azamgarh	19	13	..	..	6
Total, Gorakhpur division ..	59	43	..	7	9
Naini Tal	6	4	1	..	1
Almora	6	5	1	..	..
Garhwal	9	7	..	..	2
Total, Kumaun division ..	21	16	2	..	3
Lucknow	9	8	..	1	..
Unao	10	9	..	1	..
Rae Bareilly	15	9	..	6	..
Sitapur	11	11	..	..	..
Hardoi	15	14	..	1	..
Kheri	10	9	..	1	..
Total, Lucknow division ..	70	60	..	10	..
Fyzabad	10	9	1	..	..
Gonda	10	9	1	..	..
Bahraich	9	5	2	1	1
Sultanpur	7	7	..	..	..
Partabgarh	6	5	..	1	..
Bara Banki	10	9	1	..	..
Total, Fyzabad division ..	52	44	5	2	1
GRAND TOTAL ..	552	439	43	14	26

APPENDIX VI.

Statement showing the number of training classes (ordinary) in the districts and particulars of buildings in which they are held.

District.	Number of schools.	Class of buildings.	
		Number of buildings owned by the board.	Number of rented buildings.
1	2	3	4
Dehra Dun	1	1	..
Saharanpur	1	1	..
Muzalarnagar	1	1	..
Meerut .. .. .	..	..	..
Bulandshahr .. .. .	..	..	..
Total, Meerut division ..	3	3	..
Aligarh .. .. .	..	..	..
Muttra	2	2	..
Agra	1	1	..
Mainpuri	1	1	..
Etah	2	2	..
Total, Agra division ..	6	6	..
Bareilly .. .. .	..	..	..
Bijnor	2	2	..
Budaun	1	1	..
Moradabad	3	2	1
Shahjahanpur	2	2	..
Pilibhit	1	1	..
Total, Rohilkhand division ..	9	8	1
Farrukhabad	1	1	..
Etawah .. .. .	..	..	..
Cawnpore	1	1	..
Fatehpur	1	1	..
Allahabad .. .. .	..	..	..
Total, Allahabad division ..	3	3	..
Banda	1	1	..
Hamirpur	1	1	..
Jhansi	6	6	..
Jalaun	1	1	..
Total, Jhansi division ..	9	9	..

APPENDIX VI.

Statement showing the number of training classes (ordinary) in the district and particulars of buildings in which they are held - (concluded).

District.	Number of schools.	Class of buildings.	
		Number of buildings owned by the board.	Number of rented buildings.
1	2	3	4
Gorakhpur	3	3	..
Basti	1	1	..
Azamgarh	2	2	..
Total, Gorakhpur division ..	6	6	..
Benares	3	3	..
Mirzapur	3	3	..
Jaunpur	5	5	..
Ghazipur	1	1	..
Ballia	2	1	*1
Total, Benares division ..	14	13	1
Naini Tal	2	2	..
Almora	2	2	..
Garhwal	2	2	..
Total, Kumaun division ..	6	6	..
Lucknow	2	2	..
Unao	1	1	..
Rae Bareli	1	1	..
Sitapur	2	2	..
Hardoi	1	1	..
Kheri .. .. .	..	..	..
Total, Lucknow division ..	7	7	..
Fyzabad .. .. .	..	..	..
Gonda .. .. .	..	..	..
Bahraich	1	..	1
Sultanpur	3	3	..
Partabgarh .. .. .	..	..	..
Bara Banki	1	1	..
Total, Fyzabad division ..	5	4	1
GRAND TOTAL ..	68	65	3

* Has no building.

APPENDIX VII.

Statement showing the number of boys' ordinary primary schools in the districts and particulars of buildings in which they are held.

District.	Total number of ordinary primary schools.	Class of buildings.			
		Number of buildings owned by the board.	Number of rented buildings.	Number of rent-free buildings.	Number of schools without buildings.
1	2	3	4	5	6
Dera Dun	42	42	..	..	..
Saharanpur	184	69	25	40	..
Muzafarnagar	110	68	23	25	..
Meerut	198	102	12	84	..
Bulandshahr	173	114	13	46	..
Total, Meerut division ..	663	395	73	195	..
Aligarh	134	101	18	15	..
Muttra	113	82	8	23	..
Agra	163	114	8	46	..
Mainpuri	109	52	4	2	51
Etah	122	63	13	46	..
Total, Agra division ..	646	412	51	132	51
Bareilly	108	62	38	8	..
Bijnor	103	69	23	16	..
Budaun	124	64	38	22	..
Moradabad	114	67	42	5	..
Shahjahanpur	113	79	7	27	..
Pilibhit	77	52	18	7	..
Total, Rohilkhand division ..	644	393	166	85	..
Farrukabad	168	81	43	44	..
Etawah	150	106	7	37	..
Cawnpore	204	111	23	70	..
Fatehpur	129	93	22	14	..
Allahabad	278	181	32	55	10
Total, Allahabad division ..	929	572	127	220	10
Banda	127	101	11	15	..
Hamirpur	132	109	13	10	..
Jhansi	132	110	7	15	..
Jalaun	100	82	6	12	..
Total, Jhansi division ..	491	402	37	52	..

APPENDIX VII.

Statement showing the number of boys' ordinary primary schools in the districts and particulars of buildings in which they are held—(concluded).

District.	Total number of ordinary primary school.	Class of buildings.			
		Number of buildings owned by the board.	Number of rented buildings.	Number of rent-free buildings.	Number of schools without buildings.
1	2	3	4	5	6
Benares	209	130	54	25	..
Mirzapur	125	73	19	16	17
Jaunpur	220	146	25	26	23
Ghazipur	157	95	..	51	11
Ballia	238	154	2	2	80
Total, Benares division ..	949	598	100	120	131
Gorakhpur	391	315	20	49	7
Basti	241	160	14	10	57
Azamgarh	225	169	26	30	..
Total, Gorakhpur division ..	857	644	60	89	64
Naini Tal	79	57	3	4	15
Almora	143	60	1	78	4
Garhwal	125	42	..	..	*83
Total, Kumaun division ..	347	159	4	82	102
Lucknow	99	73	11	15	..
Unao	119	93	16	10	..
Rae Bareilly	131	101	8	10	12
Sitapur	149	105	8	26	10
Hardoi	132	92	1	88	6
Kheri	79	65	4	2	8
Total, Lucknow division ..	759	529	48	146	96
Fyzabad	162	144	7	11	..
Gonda	158	119	6	15	18
Bahraich	139	83	16	17	13
Sultanpur	129	125	1	3	..
Partabgarh	172	124	7	27	14
Bara Banki	121	102	13	6	..
Total, Fyzabad division ..	871	697	50	79	45
GRAND TOTAL ..	7,156	4,801	716	1,200	439

* Unsatisfactory utar built.

APPENDIX VIII.

Statement showing the number of boys' ordinary preparatory schools in the districts and particulars of buildings in which they are held.

District.	Number of schools.	Class of buildings.			Number of schools without buildings.
		Number of buildings owned by the board.	Number of rented buildings.	Number of rent-free buildings.	
1	2	3	4	5	6
Dehra Dun	24	10	6	8	..
Saharanpur	58	2	9	47	..
Muzaffarnagar	94	6	12	76	..
Meerut	210	8	11	191	..
Bulandshahr	58	6	5	42	..
Total, Meerut division ..	439	32	43	364	..
Aligarh	125	26	25	74	..
Muttra	106	8	9	89	..
Agra	120	12	4	104	..
Mainpuri	117	7	5	1	104
Etah	107	11	7	89	..
Total, Agra division ..	575	64	50	357	104
Bareilly	98	9	31	58	..
Bijnor	85	3	24	58	..
Budaun	110	1	39	70	..
Moradabad	150	9	64	77	..
Shahjahanpur	163	27	1	135	..
Pilibhit	37	4	3	30	..
Total, Rohilkhand division ..	638	53	162	423	..
Farrukhabad	152	9	22	121	..
Etawah	88	6	11	71	..
Cawnpore	192	13	7	172	..
Fatehpur	98	8	14	76	..
Allahabad	156	16	11	127	2
Total, Allahabad division ..	686	52	65	567	2
Banda	141	48	3	90	..
Hamirpur	62	14	9	39	..
Jhansi	83	31	7	45	..
Jalaun	81	38	4	39	..
Total, Jhansi division ..	367	131	23	213	..

APPENDIX VIII.

Statement showing the number of boys' ordinary preparatory schools in the districts and particulars of buildings in which they are held—(excluded).

District.	Number of schools.	Class of buildings.				Number of schools without buildings.
		Number of buildings owned by the board.	Number of rented buildings.	Number of rent-free buildings.		
1	2	3	4	5	6	
Benares	84	2	20	62	..	
Mirzapur	106	48	12	31	15	
Jaunpur	180	7	15	71	37	
Ghazipur	114	8	..	97	9	
Ballia	94	..	1	..	93	
Total, Benares division ..	528	65	48	261	154	
Gorakhpur	183	77	15	87	4	
Basti	246	20	13	135	78	
Azamgarh	189	11	31	137	10	
Total, Gorakhpur division ..	618	108	59	359	92	
Naini Tal	82	15	2	7	58	
Almora	91	4	..	70	17	
Garhwal	181	12	1	..	168	
Total, Kumaun division ..	354	31	3	77	243	
Lucknow	90	11	22	57	..	
Unao	83	27	18	36	2	
Rae Bareli	80	30	5	27	18	
Sitapur	134	47	4	78	5	
Hardoi	243	8	..	232	8	
Kheri	120	45	5	11	59	
Total, Lucknow division ..	755	168	54	441	92	
Fyzabad	88	36	7	45	..	
Gonda	126	29	6	5	86	
Bahraich	136	25	15	71	25	
Sultanpur	69	44	..	21	4	
Partabgarh	48	6	1	30	11	
Bara Banki	111	48	20	43	..	
Total, Fyzabad division ..	578	188	49	215	126	
GRAND TOTAL ..	5,538	892	556	3,277	313	

APPENDIX IX.

Statement showing the number of Islamia primary and preparatory schools (boys) maintained by the district boards and particulars of buildings in which they are held.

District.	Number of Islamia primary and preparatory schools.	Class of buildings.			
		Number of buildings owned by the board.	Number of rented buildings.	Number of rent-free buildings.	Number of schools without buildings.
Dehra Dun	1	1	..	..	..
Saharanpur	28	2	4	22	..
Muzaffarnagar	28	1	13	14	..
Meerut	29	2	10	17	..
Bulandshahr	8	1	4	3	..
Total, Meerut division ..	94	7	31	56	..
Aligarh	15	..	7	8	..
Muttra	14	..	6	8	..
Agra	8	1	7	..	..
Mainpuri	18	3	8	..	7
Etah	8	..	1	2	..
Total, Agra division ..	58	4	29	18	7
Bareilly	9	3	6	..	..
Bijnor	20	4	6	10	..
Budaun	18	..	8	10	..
Moradabad	23	1	15	7	..
Shahjahanpur	29	4	4	21	..
Pilibhit	3	..	2	1	..
Total, Rohilkhand division ..	102	12	41	49	..
Farrukhabad	15	1	4	10	..
Etawah	8	..	7	1	..
Cawnpore	5	..	2	3	..
Fatehpur	14	..	4	10	..
Allahabad	12	1	5	6	..
Total, Allahabad division ..	54	2	22	30	..
Banda	7	3	..	4	..
Hamirpur	4	2	1	1	..
Jhansi	5	..	3	2	..
Jalaun	11	1	2	8	..
Total, Jhansi division ..	27	6	6	15	..

APPENDIX IX.

Statement showing the number of Islamia primary and preparatory schools (boys) maintained, by the district boards and particulars of buildings in which they are held—(concluded).

District.	Number of Islamia primary and preparatory schools.	Class of buildings.			
		Number of buildings owned by the board.	Number of rented buildings.	Number of rent-free buildings.	Number of schools without buildings.
Benares	19	..	12	7	..
Mirzapur	10	..	4	3	3
Jaunpur	47	1	16	20	10
Ghazipur	24	3	..	21	..
Ballia	31	6	8	..	22
Total, Benares division ..	131	10	35	51	35
Gorakhpur	24	13	5	6	..
Basti	8	1	2	5	..
Asamgarh	26	5	1	20	..
Total, Gorakhpur division ..	58	19	8	31	..
Naini Tal	6	1	1	..	4
Almora	3	..	2	1	..
Garhwal	3	..	2	1	..
Total, Kumaun division ..	12	1	5	2	4
Lucknow	10	1	4	5	..
Unao	6	..	1	5	..
Rae Bareilly	6	..	2	4	..
Sitapur	11	2	..	8	1
Hardoi	16	..	4	12	..
Kheri	5	..	..	..	5
Total, Lucknow division ..	54	3	11	34	6
Fyzabad	6	..	2	4	..
Gonda	6	1	1	..	4
Bahraich	34	1	10	23	..
Sultanpur	11	8	..	2	1
Partabgarh	6	2	2	1	1
Bara Banki	13	6	1	6	..
Total, Fyzabad division ..	76	18	16	36	6
GRAND TOTAL ..	666	82	204	322	53

APPENDIX X.

REPORT OF A VISIT TO THE PUNJAB.

The Punjab in advance of the United Provinces.—In vernacular education the Punjab is, in some ways, in advance of the United Provinces. Comparisons are odious, particularly when made to the disadvantage of others; this chapter therefore deals only with lessons regarding primary education which can be learnt by the United Provinces from the Punjab.

2. *Enrolment in primary classes.*—In the Punjab primary education covers four years, the primary schools having classes I, II, III and IV; in the United Provinces primary education covers five years, classes A and B, I, II, III and IV (a child is assumed to pass through the infant classes A and B of the United Provinces' course in one year). Assuming that class IV in the United Provinces corresponds to class V, the lowest middle class in the Punjab, the following are the comparative figures of population (male) and of boys in primary classes for the two provinces on March 31, 1925. The figures are in thousands, and include boys reading in English schools :—

	United Provinces.		Punjab.	
Male population	23,788	...	11,306
Classes A and B	532	Class I ...	302
Class I	163	" II ...	111
" II	109	" III ...	79
" III	80	" IV ...	62
" IV	55	" V ...	42
Total	939	Total ...	596

If the United Provinces had as big an enrolment of boys compared to its male population as has the Punjab, the enrolment in primary classes would be :—

	Proportionately.	Actual.
Classes A and B	635
Class I	234
" II	166
" III	131
" IV	88
Total	1,254
		939

or, to make the comparison another way, 5·3 per cent. of the male population of the Punjab are in primary classes, in the United Provinces 3·9 per cent. only. In vernacular primary and middle schools the former had on March 31, 1925 an enrolment of 547 thousand boys against the latter's 971 thousand. In proportion to population the latter figure should be 1,150 thousand. The Punjab is also in advance in its percentage of boys in the two upper primary classes to the total enrolment of primary classes. It is only in recent years that the Punjab has outstripped these provinces in primary education. In 1911-12 the

Punjab had 239 thousand boys in the primary stage of primary and secondary schools compared with 509 thousand in the United Provinces.

3. The causes of the Punjab's present relative superiority over this province in numbers in primary classes are to be found in the facts that the Punjabi is at present keener after literacy for himself and his children than is the inhabitant of the United Provinces, the educational staff is stronger, there is more co-operation between departments, the organization is more diverse, and more funds, relatively, have been available.

4. *Keeness of the Punjabi for more education.*—That the Punjabi is keen after education is shown in several ways. One hundred and twenty-seven adult schools have been started by co-operative societies for which schools grants-in-aid are available through the Registrar of Co-operative Societies from funds placed at his disposal by the Education Department. The members under their bye-laws pledge themselves to establish a school and to arrange for their own education. These co-operative schools are handed over to the district boards for supervision and maintenance where the latter is prepared to accept the responsibility. In 1924-25 nearly 62,000 adults were enrolled in night schools. In other places co-operative societies of parents have bound themselves to send their pupils to school for at least the full four-year primary course or pay a penalty in default. The Director of Public Instruction of the Punjab in his annual report for 1924-25 states that "In the Punjab the initiative (for compulsion) comes from within and is not superimposed from above. It is the villagers who apply for compulsion and not the local body which enforces compulsion on an unwilling people." Before opening a new primary school or raising a primary school to the middle standard the people are asked to start a co-operative compulsory education society or to accept compulsion under the Act, though this is not obligatory. There is one co-operative compulsory education society among women. The first step towards the introduction of compulsion in any rural area in the Punjab is for the people of that area, stimulated perhaps by the assistant district inspector, the teacher, or some other public spirited person, to apply for compulsion. In the Punjab also a very large proportion of the greatly increased enrolment in recent years has been derived from what used to be considered to be the backward districts. This spirit of self-help is stimulated by propaganda of various kinds.

5. *Staff in the Punjab.*—The educational staff for direction and inspection in the Punjab is, both numerically and in its qualifications for its task stronger in proportion to the population than in the United Provinces. In 1924-25 the Punjab spent 8½ lakhs on the direction and inspection of education for males, whereas the United Provinces spent 11½ lakhs. If the latter had spent in proportion to its population as much as the former on this object it would have spent 18 lakhs or 6½ lakhs more. The headquarter staff in the Punjab is, considering that the Matriculation and School-Leaving Certificate examinations are held by the University, nearly as strong as the headquarter staff of the United Provinces. Including the Reporter on Books who helps in the main office, the Inspector of Training Institutions and the

*Assistant Inspector of Agricultural Training, the senior staff in the Punjab Director's office numbers †four Indian Educational Service officers, ‡two Punjab Provincial Service officers and one Superintendent, whereas in the United Provinces Director's office are (excluding the Secretary of the Board of High School and Intermediate Education whose work, in the Punjab, is mainly done by the University) two Indian Educational Service officers, three Provincial Service officers and two Superintendents. With this staff the routine work in the Punjab is found to be heavy. It is no wonder then that the United Provinces headquarters staff with more than twice the population for which to provide education has but little leisure to think out new schemes and to prepare and organize for expansion. The divisional inspecting staff in the Punjab consists of five inspectors in the Indian Educational Service (one to each of the five divisions) and five deputy inspectors who correspond to the United Provinces assistant inspectors. The five divisions are divided into twenty-nine districts so that each inspector with the help of his deputy watches over an average of six districts. In the United Provinces at present are seven divisional inspectors and ten assistant inspectors. The seven divisional inspectors have 45 districts to care for, the ten assistant inspectors 48. The Inspector of Vernacular Education in the Punjab informed me that, owing to the fact that divisional inspectors and their deputies had so much else to do, much of the correspondence between himself and the boards regarding grants was carried on by him direct with the district inspectors with the result that he was unable to tour to any extent. When he went on tour it was often to check the board's figures direct in the district inspectors' offices.

6. Another way in which the Punjab is ahead of the United Provinces in respect of staff is that its district inspectors (corresponding to the United Provinces deputy inspectors), twenty-nine of them, one to each district, are with four exceptions in the Punjab Provincial Educational Service and consequently a better type of man is attracted to district work. Most of the 109 assistant district inspectors in the Punjab (corresponding to the United Provinces sub-deputy inspectors) are B.A., B.T.'s, whereas in these provinces only fourteen out of the 195 are trained graduates. In this fact may be found one of the reasons of the ready response in the Punjab made by districts generally to the call for the expansion and improvement of vernacular education. The Inspector of Vernacular Education, Punjab, says that the Provincial Service officers are the life and soul of the expansion of vernacular education in rural areas. The Punjab Government has also recently provided for education in each district a head clerk on Rs. 75—5—100—125 (efficiency bar at Rs. 100), a second clerk (who must also know

* The Assistant Inspector of Agricultural Training is stationed at Lyallpur and not at headquarters in Lahore.

† 1. The Assistant Director of Public Instruction.
2. The Inspector of Vernacular Education.
3. The Registrar, Departmental Examinations.
4. The Inspector of Training Institutions.

‡ 1. The Reporter on Books.
2. The Assistant Inspector of Agricultural Training

English) on Rs. 40—2—80—2—90 (efficiency bar at Rs. 80) and a third clerk on Rs. 30—1½—60—2—70 (efficiency bar at Rs. 60). These clerks are appointed by the inspector and form a divisional cadre. They work at the district boards' offices under the orders of the district inspectors. If the district educational system requires more clerks, they are provided and paid by the district board and Government shares the cost according to the grades of each district.

7. *Co-operation between departments.*—Co-operation between the departments of Government is another way in which the Punjab scores over the United Provinces. As already noted, the Registrar of Co-operative Societies is keenly interested, because illiteracy is a serious hindrance to his work in helping the Education Department to spread literacy. He also helps high schools to form supply societies and to establish thrift and savings societies. Lectures on co-operation are given by his staff in normal and other schools. The Deputy Registrar of Co-operative Societies, in the absence of the Registrar, kindly gave me help, and under his direction I saw the working of two of the thrift and savings societies connected with schools in Amritsar. To foster the co-operation between departments a Rural Community Board has been established at headquarters and Rural Community Councils in each district. The Rural Community Board consists of the Minister for Education (President), the Director of Agriculture, the Registrar, Co-operative Societies, the Warden of Fisheries, the Director of Public Health, the Organizing Secretary of the Red Cross Society, Lahore, the Director of the Information Bureau, the Principal of the Mayo School of Arts and the Inspector of Vernacular Education. Government have given the board a grant of Rs. 1 lakh, some of which is being spent on the preparation and issue of pamphlets and books to the village school libraries and some in giving allowances to librarians. Such pamphlets and books have been prepared on the problem of untouchables, on "Life, Light and Cleanliness", on "Indian Birds", on "Kindness to Animals", on "Forests in India", etc. A motor lorry and cinema have been purchased to be used for demonstrations in the villages. The Director of Agriculture is keenly interested in the school farms, and the Director of Health is spreading the knowledge of sanitation and health rules by means of the schools. The Red Cross Society helps with funds as well as in other ways. The Education Department desires that its staff and teachers shall be helpers and propagandists for all the other departments of Government in their endeavours to raise the standard of life in the villages.

8. So far in the Punjab the Deputy Commissioner in each district continues to be the Chairman of the district board, and as such has, as he used to have in the United Provinces, a direct interest in the educational system of the district. The District Magistrates in the United Provinces have been, to some extent, set aside from direct connexion with the educational system with consequent loss to these provinces.

9. *Organization of compulsory education and grants to district boards.*—Compulsory education in the Punjab, at any rate in rural areas, is in advance of the United Provinces. The Punjab Primary Education Act was passed in 1919, that of the United Provinces for rural

areas has only been just passed. In 1924-25 compulsion had been introduced in 290 rural areas, in seventeen of the twenty-nine districts of the Punjab.

The grants made by the Punjab Government to the district boards have been placed on a more rational basis than is the case in the United Provinces, where the grants are not regularly correlated to the needs of the district and have been stabilised in the three-year contract now in force. In the Punjab in 1917 the ideal was laid down that ultimately a district board school should be established at every centre where an average attendance of not less than fifty children might be expected; provided that a distance of not less than two miles by the nearest route should ordinarily intervene between two board schools. Maps were prepared to serve as a permanent record, showing the existing condition and the ultimate needs of each district on this basis. A strong committee on District Board Educational Finance met in October, 1917, and in 1918 the district boards were graded in accordance with the resolutions of this committee.

10. *Libraries.*—Fifteen hundred libraries have been started in the vernacular middle and lower middle schools, pamphlets on agriculture, birds, forestry, health and sanitation and the depressed classes have been prepared and are being issued to them. Other pamphlets are under preparation. A list of books for libraries has been prepared; the books will be distributed through the Deputy Commissioner who is the Chairman of the Rural Community Council of the district. Government give a grant of Rs. 50 per annum to each upper middle school and Rs. 35 per annum to each lower middle school for library books, allowances of Rs. 40 and Rs. 30 per annum to the librarians of upper and lower middle schools respectively and also initial grants for tables, chairs and almirahs. The librarian is not merely a librarian, he is required to be a propagandist, helper and instructor. Primary schools are also permitted to use the libraries which are being opened to all the literary adults of the village.

11. *Middle school farms.*—The Punjab has 48 vernacular middle school farms of varying success. Originally 3-acre plots were given, but the tendency is now towards providing such schools with $\frac{1}{2}$ acre plots only. An officer known as the Assistant Inspector of Agricultural Training has been appointed especially to look after and develop this work.

12. *Training of teachers of agriculture.*—The class for training teachers for the agricultural middle schools is at Lyallpur where also is the Punjab Agricultural College. The training is practical; the course lasts for one year. At present some thirty teachers are being instructed. The land on which they are taught is irrigated land. The master, M. Ghulam Muhammad, works under the Assistant Inspector of Agricultural Training; Lala Lachman Das, B.A., L.A.D., to whom I am indebted for guidance, information and help. The professors and other teachers of the college under Mr. Brownlee, the Principal, are aiding the good work by preparing charts, show-cases and apparatus for use in the schools where agriculture is being taught. A cinematograph projector has been purchased and slides are being prepared. The

Agricultural Department also issues seasonal notes and occasional leaflets and pamphlets. The task of training teachers for agricultural middle schools was begun in 1918, when 20 teachers were taught by Lala Lachman Das. By 1920 twelve schools had farms in which year the post of Assistant Inspector of Agricultural Training for the Province was created to which Lala Lachman Das was appointed. The post was made a Provincial Educational Service one in 1922. The enterprise of introducing agriculture into middle vernacular schools met with difficulties in the early stages; some of the farms did not prove self-supporting and became a charge on district board finances at which the boards were not pleased. Only nine teachers were sent for training in 1923. Government met the difficulty by undertaking a share up to Rs. 100 per annum of any loss incurred on a school farm, and, besides the non-recurring grants to the boards for the purchase of farms and equipment for schools, also pays the allowance of Rs. 10 per mensem given to the teacher in addition to his ordinary salary. The difficulty was thus overcome and now 30 teachers are under training and agriculture is taught in 80 middle vernacular schools. At Satyana, a vernacular middle school in the Jyallpur district, a farm of five acres is being worked by the teacher of agriculture. The soil is of poor quality and has not been under cultivation before but in spite of that the farm is a success. The teacher has a *beldar* to help him and a pair of bullocks. *Pukka* and adequate byres and store-rooms have been built at a cost of some Rs. 2,500. A difficulty in this school is that the subject has to compete with optional English and the boys in consequence only give four or five periods a week to agriculture. At the time of my visit the wheat, of which different varieties had been grown, was cut and land was being irrigated in preparation for ploughing for the sowing of cotton. About half an acre is used for vegetable growing and demonstration plots. Fruit trees, hedges and shade-trees have been planted and the school garden made neat and attractive with grass and flowers. The majority of the farms attached to the middle schools are now self-supporting.

13. *School of Rural Economics*.—A school of Rural Economics has been started at Gurgaon, near Delhi. The idea at the back of it is to foster knowledge and skill in the arts and sciences necessary to a fuller and richer village life. The school teacher who is the man of the village considered best able to learn and to teach is being trained and instructed at this school in the many branches of agriculture, in veterinary science, village sanitation, methods of preventing and obviating diseases, first-aid, forestry, land revenue administration, the working of co-operative societies, night schools, games, scouting and social developments generally, in order that he may help and guide not only the child but also the adults of the village. A farm of three acres is being worked by the students and another farm of 51 acres has been taken on a ten-years' lease. Besides the 42 teachers at the school four *patwaris* have also been admitted and a development is under contemplation by which the local officers of the various

departments, e.g., Veterinary, Health, Forestry, Co-operation and Land Revenue shall be assisted if not replaced by a villager, for each *zail* into which the tahsils are divided, specially trained in all of these subjects at this school. The staff of the school which is held at the Government High School consists of a Superintendent who is a B. Sc. (Agriculture), and a B.T. (Aligarh) and an Agricultural Assistant. These officers teach agriculture mainly. Arrangements are being made by which officers of the various departments give courses of lectures on their own subjects. The Deputy Commissioner, Mr. F. L. Brayne, with whom I discussed the school and educational problems generally, is the originator of the school which is being aided by Government in the Educational Department.

14. *Teaching of infant and lower classes.*—On infant and lower primary classes in the United Provinces over forty lakhs of rupees a year are wasted. The Punjab has the same difficulty and has set out on the best road to overcome it, by making a start with the training of teachers to be real instructors, guides and helpers of the children of the infant classes. Private enterprise led the way. At Moga which is now famous all over India and beyond the American Mission Teachers' Training School is successfully training teachers for village schools in the method which has become known as the "project" method and also in the teaching of reading by the "story" method. Put briefly the "project" method of teaching means the guiding of the children to desire to complete some "project" or piece of work closely connected with their lives in the home and village and to lead them to fulfil that desire for themselves. The work may, for example, be the building of a model house, the making of small bricks, acquiring skill in sharpening and handling a tool, the construction of a hen-house or rabbit-hutch, the keeping of chickens, the growing of vegetables, the disposal of vegetables grown, the keeping of accounts of small sales, preparing a drama or recitation, anything that interests the children and is of value to them in their lives as children. A "project" may involve an hour's work for its completion or daily work throughout a school year. To complete any "project" the children have to gain knowledge and skill for use for an immediate desired end. In gaining that knowledge and skill curiosity is aroused and the children desire of themselves to advance further than the immediate "project" requires and advantage must be taken of this interest to round off the partial knowledge gained in finishing the "project." In this way what the departmental curriculum prescribes and far more than that is fully and thoroughly learnt within the period prescribed. To use the method well requires a firm grasp by the teacher of the fundamental principle involved, a real interest in and sympathy with children, and skill to keep the children to their task when they find, as they generally do, that a "project" initiated with imagination and zeal requires perseverance and patience to bring it to successful completion. To get a full idea of the value of the training given at Moga the various pamphlets and report need to be read; better still a visit should be made to the school when it is in full swing. There are many activities of which teaching

by the project method is an underlying principle. Two other striking developments are the training of the pupil teachers' wives and appointment of supervisors for groups of mission schools. The Rev. A. E. Harper is now the Principal of the School and I am indebted to him and to Mrs. Harper for a patient and enthusiastic description and explanation of the work done in the school, in the training classes, in the hostel and on the school farms.

15. At the Rang Mahall Mission High School in Lahore City also, under the Principal Mr. Whitlock and the headmaster Mr. Rallia Ram, the children of classes I and II are being taught by what may be called kindergarten methods. The method is a combination of all sorts of devices to exercise the minds, senses, muscles and nerves of the children while they are at school. All the children of these classes work in one big hall. The first impression is one of noise and confusion; the next that all the children are busy and happy. In one corner two or three were making letters in sand, another group were stringing beads, another with cardboard money were playing at auctions, a fourth group were building up meccano toys, a fifth reading from primers, a sixth making large letters in chalk on small wall blackboards; here was a boy behind an imitation post-office counter prepared to sell imitation stamps, issue money-orders or to take parcels, another was making out a money-order, a third weighing a parcel for the post, a fourth keeping shop, selling imaginary milk in measures of various sizes. Others with shaped pieces of brass were building up letters and numerals, others studying wall-charts of letters and sentences. Rough pottery is made, a model house has been built up of small bricks and surrounded with an imitation garden, all sorts of activities mostly imitative of the activities of an adult are engaged in by the children. They enjoy school and learn rapidly. The whole of the primary course which is nominally a four-year one and in practice in most rural schools at least a five-year one is completed by all children who attend this school in three years, many of them beginning at the age of five. Thus at nine years old they are fully equipped, with senses undimmed and no thought of school as a dull taskmaster, to enter on the more prolonged and ordered lessons of class V. Classes I and II in this school ordinarily number about 100. It is in charge of a senior master with three assistants; the senior master has been doing this work for the past sixteen years and is full of life, energy and sympathy with the children he guides and instructs. No printed text-books are used but an account of all approved devices for employing and instructing the children is entered in a manuscript note book.

16. *Training of rural school teachers.*—At the Gakhar Government Normal School, under the headmastership of an officer who was till recently an assistant district inspector, an endeavour is being made to train the teachers in rural schools to use methods similar to those in use at Moga and the Rang Mahall High School. Imitating and studying the activities of a village is the means by which the children are to be guided to fuller knowledge and life. Pottery, basket-making

rope-making, rough carpentry and metal work are all done. The village home, its *charpais* and cooking utensils, its mud walls and thatched roof are all objects of study and work. Poultry, geese and other animals are kept, fruit trees planted, a farm run and a garden cultivated. On these activities are based lessons in reading, writing, arithmetic, nature-study, geography, history and other branches of knowledge. The boys of the school which consists of classes I to VIII number four hundred taught by a staff of nine. One hundred and twenty pupil teachers are under training. A scout troop, a Red Cross Society and a band have been formed and an adult school is taught as a night school. In this way the Educational Department is endeavouring to train teachers for district board village schools in live methods attractive to the children and resulting in a desire on the part of both the children and parents to make attendance at school a reality. At the Normal School, Moga, Mr. Har Dayal Chopra the headmaster is following the same line of work with considerable success.

17. It should be noted that the training of all the teachers of vernacular schools in the Punjab is done by Government in the 18 normal schools and combined institutions. A combined institution is one in which a unit of 40 students is attached for instruction and training to a high school in which accommodation for them exists. One or two (if necessary) additional teachers are attached to the high schools to teach the students (the other masters are expected to help) who get their practice in neighbouring local primary schools where also they are required to practise during the high school vacation and to bring a report, from the headmaster, of the work they have done.

18. *Drill and Games.*—Another enterprise in the Punjab is the appointment, as Drill and Games-for-All Supervisor in each district, of a well-qualified trained teacher who is given a further special course at the Central Training College.

19. *Comparison of expenditure.*—The right spirit, a sufficient staff filled with missionary zeal, co-operation between departments, good organization and enterprise would be largely ineffective without funds. The Punjab has found more money for education, in proportion to its population, than has the United Provinces. The comparative total figures (in lakhs) of expenditure for the last five years are—

	Total expenditure on education.		If the United Provinces had spent as much in proportion to its population as the Punjab.
	In the Punjab.	In the United Provinces.	
	Rs.	Rs.	
1921-22	1,90	2,98	4,17
1922-23	2,20	2,91	4,82
1923-24	2,16	3,02	4,74
1924-25	2,84	3,04	5,13
Total	8,60	11,95	18,86

To have kept pace with the Punjab, the United Provinces should have spent in the four years 1921—1925 another seven crores on education or $1\frac{3}{4}$ crores more per annum. The figures of expenditure from Provincial Revenues compare as follows:—

Expenditure from Provincial Revenues.

Total expenditure on education.	In the Punjab.	In the United Provinces.	If the United Provinces had spent as much in proportion to its population as the Punjab.
	Rs.	Rs.	Rs.
1921-22	87	1,56	1,91
1922-23	1,13	1,58	2,48
1923-24	1,13	1,63	2,48
1924-25	1,18	1,72	2,59
Total	4,31	6,49	9,46

a difference of three crores in the four years.

Suggestive also is a comparison of expenditure from board funds:—

Expenditure in 1924-25.	Punjab.	United Provinces.
	Rs.	Rs.
From Local Board Funds	22	27
From Municipal Funds	9	10

The United Provinces could spend more on primary education with profit, spiritual, mental, physical and material.

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