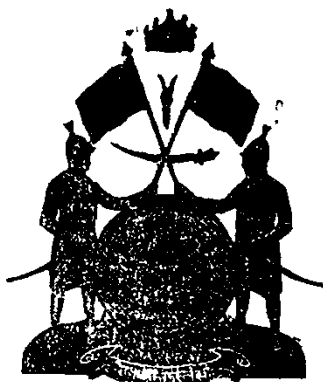


HIS HIGHNESS' GOVERNMENT JAMMU & KASHMIR



REPORT

OF

The Educational Reorganisation Committee

1939.

SRINAGAR.

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To

THE HON'BLE PRIME MINISTER,
HIS HIGHNESS' GOVERNMENT
JAMMU & KASHMIR.

JAMMU.

No. 6672

Dated 13th March, 1939.

Sir,

I have the honour to submit herewith the Report of the Educational Reorganization Committee appointed under Government Notification dated 27th June 1938 and to commend its proposals and recommendations to the consideration of the Government.

The Report attempts to deal with the two inter-related aspects of the problem of educational reconstruction in the State, the expansion of educational facilities and the consolidation of the existing facilities. Rapid expansion of educational facilities is imperatively called for because of the alarmingly low percentage of literacy in the State, and the magnitude of the problem of providing education for a population of about 40 lakhs of people. The forces that are shaping modern life, not only in the State and in India but all over the world, are so quick and insistent in their demands that no enlightened administration can afford to remain content with the leisurely pace of advance which appeared to be reasonable even ten years ago. It is equally important, in the opinion of the Committee, to think out ways and means for improving the efficiency and social significance of the existing educational system, to eliminate its wastage and stagnation, and to bring it into vital union with the socio-economic as well as the cultural life of the people. It has, therefore, made certain far-reaching recommendations in this behalf with the object of overhauling and reconstructing the existing system of primary and secondary schools. The Committee is convinced that His Highness the Maharaja Bahadur's solicitude for the good of his subjects and your keen personal interest in all that pertains to the welfare of the State augur well for the success of the scheme which it has drawn up.

The Committee is conscious of the fact that the various schemes and proposals which it has drawn up involve considerably increased expenditure on Education. But, while it has taken care to avoid all extravagant or unnecessary schemes, the mere question of the cost has not deterred it from making proposals which it considers essential in the interests of a better and more effective system of education. It has drawn up a plan extending over 10 years in the first instance, followed up by a further plan of 15 years, with the object of providing a

system of universal, free, and in due course, compulsory education all over the State, and it is anxious that educational development in future should follow a consistent, well-organised and coherent policy, unaffected by administrative or personal changes. We feel convinced that, if the scheme fulfils the objectives that we have in view, its benefits will be reflected in the general improvement of civic life and the production of a more enlightened, more efficient, more co-operative, and better trained generation of men and women. We have no doubt that, as the scheme commends itself to the appreciation of the Government and the public by its results, necessary funds will be forthcoming for this great work of national reconstruction.

May I take this opportunity to place on record our thanks to you and the Hon'ble the Home Minister whose keen and continuous personal interest in the work of the Committee has been a source of strength and inspiration to all the members of the Committee. I should also like to express my personal thanks to Dr. Zakir Hussain whose presence on the Committee has been of invaluable help throughout, to Mr. Nand Lal Kitroo, the Secretary to the Committee, who did a great deal of valuable work in collecting necessary data and material for the Committee, to the President of the Praja Sabha for lending me the services of Mr. G.D. Malhotra, the senior Stenographer of the Praja Sabha who carried out his duties efficiently during the first session of the Committee, and to the many ladies and gentlemen who helped the Committee by sending their suggestions or giving oral evidence.

I have the honour to be,
 Sir,
 Your most obedient servant,
 K. G. Saiyidain,
 DIRECTOR OF EDUCATION,
 HIS HIGHNESS' GOVERNMENT
 Jammu and Kashmir.

INTRODUCTION.

The Educational Re-organization Committee was appointed by His Highness' Government of Jammu and Kashmir under Government order No. ED.B. 517/38 dated 27th June 1938 for the reorganisation of the existing system of Primary and Secondary Education in the State. The Director of Education, Mr. K. G. Saiyidain, was appointed the Chairman of the Committee with the following gentlemen as members:—

1. Dr. Zakir Hussain, Principal, Jamia Millia Islamia, Delhi.
2. Mr Eric Tyndale Biscoe, Principal, C.M.S. School Srinagar
3. Mr. Mohammad Ishaq, Inspector of Schools, Kashmir.
4. Mr R. C. Mehdiratta, Inspector of Schools, Jammu.
5. Mr. Nand Lal Kitroo, Headmaster S.P. High School,
Srinagar, (Secretary.)

The following Government notification gives the Terms of Reference for the work of the Committee:—

In view of the urgent need for a new orientation of educational policy and a reorganization of the existing educational system in the State, the Government have appointed an Educational Reorganisation Committee consisting of the Director of Education as Chairman and the marginally noted gentlemen as members, to examine the suitability and adequacy of the present system of Primary and Secondary education and to make recommendations for bringing it into more vital touch with the needs of the people of the State and the ideals of the good life, and to awaken a keener and healthier civic and social sense.

1. To make a brief but comprehensive survey of the present position of Primary and Secondary education in the State with special reference to the following points:—

- a. the adequacy of the existing facilities for the educational needs of the people,
- b. the method of recruitment, qualifications and status of teachers,
- c. the facilities available for the training of teachers, and the maintenance and improvement of their professional efficiency during their period of service.
- d. the existing curricula and methods in schools,
- e. the relation of the school to the social and cultural life of the community as a whole and the pursuits and occupations of the people.
- f. the facilities available for games, physical education, scouting and other extra-mural and extra-curricular activities.
- g. existing machinery for "continuation education" of students when they pass out of the schools,

h. does the State get full value for the money spent on education?

2. To recommend to the Government ways and means for bringing education into closer touch with the existing socio-economic conditions so as to make it more useful and practical as well as improve its quality and, in this connection, to consider the following points:—

- a. the length of the Primary and Secondary school courses and of the period of schooling,
- b. the overhauling of the courses of instruction in accordance with the objects laid down in the preamble,
- c. the medium of instruction,
- d. the introduction of Compulsory Primary Education,
- e. the correlation of the present academic education with the teaching of crafts, and ways and means of doing it,
- f. the diversification of courses at the secondary stage so as to provide for different types of students, to reduce the pressure on clerical services, and help to place national economy on a more rational basis,
- g. the improvement of the professional efficiency of teachers, both trained and untrained, and provision of craft courses for them,
- h. the feasibility of utilising private effort and non-official agencies in the development of education, particularly with regard to Adult Education,
- i. ways and means of making the school a living centre of social work and service.

The Chairman published and circulated copies of the Terms of Reference among educationists, public men and such other bodies and gentlemen as were likely to make helpful suggestions on any of the items included in the Terms of Reference. A wide publicity to the questions before the Committee was also given through the Press. It is a matter of gratification to the Committee that a large number of ladies and gentlemen, belonging to different walks of life, evinced keen interest in the problems relating to education before the Committee, and sent their memoranda, thus demonstrating the fact that the question of educational reorganisation had been exercising the minds of thoughtful people and that they welcomed this move of the Government to bring the educational system of the State into line with the present needs and conditions of the people. The Press, both local and outside the State, also welcomed the appointment of the Committee and the proposal to reorganize the existing system

of education in the State. In appendix A, we give the names of the ladies and gentlemen who, in response to the Committee's request, sent in their memoranda.

The Committee held its first session from the 7th to 25th of July 1938, and considered the various questions arising out of the Terms of Reference. It examined the report of the Wardha Education Committee with the benefit of the presence, on the Committee, of its Chairman, Dr. Zakir Hussain, and considered the memoranda received, as well as the statistical data prepared by the Secretary. It had also the benefit of the oral evidence furnished on certain points by the following ladies and gentlemen who were expressly requested to attend the Committee for the purpose :-

1. K. B. Thakur Aga Syed Husain, Ex-Minister and State Counsellor
2. Mr. M. G. Kotibhaskar, Director of Industries.
3. Mr. M. R. Fotedar, Director of Agriculture.
4. Miss Shaw, Officiating Chief Inspectress of Girls Schools.
5. Miss Mallinson, Principal, C.M.S. Girls school. Srinagar.
6. Mr. Shiv Narayan Fotedar, M. L. A.
7. Mr. Mohammad Afzal Beg M. L. A.
8. Mr. Ahmad Yar, M. L. A.
9. Mr. Amar Nath Kak, M. L. A.

The Director of Industries, the Director of Agriculture and the Chief Inspectress of Schools promised to prepare notes for the Committee on some of the questions relating to Primary and Secondary education which were specially connected with their Departments.

The Committee appointed two sub-committees for the purpose of drawing up a suitable syllabus for "basic" schools. In this connection the Committee referred to these sub-committees the syllabus prepared by the Wardha Education Committee, the draft syllabus prepared by Messrs Nand Lal Kitroo and Dina Nath Dhar, the suggestions made in the various memoranda received, as well as the present syllabus in use in schools of the State. They were given the following instructions in the light of which they were requested to draw up their draft syllabuses :-

1. In preparing the syllabus it should be presumed that about half the time during the teaching hours would be given to academic teaching and half the time to craft work, provided that any oral teaching or expressional work that is integrally related to the craft would be done during the time given to craft teaching.

2. The idea underlying the new syllabus should be that the teaching of the various subjects is to be related to three centres namely, the child's physical environment, the child's social environment and the child's craft activities.

3. In working out the detailed contents, special attention should be paid to the local environment - namely, important and interesting facts connected with the history, the geography, the arts and crafts and scenic beauty of the State.

The personnel of the sub-committees was fixed as follows:-

- I. Mathematics and General Science sub-committee--
 1. Mr. R. C. Pandita, P.W. College, Jammu.
 2. Mr. Fazle Haque, S. P. College, Srinagar.
 3. Mr. Nand Lal Kitroo, Convener.
- II. Social Studies and Languages sub-committee.
 1. Mr. L.D. Suri, P. W. College, Jammu.
 2. Mr. G.A. Mukhtar, Assistant Inspector of Schools.
 3. Mr. Vishi Nath Dhar, II master, S.P.High school.
 4. Mr. Ghulam Rasul, Convener.

The sub-committees were empowered to co-opt members and call for suggestions at their own discretion. They were directed to submit their syllabuses by the end of August 1958 which they accordingly did.

The Chairman later appointed another sub-committee for drawing up a syllabus for the Training institutions which it was proposed to start in October next in order to train teachers for conducting the work of the new basic schools according to the scheme to be drawn up by the Committee. The following were appointed members of the sub-committee

- Mr. L.D. Suri.
- Mr. Fazle Haque.
- Mr. G.A. Mukhtar.
- Mr. Nand Lal Kitroo, Convener.

The Committee adjourned on the 25th of July to meet again in September next. The Chairman and the Secretary were authorised in the meantime to collect certain necessary data and material, to prepare the draft of the report, and take such other action as they might consider necessary in connection with the work of the Committee.

In view of the fact that the Committee could not meet earlier than September next to consider the draft report and decide some outstanding points, it was proposed that an interim report should be submitted to the Government. This was considered necessary because the Government had, in the meantime, to discuss the budget for the next year, and it was essential that it should have the opportunity to scrutinize the financial implications of such proposals as were intended to be introduced during the coming year. Otherwise, it would not have been possible to inaugurate the scheme in 1955-56.

The interim report forms appendix B of the report. It will be seen from its perusal that in connection with each proposal, the objectives aimed at and the machinery needed for their realization have been explained briefly. A financial

statement showing the immediate financial effects accompanies each scheme. These schemes outlined only such of the proposals as were intended to be introduced immediately in order to ensure the right beginning and form a proper background for the development of the new scheme of effective mass education envisaged in the report.

The covering note to the interim report shows briefly the integral relationship of each of these schemes to the general scheme of educational re-organization. A special and somewhat more detailed interim report which was later prepared, at the instance of the Government for submission to the Praja Sabha and printed, is included as appendix C.

The Committee held its second session from the 3rd to the 9th of October 1938. It was unfortunately deprived of the help of Dr. Zakir Hussain, who was unable to attend on account of a serious eye operation. We were, however, fortunate in being able to co-opt on the Committee. Mr. Syed Tajammul Hussain*, Vice Principal of the Aligarh Training College, who was in Srinagar at the time in connection with the Special Refresher Course conducted by the Department for the training of teachers and inspecting officers. The Committee also coopted Miss. S. W. Shaw, Officiating Chief Inspectress of Schools, in order to have the benefit of her views on the special problems of girls' education which were discussed at this session. Mr. Eric Tyndale Biscoe was also unable to attend on account of illness but he deputed Mr. N. N. Fotedar, Headmaster, Hadow Memorial School, to attend the Committee on his behalf. The draft report which was discussed and passed at this session was, however, shown to Mr. Biscoe and he agreed with it and appended his signature to it. The chairman availed himself of the opportunity of a visit to Delhi to discuss the report with Dr. Zakir Hussain who also agreed with it and authorized his signature being appended to it. Thus the report now presented is a unanimous report in which the committee has discussed not only the technical aspects of educational reconstruction and the reorganisation of the administrative machinery of the Education Department, but also faced the other more important and vital issue which was included in the Terms of Reference—namely, how to bring education into closer touch with the existing socio-economic conditions in the State and inspire it with a new ideology which will strengthen the people's civic sense and inculcate in them the ideals of the good life. The Committee hopes that, if its proposals and recommendations are carried out in the right spirit, education will, in due course, become

*The members of the Committee wish to place on record their deep sense of loss and sorrow at the sudden death of their valued colleague Mr. Tajammul-Hussain last December. His ability and personal character had won their high esteem during this short period of collaboration.

the most powerful instrument for giving a new and healthy orientation to the character and outlook of the people, and improve their practical and social efficiency very considerably.

The Committee are, however, anxious to make it clear that while they consider the general principles underlying their recommendations to be of fundamental importance and absolutely essential for the right orientation of the educational policy, some of their detailed and specific proposals should be regarded as tentative in the sense that they are liable to modification in the light of experience and the practical administrative needs of the Department of Education.

PART I.
SURVEY OF EXISTING EDUCATIONAL
CONDITIONS.

In order to form a correct idea of the educational problem as it exists at present in the State of Jammu and Kashmir, it is necessary to examine the scope of the existing educational facilities with reference to the extent and the population of the State.

EXISTING EDUCATIONAL INSTITUTIONS

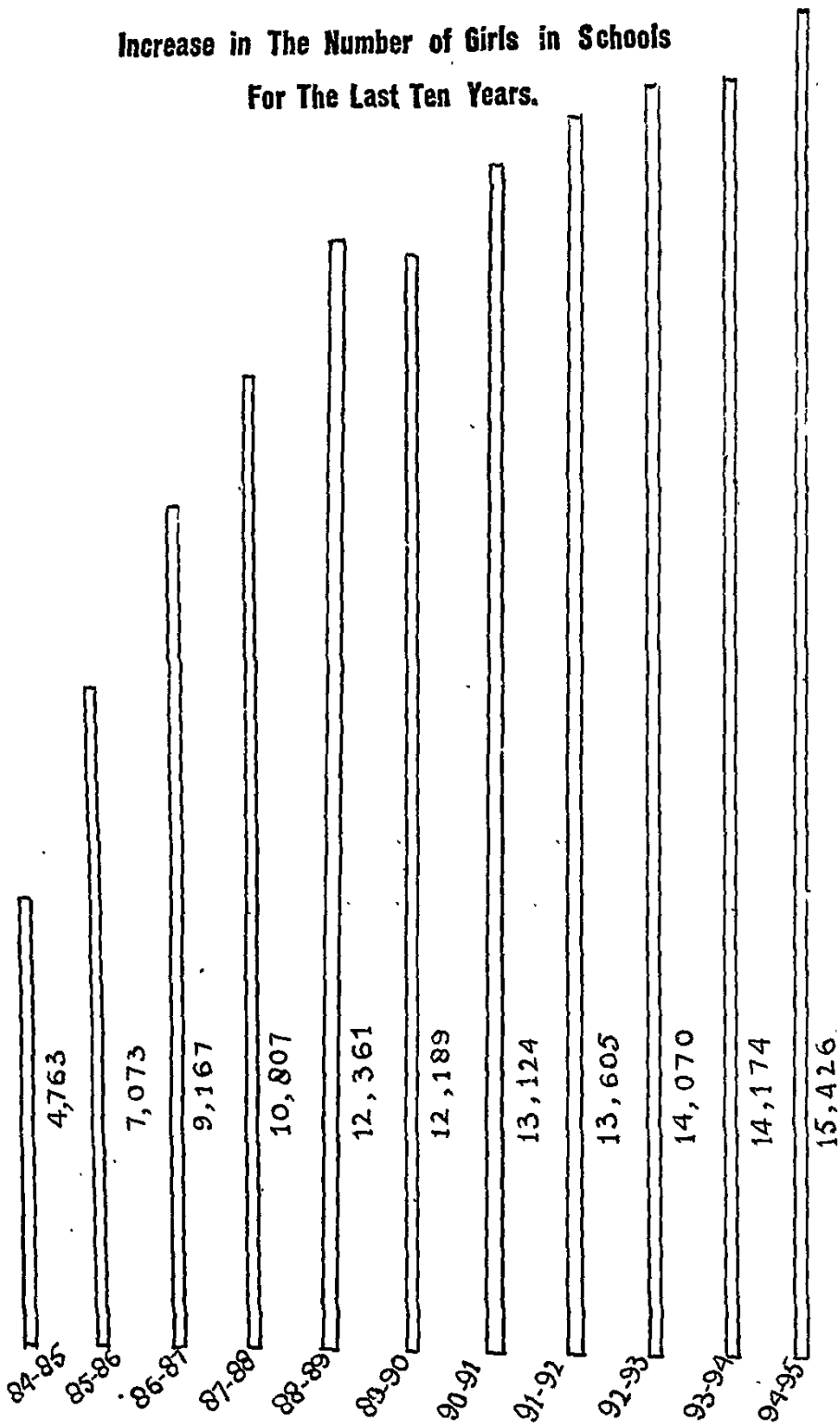
The area of the Jammu and Kashmir State, excluding the Frontier Ilaqa is about 70,000 sq. miles, i.e. it has a bigger area than any other Indian State. The population as recorded in the census of 1931 was about 36 lacs. Allowing for the normal increase of one percent per annum, the population in 1938 may be put at 38½ lacs. There is one factor relating to the population which complicates the educational problem considerably—namely, that the population is most unevenly distributed over this large area, some parts being quite thickly populated, while others are most sparsely populated, making the provision of schooling facilities a very difficult problem. The average density for the whole State is only about 55 per sq. mile. An idea of varied distribution will be conveyed by the fact that while in the Kashmir Province, it is 197, in Jammu Province it is 154, and in the District of Ladakh it is only 5.

The table below indicates the kind and number of different grades of institutions in the State.

	For boys.	For girls.
Colleges	2	...
High Schools (Government) ...	15	2
High Schools (Aided)	7	...
Middle Schools (Government) ...	85	22
Middle Schools (Aided)	11	12
Primary Schools (Government)...	886	108
Primary Schools (Aided)	25	10
Pathshalas	59	4
Maktabs	102	4

In interpreting the educational achievement and scope of these institutes it is necessary to bear certain points in mind. Firstly, the institutions classed as Maktabs and Pathshalas often do not provide education of what is generally called the "Primary" standard and they cannot, therefore, strictly speaking, be classed among institutions which are engaged in promoting real literacy. Thus, it is clear that there are only about 900 boys' primary schools and less than 150 girls' primary schools in the State. But many of the middle schools and some of the high schools also contain primary classes. The total number of institutions giving education of the primary standard may, therefore, be put approximately at 1000 for boys and 150 for girls. Speaking in terms of averages and with reference to the area and the population that they serve, these figures give an average of one boy's primary school for 70 sq. miles of area and for 3850 of population. In case of girls, it works

**Increase in The Number of Girls in Schools
For The Last Ten Years.**



out at one girls' primary school for 467 sq. miles of area and for 25670 of population. In 1931 the census report listed over 8500 towns and villages in the State and the number must have increased since. As in most of the larger towns there are a number of primary schools we can safely deduce the fact that proportionately there are fewer schools in villages. But even if this consideration is ignored, it works out to an average of one boys' school for every 8 or 9 villages and one girls' school for 57 villages—a state of affairs which is obviously unsatisfactory. To this depressing picture must be added the further alarming detail that most of the primary schools fail to keep a large majority of their pupils for the full five years and that, even in the case of those who are able to complete the full course of primary schooling, it is extremely doubtful if permanent literacy is achieved. We mention this to give some idea of the magnitude of the problem to be tackled. Reference might be made here, in passing, to the position of girls' education in the State, although we shall deal with it later in a separate chapter.

The table below gives the number of Government schools for girls in the different parts of the State, and, considering that this is the existing provision for the education of a female population of about 20 lacs, the figures tell their own tale. Figures for boys' schools are also given for purposes of comparison.

INSTITUTIONS.		JAMMU.	KASHMIR.	FRONTIER.	TOTAL.
Arts Colleges	(Boys)	1	1	...	2
-do-	(Girls)	..	..	...	...
High Schools	(Boys)	10	5	...	15
-do-	(Girls)	1	1	...	2
Middle Schools	(Boys)	47	35	3	85
-do-	(Girls)	11	11	...	22
Primary Schools	(Boys)	408	385	45	838
-do-	(Girls)	78	66	...	144

This incidentally shows that at present there are no facilities available in the Frontier District for the Secondary education, either for boys or for girls. Frontier students desiring to obtain High school education have to come all the way to Kashmir for the purpose. It may, however, be pointed out that the Government has considerably provided certain scholarships for such students. It will also be seen from this table that *there is not a single institute, Primary or Secondary, in the Frontier district for the education of girls.* The urgency as well as the immensity of the task offers a bracing challenge to the administration of the State and we trust and believe that the authorities are prepared to accept this challenge, and inaugurate a wide-spread scheme of effective and suitable education for the people.

CONGESTION IN SCHOOLS.

Inspite of the obvious inadequacy of educational

facilities in the State described in the preceding section, it is undeniable that the number of students at all stages of education has been steadily increasing during the last two decades. This will be amply borne out by the following table giving the number of boys in the Primary, Middle and High Departments during the last five years.

Year:-	Primary Deptt:	Middle Deptt:	High Deptt:
1991	40974	8617	3351
1992	42423	8991	3419
1993	44161	11170	3595
1994	43849	11163	3754
1995	45730	11080	4067

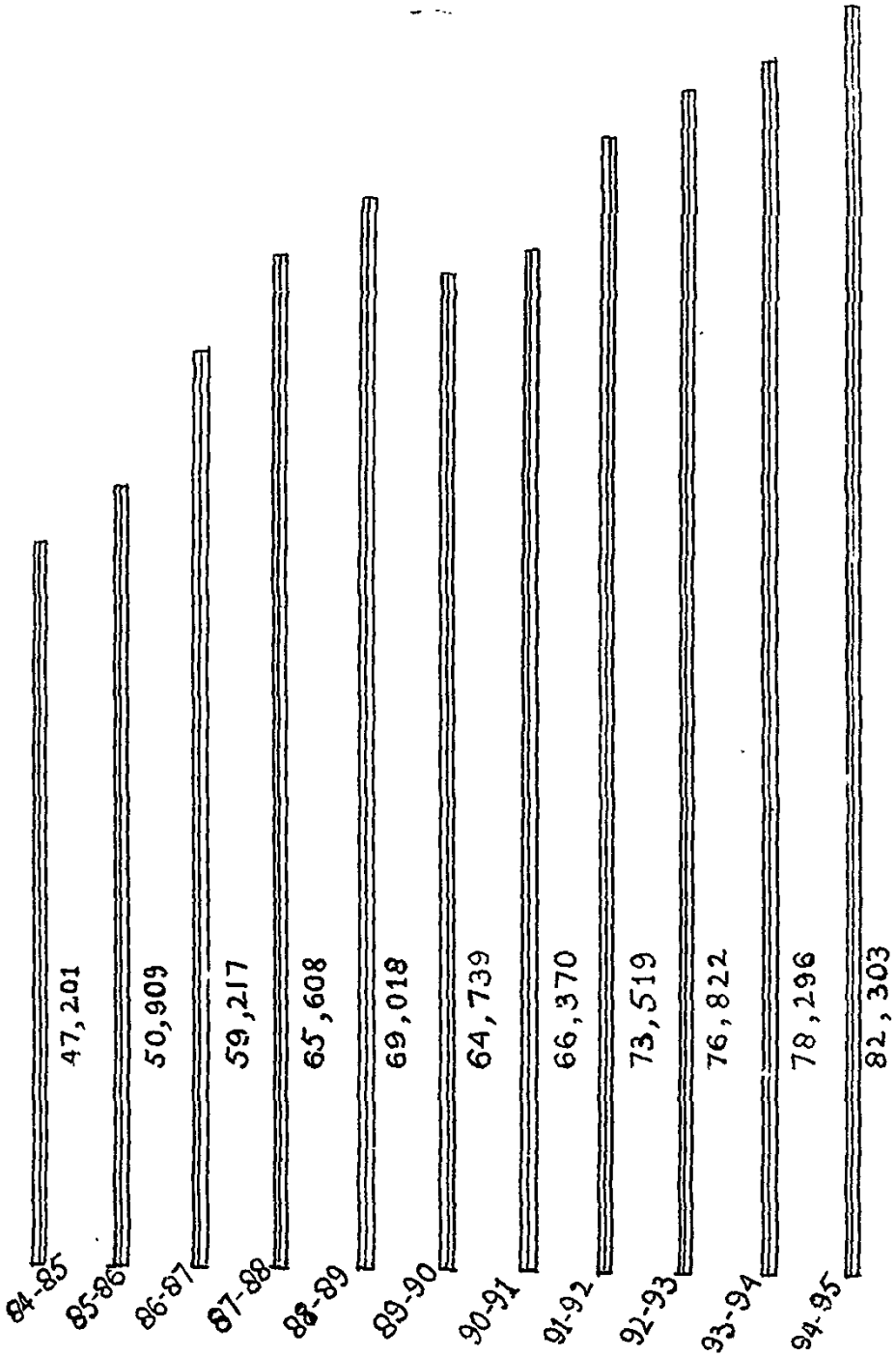
But unfortunately this increase in the number of students, which in itself is a matter of gratification, has resulted in undesirable congestion in many schools—particularly so in the big cities and in the secondary schools—because there has not been a corresponding increase either in the number of schools or in the buildings and equipment of the existing schools. We find the Education Department faced with an educational situation of great difficulty - i.e. that schools are insufficient in number, poorly furnished and equipped, over-crowded with unmanageable classes, and often staffed with inadequate, and some times ill-qualified, teachers. These factors cannot but adversely affect the efficiency of the teaching imparted and the general physical and mental health both of teachers and students. In order to form a first hand idea of this difficulty the Committee paid a visit to the S. P. High School, Srinagar, which has an enrolment of 1250 students in its five classes from class 6th to class 10th. Some of the sections contained as many as 80 boys, all crowded together in rooms whose area was not more than about 400 sq. ft. We were given to understand that this school showed the worst form of congestion, but over-crowding in other schools, though not as marked as here, was sufficiently serious to demand immediate attention. It is obvious that, under such conditions, education can at best be but mass instruction and the intimate contact of teachers and pupils, which is the essence of the educative process, and the development of extracurricular and social activities, become unthinkable.

EXISTING SYSTEM OF EDUCATION.

In order to bring into clear perspective our proposals for reorganization of the system of primary and secondary education, it will be helpful to give a brief idea of the present system and its different grades and stages preceding college education.

1. The foundation of the system is the Primary school where children receive their education for the first five years of their school life - for which the permissive age for admis-

**Increase in The Number of Boys in Schools
For The Last Ten Years.**



sion is 5. In actual practice, except in the towns, boys seek admission at the age of 6 or more. The subjects taught are language (Urdu) Arithmetic and Geography. Elementary hygiene and outline history of the State have been recently added to the curriculum. In order to attract Muslim boys to schools, provision is made for the teaching of Dinyat (Theology) from the third class upwards. Hindu boys can read Hindi instead, and provision for Dinyat and Hindi teaching is made as occasion arises and funds permit by the appointment of Urdu teachers (formerly known as Arabic teachers) and Hindi teachers in Primary schools. The teaching of English is at present started from the 5th class.

2. Next comes the Middle school which generally provides teaching upto class VIII. But there is also an intermediate grade of school called the Lower Middle school which gives education for only one or two years after the primary stage. Most of the Middle schools also have primary classes attached to them. From this anomalous position of the Middle school, it will be seen that it has no defined status in the educational system and is neither providing real secondary education nor primary education to its students. It is often the result of haphazardly adding one, two or three classes to the primary school, in order to meet the insistent demand of a locality for "higher" education. It is not a definite stage and does not correspond to any special need of national life.

The following subjects are taught at the middle stage. (a) English (b) Mathematics which includes, besides Arithmetic, practical Geometry and very elementary knowledge of Algebra (c) History of India and Geography of the world (d) Urdu. These are the four compulsory subjects and in addition to these, students have to take two elective subjects out of the following (a) Science (b) Agriculture (in the few places where provision for teaching it exists) (c) Drawing and (d) Classics (Persian, Sanskrit or Arabic).

3. The last two classes in the school stage constitute the Upper Secondary or the High Department. These High schools also, as previously pointed out, include not only the middle classes but sometimes the primary classes also. The courses of study and the curriculum in this department are determined by the Punjab University to which the High schools of the State are affiliated for the M. S. L. C. examination.

At this stage, students are required to study five subjects, namely (a) English (b) Mathematics (c) History of India, History of England and Geography, and two elective subjects out of the following: Classics, Physical science, Physiology and Hygiene, Drawing, Language, Agriculture. No High school in the State has provision for the teaching of Agriculture for the University Examination.

This brief survey of the educational system in respect of boys' education holds good, with some modifications, for girls' education as well. At the primary stage, the syllabus for both boys and girls is very much alike. At the middle stage, some needle work and subjects relating to Domestic Economy find a halting recognition in girls' schools. But it is open to girl candidates, if they like, to take only those subjects which are prescribed for boys.

We shall later make our recommendations about the simplification and rationalization of this system which involves considerable overlapping. But it will be obvious from the above summary of the existing situation that the various grades of schools are not clearly marked off from one another, with the result that their specific objectives are not clearly defined, there is indiscriminate passing from one to another, and it is not possible to give due heed to the grouping of boys in accordance with physiological requirements and psychological ages. It is, therefore, necessary to draw up a scheme of educational organisation which will mark off the primary and secondary stages of education distinctly, define the scope and objectives of each, and ensure that each stage is complete in itself and not merely a preliminary training for the next.

FINANCE.

The present education budget amounts to 20½ lacs of rupees out of a total income of about 2½ crores. Education thus gets a little more than 8 percent of the total income of the State, which cannot be considered to be an adequate percentage, even though it does not compare very unfavourably with the expenditure on education in some of the States and Indian Provinces as indicated in the following figures:

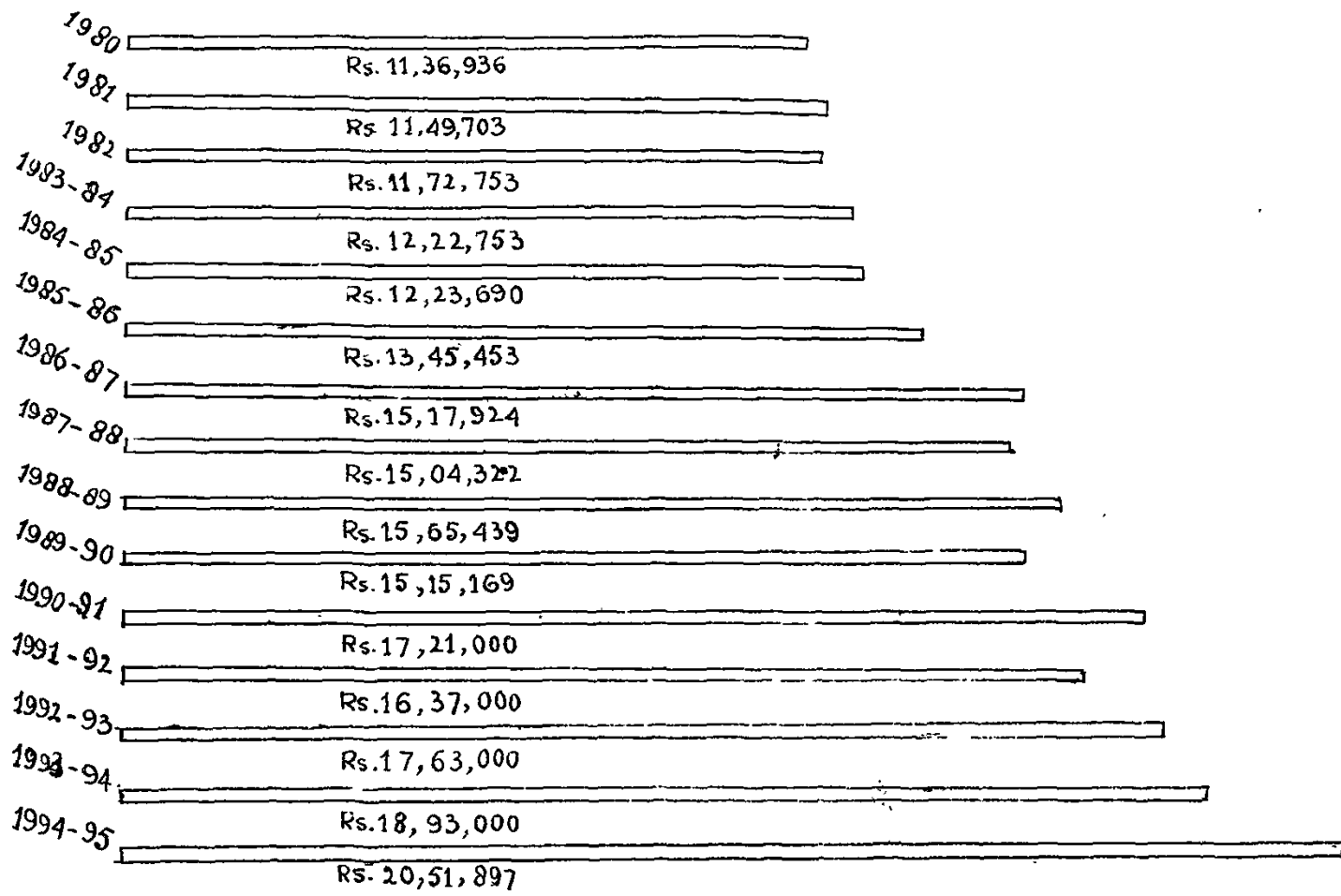
Percentage of expenditure on Education relative to revenue in other Provinces and States.

Mysore	1933-34	19.5	%
Baroda	1931-32	14.1	%
U.P.	1933-34	17.1	%
Panjab	1933-34	12.6	%
Bengal	1933-34	10.7	%

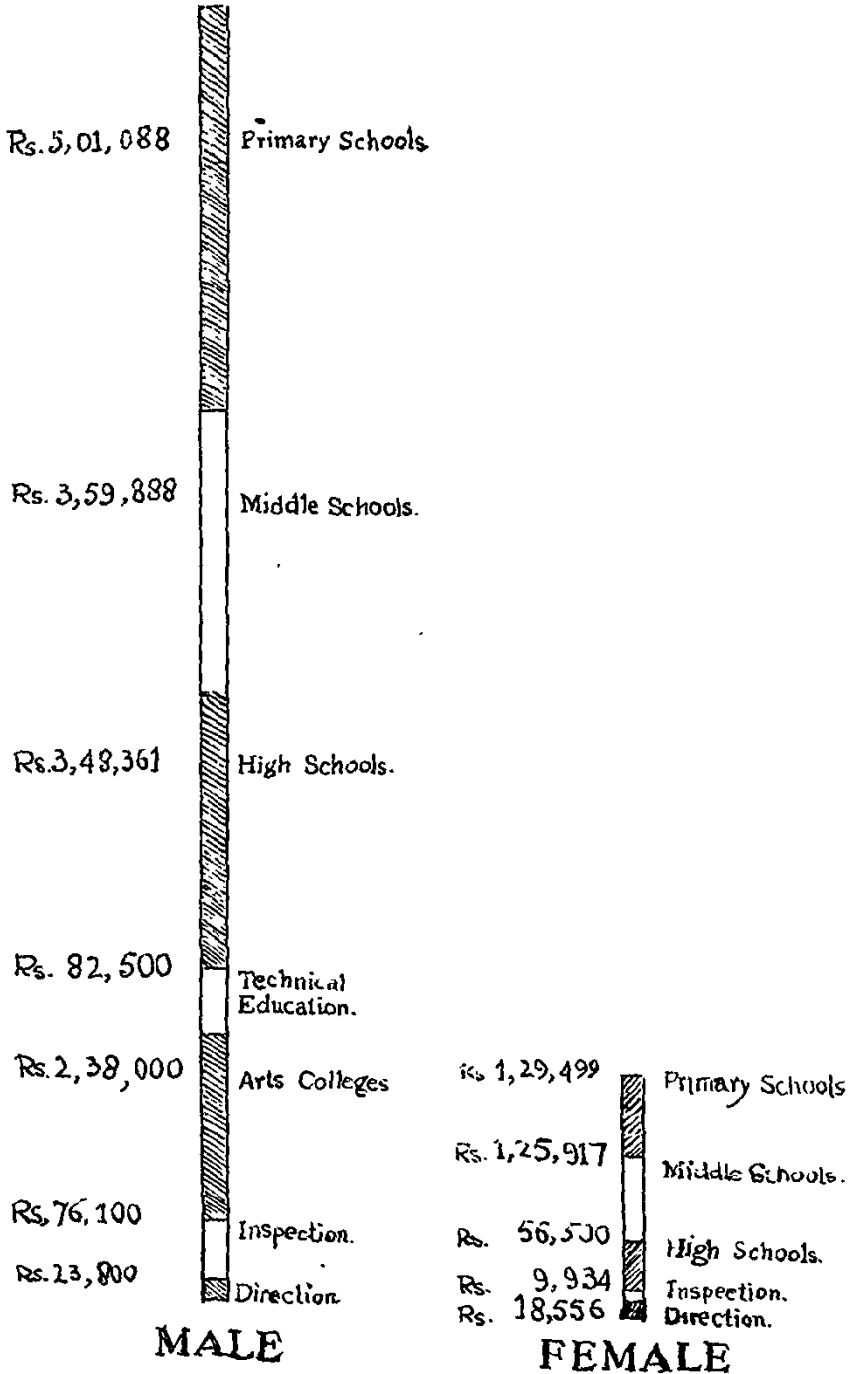
The table given below however shows that, during the last 14 years, the grants for education have almost doubled and that the department has been expanding its scope of activities steadily.

YEAR.	Budget for Education
1980	11,36,936.
1981	11,49,703.
1982	11,72,753.
1983 & 1984 (first half)	12,22,753.
1984-85	12,22,690.
1985-86	13,45,453.

**Expenditure of Educational Budget
For The Last 15 Years.**



Distribution of Educational Budget 1994-95



YEAR.	Budget for Education.
1986-87	15,17,924.
1987-88	15,04,322.
1988-89	15,65,439.
1989-90	15,15,169.
1990-91	17,21,000.
1991-92	16,37,000.
1992-93	17,63,000.
1993-94	18,93,000.
1994-95	20,51,897.

Out of the expenditure on Education about 16½ lacs is spent on boys' education and about 3½ lacs for girls education.

The following table shows the distribution of the budget among the various heads :—

Direction	Boys.	Girls.
Direction	Rs. 23,800	Rs. 13,566.
Inspection	„ 76,100	„ 9,934.
Arts colleges	„ 2,38,000	„ ...
Technical education	„ 82,500	„ ...
High schools	„ 3,48,361	Rs. 56,500.
Middle schools	„ 3,59,888	„ 1,25,917.
Primary schools	„ 5,01,088	„ 1,29,499.

The following figures indicate the percentage of the educational budget spent under each head for the education of boys and girls :—

Direction	Boys.	Girls.
Direction	1.5 %	5.5 %
Inspection	4.6 %	2.9 %
Arts colleges	15.0 %	... %
Technical education	5.0 %	... %
High schools	21.2 %	16.6 %
Middle schools	22.0 %	37.0 %
Primary schools	30.7 %	38.0 %

The new educational scheme recommended by the Committee elsewhere, would of course involve much higher expenditure. But we have not the least doubt that the State would be willing, in fact eager, to incur this increased expenditure when it realises the far-reaching beneficial effects of a proper education on the life, the mental and moral outlook, and the efficiency of its citizens.

LITERACY.

In the Census of 1931, 123,386, persons were returned as literate out of a total population of 36,00,000. Of these 73008 were in Jammu Province, 45,571 in Kashmir Province and only 4807 in the Frontier District. During the ten years period from 1921 to 1931, Jammu Province showed a rise in literacy of 95 %, over the figures of 1921, Kashmir of 45 % and the Frontier of 41 %. Of the total number of literates

114,807 were males out of the total male population of 19,38,338 and 9,038 were females out of the total female population of 17,07,905. The percentage of literacy among males thus works out at 5·8 and among females at a little over ·5%. These figures tell their own tale and it seems unnecessary to comment on them beyond pointing out that if the present rate of progress were maintained it will take about 300 years to make the whole population literate. This startling calculation lends irresistible support to the recommendation that we have made in our Report for accelerating the pace of educational expansion very considerably and for arresting the present stagnation and waste.

Since 1931 there has certainly been a somewhat more rapid expansion of education and, due to various political and other causes, public conscience has also been quickened and people have come to realize the value of education more urgently than ever before. This is evidenced by the fact that the department is constantly receiving applications from rural as well as urban areas for the opening of new schools. In 1930, in some cities and towns, compulsory primary education was introduced for the first time in the State. This fact combined with the growing interest taken by the parents in the education of their children, has resulted in increasing the percentage of literacy during the last eight years since the last census was taken, but exact figures of this increase will not be available till the next census. But it is obvious from the figures given above that the present position of literacy even amongst the males, to say nothing of females—compares unfavourably with that in British Indian Provinces and many educationally advanced Indian States as the following table will show. Strenuous efforts and the adoption of special emergency measures are, therefore, needed to remedy the educational backwardness of the masses in the state.

Table showing comparative percentage of literacy
in some States and Provinces.
(according to the census of 1931).

Total Population.	Literates.	Literacy Percentage.	Male Population.	Literates.	Literacy Percentage.	Female Population	Literates.	Literacy Percentage.
Travancore.								
5095973	1217924	23·98	2565073	866313	33·38	2530900	351611	13·89
Mysore.								
6557302	594526	8·16	3353963	505219	15·63	3203839	89307	2·78
Hyderabad.								
14436148	595633	4·12	7370010	527594	7·15	7068138	68039	·96
Baroda.								
2079931	434734	20·92	1074298	355067	33·51	1005633	79667	7·92
United Province.								
49614833	2309858	4·65	26063177	2091059	8·23	23551656	218299	·92
Punjab.								
28490857	1421942	4·99	15561194	1258742	8·88	12929663	163200	1·26
Bombay.								
26271784	2269459	8·63	13761507	1968062	14·31	12510277	301397	2·41
Jammu & Kashmir.								
3646243	123885	3·39	1938338	114807	5·92	1707905	9078	·53

It should be remembered in this connection that this position is greatly aggravated by the constant lapse into illiteracy which is taking place almost as a normal consequence of the present defective education. Even those who complete the primary school course often fail to acquire effective literacy—to say nothing of the large majority that suffer from stagnation and never go beyond the second or third class. Then, these students live in villages and towns where there are no inducements or facilities for private study or continuation education and where reading and writing are not a normal feature of people's daily life at all. The result is that, within a few years, even the primary passed student becomes incapable for reading anything useful intelligently and of writing even ordinary every day letters. The literacy test for purposes of the census is so very elementary, and sometimes almost illusory, that we are inclined to regard the figures quoted above—5·8 % for males and 5 % for females—as exaggerated and as providing no reliable index of the actual number of people who have attained the reading and writing ability to any satisfactory standard. In making our recommendations we have taken this difficult situation into full consideration and suggested proposals which aim not only at a more rapid expansion of educational facilities but at conserving and consolidating the educational results obtained through the schools.

COMPULSORY EDUCATION.

In this connection, reference may be made to the scheme of compulsory education which was inaugurated in the state about 8 years ago with the object of extending the scope of educational activity and arresting wastage, and we may note how far it has been successful.

Compulsory education for boys was introduced in Baisakh 1987 for the first time in the cities of Srinagar and Jammu and was later extended to the town areas of Sopore and Baramulla in Kashmir Province and Mirpur and Udhampur in Jammu Province. The necessary legislation was embodied in Regulation L. 14 and L. 15 of 1986.

These Regulations provided for the creation of attendance committees composed mainly of non-officials. The members of these committees were expected to popularise education among the masses by their personal influence and persuade parents in their localities to take advantage of the facilities provided for their children's education, and thus minimize the need for adopting penal measures. We have however, found on inquiry that these attendance committees have been functioning only in a perfunctory way and have not done anything appreciable in the way of propaganda or persuasion within their own sphere of influence.

Srinagar, with its population of nearly two lacs

presented a difficult problem for the organisers of compulsory education. But the appointment of a whole time attendance officer has been a considerable help in the working of the scheme. The attendance officer is ex-officio secretary of the two attendance committees and is expected to supervise and help the teachers in attracting boys of their respective localities to school. He has also to file cases in the court against defaulting parents whose prosecution is authorised by the attendance committees.

The Government has made generous provision for the supply of free books for children in Government compulsory schools. These books were at first supplied rather indiscriminately, but the steady rise in the number of boys attending schools has made it necessary to exercise discrimination in the matter. This supply of free books has induced many of the poorer parents to take advantage of the schooling facilities readily which they would otherwise have been reluctant to do.

TRAINING OF TEACHERS.

The only institution at present for the training of teachers in the State is the Government Normal school at Udhampur. It admits 40 teachers to the J. V. class and 10 teacher to the S. V. class every year. Post-graduate training for teachers of high schools is at present arranged for by deputing about ten graduates annually to certain training colleges in British India, usually the training colleges affiliated to the Aligarh Muslim University and the Benares Hindu University.

This small number of teachers that can be trained under such limitations is obviously inadequate for the needs of an expanding educational system. The following facts will make this position clear. Even at the present modest rate of expansion of the department, about 50 new posts of primary school teachers are created every year. This number, however, does not include the special posts of Urdu and Hindi teachers. Moreover, additional vacancies are caused by the death or retirement of teachers already in service. Further, among the teachers actually working in primary schools about two-thirds are untrained and have, therefore, no idea of educational methods or developments except what the most intelligent of them might gain through their personal study and experience.

It should also be borne in mind that there are no facilities in the State for the training of teachers of aided institutions, who are at present greatly handicapped by the absence of such facilities. If the Education Department is anxious to improve the general quality of education in the state it should be as much concerned about the efficiency of private schools as about state schools and it should make

arrangements for training their teachers also.

The need of adequate provision for training the untrained teachers in service as well as those that are to be employed - and their number will obviously be much larger because of the adoption of a more liberal scheme of educational expansion - is therefore self-evident. It is not merely the quantitative inadequacy of the present arrangements which has struck us in this connection but also the poor quality of the training given to the teachers admitted. The Normal school is housed in a ramshackle building which might have seen better days, but in its present condition is entirely unsuitable for use as a Training school. It has very little of educational equipment and appliances, no upto date books on educational theory and methods, or on school subjects, and no arrangement for any practical work or crafts except a little agriculture. Its syllabus and courses, which were recently revised, are not sufficiently rich and significant to provide any inspiration, stimulus, or guidance for teachers and we have been informed that some time back there was hardly any syllabus at all to direct the work of the school. It is natural, therefore, that working under these depressing conditions and without the guidance of a properly qualified and enthusiastic staff with upto date knowledge of educational theory and practice, education all over the State has fallen into a rut. Even where trained teachers may be working in schools, they are deprived alike of expert knowledge and of any inspiring ideal or ideology. Individual enthusiasm and competence on the part of headmaster or an inspecting officer may, here and there, kindle a spark of promise but it cannot lighten the general gloom. We are, therefore, strongly convinced that, far and away, the most important problem in educational reorganization is the improvement of the quality and the efficiency of the teaching personnel which may be adequately equipped, both humanly and professionally, to become the pioneers of the educational crusade that we have in view. This question is, therefore, naturally bound up also with the method of teachers' recruitment, their salaries and prospects, and other terms and conditions of service.

GRADES AND SALARIES OF TEACHERS

We have carefully examined the grades and salaries of the employees of the Education department, because this factor exercises a considerable influence in determining the qualifications, efficiency, social status of teachers and inspecting officers, and often their general attitude towards their work. It may be regrettable, from an ideal point of view, that pecuniary considerations should affect this important social and national service. But, living as we are in a social order based on the money economy, this is no cause for surprise. On examining the background of the present position in this

respect, we find that the scale of salaries in the Education department, as it obtains at present, was fixed about 30 years ago, under a different set of conditions. With the change in the economic situation and the increase in the cost of living, the salaries in other departments of the State have been revised, and in many cases, the prospects of the employees have been bettered. In the Education department also, the college professors, who were initially in the same grade as the headmasters, were given a better grade and placed in the time scale about 12 years ago. In the case of the teachers, however, there has been no revision or increment of salaries and, barring two or three grades at the bottom, no time scale has so far been introduced. This has naturally resulted in creating an anomalous situation. A gazetted officer in the school department who is usually a trained B. A. or M. A. may get only Rs. 150/- and not rise to the next higher grade for years. On the other hand, a non-gazetted superintendent of an office, for whom no special qualifications are prescribed, starts on Rs. 150/- and goes on rising by annual increment to Rs. 240/-. A trained matriculate teacher is placed in the grade of 20-1½-35 but a fresh, inexperienced matriculate employed as a clerk gets Rs. 25-2-55 and sometimes Rs. 30-3-75, thus leading to the curious but entirely untenable assumption that an office clerk does more important or more strenuous work than a teacher and deserves to be better paid. The same anomaly persists in the higher grades also. We give below the existing grades with a view to show the present position, and the overlapping and anomaly which it involves.

<i>Present grade.</i>		<i>Total Number of Posts.</i>	
1.	Inspector of Schools	200-20-550	3
2.	Headmasters and Assistant Inspectors	250-288	3
3.	-do- -do-	188-250	3
4.	-do- -do-	... 188	13
5.	-do- -do-	... 156	7
6.	Teachers.	... ..	156 1
7.	-do-	... ..	135-5-156 1
8.	-do-	... ..	135 8
9.	-do-	... ..	115 7
10.	-do-	... ..	109 33
11.	-do-	... ..	102 4
12.	-do-	... ..	96 8

<i>Present grade.</i>		<i>Total Number of Posts.</i>	
13.	Teachers. ...	82	42
14.	-do- ...	75	4
15.	-do- ...	75-5-100	1
16.	-do- ...	69	11
17.	-do- ...	62	5
18.	-do- ...	60	8
19.	-do- ...	56	50
20.	-do- ...	50	27
21.	-do- ...	44	137
22.	-do- ...	40	37
23.	-do- ...	36	60
24.	-do- ...	30	219
25.	-do- ...	20-1½-35	1607
26.	-do- ...	20-1-25	522
27.	-do- ...	15-1-20	72

A study of these salaries reveals several facts which deserve consideration. The salaries in the lowest grades, which account for the largest number of teachers of primary schools, are too low to permit any peace of mind to teachers who have often to support large families. It is possible that a teacher may put in 30 years of loyal and efficient service and never rise above the maximum of the first grade i.e. Rs. 20/- or perhaps the second i.e. Rs. 25/-. Under these circumstances it is understandable— if not pardonable—that the teachers should be thinking of taking as many tuitions as possible and, in other more or less questionable ways, supplementing their scanty income. Secondly, with the increase in the number of matriculates and middle passes, even in the lowest grade which was originally meant for “unqualified” teachers, matriculates and middle passes are recruited, with the result that teachers with similar qualifications draw unequal salaries. Of course, this position persists throughout the service—as in other departments—and people with almost identical qualifications draw very different salaries merely as a result of chance or luck. But there is very little justification for such disparity in the lower grades where the problem is that of providing for them at least the bare minimum essential for livelihood and

a certain measure of cultural amenities like purchase of books or newspapers, and education of children and dependants, and the hope of some provision for old age.

Thirdly, the absence of time scale promotions is not only a constant source of grievance of teachers but it also effects their efficiency adversely. When they work year after year without any promotion or improvement of their prospects and have to wait for the inexorable process of time to create vacancies in the next higher grade, and to carry them to the top of their grade, they are apt—consciously or unconsciously—to lose interest. The question of time scale throughout the service, which we understand, is under the consideration of the Government, will go a long way to redress their legitimate grievances. Fourthly, there are far too many grades which are difficult to justify on any rational basis and which often do not correspond to any differences in educational qualifications. Taking all these factors into account we have made our recommendations elsewhere for making the grades more rational and equitable.

QUALIFICATIONS AND RECRUITMENT OF TEACHERS.

Reference might also be made to the qualifications and procedure prescribed for the recruitment of teachers. The minimum qualification prescribed for teachers of primary schools is passing the middle examination, though in the lowest grade of Rs. 15-1-20 “unqualified” people—Maulvis, Pandits, Primary school passed even—have also been recruited in the past. But this qualification “middle passed” is rather a vague fluid term because there is no uniform public examination at the end of class VIII and the headmasters of all high and middle schools are authorised to conduct their own examinations and to issue their own certificates. In principle this is a good thing because it allows for the possibility of adapting the examination to the teaching, and local and psychological requirements of the boys. External examinations, covering a wide area and conforming to a rigid pattern, are open to grave objections. But the success of such internal examinations depends on the teachers and headmasters conducting them being acquainted with the proper technique of examinations, and possessing a due sense of their responsibility. We are not satisfied however, that these essential conditions are fulfilled in most of the schools in the State. The present situation naturally lends itself to abuse in cases where the headmasters have no clear notions of what may be regarded as correct and desirable standards. In case of the headmasters of middle schools, we must take into consideration the additional factor that, when they promote a boy from 8th class and send him out of their schools, they have no further responsibility on his account. It is not to be wondered, then, that certain headmasters are not able to resist the temptation of showing a high pass percentage from their school and thereby acquiring cheap credit before the parents

of their boys and the general public. The result of this situation is that many candidates who have "passed" the 8th class are very far from having attained the minimum standard of knowledge and mental training which may be expected, and must be insisted upon, in the case of a teacher. That is why at present there is increasing tendency on the part of the education department to employ matriculates who can be expected, comparatively speaking, to possess better qualifications and educational efficiency. In the case of middle and high schools, undergraduates, graduates, M.A.'s or trained graduates are recruited for teaching the upper classes.

There is, at present, no clear, well defined procedure governing the recruitment of teachers. Vacancies of a temporary nature are usually filled up by the Inspecting officers under whom they occur, subject to the formal confirmation of the Director of Education. But these selections, by the very nature of the circumstances, have to be made somewhat haphazardly out of any candidates who may be immediately available for the purpose, or might have come within the knowledge of the appointing authority. Permanent vacancies have to be advertised as they occur, but this often means that every individual vacancy that occurs is advertised, and it brings numerous applications out of which the selection of one candidate superior to all the others, is a matter of remote possibility. Moreover there are no standard application forms to facilitate selection. Personal interview is not always possible and no attempt has been made to define, in general terms, what qualities, academic and personal, are to be required in candidates, with the result that far too much latitude is given to personal idiosyncrasy or extraneous considerations. Hence there is a general feeling that the teaching personnel is of inferior quality and unequal to its great task. If our proposed scheme of educational reconstruction is to be successful, we must raise the qualifications of teachers, improve their status and prospects, devise a more effective technique of selection, and do all we can to strengthen their sense of personal worthfulness. We have made our recommendation on all these scores in the second part of our report.

INSPECTIONAL AGENCY

The present inspection staff consists of one provincial Inspector for each province, one special Inspector of Muslim Education for the whole State, and five Assistant Inspectors under each provincial Inspector. There are, in addition, two Assistant District Inspectors in the Jammu Province who are in charge of the primary schools in smaller areas, under the general control of the Assistant Inspector concerned. This staff has proved entirely inadequate because of the growing number of institutions of all grades, the difficulties of communication which make quick

travel impossible in the greater part of the State, the long distances separating schools, the rigour of climatic conditions in some areas which make touring difficult, and even impossible, in certain seasons, and finally, the inadequacy of the office establishment at each divisional headquarters, necessitating considerable, personal attention on the part of the officers to work of a routine nature at the sacrifice of their more important duty of supervision and guidance, and attending to the improvement of the teachers' professional efficiency. As far back as 1916 Sir. Henry Sharp had recommended in his report the appointment of 10 Asstt: or District Inspectors when the number of schools of all kinds was only 367. But now that the number has risen to 1275, the total number of inspecting officers remains only 10. It is, therefore, obvious that effective supervision and guidance of the work of teachers, most of whom are untrained, becomes difficult if not impossible. Each Asstt: Inspector has only two clerks under him which, considering the large amount of accounts, administration and office routine work to be done, is totally inadequate clerical assistance. This hampers him in his touring work and also holds up quick despatch of business which is often a great hardship on the poor village teachers. The same difficulty has also been experienced in the Direction office where the ministerial establishment is quite insufficient for the amount of work that the office has to undertake in this direction. This work will be greatly increased if, and when, the proposal to transfer the direction of girls' education and technical education to this office is carried out and the new schemes of educational reorganization are taken in hand. Since this committee started functioning, the direction office has been engaged in several important new schemes and has worked under unprecedented pressure and we feel strongly the need to relieve this pressure in the interest of more efficient and better organized work.

Part II.
EDUCATIONAL REORGANIZATION.

INTRODUCTION.

The foregoing survey of existing conditions, and the present and future educational needs of the State enable us to visualize the lines along which a reorganization of the educational system should be attempted. There are some points which stand out fairly clearly as a result of this survey and before we make our suggestions and recommendations about the various aspects of the educational situation, it seems necessary to crystallize conclusions.

In the *first* place, it is obvious that the present rate of educational expansion is too slow and, if the state is to solve the tremendous problem of mass ignorance and illiteracy within a reasonable time, the pace of educational progress should be considerably accelerated. *Secondly* the present system of primary education involves a great deal of stagnation and waste and a large majority of the boys at school—where there is no compulsion—do not continue their studies long enough to achieve permanent literacy. *Thirdly* there are no arrangements whatever to ensure, or even to offer the possibility, that literates living in towns and villages will be able to continue their education after school or even attain the narrower objective of occasionally reading easy books or newspapers. Hence a very considerable lapse into illiteracy is constantly going on. This means that the educational system on the whole, is working with fractional efficiency and, if we calculate the cumulative effect of the stagnation, waste, inefficient teaching in primary schools and lapse into illiteracy, we can safely conclude that the Government is not getting full value for the money spent on education. True, these regrettable phenomena of wastage and lapse into illiteracy are not confined to this state but are widespread all over India. But we cannot regard this as an excuse or a consolation and we are of opinion that the State should attempt to deal with this obstinate problem in an intelligent and systematic manner as other States and Provinces are now trying to do. We consider that any additional funds which are spent on education with the object of consolidating and conserving the fruits of existing educational effort will not only result in extending educational facilities but will enable the State to get more value out of the present expenditure and, in this sense, this expenditure may really be regarded as leading to the elimination of waste and effecting much-needed economy. *Fourthly*, the present academic and professional qualifications of teachers are generally unsatisfactory and the conditions of their service as to pay and prospects also tend to militate against the improvement of their efficiency and the development of any inspiring ideology of service and national reconstruction. In the *fifth* place, the courses in schools are narrow, academic, out of touch with the needs and problems of people's every day life, and unrelated to their practical occupations like crafts and agriculture.

Education, therefore, tends to be rather superficial, lacking roots in the life and psychology of the people, and the schools have failed to get a strong hold on their loyalty and affection. *Finally*, the supervision staff provided for the schools is insufficient in numbers and lacks the requisite clerical assistance to cope with its heavy work satisfactorily. Apart from many other questions of principle or detail, the scheme of educational reorganization should deal satisfactorily with these outstanding issues if it is to pave the way for educational reform and progress. We propose in the following chapters to deal with these and other related issues.

CHAPTER I.

PRIMARY OR BASIC EDUCATION.

In the first place we strongly feel, as we have already pointed out, that the present four or five years of primary education, which is the limit beyond which the majority of the student population, especially in the rural areas, does not go, is much too short a period even for the attainment of mere literacy. Most of the boys, who complete the primary stage of education relapse, as we have pointed out, into illiteracy. Among other reasons, this unfortunate situation is primarily due to the fact that primary education, often ineffectively imparted, is not carried on long enough to give the children reasonable grounding even in reading, writing and arithmetic. Under the adverse conditions prevailing in the countryside, such as the insufficiency of teachers, the irregularity of students, the uneducative home environment and insufficient supervision, a course even of five years cannot be expected to yield permanent results. We therefore feel that the full course of "basic" education i.e. the essential minimum of education required for every citizen to equip him for his fundamental needs and duties, should extend over a period of seven years. This seven years' education should, in due course, be made obligatory on every citizen, with the object of giving him the necessary knowledge, skills and attitudes required for intelligent citizenship. Whether he completes these seven years in full fledged basic school or attends a secondary school for part of the time—as we shall suggest later in the case of certain students—attendance for seven years should be compulsory for every child. This extension of the present length of the primary school course is necessary not only in view of the changed conditions of modern life which require better and more thorough equipment on the part of the citizen; it is also necessary if the gains of the present five years' education are to be conserved. In most of the western countries, primary education actually comes to this, if not a longer, period and in India also, a proposal to this effect made by Dr. Zakir Hussain committee has been endorsed by many provincial governments and by the Central Advisory Board of Education of the Government of India. On grounds

of economy, a shorter period of primary schooling has been tried in this country for many decades but the results achieved have not justified the scheme and the economy has turned out to be a false economy. A lengthening of period is recommended not only to ensure permanent literacy but also with the object of keeping children, during the critical and formative period of their early adolescence, under educative influences and developing some of their valuable social and civic attitudes which can not be cultivated earlier. This will also ensure that our primary or basic education is regarded as a definite stage of education on the completion of which the student may be considered to be duly qualified for the discharge of his common duties of citizenship and for entering certain occupations and services. The present position makes the primary school merely a stepping stone to the secondary school and thus tends to sacrifice the interests of the majority of students—particularly of the rural areas—to the interests of the small minority which is likely to go on to secondary and higher education. All the students are educated as if they were meant to pass the matriculation examination and then go on to colleges or to enter clerical services. In order to check this tendency, we have later recommended a revision and overhauling of the content of education in schools and we contemplate a regrading of stages so that primary (or basic) schools will have a full seven years course, complete in itself, directed to providing for the masses of people the education suited to their needs an education that will make them practically efficient, adjusted to their environment, socially conscious and cooperative in their general attitude, and, of course, permanently and effectively literate. This should be followed, as we discuss in greater detail later, by secondary education covering three to six years according to the nature of vocational bias provided in the school concerned. Of course, it will not be possible immediately to establish full seven years' basic schools everywhere. In some villages, financial or other considerations e.g. lack of teachers, may only permit schools which, for the present, have five classes only. But it is necessary to define our ultimate objective clearly so that education may be oriented in that direction.

In laying down our scheme for the expansion of primary education in the State at a reasonable pace, we are at the outset faced with the question of finance. While it is obvious that any scheme, which is worth consideration, would involve considerably greater expenditure, we have to compare the respective claims of primary and secondary education within the increased budget that may be sanctioned for the department. An examination of the budget figures given in part I of this report indicates that at present less than 30 % of the total expenditure is spent on primary education which is the *education of the masses*, and since that education is, for a variety of reasons, the most urgent problem before the State, we are anxious that in all schemes

of educational expansion and development, priority should be given to what we have called *basic education*. We have no desire however, to restrict or cut down the facilities at present available for secondary or higher education because we realize that intellectual leadership must inevitably come from those who have had the advantage of such education. If fact, if financial considerations did not set rigid limits to our imagination and wishes, we should have liked to recommend, in response to public demand, considerable increase in the facilities for secondary and higher education. As it is, however, we feel that, for the present, so far as secondary and higher education is concerned, any additional funds that may be available for the purpose should be spent mainly on improving the efficiency and reducing the handicaps under which the present institutions suffer rather than in adding to their numbers, except where the need for such facilities may be really urgent in the opinion of the department e. g. in places like Shopian, Kargil, Reasi, Ranbirsinghpura, Kotli. We, therefore, recommend that in future more money should be spent on the extension of facilities for basic education in rural areas, and extra grants available for secondary education should be mainly used in removing congestion and providing better and more efficient conditions of work in the existing institutions.

The Committee has considered very carefully the important question of the expansion of educational facilities, particularly with reference to the urgent need for liquidating illiteracy as soon as reasonably possible and to the availability of funds for the purpose. It examined the recommendation made in this connection by Sir Henry Sharp as far back as 1916—namely, that during the next ten years educational facilities should be increased at such a rate that every village with a population of over 500 may be provided with a primary school. According to the last Census Report there are about 2000 villages and towns with a population of over 500. Now, if each village which is at present without a school is to be provided with one during the next 10 years, it will be necessary to open 1000 schools during this period. Taking all these facts into account, the Committee is of the opinion that the present rate of educational expansion is utterly inadequate and it will take the State about forty to fifty years to provide schools for all villages having a population of over 500! During these days of quick changes when science and international contacts have accelerated tremendously the tempo of life, forty years is too long a period in the life time of a nation, and the State cannot afford to wait so long for the fulfilment of its laudable objective of establishing the machinery for abolishing illiteracy from amongst its citizens. For, this illiteracy is not only a frightful evil in itself, but also stands in the way of almost

all other social, political and economic advance. In a recently published report on "The problems of Industry in the East" Director Butler of the International Labour office of the League of Nations has made a searching analysis of the causes responsible for the low standard of efficiency in Indian workers generally and he has come to the conclusion that *poverty, ill-health and illiteracy* are the main factors responsible for this deplorable situation. Not only that, but he has further made out the significant point that ill-health is mainly the accompaniment of poverty and that illiteracy is largely the cause both of *poverty and ill-health* and has, from that point of view, put in a strong plea for the expansion of primary education in the country. "Without a foundation of general education among the masses, the training of higher personnel will be expensive and difficult, while the efficiency of the rank and file must remain at an unduly low ebb. Apart from the lack of operative skill, lack of education is at the root of bribery and indebtedness, of antagonisms occasioned by religion and caste, and of the lack of capacity to form coherent trade unions". This authoritative advocacy of a fairly well known truth lends weight to our contention that the State must, from various points of view, adopt immediately a far-sighted policy of rapid educational expansion and establish within the next 10 years a network of primary schools all over the State.

The Committee is, therefore, of opinion that within the next ten years all villages with a population of more than 500 should be provided with a school, and during the next 15 years villages with a population of 200 persons or more should also be provided schooling facilities. The Committee, therefore, suggests that 100 "basic" schools should be opened every year so that the objective aimed at may be realized. This plan, it may again be affirmed, is not ambitious in as much as Sir Henry Sharp had as pointed out above, made identical recommendation more than, twenty years ago, and, since then, so much water has flown under the bridge, that, if we could, we would have liked to recommend a more rapid pace of expansion. With a view to expanding educational facilities in the State we have considered the existing situation and other relevant factors about the important towns in the State. In Jammu and Srinagar there are adequate schooling facilities and the scheme of compulsory education has been in operation for a number of years. So far as these cities are concerned, we would only recommend, as an immediate necessity, the starting of one well-staffed and equipped basic school in each city, so that it may serve as a practising and demonstration centre for the Provincial Training schools as well as a model school to demonstrate the possibilities of the extension of the new scheme to other educational centres.

Sopore is already a compulsory education area and there is no need to add to the number of schools. An attempt

should, however, be made gradually to transform the schools in Sopore into basic schools, a beginning being made with the existing middle school. Mirpur and Baramulla are in a similar situation and offer favourable opportunities for the inauguration of the scheme of basic education through the gradual transformation of existing middle schools.

In the chapter dealing with compulsory education, we have made out a case for increasing educational facilities in the towns of Anantnag, Shopian and Muzaffarabad in Kashmir, and Kathua, Reasi and Bhimber in Jammu with the object of making education compulsory. The middle schools in these towns should be gradually transformed into the new type of schools.

These suggestions are, however, made tentatively and with a view to pointing out certain important centres where educational advance is obviously called for. But in order to draw up a detailed plan of educational expansion, based on full knowledge of relevant particulars, we suggest that the education department should undertake, in collaboration with other departments concerned an educational survey of the State which would place at the disposal of the department a picture of such important facts about different regions and localities as population, occupations, means of communication, existing educational facilities, thus enabling the department to determine in what places schools should be opened every year in order of their urgency and importance. This work should be entrusted to the Asstt. Inspectors of schools in each division, who should work under the general instructions of the department and secure the co-operation of teachers and employees of the revenue and other departments for the purpose.

When these new schools are started and compulsion is introduced in certain suggested towns, it may be difficult to provide, or even rent, suitable new buildings to accommodate all the children under instruction. We suggest as a measure of economy that sheds may be constructed in the vicinity of the available school buildings where half the children may do their craft work while the other half carry on their ordinary academic work in the school building. In this way the construction of sheds will not only make craft work possible but enable double the number of children to get enrolled in the schools.

But it is necessary also to undertake a programme of school buildings extending over a period of years in order gradually to provide adequate and suitable accommodation for all schools. The present school buildings, as we have pointed out in the first part of the Report, are very insufficient and unsatisfactory. The primary schools are housed either in the rented buildings, or rent-free buildings, which are even worse, and generally in a quite unsatisfactory state of repairs. In the opinion of the committee, therefore, it is necessary gradually to provide for all schools suitable buildings

constructed by the Government. At present the Government is spending about Rs. 20,000/- a year on the payment of rent for these buildings, in towns and villages. If the suggested programme of school buildings is carried out, the state will ultimately be able to save the expenditure of this amount on rent, and as such, this may be looked upon as a good proposition from the business point of view also. From the educational point of view the advantages of properly housed schools are too obvious to be detailed. But we would earnestly suggest that, pending the construction of all the school buildings, the present practice of housing schools in awful "rent free" buildings should be given up and, except where the village is prepared to construct a building specifically for its school according to the departmental plan, rent should be paid for all primary school buildings in order to be able to insist on certain minimum standards of accommodation and repair.

We are particularly anxious that the new basic schools recommended in our Report should be started under educationally sound conditions and as they will be concerned with academic as well as social education, with book teaching as well as craft instruction, it is essential for their success that they should be housed in suitable buildings and situated in healthy environment. We are, therefore, of opinion that the new schools to be opened should, as a general rule, be housed in suitable buildings specially constructed for the purpose. We suggest that the department should have two or three standard plans of economic but commodious school buildings prepared, and the government should sanction funds for the construction of 100 buildings every year. But, as these buildings will be ultimately required to house seven class schools, it is not necessary to construct the entire building in the first year. The plan should be so made that it would be possible to construct half the building in the first year and the other half after two or three years when the number of classes has increased in due course. The funds could be provided according to this plan and it would be possible in this way within 20 years to house all primary schools in suitable buildings constructed for the purpose.

To sum up our position about primary (basic) education, we consider the present four or five years' course of schooling to be entirely inadequate and ineffective, and are of opinion that the minimum period during which effective basic education can be imparted is seven years. We also recommended that, as we have argued elsewhere, the age for the commencement of regular schooling should be seven years, but the age of 6 may be made permissive for boys who would like to enter school earlier. But, because we have suggested 7 as the age at which formal education should begin, it should not be presumed that we are not conscious of the great educational significance of the period of infancy, which, in many ways determines the character and temperament of

individuals. We realize that it is extremely desirable to provide suitable education for children between 5 and 7 years of age. But neither the schools of the general type that we have recommended nor the existing schools are likely to be of much use for this purpose, and the problem of education for this period requires to be tackled separately when funds permit, as many other civilised countries have done. It is worthwhile therefore, to explore the possibility of providing, wherever possible, suitable infant education in schools specially established for the purpose by the state or in private schools generously subsidised through special grants-in-aid. But the department of education should mainly concentrate its resources and energies on making these seven years basic schools real educative centres of mass education, and enriching their curriculum and activities so that they provide for their pupils necessary knowledge as well as skills and social attitudes necessary for the successful functioning of a co-operative community.

It is obvious, however, that these seven year schools cannot start full-fledged in new centres but will have to start from the bottom. What we would recommend is that the department should adopt a twofold policy in order to achieve this objective. It should gradually transform all existing middle schools into basic schools and raise all five class schools to seven class basic schools by adding two more classes to them and introducing the new scheme of studies in them. Secondly, the 100 basic schools to be opened every year should, as a rule, start with two classes in the first instance, and go on adding one class each year for the next five years till they attain the status of full seven year basic schools. The number of primary schools which are to be raised every year to seven class schools, under our first proposal, will depend largely on the availability of funds but we think that a scheme should be drawn up which would enable the department to transform the existing primary schools into seven year schools during the next ten years. The education survey which we have recommended elsewhere in our report will help the department in drawing up this scheme. But while pressing the claims of steady and rapid expansion, we also consider it necessary to point out that haphazard, ill-planned expansion is not free from dangers. In the development of the educational system, it is as necessary to consolidate what has been done as to expand facilities farther afield. It is with this conviction that, in our proposals, we have given equal attention to the question of expansion and to pointing out how the present stagnation and waste should be arrested and schooling made more effective. The policy of development, as we visualize it, would therefore require careful and proportionate attention to the following measures in connection with mass education.

1. A more vigorous policy of educational expansion, particularly in the rural areas.
2. A better, more effective, longer and more realistic type of education in the existing schools and those that may be opened in pursuance of the policy of expansion.
3. In order to achieve the preceding objective, the training of a better personnel of teachers whose academic, human and professional equipment will be richer and more thorough than it is at present.
4. A well-organized campaign of adult education which should aim at imparting literacy as well as useful knowledge.
5. The organization of a library service, particularly in rural areas, in order to minimize the chances of a lapse into illiteracy which is all too common at present, and to raise the general standard of people's knowledge and interests.
6. A more generous provision of facilities for female education.

We shall work out in the following chapters our proposals for the all-sided development and improvement of education in the State.

CHAPTER II.

Extension of Compulsory Education

We have carefully considered the question of extending the scope of compulsory education in the State and also consulted various witnesses on this point. We are of the opinion that the experiment which has been tried on a limited scale so far, has justified itself by the results achieved, and the public reaction to the measure has been, on the whole, encouraging. We are, therefore, of opinion that an extension of compulsion to other suitable areas will be quite opportune. We were greatly strengthened in this view of ours by the opinions expressed by most of the ladies and gentlemen who were good enough to send us their memoranda and by the evidence of those witnesses whom we had invited to the meetings of the committee. They were practically all unanimous that compulsory education should be introduced, that the public will, on the whole, welcome it, especially because the reorganized educational scheme, which will have a vocational bias and be more realistic, will appeal to people's sympathy and understanding more easily. They were also convinced that we need anticipate no serious opposition to the proposal. It is necessary however to examine this proposal not only in principle but also with reference to the question of funds available for the purpose and the existence of conditions conducive to its success. After considering this question in all its

bearings, financial and administrative, we are of opinion that it will not be advisable to introduce compulsion too quickly so as to make the position unwieldy, and supervision and organization, which are essential to its success, difficult and ineffective. It would be better if compulsion is first extended to such new towns where education has already made considerable headway and a majority of students are already on roll, thus requiring the opening of only a few schools more to accommodate all the children of school going age.

In view of these considerations, therefore, we suggest the immediate extension of compulsion to the following towns where compactness of area and population would ensure better and more effective supervision and control, and where education has already made more headway.

Kashmir Province :- Anantnag, Shopian, Muzaffarabad.

Jammu Province :- Kathua, Reasi and Bimber.

The problem of compulsion in rural areas is much more difficult because the population is scattered, and distances involved are very considerable and communications difficult. It will of course, be necessary to face these difficulties sooner or later, but we would advise a certain amount of caution and a period of preliminary preparation before compulsion is introduced in rural areas. We anticipate that, as more towns are brought under the scheme of compulsion, the adjoining villages will gradually become more familiar with the idea and the response to compulsion, when introduced, will be better. Moreover, before we can multiply schools as fast as the need may arise, it would be necessary to make arrangements for the proper training of a sufficient number of teachers. In fact the provision of better teachers, and consequently better education, will be the most persuasive way of attracting people to the idea of compulsory schooling. But there is another approach to compulsion which, we believe, can be tried with advantage in village schools. In villages where schools exist or where they may be opened in future, it may, for the present, be optional for parents to send their children to school, but once they have been admitted, it should be obligatory on them to keep the children at school till the end of the basic course. So long as the basic schools are not in existence this period of compulsory attendance should be taken as five years. Such a measure will help to prevent the tremendous wastage caused at present by the premature withdrawal of boys from schools, which, we have seen, is a common feature in the city as well as the village schools of the present day. Necessary legislation will have to be provided for the purpose and, if the law is enforced, it will have a very beneficial effect on the progress of literacy.

A question of great significance, connected with the problem of compulsion— and of primary (basic) education generally—is that of the age at which it should begin and the period for which

it should be enforced. During the last year, this has been discussed at great length all over India by various committees and education departments and certain facts have been forced on the attention of all educational administrators. One of them is the amazing but undeniable fact that the prevalent four years' schooling in most provinces has proved to be only a little better than no schooling at all. During this short period it is doubtful if permanent literacy can be attained by a pupil of average ability, but fairly certain that, in the majority of cases there will be a lapse into illiteracy, particularly in rural areas, where there are hardly any facilities for continuation education or any library service. It is also fairly obvious that, as we have already pointed out, in a four years' course, which does not go beyond the age of about 11, it is impossible, psychologically speaking, to train the child in those social and civic attitudes, and even to impart to him that knowledge of social issues and problems, which are essential for intelligent and cooperative citizenship in a modern community. For these reasons, it is largely a waste of time and money and energy to educate children for about four or five years and then let them out of schools semi-literates, half-baked in their ideas and ill-adapted to their practical and social environment. If the State is to derive any advantage from the money spent on education, it is necessary to extend the period of education sufficiently to ensure that the students sent out from primary schools have acquired the basic minimum of knowledge, attitudes and skills required for the effective discharge of their duties in everyday life.

The present period of compulsion in the State covers the age period of six to eleven but, if a boy passes the 4th class examination earlier, he can leave school earlier. There is no compulsion whatever beyond class IV. We are definitely of opinion that this period is inadequate and that, as recommended by the Wardha Education Committee and accepted by many educational organizations and committees in India, the period of basic education should commence from the age of 7 and continue to the age of 14 i. e. it should cover a period of seven years. It is not necessary to enter into all the psychological and sociological reasons which have led us to this conclusion. It should be sufficient to remark that we do not believe that effective and permanent literacy can be imparted, or useful social knowledge and civic training given to children in a shorter period of time. It is only during the early years of adolescence, between the ages of 12 and 14 say, that the child's social and civic consciousness begins to quicken and many of the social problems surrounding him "swim into his ken". To force these on his attention at an earlier stage would be useless, if not possibly harmful; to leave

him ignorant of, or indifferent to them would mean that his education is woefully incomplete. Hence our definite proposal that the period of primary (basic) education should gradually be extended to 7 years and children be kept at school during the critical and formative period of early adolescence. A word may be said about the reasons which have led us to suggest 7 as the proper age for the application of compulsion. Since our purpose is to keep the boys at school till they have attained the age of 14, which is necessary for social and psychological reasons, it becomes necessary to start a little later than is usual at present. On enquiry, we have found that, as a matter of fact in villages, children generally start their schooling at about 7, while in cities and towns the age at which their education begins is 6. In view of the existing situation, we are of opinion that compulsion should be applied at the age of 7 but there should be no bar to children of 6 being admitted to schools if they desire to do so. There is another reason why we suggest 7 as the normal age for beginning school attendance. The period before 7, say between the ages of 5 and 7 has its own special characteristics and requires educational arrangements of a special kind—something akin to the Kindergartens or Nursery schools or Montessori schools. Since it is not possible for the State at present to provide such schools for all the children of school-going age, it is better to start at 7 and organise schools suitable for the 7-14 age group. This will have the further advantage of enabling children to acquire better mastery over their craft work which we propose to introduce in schools and which it would be difficult for them to achieve at an earlier age.

CHAPTER III.

TRAINING OF TEACHERS.

The first step in inaugurating this far-reaching and radical reconstruction of the educational system is the provision of more adequate and better facilities for the training of teachers, for the quality of teachers available for this work will inevitably determine the success or failure of our schemes. They are literally *basic* to the entire programme. By their enthusiasm, intelligence, devotion and personality they may work it with a success that will amaze all sceptics; if they are dull, apathetic, morally and intellectually unsuitable or ill equipped for this work, the whole programme may come to naught. That is why we are most anxious that, in the selection as well as the training of teachers, neither time nor money should be spared and first rate training schools be opened for the purpose without delay. We are not at all satisfied with the existing arrangement for the training of teachers which is both insufficient and lacks inspiration. From what we have been able to judge of the working of the training school at Udampur we are convinced that it cannot serve the purpose which we have in view. We would, therefore, recommend,

generally speaking, that training facilities should be very considerably increased by opening at least two large training schools in Jammu and Kashmir, their staff should be strengthened and improved, their curriculum should be overhauled and a longer period of training prescribed for the future generations of teachers. It is only when these conditions have been fulfilled that we can expect to secure teachers who would understand and appreciate the underlying ideas of our scheme and possess the requisite skill and knowledge to put them into practice. We discuss below our detailed schemes for the reorganization of teachers' training in the State.

TRAINING OF PRIMARY SCHOOL TEACHERS.

We have already recommended, as part of our ten years' programme of educational development, the opening of one hundred basic schools every year. Basing our estimate on the desirability of staffing all our schools, present and future, with trained teachers within this period of ten years, we recommend the opening of two training institutions, one in Jammu and the other in Kashmir Province, each adequately equipped to train about 100 teachers every year. The present Normal school at Udhampur should be shifted to a more central and convenient centre and remodelled in order to serve the needs of the new scheme of education. In view of the varying climatic and other conditions of the two provinces and the need to adapt training in agriculture and crafts to these conditions, we suggest that one training institution be located in each province and, in order to give them the benefit of stimulating intellectual contacts, we are of opinion that they should be located in or near the cities of Jammu and Srinagar, provided the requisite amount of land for agriculture is available and the teachers are kept in touch with the rural environment also.

Each of these institutions should, in the first instance, admit 100 students every year so that in the two training schools it should be possible to train all the teachers required for the basic schools as well as make adequate provision for untrained teachers in State and aided schools. When the scheme is in full swing, it will be necessary to open other training schools or to increase the number admitted to these schools for which the department should foresee the need in due course.

Teachers in service and, if necessary, some promising outsiders should be carefully selected for admission to the training schools, preference being given to those who have some experience of teaching, and know some basic craft likely to be introduced in the schools,—or any other craft, since the general practical training acquired by them is likely to prove useful—and, above all, show special keenness and suitability for this new type of educational work.

In order to provide suitable staff for the training institutions

recommended above, it is necessary to organize, as soon as possible, a short, intensive course for the training of teachers for the proposed training schools and the practising basic schools to be attached to them as recommended below.

Each training institution should have a demonstration school attached to it where instruction should be given as far as possible according to the new technique of teaching and the new syllabus recommended by the Committee. These schools will serve as centres of experiment where teachers and the members of the training staff will experimentally build up the teaching material and keep a record of their observations and experiences for future guidance. The staff of these schools should be selected with special care as indicated with reference to the teachers of training schools in a preceding paragraph.

The cost of the two reorganised training schools is given in appendix C.

We recommend that the teachers deputed for training should be paid their full emoluments during training and not $\frac{3}{4}$ th of their salary, as is the case at present, so that they should not look upon this period as one of intolerable hardship. At present they get less than their full salary and have actually to spend more because of the additional expenses incurred during training, which is an almost unbearable hardship for poorly paid teachers.

The present curriculum of the normal school is too narrow in scope to serve the needs of the schools of the future. We suggest that this curriculum should be overhauled and modernised in response to the demand of the changed and changing social and economic life of the people. It should be enriched and made more realistic by the inclusion of craft courses which we propose to make an important item in our basic schools.

The sub-committee appointed by us has drawn up a syllabus for the teachers' training course.

REFRESHER COURSE.

It is not enough, however, to train the untrained teachers: We consider it equally important to keep alive the professional knowledge and enthusiasm of the trained teachers as well as untrained teachers who have not had the benefit of any professional training. Teachers, like other professional workers, are apt to lag behind the new developments in educational theory and technique and it is one of the primary duties of the department to bring them into living touch with newer trends of thought in educational ideology and methods, and these courses should be organized with that object. We suggest that they should be of 4 weeks' duration and the Asstt. Inspectors should be directed and guided to conduct such courses for the primary school teachers of their divisions, preferably during the vacation time. The Headmasters and senior teachers of local high and middle schools who may be competent for the purpose should co-operate with them and

divide up the work amongst themselves. The department should prepare an outline scheme with helpful suggestions and references for such courses and make them available for the Asstt. Inspectors. The Director of Education, as well as the Inspectors of schools should, whenever possible, assist in conducting these courses and adopt measures likely to add to their appeal and value, and encourage teachers to avail themselves of the chance to the fullest. It would be well to invite other beneficent departments of the State like the Medical and Rural Development Departments to depute their field staff to discuss with the teachers at these courses problems connected with their own departments, so as to give them an insight into the problems of village life with which they will have to deal as community workers. There is a large area which may be looked upon as the common frontier between education and other social services and the teachers' interests in the problems belonging to this field should be quickened.

We propose that each of the ten Asstt. Inspectors should annually conduct a refresher course for about 35 teachers, thus "refreshing" altogether about 350 teachers every year. If our scheme is followed rightly, it is to be expected that in four years' time, all the teachers of primary schools will get through these refresher courses. Their cost, compared to the advantages likely to accrue from them, will be negligible and we should like to stress on all educational officers the importance of equipping themselves adequately for this work. The Director of Education might well convene a conference of all the inspecting officers and explain the lines on which these courses are to be conducted. We would further suggest that, in assessing annually the quality of work done by the inspecting officers, special notice should be taken of the success or otherwise with which these courses are conducted by them. Through these courses, it will not only be possible to improve the general efficiency and knowledge of the teachers but they could also be prepared, in a general way, to understand and appreciate the lines along which it is proposed to reorganize the educational system, thus paving the way to its ultimate transformation. Appendix D gives an idea of the cost of this proposal.

In the work of the training institutions as well as refresher courses, care should be taken to emphasise the point that teachers are to be prepared for village service and village leadership and their training should include not only a knowledge of methods of teaching and other technical aspects of their professional work but also a general acquaintance with the problems of community life and the ideals of community service so that they may become active workers for the reconstruction of life in villages which is far and away the most important problem facing national workers in all fields. As the training will be mostly given during the vacation, no substitute teachers would be -

required to replace the teachers under training, except in a few cases in the Jammu province and Muzaffarabad tahsil. It is equally necessary to have refresher courses for the teachers of Middle and High schools. These could be conducted conveniently in the training institutions where the facilities would be available and their trained and specially selected staff will be competent to carry on this work efficiently. There are altogether 90 graduate teachers in the service of the Education Department who have not received any training. If 20 teachers are given a chance to attend the refresher course at each training school every year, it will be possible to put all the teachers through these courses in 3 years. The cost of these refresher courses is given in appendix E.

The teachers of aided schools should also be eligible for admission to the refresher courses without the payment of any fees, but the institutions deputing them should be required to contribute towards their travelling and other expenses.

TRAINING OF VILLAGE WORKERS.

The Committee recommends that, as part of the Secondary education system to be developed in accordance with the proposals, special classes should be attached to the training schools, or otherwise organized, where students who have finished their middle school or basic school courses may be trained as Patwaris, Lamberdars, Forest Guards and Rural Development Officials. This course should be of one year's duration and its object should be to provide suitable training to these officials and prepare them for village service and village leadership in their special fields. Their training should include not only a knowledge of the special work associated with their jobs but also a general acquaintance with the problems of community life in villages and it should stress the ideal of community service so that they may ultimately work together for the improvement of conditions in villages. Students taking up this course should live in the hostel and receive training in agriculture and some crafts also. The syllabus should be worked out cooperatively by the various departments concerned.

TRAINING OF SECONDARY SCHOOL TEACHERS.

There are no facilities in the State at present for the training of graduates for secondary schools. A small number, about 10 each year, is deputed to training colleges outside the State for B. T. training and proportionate cost has to be paid by the State to the colleges for them. There is no possibility whatever of the aided schools getting any of their graduate teachers trained anywhere. In the opinion of the Committee, therefore, the possibility of starting a Training College for graduates should be explored, and, as soon as funds permit, such a college should be opened to train the requisite number of teachers every year. We give an approximate idea of the cost of the scheme in appendix E.

CHAPTER IV. TEACHERS' QUALIFICATIONS.

The minimum qualification prescribed at present for the recruitment of teachers in Primary schools is passing the middle examination. But as these examinations are conducted by the headmasters of schools, no uniformity of standard is possible and therefore such teachers, though possessing the same certificate are of very unequal merit and sometimes include those who have gone up from class to class by the grace of concession promotions. Even in the case of those who have properly passed the 8th class examination, their mental equipment and maturity is often too meagre to justify their employment as teachers where they have to deal with difficult and manifold human problems. If a teacher were merely concerned with the teaching of 3 R's—as is unfortunately often the case at present—an average middle passed teacher might possibly muddle through. But if he is to be a sympathetic and understanding guide for large numbers of growing children, it is obviously unjust to put these immature crudely educated young men in charge of the education of children. We are, therefore of opinion that, both on the academic and human side, the problem of teaching and training teachers should be carefully considered by the department of education and methods should be devised to secure the services of better qualified and more suitable recruits for the teaching profession, for the entire success of our schemes of educational reorganization depends on improving the quality of its teaching personnel. We, therefore, recommend that, as a first step towards the objective, the minimum qualification for employment as a teacher should be enhanced and only those candidates should be recruited in the general line who are at least matriculate. During the last ten years secondary education has progressed rapidly and the requisite number of matriculates—in fact, a much larger number—is available. We do not anticipate that the change proposed will adversely effect any community, so far as representation in the education department is concerned. The only exceptions we suggest for the present are :- (a) candidates of the Frontier illaqa, where education is generally very backward and no facilities exist for secondary education at all, and (b) Harijans, who have still much leeway to make up in education and need special facilities and encouragement, including the recruitment of teachers belonging to the community. In the case of these two classes, middle pass may for the present, continue to be the requisite qualification for service in the education department. But in other cases also it should be open to the department, in exceptional cases, to employ those who have passed the vernacular final or the middle examination if they show outstanding capacity and personal qualities for educational work.

When the basic schools and the diversified secondary schools which we have recommended in our scheme of reorganization

have become established in due course, we are of opinion that the teachers for basic schools should be drawn from the teachers training secondary schools where they should receive training for three years after completing their 7 years' course of basic education. The matriculation qualification which we suggest as a provisional measure will not then be necessary. We are of the opinion that the 3 years' training will be of great help in equipping and orienting the teachers for their profession, since it will make it possible to plan and organize their work more leisurely and adequately and develop not only knowledge and skill but also the requisite mental and emotional attitudes.

We have also given earnest thought to the question of the recruitment of teachers in the higher grades and promotion of teachers from one grade to another. In connection with the recruitment of teachers for primary schools, we commend the following points to the consideration of the Education Department.

1. It should be a necessary condition for all matriculate teachers to be employed that, as part of their matric examination they should also have passed in the vernacular (Urdu, Hindi or Gurmukhi) provided that this rule may be relaxed in the case of candidates who have taken the Drawing and Science combination in the M.S.L.C. examination. We make this recommendation because we consider an adequate knowledge of vernacular language to be essential for teachers and are convinced that children's education in schools suffers badly because of the teachers' defective and ill-assimilated knowledge of Urdu which is their medium of instruction.

2. In the case of special Urdu, Hindi and Gurmukhi teachers the following two categories of candidates should be eligible for employment:-

- (i) Matriculates with the qualifications laid down above.
- (ii) Candidates who have passed the vernacular final or proficiency examinations in Urdu, Arabic, Persian, Hindi, Gurmukhi or Sanskrit provided that in each case the candidate should have passed in his vernacular also and should be competent to teach other school subjects. We are definitely of opinion that these special teachers should not be looked upon merely as teachers of languages but should be qualified to take part effectively in the general life and activities of the school. Educational considerations as well as reasons of economy support this view. We recommend that the seniority of the general line teachers and these teachers of special subjects should be combined.

3. We recommend that, in selecting teachers for employment the department should take into consideration not only the candidates' academic record and qualifications but also the

factors of physical fitness, interest in games, personal qualities and, above all, their social attitudes and ideals. If schools maintain the right kind of personal records of their students, this work of proper selection will be greatly facilitated.

In order to prescribe a reasonable and just procedure of recruitment and facilitate the work of selection we make the following recommendations :-

The Department should draw up a standardised application form for service in the department in which the candidates should fill in all the necessary and relevant particulars about themselves which would help the department in assessing the due worth of candidates. Applications which are now submitted are replete with accounts of irrelevant and unnecessary personal circumstances and often give no idea whatever of the candidates' suitability. Secondly the approximate number of posts likely to fall vacant in the course of the year,—by death, retirement, creation of new posts or other causes—should be estimated and advertised en bloc and, from the candidates who apply, a careful selection should be made for the available posts. A few more candidates may be included in the list so that they may be recruited in order of merit for any casual vacancies that may occur in the course of the year. This will economise the time of educational officers and also discourage the practice of submitting uncalled for applications throughout the year.

Candidates should apply on the printed forms, referred to above, through the Asstt. Inspector of Division to which they belong. These applications should be forwarded by the Asstt. Inspector of schools with his remarks which should, so far as possible, be made after personally interviewing the candidates. The Inspector of Schools should carefully consider the lists received from all the divisions and then make his consolidated recommendations to the Director of Education for appointment. It would be advisable for the Director of Education also to interview the candidates finally selected before the final orders of appointment are passed, as no precautions can be too much in a matter of such crucial importance. We would make the further suggestion that in the course of their tours, all the educational officers concerned should be on the lookout for suitable candidates and keep their names on record to be considered at the time of annual selection.

GRADES AND SALARIES OF TEACHERS.

We feel strongly that the position of the teacher as an important instrument in the task of nation-building deserves to be better recognised than it is at present. From the monetary point of view, his services should be assessed as at least equal in value to those of other servants of the state possessing similar qualifications and, apart from pecuniary considerations, it is the business of society to give him the status and the prestige which the nature

of his work deserves. We are firmly convinced that the sensitiveness of a people to cultural values can be adequately measured in terms of the degree of esteem in which they hold their teachers and men of learning. But taking into consideration existing conditions of modern life, we suggest the following grades for teachers and officers of the education department as we consider them to be absolutely necessary in the interest, both of efficiency and justice.

PRESENT GRADES.	PROPOSED GRADES.
15-1-20. } 20-1-25 } 20-1½-35 }	20-1½-35.
30/- Conso- } lidated } 36/- Cons } 36/- Cons } 44/- Cons } 50/- Cons }	35-2-55.
56/- Cons } 62/- Cons } 69/- Cons } 75/- Cons } 82/- Cons } 96/- Cons }	55-3-100.
102/- Cons } 103/- Cons } 105/- Cons } 135/- Cons }	100-5-150.
135-5-156 } 156/- Cons }	
156/- Cons } 188/- Cons } 208/- }	150-15-300.
200-50-20-550 (Inspectors of Schools)	300-25-600.

We are definitely of opinion that the whole service should be brought on a time scale basis so that the department will have

a body of contented workers who have the assurance that good, honest and steady work will entitle them to a small yearly increment and relieve them to some extent from the financial embarrassment which always accompanies fixed income set against growing expenses. For the average teacher—who neither is nor can be expected to be oblivious of all self interest and fired by an irresistible urge to service and self-improvement—there is no incentive at present to do the very best of which he is capable. We are driven to stress this point strongly for another reason also. The new scheme of education that we envisage in this report is going to throw a much greater responsibility on the teachers and demand from them a greater devotion to their work and better equipment for it. Thus we hope that the teachers will play a dominant role in all schemes of rural reconstruction and become centres of inspiration for the life of the village community. They will have to discharge multifarious duties in the form of health propaganda, adult education, conducting of village libraries, organising of crusades for better and cleaner living, for more effective methods of agriculture and other crafts, and for a keener civic and social sense. This strenuous responsibility will be shouldered mainly by the low paid teachers in primary schools and it is obvious that they will do all this better and more efficiently if they are placed above the margin of want and enjoy at least the barest minimum necessary for civilised existence.

In the matter of promotions in the time-scale, we are of opinion that teachers should get their annual increments automatically if their work is satisfactory; but for purposes of promotions from one grade to another the criterion should be not merely the mechanical seniority of the candidates, but also the quality of work done by them so that it should be possible for a teacher who is junior in service but has done work of outstanding merit, to be promoted to a higher grade. Such recognition is necessary if specially good work is to be encouraged amongst the teachers. The department should draw up detailed rules regulating the respective proportion of direct recruitment and promotions.

We therefore recommend that the following rules should generally govern the future recruitment and promotion of teachers in the various grades:—

1. Intermediates, trained matriculates, trained middle passed teachers (in certain cases already specified) and, later, those who have completed the seven years' basic course and then undergone the full course of 3 years' training, should be recruited in the grade of Rs. 20-1½-35 provided that the intermediates are given a start of Rs. 29/-. Those who do good work in this grade will be eligible for promotion to the next grade i. e. Rs. 35-2-55 when there are vacancies available in it.

2. Trained intermediates and graduates should be recruited in the grade of Rs. 35-2-55 provided that the graduates are given

a higher start of Rs. 43/- within that grade. Teachers in this grade who do good work will be eligible for promotion to the next grade i. e. Rs. 55-3-100.

3. M. As. and trained graduates should be recruited in the grade of Rs.55-3-100 and those who do good work will be eligible for promotion to the next grade i. e. 100-5-150, provided that a start of Rs. 60/- may be given to those who have had a distinguished record at the University and the Training College.

4. Recruitment to the grade Rs. 150-300, which is gazetted service, will be made by selection partly through direct recruitment and partly from teachers already in the service of the department. This grade is generally to be given to the Headmasters of the High schools, Headmasters of the Training schools and the Asstt. Inspectors of schools.

5 There are many cases of teachers in the service of the department who have passed higher examinations but on account of their position in the seniority list they cannot be promoted to higher grade while outsiders having similar qualifications and lacking teaching experience are eligible to that grade. We recommend that in order to obviate this injustice the department should frame rules for facilitating their promotion to higher grades which is essential in the interest of educational efficiency.

6. Teachers in all grades should be appointed on one year's probation in the first instance and at the completion of that period a report should be submitted by the officer concerned to the competent authority recommending confirmation. A teacher will be considered to have been permanently appointed only after the confirmation order has been passed.

We suggest that the department should work out the details of these general recommendations.

Since we made the above recommendations, the new grades for gazetted employees of all departments have been published. We were glad to find that the principle of placing all posts on a time-scale has been recognized but we were profoundly disappointed to see that, comparatively speaking, the salaries and grades of employees in the education department had been retrenched far more drastically than those of almost any other department. Such a scheme is likely to lend support to the suspicion that educational work is not assessed at its proper worth, that the Headmasters, Assistant Inspectors and Lecturers of colleges are considered to be inferior to Tehsildars, Customs Inspectors, office Superintendents, and of about the same status as Veterinary Inspectors who have been given this grade.

We consider that this assumption is fraught with dangerous consequences and will have a most adverse effect on the quality of future recruitment as there will be a natural tendency for almost all highly qualified and outstanding candidates to seek service in other departments and only enter the education service

as a last resort. We strongly urge the Government to take this point into consideration and review the present situation in the light of our remarks and redress the grievances of this body of national workers. We also suggest that in the revision of salaries of non-gazetted posts, this point should be carefully borne in mind and the grades that we have proposed as the minimum essentials should be accepted. A repetition of the policy adopted with reference to the gazetted posts will hit the lower paid employees of the department even harder and gravely imperil the success of our entire scheme of educational reconstruction.

We are, however, fully conscious that the mere raising of the salaries will not improve the status and professional efficiency of teachers. It is necessary to adopt other measures also in order to develop in them professional and personal self respect and make them conscious of the dignity and worthfulness of their work. In order to foster a sense of self-respect among teachers, it is essential, for instance, that officers of the Education Department, as well as those of other departments of the State, should in their dealings with teachers, show them the courtesy due to people who are engaged in significant and crucial work of national reconstruction. Likewise, it is the duty of teachers to take a more active part in activities of a beneficent nature that may be of value to the village community and thereby gradually assume the position of educational and cultural leadership in the village. They must remember that social recognition is not a gift but an achievement, it must be won by showing great personal integrity and giving devoted service to the cause of the social and educational uplift of the people.

The Inspecting officers should utilize the occasion of their visits to schools, or when they attend teachers' monthly meetings, to inculcate in them the ideal of self-respect, service and professional efficiency. We also recommend that the department should occasionally issue helpful and inspiring bulletins and other educational literature that will keep their interest alive and bring them in touch with new development in educational ideas and practice. At present, working as they mostly are in out-of-the-way places, they are apt to become back numbers very quickly because they have no educational literature or quickening cultural contacts of any kind. The recommendations that we have made elsewhere about the starting of an educational journal by the department is also likely to be of great help in this direction.

CHAPTER V.

SECONDARY EDUCATION.

In our survey of secondary education in the State, we have seen that, although the facilities for it are not adequate for the total needs of the State, and in course of time, considerable expansion will be needed, these facilities are not inadequate

relatively to those for primary education. But qualitatively the present position with regard to secondary education is far from satisfactory. As we have already pointed out, there is a great deal of congestion in the secondary schools, particularly in the schools at Srinagar, Jammu and Mirpur, and they are not properly housed or staffed or equipped with necessary materials, books and educational appliances. It would appear that these schools were established as high schools or were raised to the status of high schools in response to public demand or pressure, without being adequately provided with all the requisites essential for the proper organization of such institutions. This, however, is a serious handicap in the development of secondary education which has been described as "Education for leadership" and where it is imperative to provide conditions of work which will evoke the best in those students who are deemed suitable for this stage of education. It is, therefore, essential to tackle this problem of congestion and insufficient equipment in order to give the present schools a reasonable chance of functioning successfully. We are of opinion that the department should, without delay, set reasonable limits to the size of each section in a high school. The maximum number permissible in a section for the present may be fixed at 40, but the ultimate aim should be to prescribe a maximum of 30 in a section. With a view to make this immediately practicable, the accommodation in schools should be extended wherever necessary and the staff strengthened with as little delay as possible.

We suggest that the department should work out the detailed implications of this recommendation and the Government should take steps to provide the extra accommodation and staff needed to implement the proposal. Likewise the question of equipment needed for these schools should be carefully examined and provision made accordingly. We are specially concerned about the paucity of suitable books in schools and particularly stress the need of equipping them with reasonable library facilities without which they cannot fulfil one of their most important functions.

One of the ways in which congestion in Government schools may be partially relieved is by encouraging the growth and development of aided institutions and this can be done by liberalizing rules governing grants-in-aid to private institutions. It was represented to us that the present rules were not sufficiently encouraging for the growth of private effort in education but we were not able to examine the question in detail. But this encouragement of private effort in education is also necessary for another reason. If the Government is determined to push forward the programme of primary education, it will not have enough funds at its disposal for the further expansion of secondary education, the responsibility for which must, in a greater measure, be borne

by private individuals and educational associations, which is now a fairly general tendency in British India also.

We recommend therefore, that the grant-in-aid rules should be so liberalised that private effort in behalf of secondary education may be forthcoming in a larger measure than at present. A committee on which the management of existing aided schools may also be represented should be set up to go into the question of grant-in-aid rules and recommend changes that might make them more elastic and liberal. It is only thus that private bodies can be encouraged to take upon themselves a greater share of the responsibility for secondary education and thus release more funds for the extension of basic education in rural areas.

This, however, is only one side of the picture—namely, how the present type of secondary schools can be made more efficient. But a more important and difficult problem which has to be faced in connection with the reorganization of secondary education is that of relating it more intelligently and closely to the vocational life and needs of the people. As we have already seen the existing system of secondary schools suffers from the fact of their being of a single uniform type, i. e. the purely literary or academic type. There is no diversity, either in the contents of education or in the objectives of teaching—all prepare indiscriminately for the matriculation examination which it is the ambition of every student to pass, not because it would make him a better or more efficient citizen or equip him for any kind of vocational work, but because it holds out the hope (more often than not a false hope) of entering Government service. If they can afford it, they try to go on to the college, irrespective of their aptitudes and suitability for higher education. This process of aimless drift from one stage of education to another has been facilitated by the generous policy of the Government which provides education practically free in the schools for a large majority of students. Tuition fee in the middle and high departments is charged only in Srinagar, Jammu and Mirpur towns, but parents with income below Rs. 25/- are exempted from the payment of fees. The table below shows the total number of boys in each high school in these three towns and the number of boys actually paying fees.

SCHOOL.	Total No. of		No. of fee-paying boys.
	boys.	...	
S. F. High school Srinagar. ...	1237	...	328
Govt. High school Srinagar. ...	913	...	150
H. S. High school Srinagar. ...	466	...	48
S. R. High school Jammu. ...	869	...	549
H. S. High school Jammu. ...	313	...	117
Govt. High school Mirpur. ...	624	...	272
Total. ...	4422	...	1464

It will thus appear that only about 33% of the boys pay fees. The rate of fee varies with the parents' income and the highest fee which a boy in the 10th class pays is Rs. 2/8/- p. m., the lowest being -/10/- per month.

We do not however wish to suggest that the existing facilities in the way of free education should be restricted. If this were done it will be greatly resented by the people and, in many cases, will be a genuine hardship on the poorer classes, particularly on the Muslims who have taken to education comparatively late and who are likely to be hit hard by any such move. But we do strongly feel that the educational system itself should be reorganized in two directions—the diversification of courses and the selection of really intelligent and promising students for the free places in schools. In making these recommendations we do not seek to restrict the number of free places in schools but to see that a better academic and psychological selection of students is made for them.

We are anxious to check this aimless drift of unsuitable students to the present type of academic schools for two reasons. In the first place, we are convinced—and we have weighty and authoritative support for our opinion—that, from the psychological point of view, this type of education is not calculated to prove a congenial medium of development for a majority of students. They are in a stage of development when, for most of them, the proper educative medium is some type of concrete, realistic work which appeals to their interest and challenges their constructive powers. In fact we are prepared to go so far as to say that, during the period of adolescence, vocational education is the only right education i. e., it is the business of the educator to discover the type of work for which the youth is psychologically fitted and educate him (or her) through that work. In the case of a certain percentage of students, this "work" may be predominantly book work, they might have the academic or theoretical type of mind and their intellectual development may be best secured through schools of the present pattern. But in the case of a majority of students, it is a great waste and a cause of maladjustment and defective training to force on them this type of education which primarily appeals to the intellect, perhaps often only to the memory, and does not take into cognisance, or exploit, their manifold practical powers and capacities. Even from the point of view of their general cultural and intellectual development, it is best to approach the problem from the side of practical education and when their interest has been quickened and their dormant mental powers stimulated to activity, they will show better results in academic subjects. As Professor Nunn, one of the leading English Educationists of the day, has remarked, practical work often unlocks the finer energies of a boy which a mere academic approach would have left inert. Thus, primarily in the interest of the student

himself, we recommend a diversification of secondary courses and the introduction of more practical work in them.

But this is only one reason for advocating this view. The social reason for this proposal is that, unless we introduce this principle of diversification, our secondary schools will be hopelessly out of touch with our socio-economic situation and needs. The state requires the services not only of clerks and administrators but also of trained and skilful artisans, craftsmen, engineers, medical workers, teachers, agriculturists and others in order to improve the existing standard of efficiency, productivity and general prosperity of the people. It is necessary, therefore, to provide secondary schools of different types which will correspond generally to the main lines of people's occupations and equip the young men for different walks of life where skilled knowledge and disciplined character are needed for success. It is neither possible nor desirable to lay down without adequate inquiry and without necessary consultation with other concerned departments, particularly the Development Department, the exact number or description of the various types of schools that will be required at the secondary stage for meeting the growing needs of the State, because such a scheme requires as its basis a careful and long range survey of vocational activities and possibilities in the State. But, from what we have been able to judge of the present occupational needs of the State and the lines which any reasonable policy of development would follow, we are of opinion that steps should be taken to establish gradually secondary schools of the following types, giving the requisite vocational bias, in addition to the existing schools described in (a) below :-

- (a) Schools providing Literary, Scientific and Commercial education.
- (b) Schools providing education in Mechanical, Electrical and Civil engineering.
- (c) Schools of Agriculture and Horticulture.
- (d) Schools of Medicine.
- (e) Schools of Arts and Crafts.
- (f) Schools of Home Craft and Nursing (for girls).
- (g) Schools for the Training of teachers.

The number of such schools of each type, the localities where they are to be opened and other organizational details should be determined after making a survey of their needs and the openings available for the students trained in them. But we are convinced that these schools will not be successful and will not draw students in sufficient numbers unless two conditions are fulfilled. Firstly, there should be a sufficient provision of free places in them; possibly more free places may have to be provided than in the present academic schools as a counter-attraction. Secondly, in the matter of recruitment, the government should lay down as a matter of policy that for different kinds of work

and service students trained in corresponding types of schools will be recruited. This would counteract the prevalent idea that passing of the present matriculation examination is the essential requisite and passport to all kinds of work and government services—an idea which has been responsible for an incalculable misdirection of talent and energy and for tremendous psychological maladjustment.

But in connection with the starting of these secondary schools with a vocational bias, there is one point of great importance which we desire to stress. We have designated all of them as *schools of secondary education* which implies that these will not be merely schools for technical and professional instruction but educational institutions whose intellectual and academic status will be co-eval with that of good secondary schools of an academic type. Arrangements should be made in these schools not only for technical instructions in the selected profession or vocation but also for providing an adequate background of general knowledge and culture through a study of some of the important scientific and social studies as well as languages, which constitute the distinctively human, cultural and intellectual heritage. The idea underlying this proposal should be clearly grasped because it has significant implications for the future of education and culture. It has often been urged—short-sightedly, we believe—that it is a waste of time to devote attention and energy to “general subjects” in institutions which are meant to give technical or pre-vocational training. These students should be taught only the skills and the technical knowledge required for their special vocation or profession and it is not necessary that their time should be “wasted” on the study of branches of knowledge which are not directly related to it. This is a short sighted view because it envisages that all vocations and crafts will be practised at the lowest level where a mere repetition of what has been learnt will be enough without the need to develop it further or to exercise intelligence in the service of evolving a better technique. Such a view is apt to prove suicidal to the development of a scientific spirit and react adversely on the quality of work done and the service rendered by practitioners of various crafts and professions. In the interest of enlightened and effective citizenship, as well as the gradual raising of the standard of craftsmanship, skilled workers—whether manual, scientific, educational or technical—should have the benefit not only of technical instruction but of the background of a more general education that will enable them to see the significance and the bearings of their work and to chalk out new lines. The people of this State are well known for their high standard of craftsmanship— in wood work, shawl making, embroidery, papier mache, silver-ware etc.— and we feel confident that if some of its craftsmen had the benefit of this kind of general-cum-technical education in secondary schools, they will be able to forge for

themselves new lines, and introduce new and attractive *motifs* in their work. They will also be able to look after their civic and professional interests more satisfactorily.

An important question that has to be considered in this connection is how our proposed seven years basic education is to be coordinated with this secondary education. We do not think it is necessary that all students in villages as well as towns, should be compelled to study in the basic schools for the entire period of their education. Wherever facilities for secondary education are provided, it is both possible and desirable to transfer the students from the basic to the secondary school at a suitable stage of their education so that they may have the benefit of receiving secondary education for a reasonable period of time in institutions specially designed for the purpose and utilizing the methods, curricula and general working atmosphere suitable for such schools. We are of opinion that the most suitable age at which such transfer can take place is 12 years i. e. after the completion of the 5th year's work. In this opinion we are supported by the views of many outstanding educationists, psychologists and educational committees including the Wardha Education Committee and the Hadow Committee which had suggested a remove at the age of 11+ and stressed the need for providing education of a distinctly secondary type after that age. Hence we propose that at this age of 12, a suitable method of selection should be devised to sift students with the object of determining which of them are fitted to receive secondary education of different types and to divert them to such schools. This will not be an easy task and will require considerable psychological skill and organization but it is being done with increasing success in other countries and we see no other alternative unless we are prepared to allow the present aimless, haphazard drift of students to an alley which does not lead a majority of them anywhere at all.

Normally then we contemplate that boys will be diverted to secondary schools after the completion of five years' work. But there may be cases of children, particularly in rural areas, who may not be able to join the secondary schools at that stage. They may, for example, be "late bloomers" who show promise at a later stage or their financial or other personal circumstances might not have permitted them to shift to secondary school after class V. In such cases—which should not be very many—we feel that some arrangement should be made for their special coaching if necessary in order to enable them to join the third year of the secondary school. This will not be very difficult because we contemplate that during the first two years of our secondary schools, work will not be very different from that in the last two years of basic schools, and considerable time will be devoted to what may be described as general education with a vocational bias. The last three years of the second

ary school will have a more definite vocational bias and objective.

We do not want to lay down definitely the length and the exact scope of each one of these schools but would suggest that the question should be thoroughly examined later and the types of schools as well as their detailed courses should be worked out in consultation with specialists e. g. in Agriculture, Engineering, Medicine etc. Tentatively and as a basis of discussion, we suggest that in the Teachers' Training secondary school as well the Nursing and Homecraft schools, the course should be of three years' duration after the completion of the basic school course, and in case of other types of schools it should, generally speaking, be of five years' duration. The following diagram gives a graphic representation of the scheme of reorganization described above.

III	III		V	V	V	V	V	
II	II		IV	IV	IV	IV	IV	
I	I		III	III	III	III	III	
Nursing and Home craft secondary school.		VII Year.	II	II	II	II	II	
		VI Year.	I	I	I	I	I	
		V Year.	Literary, scientific & commercial secondary school.					Secondary school of Arts and Crafts.
		IV Year.						Mechanical, Electrical, & Civil Engineering secondary school.
		III Year.						Secondary school of Agriculture and Horticulture.
		II Year.						Secondary school of Medicine
		I Year						Basic Education.

In the matter of granting admissions this committee is of opinion, as pointed out already, that it would be inadvisable to restrict the facilities available for secondary education at present but it is essential that there should be a better selection of candidates who want to enter secondary schools of various types contemplated in this report. For this purpose it is essential that at the end of the first five years of schooling (and, in some cases at the end of the 7th year) there should be a test of general intelligence and literary ability for those students who want to

enter into the present type of secondary schools as free scholars. Those who pass in this test creditably and cannot afford to pay fees should be admitted to the literary and scientific type of secondary Schools without the payment of any fees. If in certain cases, this rule appears to affect adversely the proportion of scholars belonging to any community, the position should be remedied by granting an adequate number of free places to the best students of that particular community. Others who are unable to secure admission on a competitive basis will be eligible for admission on the payment of fees. We do not think such an arrangement to be an ideal one—in fairness secondary education should only be open to those who are most likely to profit from it. But, considering the existing social and economic conditions, we feel that this compromise formula will meet realistically the needs of the existing situation. When the new types of secondary schools have come into existence, thereby increasing the facilities for secondary education, it will be possible to sift and select the increasing number of students more equitably for various types of schools on the basis of their aptitudes and capacity.

CHAPTER VI.

THE CONTENTS OF NEW EDUCATION.

The most important practical problem in connection with the proposed educational reorganization is the question of defining the contents of the new syllabus which has to be related integrally, on the one hand, to the psychology and the needs of the child, and on the other, to the society of which he is a member. This is a difficult and complicated question which can be solved satisfactorily only after long, careful and controlled experimentation and research. But luckily we can make a beginning in the direction of evolving a better curriculum without much difficulty because this problem has been recently examined carefully and at length by various education committees particularly the Wardha Education Committee which has published a syllabus of Basic National Education which we have found of great value and from which we have derived some very useful ideas. We have considered the existing syllabus, many of the proposed new syllabuses and the present needs of the State. We are of opinion that the present syllabus is too bookish and academic, too far removed from the realities of the socio-economic situation and unrelated to the child's native interests and psychology. Its various branches are unrelated to one another and therefore likely to have a distracting effect on the child's mind. In order to remove these defects, we recommend that education in basic schools should be an 'integral' progress of child development centring round the pupil's physical environment, his social environment and some form of craft work, which will provide room for his creative self-expression and also have social and productive value. It seems therefore necessary, that the following subjects should be included in the scheme of

studies of the basic schools :—

1. Language (Urdu)
2. Mathematics (Practical)
3. General Science.
4. Social Studies.
5. Craft Work.

But the mere enumeration of these subjects is not enough, for it will not convey any idea of their contents. Our subcommittees have prepared syllabuses in Urdu, Social studies Mathematics and General science which will give an indication of how these are to be related to the actual needs of children, and to be enriched with significant subject matter bearing on their environment so as to make them an instrument for interpreting present social problems and eliminate from them unimportant or unnecessary material which has only historic or traditional value. But in the preparation of this syllabus we have not confined ourselves merely to the sifting of the subject matter, the elimination of the trivial and the inclusion of the significant. The most important feature of the new syllabus would be the introduction of craft work in schools as a vital, integral and basic part of the school work. In view of the comprehensive and detailed discussion of this proposal that has been going on in the press and at all educational committees and conferences during the last twelve months it is not necessary for us to give any lengthy justification of the place which we propose to give to craft work in our reorganization scheme of education. We endorse in this connection the reasons advanced by the Zakir Husain Committee in support of the proposal and take this opportunity to quote with approval the following paragraphs which throw valuable light on the question :—

“Modern educational thought is practically unanimous in commending the idea of educating children through some suitable form of productive work. This method is considered to be the most effective approach to the problem of providing an “integral” all-sided education.

“Psychologically it is desirable, because it relieves the child from the tyranny of a purely academic and theoretical instruction against which his active nature is always making a healthy protest. It balances the intellectual and practical elements of experience and may be made an instrument of educating the body and the mind in co-ordination. The child acquires not the superficial literacy which implies, often without warrant, a capacity to read the printed page, but the far more important capacity of using his hand and intelligence for some constructive purpose. This, if we may be permitted to use the expression, is “the literacy of the whole personality”.

Socially considered, the introduction of such practical productive work in education, to be participated in by all the children of the nation, will tend to break down the existing barrier of

prejudice between manual and intellectual workers, harmful alike for both. It will also cultivate, in the only possible way, a true sense of the dignity of labour and of human solidarity—an ethical and moral gain of incalculable significance.

“Economically considered, carried out intelligently and efficiently, the scheme will increase the productive capacity of our workers and will also enable them to utilise their leisure advantageously”.

“From the strictly educational point of view, greater concreteness and reality can be given to the knowledge acquired by children by making some significant craft the basis of education. Knowledge will thus become related to life, and its various aspects will be correlated with one another.”†

In addition to these reasons, we also took the opportunity to consult local opinion and needs, and with this purpose, availed ourselves of chances that came our way to discuss this question not only with educationists and public men but also people in villages and towns and with what may be called “the average parent”. All of them are convinced that the present education is too bookish and academic and agree that it should be supplemented by some form of practical productive work or craft work. Their main criticism is that the present education is divorced from the realities of life as it is lived in villages and does not fit children to participate effectively and usefully in the life of the community. Thus the children become averse to all forms of manual work, lose contact with the interests and pre-occupations of their fellows, and hanker after “service” and clerical jobs. This is a criticism which is quite justified and which applies more or less universally, all over India. But in the Jammu and Kashmir State, where many classes of people are gifted with such extraordinary skill in craftsmanship, this is a particularly tragic situation. Due partly to economic conditions and partly to the unsatisfactory and unsuitable type of education imparted, the crafts are decaying and craftsmanship is at a discount. We have been reliably informed that many families, which have a long tradition of first rate craftwork behind them, have taken to, or have been compelled to take to, unskilled manual labour. In so far as this is due to economic causes, it is the business of the State to investigate the situation which is fraught with grave danger to the well-being of national life. But, in so far as the present system of education makes students averse to craftwork and predisposes them to clerical services only, it is the business of educationists to give a new orientation to schools. We, therefore, recommend that craft work should be introduced in schools not just as an “extra” subject but as a central or basic element in the syllabus. We are convinced that the introduction of craft element will not only provide practical training—which is a good thing in itself—but greatly vitalise the process of general

† *Basic National Education Page.*

education for, in the words of the great German educationist, Kerschensteiner, "the education of the worker is the door to the education of the man". But it is essential for this purpose, as the Zakir Hussain Committee report has also stressed, that this craft should be taught intelligently and in close coordination with other subjects of the curriculum, not mechanically. Hence the need for a thorough and properly organised system of teachers' training that will enable them to exploit the full cultural and practical possibilities of the new scheme of education. We are of opinion that in order to achieve this end about half the time available for teaching in schools should be devoted to the teaching of crafts and the rest to other subjects. But, any oral teaching or expressional work that is integrally related to the craftwork should be done during the time allotted to craft teaching. We contemplate that, if the correlated technique of teaching is adopted, there will be numerous opportunities of providing such oral teaching in the course of craftwork and thus meet the objection that too much time is given to the latter.

We are anxious to clarify the point that craft teaching in schools has as its primary aim the coordination of manual and mental activity and the training of practical aptitudes and initiative. Therefore, the crafts that are chosen to be introduced should be selected and their teaching planned with an eye to the educative possibilities inherent in them, and not primarily with reference to vocational or economic considerations. It is our hope that, if it is rightly conducted, craft teaching will enrich the general education of children and help to remove the current prejudice against manual work. It will also result in bringing teaching closer to the real problems and situations of children's life and the occupations practised in the locality.

The existing schools have failed to establish any fruitful contact in their teaching and their general activities with the social and cultural life of the community. Barring certain activities like scouting or village work undertaken by some schools at their own initiative—and they are still far from being fully developed—the problem of relating the entire work of the schools integrally to the needs, interests and occupations of the people does not appear to have been clearly realised. It is, therefore, necessary that in the reconstruction of the educational system as well as the curriculum and methods of teaching, this significant fact should be given primary consideration and pupils should be trained in practical work and habits of social service. Hence the proposal to introduce "social studies" in the syllabus which should be utilized to give the right orientation to children's minds and place proper stress on civic and social attitudes.

In the previous chapters mention has been made of the different types of secondary schools which must be opened in due course in the State in view of its existing needs. We

indicate below, generally the nature of work to be done in each type of school and suggest that the detailed syllabus should be worked out after the general principle underlying the proposal is agreed upon and expert opinion consulted where necessary.

As already pointed out, we do not desire that these schools should be merely technical or trade schools with a narrowly specialised curriculum but anticipate that they will also provide for the teaching of certain subjects of fundamental human significance, irrespective of their immediate economic value—subjects like languages, social studies and general science. Against this common background which represents the identity of human interests amongst students with varying vocational bias, we should build up our different types of secondary schools.

1. The Literary, Scientific and Commercial schools. These will lead to the present Matriculation Examination of the University and their curriculum will therefore be largely determined by the requirements of the University. But it will be necessary to provide more optional subjects in the curriculum of such schools.

2. The Technical secondary schools. In these schools training will be given in mechanical engineering, electric engineering, civil engineering and carpentry (furniture and house building). The object of these schools will be to train skilled artisans who would be able to take up intelligently all the mechanical, electrical and civil engineering and carpentry work which is required for every day purposes and for which highly skilled scientific workers are not needed. The present standard of work and efficiency in these lines is far from satisfactory and needs to be improved, and we do not see why properly trained workers should not be employed in such work.

3. Agricultural and Horticultural schools. This type will give training in upto-date operations of agriculture and fruit culture built on a basic foundation of general science,—both physical and biological.

4. Medical schools:— These will impart knowledge and training in the Unani and Ayurvedic system of medicine with upto date knowledge of human physiology and anatomy. Students trained in these schools will be qualified to take up health work in rural areas which is an urgently needed service and at present inadequately available.

5 Teachers' Training secondary schools which we have discussed elsewhere.

6. Schools of Arts and Crafts :- From these schools teachers of Arts and Crafts will be recruited for Basic schools. These schools will also train boys of the artisan class and thus help to improve their technical efficiency.

7. Schools of Home-craft and Nursing which will provide a course of education specially designed for girls to equip them to become intelligent householders and citizens.

As we have already pointed out it is not possible for us to work out the detailed syllabuses of these schools which will in many cases require the cooperation of experts in connection with the syllabuses of Medical, Arts and Agricultural Schools. But we are anxious to stress once again the point that their work should be so planned that it fulfils the requirements and attains the standard of secondary education which has, the distinctive duty of providing social, civic and intellectual training by approaching the student through his (or her) vocational interests in the wider sense of the word. That is why we have recommended that there should be a certain common background of intellectual training in all these schools by providing for the teaching of subjects of general cultural value like Literature, Languages, Social studies, and General science particularly in the first two classes. But the points of emphasis and the selection of material in these subjects will of course be determined by the nature of the secondary school in order to correlate them with the specialized work to be done by the students.

CHAPTER VII. ADULT EDUCATION.

The scheme of mass education for an educationally backward country can neither be complete nor effective unless it gives due attention to the pressing problem of adult education. If we attend merely to the question of children's education, the campaign of literacy will not only be a very long one but it will have a chequered career. For, it will be difficult to enlist the interest and cooperation of the parents in the programme of children's education unless they are educated themselves to realise the individual civic-significance of education and look upon schooling as a normal feature of civilised life. Other wise the entire education department has an uphill task in persuading parents to send their children to schools. But this is, after all, an indirect justification for making adult education an integral part of our scheme. A more direct reason for it lies in the fact that we cannot raise the civic standard or general efficiency of the people or train them for better living unless we provide for them facilities for adult education in the wider sense of the term. In this sense adult education does not mean the mere imparting of literacy, though the acquisition of literacy by itself will be no small achievement. It includes also the spread of useful knowledge and better habits of living, for literacy is after all only a means to the acquisition of knowledge. Therefore, our scheme of adult education must press into its service all methods of visual and aural instruction also. Illiterates or semi-literates can learn a great deal through the eye and ear. Talks should therefore be organized, supplemented by pictures and illustrations on topics like health, food, exercise, problems of agriculture and animal husbandry, local diseases, epidemics, better ways

of living in other lands etc. The organisation of village games, inter-village competitions, improvising and staging of popular dramas and magic lantern shows should also be utilised as means towards this end. The conservation of literacy and promotion of the reading habit should be attempted by providing libraries in rural areas.

We would have liked to suggest the immediate provision of facilities for adult education in both urban and rural areas, but taking into account the magnitude of the problem as well as existing conditions, we suggest that in the programme of adult education, priority should be given to rural areas, where cultural and educational facilities are conspicuously lacking at present. The people in towns and cities are more alive to the value of education and have greater opportunities of acquiring useful knowledge, even in the absence of specific provisions for the purpose. The villager, on the other hand, is in a depressing backwater and he has to be made conscious of the value of education and be provided with effective and easily available means of obtaining it.

We, therefore, recommend that adult schools be opened in rural areas, for imparting literacy and useful knowledge. For those who are either mentally unfit or unwilling to acquire knowledge through the laborious process of learning to read and write, lectures, talks, reading and magic lantern shows should be arranged for imparting useful information on problems of every-day life.

For promoting literacy, village libraries should be opened in suitable centres so that literate villagers may have an opportunity of reading easy, useful and interesting books and thus the habit of independent reading may be inculcated in them. The village teachers should, as a rule, work as librarians on a small allowance. They should not only issue and recover books but will also organize reading groups, assist members in the selection of books and occasionally give readings from books to illiterate as well as literate villagers. They should also give the villagers short and simple talks on topics in which they are naturally interested, basing these talks on the reading material available in the library or on lecture notes which should be supplied to them by the Department for the purpose. The general supervision of the working of these libraries as well as adult education centres should be done by the Inspecting Officers in the course of their tours, but the detailed organization and supervision will be the duty of the whole time Adult Education Officer, who should be appointed for the proper co-ordination and supervision of all adult education activities. He should be assisted in this work by one Assistant in each province.

We have also considered the question of utilising private

effort and non-official organizations for this work because we feel that adult education should not be just an official activity but a movement which secures the willing and enthusiastic cooperation of the public and all public workers, for only then can it strike firm root into the soil. We make the following suggestions in this behalf for securing public cooperation without which this tremendous, nation-wide task cannot be successfully tackled.

1. It is essential in the interest of general enlightenment as well as the spread of education among children that a wide spread campaign should be organized to remove illiteracy within a reasonable period of time and for this purpose, effective propaganda should be undertaken not only by the Education Department but by other Departments of the State as well. A spectacular beginning should be made, as in Bihar or the United Provinces by the highest officials of the State joining the movement and showing their keen personal interest in the work.
2. In this work of adult education, various classes of people should be invited to cooperate, e. g. students and teachers of schools and colleges, different organizations working for the good of the people, and voluntary workers who might be paid a small maintenance allowance for the spread of literacy among the masses.
3. Various measures should be adopted to commend and suitably reward teachers and others who do specially creditable work in this direction, e. g. public recognition of their services, award of certificates of merit, preference in matters of employment and promotion.
4. It is necessary for this purpose to work out a syllabus as well as a technique of teaching suited to the needs and capacities of adult learners, and workers in this field should be given necessary and helpful instructions. The Department should also undertake to prepare reading and illustrative material which may be utilised by all workers to make their work effective and attractive.

We have already pointed out that adult education should be interpreted in a liberal sense and should include not only a programme of literacy but also visual and aural instruction. Further, in order to popularise it, provision should also be made for the amusement and healthy recreation of the villagers. It will, therefore, be desirable for such workers to encourage village games, fairs, folk-songs and dramas. The other Departments

of the State can cooperate in such a programme by preparing slides relating to their own work and making these available to the Education Department which will exhibit them through the agency to be set up under the Adult Education Officer.

As an effective inducement to voluntary workers, the Committee suggests that the Government might frame rules to the effect that—other things being equal—in giving employment to matriculates, under-graduates and graduates in various departments, preference will be given to those who have put in at least six months' satisfactory work in the cause of adult education. The Department may, so far as funds permit, give such voluntary workers a subsistence allowance say of Rs. 5/- p.m. during their period of service in villages. This will not only place a body of workers at the service of the cause of Adult Education, but be of considerable advantage to the educated youngmen themselves, because they will come into educative contact with actual village conditions and problems from which education is apt to alienate them at present.

We have elsewhere suggested the extension of compulsion to some urban areas from the age of 7 to 14. In the beginning, it may not be possible to get all the boys of such a wide age range into schools. During the first three years of compulsion, therefore, we suggest that the older children, those between 12 and 14, may not be drawn into the ordinary schools but they should be compelled to attend the adult schools, just as the younger children are compelled to attend the compulsory schools. In this way we shall provide, as it were, two catching stages, one at the commencement of the age of schooling and the other towards the end, in order to ensure that the largest possible number of children receive some minimum of education during the period of transition before the system becomes effectively established.

Since these recommendations were made, we are aware that the Education Department has made a vigorous beginning with the movement of adult education and the Government have sanctioned the opening of 50 libraries and 50 adult education centres in each province to be conducted by teachers who will be paid a small allowance for the purpose. We heartily commend this move but would like to point out that, if the movement is to grow in strength quickly, it is desirable to open 100 libraries and 100 adult education centres in each province annually till the State is gradually covered with a net work of such educational facilities. If vigilant supervision is exercised and the workers are imbued with the right spirit, these can become cultural centres of great importance in the life of the people.

MEDIUM OF INSTRUCTION.

According to the census of 1931 the following principal dialects are spoken in various parts of the State:—

1. Kashmiri and its sub-dialects 1,413,166
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2.	Balti and its sub-dialects	137,914
3.	Ladakhi	41,418
4.	Dogri	549,917
5.	Lahnde	44,460
6.	Punjabi	...	...	329,433
7.	Shina (Gilgit including trans-Indus area)			63,918
8.	Pahari	...	...	595,783
9.	Gojari	...	...	317,762

Thus, it will be seen that Kashmiri is the spoken language of about 2/5ths of the population of the State. In order of importance, comes next the group of Dogri, Lahnde and Punjabi which are all allied languages and are spoken by about 9 lacs of people. Pahari and Gojari are also somewhat akin to this group and are spoken by about 9 lacs of people. Balti and Ladakhi between themselves account for nearly 2 lacs of people. Shina is the language of only 50,000 people if the trans-Indus area recently ceded to the British Government is excluded. These various groups of people do not as a rule understand one another's language and the only language which, for historical and educational reasons, is the common language of the State and is understood and spoken by people in various parts of the State, is Urdu which is the medium of instruction in all the boys' schools in the State from the first class upwards. Now Urdu is not, strictly speaking, the mother tongue of a large section of the people residing in the State. But it is fairly closely allied to Dogri, Lahnde and Punjabi and, to a somewhat lesser extent, Pahari and Gojari. In schools attended by boys speaking these languages, the use of Urdu medium does not present any great difficulty to the students. Therefore, so far as education in these areas is concerned there is no other practicable or educationally sound medium of instruction except Urdu, which is a rich and highly developed language and possesses the receptivity which is so essential for a living and progressive language. Moreover, it is the only language which can be said to be a possible medium of common intercourse amongst various linguistic groups. If the State adopted a multiplicity of media, it is likely to encourage disintegrating tendencies and prevent that cultural and political fusion among the various sections of His Highness's subjects which it should be one of the most important aims of education to promote.

The case of Kashmiri, Balti and Ladakhi speaking groups is somewhat different. There is not the same closeness of affinity between these languages and the medium of instruction adopted, and children, particularly in rural areas, who are not conversant enough with Urdu find it difficult to follow lessons given in it during the first few years of their schooling, and their attention is apt to be divided between the subject matter and the difficulty of following the words in which it is conveyed. This naturally results, sometimes, in learning of words by rote without the forma

tion of clear concepts. In the larger cities and towns where there is greater admixture of people speaking different languages and large numbers of visitors speaking Urdu pour in every year, this difficulty is not so pressing. In the rural areas, however, where there are less frequent contacts with outsiders, and the language of the people has not been equally enriched by considerable intermixture with Urdu, Persian and Hindi words, the question of the medium of instruction presents certain difficulties which must be courageously faced and solved. In the case of the Balti and Ladakhi (or Bodhi) languages the situation may be taken to be the same, except that the latter i. e. Bodhi has an entirely different script and there are few common words between it and the other languages.

We shall first deal with the question of Kashmiri. We have given very careful and anxious thought to this problem and the opinions which have been advanced from various sides about it. On the one hand, there is the psychologically sound demand that education, particularly in the primary stages, should be given through the mother tongue which is, obviously, the easiest medium through which children can acquire knowledge and we sympathise with the aspirations of some of Kashmiri speaking people that primary education should be imparted to their children through the Kashmiri Language. But we have also to consider certain other relevant factors - firstly, the openly expressed attachment of the vast majority of Kashmiris to the Urdu language; secondly the far-reaching social and political significance of maintaining a common medium of speech for the various linguistic groups living in the two provinces of the State; thirdly, the feasibility, or otherwise, of changing the medium of instruction in schools from Urdu to Kashmiri or any other language. So far as the first consideration is concerned, we are satisfied that a large majority of the people in the State would not welcome any measures which may adversely affect the position of Urdu in the State, although many thoughtful people, who have given their attention to the problem are anxious that the linguistic handicaps from which children in rural areas suffer when they are taught from the very beginning through Urdu, should be removed. With reference to the second point, we cannot stress too much the importance of checking all disruptive tendencies which might result in dividing different groups from one another and checking the growth of a sense of national solidarity. Even now there is, within the State, an inter-provincial jealousy which has struck us unpleasantly and which sometimes threatens to assume disagreeable forms. We consider it absolutely essential for the good of the State and the peaceful evolution of its cultural life that nothing should be done which would accentuate this tendency which is not unconnected with the language problem. We are strongly

convinced that, even when one or more of the languages within the State become developed enough to serve as media of instruction in schools and it is decided to utilise them for the purpose, it will be necessary to teach the Urdu language effectively to all children, for that alone can serve as a means of intercourse amongst the various linguistic groups in the Jammu and Kashmir provinces and between the people of the State and the rest of India. Then there is the question of the practicability of introducing Kashmiri as the medium of instruction in Kashmir schools. In this connection, we should like to make it clear at the outset that, in our opinion ultimately not only Kashmiri but other undeveloped languages also have the capacity to become effective media of instruction for schools. For, the development of a language is, after all, determined by the standard of intellectual and cultural development attained by the people speaking it and we have no doubt that, as education becomes more wide-spread in the State and the intellectual status of the people as a whole is consequently raised, their languages would become more enriched and in due course, be capable of expressing literary, academic and scientific ideas. In making our proposals in this behalf, therefore, we are fully conscious of the place and the possibilities of this language. But our concrete proposals must take into account the existing conditions and the literature available in the language for the purpose of schooling. Taking these into account, we do not think it is in the interest of the people to recommend the general adoption of Kashmiri as the medium of instruction in all primary schools. For it is not only a question of the provision of a few text books, one or two in each subject for each class, but of providing supplementary reading material and library books which will be all the more necessary, under the new scheme of education. Then there is the further difficulty of dovetailing the medium of instruction in primary classes with that in the secondary schools where Urdu must be retained. If two different media are used in the two stages of education, the transition stage will be attended with great difficulties, and prove to be a set-back in the process of children's education.

We are, however, keenly conscious of the need for making the acquisition of knowledge an easy process for children in the lower classes and therefore, making the following suggestions which, we hope will go a long way to ease their genuine difficulties :-

- i. Teachers should be directed, particularly in rural areas, to give their oral lessons in Kashmiri in the first three classes in order to ensure that children follow clearly whatever they are being taught. Thus their lessons in Geography, Arithmetic, Hygiene etc

will be given in Kashmiri and children will also be encouraged to express themselves freely and easily in it. Technical terms should however, be the same as in Urdu and care should be taken to ensure that this permission does not prejudice the educational progress of the non-Kashmiri speaking children of whom there is a large number in cities and towns. Explanation in Urdu also should be given for their benefit. In order to ensure that children in class IV are able to follow lessons in Urdu, conversational lessons should be included in Urdu teaching and Urdu books of the lower classes.

- II. In order to overcome the difficulty which young children experience when they are struggling through the stage of learning to read and are required simultaneously to learn the meaning of the new words, we suggest that the children's primer and Reader taught in class I should only contain Kashmiri words of every day use or words which are common to Urdu and Kashmiri, of which we understand there is a very large number. This will considerably facilitate the children's progress in the early stages of learning to read.
- III. Moreover, in the Urdu readers prescribed for the first three or four classes, great care should be taken to make the language as simple as possible and to utilise fully those Urdu words which have been adopted in the Kashmiri language. The present Urdu text book in use in Primary schools have struck us as being linguistically too difficult for children, particularly those reading in village schools. Incidentally, their subject matter also appears to be too difficult for them and it is necessary to get Urdu readers prepared with great care.
- IV. We also hope that all those who are generally interested in the development of the Kashmiri language will devote themselves to the production of educational literature of good quality in the Kashmiri language—both for children and adults—and that the Education Department will encourage this cultural service by utilising these books—if they are good enough—for school libraries and for purposes of adult education.

The question of script has also been raised in this connection and some witnesses have suggested the adoption of a policy of two scripts—Persian and Devnagri instead of the one script now in vogue. We have given anxious thought to this problem also and individually discussed it, not only with educationists but with other public men of various communities, belonging to Jammu and Kashmir. Taking all the relevant factors into consideration,

we are definitely of opinion that any measure which tends to divide the people of this State into two water-tight groups, one conversant with the Devnagri script and the other with the Persian script is not only likely to be attended by many administrative and financial difficulties but also prove a great hindrance in the evolution of a common nationhood and the enrichment of the Kashmiri language and literature. For, it would tend to estrange people acquainted with one script from the literary contributions made by people who use the other script and such a division will have the unfortunate effect of tending to divide the Hindus and Muslims into two groups and stand in the way of their fullest cultural intercourse which is desirable from all points of view. If this State—like the U. P. or C. P.—had actually two scripts in general use, we should have accepted the existing situation and recommended the compulsory teaching of both scripts to all the students in schools. But now that there is only one script in use in the State and a great majority of people are attached to it, the introduction of the controversy of a second script will be a distinct disservice to the cause of national solidarity. We are so strongly convinced of the need for teaching a common script to all the citizens of the State that, if all the people could agree to the adoption of any other script—say Hindi or Roman—and such a measure were feasible, we should consider that preferable to the alternative of educating the new generation in such a way that some of them would be unable to read the thoughts and writings of others. And, of course, the administrative and other difficulties involved in introducing two scripts in schools—when there is one court language and script which is in use in the offices, the law courts and everywhere else—are too patent to require elucidation.

There is, however, another allied question which is often—wrongly, we think—confused with this matter of the script. There is a demand on the part of certain sections of the Hindu community that Hindu boys should have facilities for the study of Hindi as it is closely related to their religious literature and culture. We consider the demand to be quite justified and recommend that wherever possible, facilities should be provided for Hindu students who desire to learn the Hindi language as an additional subject from the 3rd class upwards. But, side by side with the learning of this additional language, it will be compulsory for all students in schools to take up Urdu in order to be able to discharge effectively their duties of common citizenship in a common state.

What we have said about the Kashmiri language applies also to the Balti language and the same facilities should be given to children of primary classes in Balti speaking area as we have proposed for Kashmiri children. In the case of Bodhi speaking people—they number a little over 40,000—who have an

entirely different language and culture, we suggest that their primary education should be conducted in the Bodhi language and script, Urdu being taught as a compulsory second language from class III upwards. Any consequential changes which may be necessary in the standard of their Urdu courses in the light of this recommendation should be made by the Department.

EDUCATION OF GIRLS.

The Committee considered very carefully the position and problems of the education of girls in the State in consultation with Miss S. W. Shaw, Officiating Chief Inspectress of Girls Schools who had been specially coopted on the committee, for this purpose. The Committee examined the figures of the total number of schools the enrolment of students, the expenditure and the number and qualifications of teachers in service. It also considered the existing facilities for the training of teachers and the implications of this situation for the quality of teaching imparted in schools. The position as revealed in consequence of this survey of existing conditions appears to the committee to be extremely unsatisfactory and depressing, and requires the adoption of immediate and drastic measures to quicken the pace of educational expansion and improve the quality of instruction provided in schools. The committee heartily endorses the view expressed by the Hartog Committee that in all schemes of future expansion, priority must be given to the question of girls' education and this recommendation appears to be particularly applicable to this State where unfortunately 99.5% of the women are illiterate. It is obvious that no educational scheme for the betterment and expansion of children's education can be effective or successful, so long as practically all the mothers continue to be illiterate and consequently unappreciative of the advantages of education. Nor can we expect education to become an instrument for raising the cultural status of the homes and permeating into the life of the people, so long as it continues to ignore the problem of the education of girls.

EXPANSION OF TRAINING FACILITIES :—

We, therefore, recommend that as a first step in this direction, increased facilities should be provided for the training of women teachers. At present only about 16 teachers are trained every year in the J. V. class in both the provinces. This number is entirely inadequate to meet the needs of the situation, particularly because a majority of the teachers in service have very poor academic qualifications and it has been represented to us that in the case of some of them it is doubtful if they possess even the bare minimum of literacy. In order to persuade a large number of teachers in service and outside candidates to take advantage of the extra facilities proposed and to make training effective it will be necessary to fulfil the following conditions :—

I. Additional staff, properly qualified, should immediately

be given to each of the two Training Departments in Jammu and Srinagar in order to make it possible for teachers to derive some advantage from the training received. In the opinion of the Committee, the minimum qualification for the teachers on the staff of the Training Department should be the passing of the Matriculation or one of the Proficiency examinations followed by adequate training in the S. V. class.

- II. Arrangements should be made for training 25 teachers in each province annually, in order to meet the needs of educational expansion that we have recommended below. The teachers of aided schools should be eligible to join without payment of tuition fees.
- III. The provision for scholarships should be liberally increased and, in this connection, we suggest that 15 scholarships of Rs. 10/- per month should be provided for each province.
- IV. A Hostel should be attached to each Training Department and all girls under training should be required to reside in it. The Hostel should be provided with necessary furniture and other requisites and no fees should be charged for residence in it. The Hostel should be in the charge of a resident-warden who should be paid an allowance of Rs. 15/- per month.

The Committee also examined the position with regard to the S. V. training, as it exists at present. During the last four years, 9 girls have been deputed to the Ferozpur Training School for the S. V. training and the total cost of their two years' training to the State works out at about Rs. 1370 per student. We are of opinion that without incurring a proportionately greater total expenditure, it would be possible to train a much larger number of teachers, if the S. V. class is opened in the State. We give the details of expenditure which will have to be incurred for opening the S. V. class in Appendix G which shows that the cost of two years' training, per teacher would in this case, be about Rs. 1,500/- instead of Rs. 1,400/- as at present.

In the opinion of Committee, the minimum qualification for admission to the J. V. class should be the passing of the middle school examination and for the S. V. class, the passing of the matriculation examination, provided it shall be open to the department, in special cases, to admit experienced middle passed J. V.'s in the service of the department to S. V. class. In their case also the condition of passing in the vernacular should be enforced as recommended in the case of men.

EXPANSION OF EDUCATIONAL FACILITIES :

The Committee is of opinion that the present rate of expansion, namely, the opening of 2 middle schools and 6 primary

schools, in each province, is entirely inadequate to meet the pressing needs of the existing situation. We, therefore, recommend that 20 primary schools and 4 middle schools should be opened every year in each province. We are aware that even this provision is far too meagre to cope with the immense problem of the illiteracy of women in the State. But we have made a reasonable and somewhat conservative recommendation because we are of opinion that the provision of educational facilities in the case of women should not out-pace the demand for it. We have also been informed that, in some cases, attendance in existing schools is very thin and that people in certain areas have not shown sufficient keenness to avail themselves of the facilities provided. This is a problem which must be seriously tackled by the Girls' Education Department, both by its own efforts and by securing the cooperation of other departments, like the Revenue, the Cooperative and the Rural Development Departments. We would suggest that the Government should, for this purpose, adopt measures, similar to those which are being successfully tried by the Punjab Government which has appointed local committees consisting of local Revenue officials and other village functionaries, for the purpose of carrying out educational propaganda to increase the number of students (boys and girls) reading in schools. We expect that if the higher officials of these departments take keen personal interest in the matter, and suitably commend or censure their subordinate officials, according as they do or do not take part in this propaganda-work, it will be possible to give a great stimulus to the movement for the extension of primary education in backward areas, both amongst girls and boys.

As a further method of attracting a larger number of girls to schools, who are often reluctant or unable to join them without scholarships, we are of opinion that it is necessary to increase the provision made for the award of scholarships to girl students. The actual amount to be sanctioned for scholarships should, however be determined after examining in detail the requirements of each province. It should also be permissible for the department to transfer scholarships from one school to another and from one class to another, in order to extend the benefit of these scholarships as much as possible, and to avoid the lapse of funds which occurs at present, on account of the inadmissibility of such transfers. Moreover, in certain cases, it should be open to the Headmistresses with the permission of the Inspectress, to split up the sanctioned scholarships in order to enable a larger number of girls to avail themselves of monetary help. Further, we recommend that in the award of these scholarships, it should be permissible for the Inspectress in the case of primary and middle schools, and the Headmistress in the case of high schools, to

waive aside the present restriction of awarding scholarships only to those girls who have passed in all the subjects in the annual examination, if, by so doing, some poorer girls are able to benefit from these scholarships. It has also been brought to our notice, in this connection, that scholarships awarded on merit are often annexed by well-to-do girls who pass the examination creditably. In view of the conditions that prevail in the State, we are definitely of opinion that in such cases "Certificates of Merit" should be awarded to these girls and their scholarships should be transferred to poorer girls who have done well enough in the examinations, even though they may not have secured higher marks than their more well-to-do class-fellows. This recommendation is also worth considering in the case of the boys' schools.

The work of educational propaganda, as well as that of supervision, suffers badly at present because the inspecting staff available for the purpose is very inadequate and on the whole, not well qualified. The entire inspection staff on the side of the girls' education consists of the Chief Inspectress and two provincial Inspectresses whose jurisdiction is so large that, although the number of schools is not very large, it is very difficult for them to inspect annually all the schools under them. We are of opinion that it is urgently necessary to increase the number of Inspecting officers and to begin with, as a measure of immediate relief, one more Inspectress should be appointed for each province. It should be their duty, not only to visit the schools more frequently but also to adopt all possible steps to increase the general efficiency of the teachers working under them. As we have pointed out above, in the case of many teachers, their academic knowledge as well as professional efficiency is extremely unsatisfactory and inadequate, and it is necessary that the Inspectress, who should be adequately qualified, be charged with the duty of conducting Refresher - courses for their benefit and in other ways helping them to improve their professional efficiency. Another suggestion which may be tried in this connection, is the establishment of a central library which should be attached to the office of the Chief Inspectress and from which books of educational and general interest might be sent out to the teachers working in mofussil schools, all over the State.

WASTAGE IN SCHOOLS.

We have been greatly concerned to note that there is a great deal of wastage in girls' educational schools due to the fact that a large majority of girls do not carry on their education to the 5th class by which time they may be reasonably expected to achieve permanent literacy. In order to minimise this wastage and check the present lapse into illiteracy, we recommend that financial provision should be made for

the distribution of free-books in the 4th and 5th classes of the Primary schools and we are inclined to think that this attraction will result in retaining a much larger number of girls in the upper classes of the schools. We expect that the total cost of this proposal will not exceed Rs. 10,000/- per annum. We have also been informed that there is no provision for the supply of free books to the genuinely poor girls reading in primary or secondary schools. It will be necessary to make some provision for these girls also, similar to the provision that has already been sanctioned for boys reading in compulsory schools.

SYLLABUS.

We recommend that the Department should undertake a careful scrutiny of the existing syllabus and courses for girls schools and overhaul them with the object of making them more suitable and congenial for the present interests and the future occupations and responsibility of the girls. There is no reason whatever why the education of girls should be made unreal, mechanical and stultified under the domination of the examination system. We have much greater latitude in their case and the external circumstances are not so pressing or forbidding as they have been in the case of boys. We therefore suggest that a representative and well informed committee should be appointed for reorganizing the contents of the syllabus of girls' education.

SCHOOL BUILDINGS:-

The Committee was informed that the accommodation available for the girls' schools, particularly in the rural areas is generally very unsatisfactory, the schools being mostly housed in unsuitable rented buildings. The committee is of opinion that the Government should undertake a scheme for the gradual construction of buildings for girls' schools which should provide accommodation for the classes as well as suitable accommodation for the residence of the teacher-in-charge. We recommend that the Government should construct 15 school buildings every year at a moderate cost and we anticipate that if this recommendation is carried out, it will be possible, in the course of the next 10 years, to provide Government buildings for the existing primary schools which number about 150. This recommendation is made with a view to securing reasonable conditions of work for the students and the teachers, the latter being greatly handicapped on account of their inability to find suitable accommodation in the rural areas.

PARENTAL COOPERATION.

In the opinion of the Committee it is desirable that opportunities should be provided for bringing the mothers of the girl students and other women of the locality into touch with the work of the schools. The committee, therefore, suggest

that occasional functions should be arranged—in school time if necessary—to which they may be invited, and on such occasions talks should be given on useful subjects likely to be of interest to the visitors and an exhibition of the work done by girls should be organised. This will give the ladies coming from outside a better understanding of, and greater interest in, the work of the school and it would incidently form a modest beginning for the inauguration of adult education work amongst women.

MEDICAL HELP.

The Commiettee recommends that wherever lady doctors are available in cities or towns or touring lady doctors are available in rural areas, it should be their duty to conduct medical examination of the girls reading in schools within their jurisdiction and to deal with cases that require medical attention.

CHAPTER VIII.

DIRECTION AND INSPECTION OFFICES.

There is a general, and perhaps inevitable tendency, in all government departments under present conditions, for the clerical and "File" work to increase rapidly with the result that responsible officials are over-burdened with clerical work and unable to attend as much to their real work as they should. The Department of Education is no-exception to this rule and on inquiry we found that work in the Direction office as well as Inspection offices has been suffering on this account. The present establishment of the Direction office was sanctioned in 1989 when the scope of its activities was comparatively limited and there were only 1096 schools under it against 1246 today. Now that its work has greatly expanded and further developments are under contemplation which will throw increased responsibility on the Director of Education as well as Inspecting officers, it is necessary that their establishments should be adequately strengthened. In order to relieve the Director from the purely routine work and enable him to devote greater attention to the work of guidance and supervision we consider it absolutely necessary that he should be given a competent Personal Assistant who should be a Gazetted officer and should be duly qualified, not only to deal with office routine but also to help the Director in working out details of educational schemes and proposals. Secondly we consider the present strength of the clerical staff in the Direction office to be very inadequate and we find that Directors have been pressing this point in the past also. In Appendix H we give our detailed recommendations in this behalf, showing their financial implications.

In our survey we have pointed out how the work of inspection and supervision suffers because of various geographical and personnel difficulties. While the former are, on the whole, beyond our control, measures should be taken without delay to strengthen

the Inspection staff and give them adequate clerical assistance with a view to releasing them from the excessive attention to details of office routine, which takes up too much of their time and energy, and enabling them to devote more of their time and attention to the work of guidance and supervision. As a result of the recommendations made in our Interim Report we were glad to find that the Government has accepted our view in the matter and made some provision for the strengthening of the Direction and Inspection offices in this year's budget. We warmly welcome this move but we feel that the relief given to the offices of the Inspectors of Schools is not adequate and we hope that this question will be sympathetically considered by the Government, when these proposals are scrutinised. We consider this all the more necessary because at present some of the Inspecting officers are unable to carry on the prescribed amount of touring and inspection work for want of time. We give in Appendix 6 our detailed recommendations for the increase in the establishment of the Inspecting officers.

In order to lay down a reasonable policy for the future in this connection, we recommend that every year, with the opening of 100 new schools, the post of an Assistant Inspector of Schools should be created and, whenever the number of schools in the jurisdiction of an Assistant Inspector exceeds 100, an Asstt. District Inspector should be given to him who should be an experienced and otherwise suitable trained graduate. The latter suggestion would require the provision of the posts of Asstt. Distt. Inspectors in all the Divisions.

We also wish to emphasise the fact that the Inspecting officers should at this crucial point in the history of educational development in the State, learn to take a new and more helpful and responsible view of their work and duties. In educationally advanced countries, the Inspector is no longer looked upon as merely a critic or a fault-finder but as a friend, counsellor and guide of the teachers working under him. He is generally a better educated and more experienced person who goes from school to school, collecting impressions and experiences and helping to transmit the most significant and useful of them from one school to another. We expect our inspecting officers to approach their work in this spirit and to address themselves to the task of improving not only the teachers' professional efficiency but also their social status and their sense of self-respect, in so far as it lies in their power. Their visits to schools should not be looked upon as annual "visitations" the safe termination of which is a matter for thankfulness, but as welcome opportunities which honest and sincere teachers may utilise to add to their knowledge, and learn what is being done elsewhere by their colleagues. The Inspecting officers will also have to keep themselves more upto date in their knowledge

of educational methods and technique, if they are to guide successfully the work of teachers on the new lines and to conduct properly the Refresher courses which it will be a regular and important part of their duty to do. We expect them and appeal to them to play their part efficiently and earnestly in the educational programme to be worked out in the near future.

We also suggest that it would be extremely helpful and stimulating if the Director of Education calls an Annual conference of all Inspecting officers—province-wise or for the whole State at which the work of the preceding year may be reviewed and plans drawn up for the coming year. Such personal contacts and discussions can be of immense benefit to all concerned and they will enable the Direction office to keep in close touch with the progress of educational schemes.

FINANCIAL IMPLICATIONS OF BASIC EDUCATION.

The programme of future expansion of basic education that we have drawn up in our report envisages a ten years' scheme, beginning with Baisakh 1997, and provides for the opening of one hundred new schools every year. This will provide at the end of the period of ten years, a school for every village having a population of over 500 persons. This will be followed by the next 15 years' programme designed to bring similar facilities within reach of all villages with a population of 200 or more. As this is the biggest and the most expensive part of our programme, it seems necessary to work out its approximate financial implications which will, of course, be spread over a number of years as proposed.

The basic schools of seven classes when fully developed should have a staff of at least five teachers including craft teachers. This will include a headmaster (a trained graduate) in the grade of Rs. 55-2-75, two teachers in the grade of 35-2-55 and two other teachers in the grade of 20-1½-35. This scale of salaries is by no means extravagant in view of the efficiency on the part of teachers, demanded by the new type of education, and the fact that these schools will give education which, barring English and Classical languages, will not be much below the standard of the present high schools in academic subjects and superior to it in others.

The schools will not, however, spring up full-fledged but gradually grow to their full status, and will not require, at the outset, the full complement of the staff shown above. It is anticipated that the schools will start with the two lowest classes in the first year, and go on adding a class in each subsequent year till at the end of six years full fledged seven class basic schools will come into being.

In the first year when there are only two classes in the school one teacher in the grade of 20-1½-35 will be provided. In the second year, i. e. for three classes another

teacher in the grade of 35-2-55 will be added. In the third year i. e. for 4 classes, a third teacher in the grade of 20-1½-35 will be necessary. No addition in staff will be necessary in the fourth year when the school will have five classes. In the fifth year the school will start the 6th class and it will then require the services of the headmaster in the grade of Rs. 55-2-75. In the 6th year the school will develop to its full size i. e. have seven classes and it is suggested that another teacher in the grade of Rs. 35-2-55 should then be added.

On this basis, the minimum salary budget of a full basic school in the 6th year following the inauguration of the scheme works out as follows :-

One post at Rs. 55/-	in the grade of 55- 2-75	660
Two post at Rs. 35/-	" " 35- 2-55	840
Two posts at Rs. 20/-	" " 20-1½-35	480
Total ...		1980 Per annum.

But as all the posts will be on a time-scale it is necessary to calculate the average expense which in such cases, is usually calculated at the minimum plus 2/3 of the difference between maximum and minimum scales. On this basis the average cost on the staff of each basic school will be as follows :-

One post at Rs. 69/-	in the grade of 55- 2-75	828
Two posts at Rs. 49/-	" " 35- 2-55	1176
Two posts at Rs. 30/-	" " 20-1½-35	720
Total ...		2724 P.A.

It is also proposed to convert gradually the present primary schools into schools of the new basic type. Such conversion implies the addition of two more classes to the usual five class primary schools existing at present and a strengthening of the staff in conformity with the scale proposed above. The present staff of the primary school is confined to one and occasionally to two teachers in the grade of 20-1-25 or 20-1½-35. The average cost of converting each primary schools into a basic school by adding three or four teachers will be as follows :-

One post at Rs. 69/-	in the grade 55- 2-75	828
Two posts at Rs. 49/-	in the grade of 35- 2-55	1176
One post at Rs. 30/-	in the grade of 20-1½-35	360
Total ...		2364 Per annum.

As in some cases, the schools will have two or more

teachers the average increase in salaries may be taken as about 2,000/- p. a. In the building programme mentioned elsewhere in the report, it has been estimated that each basic school building will cost Rs. 1,000. Of this Rs. 500/- will be required when the school is started and the balance after two years when two more classes have been added and the number of students increased. In estimating the cost at this low figure, it has been assumed that facilities will be afforded by the Forest Department in the form of free timber and that the villagers can be persuaded to provide free or cheap labour and other facilities in order to show their keenness for the opening of a Government school in their villages.

In these basic schools it is contemplated that education will be imparted generally through three basic crafts—agriculture, spinning and weaving, and woodwork. It will, therefore, be necessary to provide craft requisites for the schools.

In regard to the first craft—agriculture—each school will require about 5 acres of arable land. This will have to be acquired by the Government and suitable compensation awarded to the owners. It will not be right to acquire waste land, where available, for the purpose, for such land is presumably unfit for agriculture and school boys cannot make it cultivable. The cost of land will, of course, vary from place to place. In addition to this, agricultural implements, plough animals, seeds and manure will cost about Rs. 450. Later contingencies and replacements will be met out of the proceeds of the farm.

Spinning and weaving will require taklies, carding instruments, looms and other requisites as also the initial outlay for raw material. This is calculated at Rs. 200 per school.

Wood work will also similarly require tools and implements as well as timber. The approximate cost of these may be put down at Rs. 900.

These crafts are not intended to be taught on a rigidly commercial basis. Their primary *raison d'être* is the rich possibilities inherent in them for imparting effective and real education and adjusting children to their actual environment. We do not therefore, propose to emphasize remunerative aspect of craft work and it would be premature to say how much it will yield when the basic schools have begun to function properly and effectively. But it is equally true that if craft teaching is properly organised, not looked upon as an idle relaxation, and the boys acquire the real discipline of work, it must result in the production of useful articles which are marketable and must yield some income. We are of opinion that this should be spent either on the development of crafts or the general equipment of schools, or in the interests of the boys reading in the school. The produce from farms may, for example, be utilised in giving the underfed children their midday meal, the

cloth woven may partly be used for purchasing implements and raw materials and partly for clothing the large numbers of children in schools who are neither adequately clothed nor can afford to keep clean because they have no clothes to change; the wood work section will prepare all kinds of furniture and other implements required in the schools, and attend to minor repairs of the school building. In addition to this, the craft learnt in the school can be utilised for community service-repairs of village buildings, helping the farmers, and constructing objects of common utility for the village. Ultimately, the work of each school will be assessed in terms of the welfare work done by it in an organised way according to the conditions and requirements of the locality in which the school is functioning. We are thinking in this connection of the first few years of the experiment but we anticipate that, when full seven year schools have come into being, and they are staffed with properly trained teachers, craft work in schools will become more remunerative and it may be possible to meet part of the increasing expenses on education from this source.

Another item of expenditure in these schools would be the provision of the furniture, general equipment, science apparatus and books. Now the provision of these articles is absolutely necessary if the schools are to function at all satisfactorily and most of the existing schools are hopelessly backward in this respect. If these requisites were purchased from the market in the ordinary way, they will involve very considerable expenditure. In order to economise expenditure and to organize work rationally, we are of opinion that our technical schools and later the other schools also should vigorously cooperate in a movement of self help and articles like benches, chairs, tables, blackboards, chalk, ink etc. could be made according to carefully standardised specimens by them. Likewise simple science apparatus, agriculture and weaving apparatus could also in due course be prepared by them under expert guidance. In the matter of the preparation of books and supplementary reading material which is needed for all schools, the Department should undertake to get suitable material prepared by teachers, inspecting officers and others, and the Government should undertake to print it for the use of the schools at cost price. In this way if there is a concerted attempt, it will be possible to equip the schools without incurring prohibitive expenditure.

CONTRACT BUDGET.

The committee has noted the fact that considerable lapses of educational grants occur every year which, if available, could be used for initiating new measures of educational organisation. The following table gives an idea of the lapses that have occurred during the last five years.

Year.	Estimates.	Actuals.	Lapses.
1989-90	Rs. 17,53,000	Rs. 16,09,970	Rs. 1,43,030
1990-91	Rs. 17,68,000	Rs. 15,81,839	Rs. 1,86,161
1991-92	Rs. 16,70,000	Rs. 15,86,316	Rs. 83,664
1992-93	Rs. 17,93,000	Rs. 16,67,229	Rs. 1,25,771
1993-94	Rs. 18,93,000	Rs. 17,53,284	Rs. 1,39,716

The Committee therefore, recommends that the budget for education may be placed on a contract basis so as to enable the department to utilise the savings of one year in the next year. In this way if the total grant for the education budget, say for the next ten years, is determined beforehand, the Department can plan out its programme of expansion and development in a systematic manner and make the best use of the money placed at its disposal.

MISCELLANEOUS.

In this chapter, we propose to formulate our recommendations about certain important topics, which have not found place in the preceding chapters. We have included them in this final chapter, not because they are less significant than the topics we have already discussed, but because they do not require full and separate chapters to be assigned to them.

1. MEDICAL EXAMINATION.

In connection with the problem of the health we have been reliably informed that there has been, during the last few decades, a deterioration in the health of school children and consequently, in that of the older generations also, and we consider it absolutely essential for the general welfare of the people and for the effective success of our educational programme that measures should be devised to improve children's health in schools. We are of opinion that this deterioration must be ascribed primarily to the lack of adequate nourishment and want of proper medical supervision and treatment. In some cases, absence of the facilities for physical training is also responsible for the poorly developed physique of school children. It is, therefore, necessary that suitable preventive and remedial measures should be adopted, as early as possible, to safeguard the health of the students. We welcome the move that has been recently made of appointing doctors and establishing dispensaries in the two colleges. But we would like to stress the point that medical supervision is even more important in the case of younger children reading in schools. We are of opinion that ultimately arrangements will have to be made for the periodical medical inspection and treatment of all children but as an immediate beginning, we suggest the adoption of the following measures, which we consider practicable from the financial and administrative point of view:

- I. Wherever Refresher course for teachers, suggested in our Report, are organized, the cooperation of the local medical authorities should be obtained invariably, in order to train school teachers to record systematically the various physical measurements which give an indication of the general health of the students. They should also be taught how to detect ordinary physical defects and common diseases and to adopt simple precautions in connection with them. It would be advisable for the Medical Department to consider this problem as a whole and lay down the general lines to be followed by local medical officers in giving the requisite training.
- II. In bigger cities where the number of students justifies this measure, special dispensaries should be opened for school children, in order to deal with all such cases as are either detected by the medical officers or are reported to them by the school authorities.
- III. Special instructions should be issued to the Touring Dispensaries situated in the rural areas to look after the health of school children and conduct their medical examination, so far as possible with their present resources.
- IV. In the towns where adequate medical arrangements are in existence, it should be the duty of the medical officers to arrange for the medical inspection of school children within their jurisdiction.
- V. The Medical Department should be instructed to include in their annual Report a special section showing what has been done in the way of medical examination and treatment of school children, during the year under review.
- VI. The Government should consider practicable ways and means of providing some midday refreshment for poorer children who may need it, because we are aware that the educational progress of many poor children—in this as in other countries—is greatly handicapped, because of the lack of suitable and sufficient diet. We would also recommend that later, when our scheme of basic education is in full working order, part of the proceeds of children's work should be specifically devoted to the object of providing midday meal for children.

We are of opinion that the service of college doctors, whose appointment has been sanctioned, should be utilised during the long vacation for conducting medical examination of as many schools as possible. This could be easily arranged by the Srinagar doctor working in Jammu during the winter

vacation and the Jammu doctor working in Kashmir during the summer vacation. We further suggest that our proposals contained in this section should be referred to the Medical Department with the request that it should work out their financial implications and other necessary details, and take the requisite steps to implement these proposals.

II. PHYSICAL EDUCATION.

Closely allied with the question of medical inspection is that of physical education which is a vital condition for health. We are glad to find that mass drill and outdoor scout activities, team games and competitive sports are fairly common in schools and in some places they are quite effectively organised. We feel, however, that these should be supplemented by regular physical education, supervised so far as possible by qualified men. We therefore, recommend that while teachers actually working in schools should be made responsible for the general physical health and development of children in their charge, provision should be made for trained and qualified physical instructors to give expert advice and guidance to teachers in this work which really requires an intelligent understanding of the laws of children's physical growth. For this purpose we recommend the appointment of one qualified physical instructor for each of the ten divisions into which the State is divided for educational administration. They will supervise, coordinate, and try to improve the work of the general teachers in this direction and also help in scouting, excursions and other physical activities.

III. MANUAL WORK WEEK.

It is a well known fact that in the State, as is the rest of the country, educated youngmen are apt to develop an aversion to manual work and to hanker only after the clerical or other "white collar" professions. Socially, morally, economically,—in fact, from all points of view—we consider this to be a vicious and reprehensible mentality and are anxious that it should be completely eradicated. The emphasis which our new scheme of education lays on crafts and practical work is intended, amongst other things, to foster the right attitude towards manual work. In order to stress the idea of the dignity of labour and to give manual work its proper status in the social structure, we recommend further the celebration every year of a manual work or labour Week in all schools. During this period, which may extend to a fortnight in the secondary schools, all the teachers and students should devote themselves to some kind of manual work required in the school, or in the form of rendering service to the local community in accordance with a carefully considered plan drawn up before-hand. A record of all the constructive work done during this period should be neatly maintained and submitted at an annual function to which the public may be invited. The schools may be given a small contingency grant

at the start in order to meet the initial cost of organising the work, but it should be the aim of every school to make it *not only educationally useful but also remunerative*. This is easily possible if, for example, the students carry out much of the annual repairs of the school building and the furniture themselves and the amount sanctioned for the purpose is made over to them. We are convinced that, if such "Labour Week" are rightly organized, they can vitalise the entire work of the school and give the students a new social and intellectual orientation.

IV. SCHOOL OF ORIENTAL LEARNING.

The Government at present maintains two pathshalas, one in each province, which are attached to Government High schools and where students are prepared for the various Sanskrit Examinations of the Punjab University. But there is no corresponding Government Institution in the State, in order to prepare students for Arabic and Persian Examinations. In view of the large number of Muslims in the Kāshmir province, and their attachment to and demand for oriental learning, we recommend that a well equipped school of oriental learning should be established in Srinagar where students would be prepared for Proficiency examinations in Arabic and Persian. This school will in course of time, become the recruiting ground for teachers of Arabic and Persian in the Middle and High schools and possibly also for the teachers of theology.

V. RELIGIOUS EDUCATION.

It was brought to the notice of the Committee, in the course of evidence given by certain witnesses, that there is an insistent demand for the provision of religious education in schools, particularly among the Muslims, and that if adequate arrangements were made for this purpose, the enrolment of students, both boys and girls, would increase considerably. This position is understandable, because religion has always played a dominant role in the life of the Indian people and education has always been closely allied to it. The various committees and commissions that have, from time to time, considered the problem of Indian education have also recognised the force of this demand. The present position is that a number of Urdu teachers (formerly designated Arabic teachers) are appointed every year with the object of teaching Urdu and providing religious instruction to Muslim students, and a number of Hindi, Gurmukhi and Bodhi teachers are similarly appointed for the teaching of Hindi, Gurmukhi and Bodhi to Hindus, Sikhs, and Bodhs. But it was represented to us, and we have no reason to disagree with the view, that, the religious education actually imparted in schools is very ineffective. The committee, therefore, feels that steps should be taken to provide religious education of a more effective nature for all those who make a demand for it. As a first step,

therefore, the Committee recommends that the Government should appoint committees consisting of members of the different communities - both educationists and people well-versed in religion - for revising the existing curricula of religious instruction or drawing up new curricula as the case may be, with the object of improving the present system of religious instruction. When these curricula have been prepared, books should be invited according to the criteria drawn up. The committee may also be requested to suggest other ways and means for making religious education more effective and better suited to the needs of the times, and for equipping teachers incharge of this work for the efficient discharge of their duties.

It should be the duty of Urdu, Hindi and Bodhi teachers, wherever they are appointed, to impart religious education if it is desired by the community concerned. But where such teachers are not available, one of the general teachers, who is considered to be personally qualified for this work, should be entrusted with the task of giving this instruction to his own co-religionists, on the basis of books prescribed for the purpose. The demand for religious education is particularly strong in the case of girls' schools mainly attended by Muslim girls. We, therefore suggest that in their case a special provision would be made for appointing teachers who may be qualified to teach the Holy Koran and impart necessary religious instruction.

We should like, in this connection, to stress the fact that a proper religious education is not merely a function of academic instruction given in schools, but depends far more on the spirit and the attitude of the teachers, and on the way in which the entire programme and social relationships of teachers and pupils are organised. We would, therefore commend this point to the attention of all those who are interested in the provision of proper education for children, and suggest to them that the values and ideals implicit in religious education should be translated into concrete terms in the everyday life and activity of children who are being educated in schools.

VI. SELECTION OF TEXT BOOKS.

At present there is a Text-Book Committee which selects books for being prescribed in schools. The printing and publishing of these is the concern of the authors or the publishers and the Text-book Committee only fixes the price in accordance with a sanctioned schedule. But we are not convinced that this is the best method and we are afraid that, here as elsewhere, it leaves considerable loopholes for corruption and canvassing on the part of the publishers which takes devious forms. Moreover, since the new scheme of education would require books written on new lines, not only as to subject matter but also as to the method of presentation, it is necessary

that a more suitable technique for the preparation of books should be adopted. We have considered various aspects of this problem and we suggest that the new syllabus and detailed criteria should be published, giving all necessary instructions as to lines on which books are to be written, and authors should be invited to submit manuscripts. These manuscripts should be carefully reviewed by competent and independent reviewers whose names need not be made public, and after these reviews have been considered by the Text-Book Committee, the authors of the accepted manuscripts should be paid a lumpsum together with some suitable royalty, and publication arranged on suitable terms either through approved publishers or directly by the Government. The amount paid to the authors will be ultimately recovered from the publishers or the sales and the method suggested will eliminate considerably the unhealthy rivalry of publishers which often makes proper selection difficult.

SCHOOL OF ARTS AND CRAFTS.

The committee is of opinion that the Government should consider the desirability of establishing a school of Arts and Crafts in each province which may not only provide higher training in these subjects for teachers working in the Basic schools, but also serve as a centre of inspiration for the people of the State and help to raise their standard of work and craftsmanship. It would be desirable also to have a Museum of Arts and Crafts attached to the school, where the best specimens of work done, whether in the schools or outside, as well as the best available specimens of old arts and crafts, should be exhibited for the inspiration and guidance of teachers, students and craft men. The Government might consider the possibility of remodelling the present institutes at Jammu and Srinagar with this object in view.

VIII. EDUCATIONAL JOURNAL.

The Committee is of opinion that in order to keep the teachers and Inspecting officers in the Department, as well as the public, in touch with the progress and development of the work of educational reorganisation, as also to improve the professional efficiency of the teachers working in primary and secondary schools, it is extremely desirable that a monthly educational journal should be published under the auspices of the Department. This Journal should include all the bulletins and instructions published by the Department from time to time in connection with school education and adult education and contain accounts of educational experiments carried out in the State or outside, and articles on subjects of general and professional interest to teachers. Such a journal would be particularly useful for teachers in rural areas where there are at present hardly any means of coming into contact with new

educational ideas and developments. We expect that with a recurring grant of Rs. 500/- per annum, it will be possible to bring out this journal and to make it an instrument for the improvement of the teachers' professional efficiency and a clearing-house of educational ideas.

IX. CENTRAL LIBRARY OF EDUCATIONAL LITERATURE.

The Committee recommends that a central Library of Educational Literature for teachers and inspecting officers should be established in each of the two provinces from which teachers all over the province should be eligible to borrow books. At present there are two public Libraries in the State, but they contain neither enough books nor the right kind of books for the use of teachers, and the Assistant Inspectors' libraries which we have recommended elsewhere, would not serve the purpose of these central libraries, because they i. e. the former would mainly include books likely to be helpful in conducting short Refresher courses, for teachers.

X. TECHNICAL EDUCATION.

The subject of Technical Education was not specifically included in our terms of reference, nor did we get sufficient opportunity to examine the working of the technical schools. But, in view of the close connection which we have postulated between general and technical education, it seems necessary to refer to this subject in passing although we speak with a certain measure of hesitation for lack of sufficient first hand knowledge. We think it will be necessary for the State later to appoint a small competent committee to examine the entire question and make recommendations for the improvement of the work of these schools. We can only make a brief survey of the existing position and offer certain suggestions that appear to us to be useful.

As we have already pointed out there is no teaching of crafts or any form of productive work in the ordinary schools anywhere. There are, however, eight technical schools in the State—two in the cities of Jammu and Srinagar and the others in Baramulla and Anantnag in the Kashmir Province and Samba, Mirpur, Bhadarwah and Kishtwar in the Jammu Province.

The following table shows the total number of students in each technical school:—

Srinagar.	142
Jammu.	49
Bhadarwah.	22
Kishtwar.	37
Samba.	31
Mirpur.	47
Baramulla.	51
Anantnag.	23
Total...	402

Each of the schools conducts a number of courses which

are usually of three years' duration and to which literate students are, as a rule, admissible. Illiterates are, as a rule, taken in the preparatory class and have to put in a year longer.

The following table shows the courses and the number of students in the different classes of each course in these institutions.

	BHADARWAH.	Preparatory.	1st.	2nd.	3rd.	Total.
1. Carpentry	...	3	2	2	1	8
2. Dyeing & Weaving	...	2	3	2	3	10
3. Smithy	...	3	...	...	1	4
KISHTWAR.						
1. Carpentry	...	4	6	5	5	20
2. Dyeing & Weaving	...	5	5	4	3	17
SAMBA.						
1. Calico Printing	...	6	5	3	...	14
2. Dyeing & Weaving	...	4	7	4	2	17
ANANTNAG.						
1. Willow Works	6	3	3	12
2. Weaving, Dyeing & Calico	5	2	4	11
MIRPUR.						
1. Carpentry	...	8	11	6	2	27
2. Weaving	...	2	3	2	...	7
3. Utensil making	...	3	7	2	1	13
JAMMU.						
1. Drawing & Painting	7	4	5	16
2. Carpentry	5	2	1	8
3. Weaving	3	1	4	8
4. Toy making	1	1	1	3
5. Pottery	3	1	1	5
6. Smithy	5	2	2	9
BARAMULLA.						
1. Carpentry	...	15	6	4	3	28
2. Embroidery	...	11	5	4	3	23
SRINAGAR.						
1. Painting & Decorating (Boys' Section)	18	5	5	28
2. Painting & Decorating (Girls' Section)	25	15	...	40
3. Basket making	9	5	1	15
4. Carpentry	6	2	3	11
5. Smithy	13	3	4	20
6. Dyeing	2	2	8	12
7. Building	1	3	4
8. Special students	12

The emolument of students, the record of old students who received training in these schools as well as the impression that we gathered by discussing the matter with many people

show that the schools are neither popular nor have they played their expected role in the development of crafts and cottage industries in the State. Their alumni too have been either hankering after services or suffering from unemployment. Very few of them have shown the capacity to set up successful independent business of their own. This is a situation which requires careful consideration. We are anxious to utilise these institutions to better purpose and suggest that most of these institutions may, in course of time, be remodelled and reorganised so as to fit into our scheme of education as vocational secondary schools of different kinds. As at present circumstanced, it cannot be said they have succeeded to any appreciable extent in diverting youngmen to the pursuit of independent occupations or crafts. We are of opinion that when the detailed scheme of diversified types of secondary schools is worked out, these institutions should be dovetailed into the general scheme, so that the existing grants earmarked for technical education may be utilised in imparting education of a secondary standard in arts and crafts, which will not only bias youngmen towards various practical occupations but also help to raise the standard of workmanship, and enable them to carve out new lines of work for themselves. It is true that the craftsmanship of Kashmiri work is superb but, being generally illiterate and uneducated, they cannot take any advantage of modern scientific facilities or work out new designs, new motifs or new techniques, and get into touch with what is being done in other provinces or countries, and thereby increase the appeal of their products and extend their markets. They also lack the capacity to market their goods properly and to guard their economic interests. It is, therefore essential that they should have a better cultural background, and that they should receive primary education of a type which does not kill their artistic capacity or prejudice them against manual and craft work. The "basic education" which we have recommended in our Report is, in our opinion, an excellent prelude to craft training, and when young men, who have received their education in the new basic schools, join the technical schools, they will show a much better standard of work and much better appreciation of its possibilities than the haphazard collection of students now being taught in them. Moreover, since these schools will give them a better general background and also train them on the business or commercial side under more realistic conditions, they will be able to play their part in the rebuilding of the crafts and industries in the State.

Sd. K. G. Saiyidain	<i>Chairman.</i>
Sd. Zakir Hussain	<i>Member.</i>
Sd. Moh'd Ishaq	<i>Member.</i>
Sd. R. C. Mehdiratta	<i>Member.</i>
Sd. N. L. Kitroo	<i>Secretary.</i>

APPENDIX A.

(List of ladies and gentlemen who submitted their memoranda to the Committee.)

1. Mr. E. D. Tyndale Biscoe—Copy of note submitted to Un-employment Commission and Memorandum.
2. Mr. Nurud-Din, M. A., of Praja Sabha Secretariate.
3. Mr. G. A. Mukhtar, M. A. B. T. Asstt. Inspector of Schools.
4. Mr. B. K. Madan, M. A. Professor of History, S. P. College.
5. Rev. A. Andrews, St. Joseph's College, Baramulla.
6. Mrs. Z. A. Begum, Headmistress, Govt. Girls High School, Srinagar.
7. Mr. Girdhari Lal Anand, Banker, Jammu.
8. Mr. Frederic Jacob, M. A., C. M. S. High School, Srinagar.
9. Mr. J. L. Kaul, M. A., LL. B. Lecturer in English, S. P. College, Srinagar.
10. Mr. Fazli Haque, M. Sc., B. T., S. P. College, Srinagar.
11. Mr. Ishwar Das, B. A. B. T. Headmaster, H. S. High school, Akhnur.
12. Mr. Mehdiratta, Inspector of Schools, Jammu.
13. Dr. H. L. Tikku, Retired Chief Medical Officer.
14. K. S. Mirza Ghulam Mustafa, Retired Wazir Wazarat, Srinagar.
15. Mr. K. N. Tikku of the Peripatetic Party, Sopore.
16. Dr. E. F. Neve, F. R. C. S., Etc., Srinagar.
17. Miss. M. Gomery, Anantnag.
18. Canon C. E. Tyndale Biscoe, Srinagar.
19. Mr. Das Ram Malik, M. A., B. T. Headmaster, Normal School, Udhampur.
20. Mr. Kashi Nath Koul, Headmaster, Middle School, Hattian Dopatta.
21. Mr. Q. Mohammad Ishaq, M. A., M. O. L. Inspector of Schools, Srinagar.
22. Mr. Kanth Koul, M. A., Librarian, S. P. College, Srinagar.
23. Dr. Sri Ram, Scout Organizer, Srinagar.
24. Mr. Dina Nath Fotedar, Headmaster, Government High School, Bhadarwah.
25. Mr. Balwant Singh, Inspector of Schools (Retired).
26. Mr. S. L. Raina, Headmaster, Sri H. S. National High school, Baramulla.
27. Mr. R. K. Bhan, Professor of Economics, S. P. College, Srinagar.
28. Dr. Sodarshan, Asstt. Surgeon, Srinagar.
26. Mr. Gopi Nath Vishen, Headmaster, H. S. High school, Rainawari.
30. Mr. Mulk Raj Gupta, Headmaster, Government High school, Udhampur.
31. Mr. Lal Khan, Headmaster, Govt. High school, Kishtwar.
32. Mr. Prem Nath Masroor, Sopore, Kashmir.

APPENDIX A (continued)

33. Mr. Ghulam Rasul, Headmaster, Government High School, Srinagar.
34. Mr. A. K. Kichlu, Professor of Philosophy, S. P. College, Srinagar.
35. Mr. Damodar Das Kachru, Headmaster, Babapore Middle School, Srinagar.
36. Mr. Ram Lal Basur, M. A., LL. B. Mohalla Gupan, Jammu.
37. Mr. Habib Ullah, Rangteng Middle School.
38. Miss. M. P. Mallinson, Principal, C. M. S. Girls' School, Srinagar.
39. Mr. J. L. Pandita, S. P. High School, Srinagar.
40. Mr. Prithvi Nath Koul, Malapora, Srinagar.
41. Mr. R. K. Sapru, Office of the Director of Education, Jammu.
42. Mr. B. D. S. Chopra, Sri Ranbir Ganj, Srinagar.
43. Mr. Q. Qamar-ud-Din, S. R. High School, Jammu.
44. Mr. Ghulam Mustafa, Ist. teacher, Daulerpora, Sopore.
45. Mr. Radhakishen Koul, H. S. High School Rainawari, Srinagar.
46. Mr. Shridar Koul, Headmaster, Govt. High School. Sopore.
47. Mr. Mohammad Hussain, teacher Akbar Islamia High School, Jammu.
48. Mr. Jagan Nath Raina, Normal School, Udhampur.
49. Mr. Nand Lal Dhar, Ist teacher, Kalashpora, Srinagar.
50. Mr. Noor-ud-Din, Rangteng School, Srinagar.
51. Mr. Dina Nath Dhar, S. P. High School, Srinagar.

APPENDIX B.

The Educational Reorganisation Committee was appointed by His Highness' Government of Jammu and Kashmir under Government order No. E. D. B. 517/38 dated 27th June 1938 for the reorganisation of the existing educational system in the State. The Director of Education, Mr. K. G. Saiyidain was appointed the Chairman of the Committee and the following gentlemen as members :—

1. Dr. Zakir Husain, Principal, Jamia Millia, Delhi.
2. Mr. Eric Tyndale Biscoe, Principal, C. M. S. School, Srinagar.
3. Q. Mohammad Ishaq, Inspector of Schools, Kashmir.
4. Mr. R. C. Mehdiratta, Inspector of Schools, Jammu.
5. Pt. Nand Lal Kitroo, Headmaster, S. P. High School Srinagar, Secretary.

The following are the terms of reference under which the Committee was appointed.

In view of the urgent need for a new orientation of educational policy and a reorganisation of the existing educational system in the state, the Government have appointed an Educational Reorganisation Committee consisting of the Director of Education as Chairman, and the above noted gentlemen as members, to examine the suitability and adequacy of the present system of primary and secondary education and to make recommendations for bringing it into more vital touch with the needs of the people of the State and the ideals of the good life, and to awaken a keener and healthier civic and social sense. The following were the terms of reference to the Committee :—

1. To make a brief but comprehensive survey of the present position of primary and secondary education in the State with special reference to the following points :—
 - (a) the adequacy of the existing facilities for the educational needs of the people,
 - (b) the method of recruitment, qualifications and status of teachers,
 - (c) the facilities available for the training of teachers and the maintenance and improvement of their professional efficiency during their period of service,
 - (d) the existing curricula and methods in schools,
 - (e) the relation of the school to the social and cultural life of the community as a whole and the pursuits and occupations of the people,
 - (f) the facilities available for games, physical education, scouting and other extra-mural and extra-curricular activities,
 - (g) existing machinery for "continuation education" of

- students when they pass out of the schools,
 (h) does the State get full value for the money spent on education?
2. To recommend to the Government ways and means for bringing education into closer touch with the existing socio-economic conditions so as to make it more useful and practical as well as improve its quality and, in this connection, to consider the following points :-
- (a) the length of the primary and secondary school courses and of the period of schooling,
 - (b) the overhauling of the courses of instruction in accordance with the objects laid down in the preamble,
 - (c) the medium of instruction,
 - (d) the introduction of compulsory primary education,
 - (e) the correlation of the present academic education with the teaching of crafts, and ways and means of doing it,
 - (f) the diversification of courses at the secondary stage so as to provide for different types of students, to reduce the pressure on clerical services, and help to place national economy on a more rational basis,
 - (g) the improvement of the professional efficiency of teachers, both trained and untrained, and provision of craft courses for them,
 - (h) the feasibility of utilising private effort and non-official agencies in the development of education, particularly with regard to Adult Education,
 - (i) ways and means of making the school a living centre of social work and service.

By order of His Highness' Government.

As the terms of reference indicate, the Committee was appointed to consider the existing situation with regard to Primary and Secondary education, and to make recommendations for its re-organisation, so as to bring it into more vital touch with the needs of the people of the State, awaken a keener civic and social consciousness in them, and strengthen the ideals of the good life. What the Committee has therefore attempted to do, is not merely to suggest small formal changes in the curriculum and methods of teaching, but to work out a scheme of education inspired by a new educational ideology which will, on the one hand, be in harmony with the needs and requirements of the present age, and on the other, be effectively correlated with the ideals of the people of the State.

The Committee met from 7th to 25th of July 1938 and considered in detail the various questions arising out of the terms of reference. A large number of memoranda had been received in response to the appeal published in the papers by the Chairman of the Committee, and these memoranda, which

gave evidence of the keen interest taken by the public in problems of educational policy, were carefully examined by the members of the Committee. They also considered statistical data, relating to educational conditions in the State, which had been prepared by the Secretary with great care and diligence. In connection with certain specific questions on which the Committee wanted to have the benefit of the opinion of public men and certain officials of relevant Departments, the following ladies and gentlemen were invited to give evidence before the Committee, which they kindly consented to do:—

1. K. B. Thakur Aga Syed Hussain, ex-Minister and State Counsellor.
2. Mr. Kotibhaskar, Director of Industries.
3. Mr. M. R. Fotadar, Director of Agriculture.
4. Miss Shaw, officiating Chief Inspectress of Schools.
5. Miss Mallinson, Principal, C. M. S. Girls' School, Srinagar.
6. P. Shive Narayan Fotadar, M. L. A.
7. Mirza Mohamed Afzal Beg, M. L. A.
8. Mian Ahmad Yar Khan, M. L. A.
9. P. Amar Nath Kak, M. L. A.

The Committee adjourned on the 25th, and decided to meet again some time in September, in order to consider the draft report to be prepared by the Chairman and the Secretary. There are certain questions which required more detailed examination and these also will be considered when the Committee meets again for the final consideration of its recommendations.

The Director of Industries, the Director of Agriculture and the officiating Chief Inspectress of Schools have been requested to prepare notes on certain questions with which they are specially concerned in regard to the scheme of education which was discussed with them. The Chairman of the Committee has also appointed the three following sub-committees, in order to prepare the syllabus of studies for the basic schools and the Teachers' Training School.

1. The Social Studies and Mother tongue Sub-Committee, consisting of:—
 - (i) Mr. L. D. Suri ... Lecturer, P. W. College, Jammu.
 - (ii) Mr. G. A. Mukhtar ... Assistant Inspector, S. Division.
 - (iii) Mr. Veshnath Dar ... Teacher, S. P. High School.
 - (iv) Pir Zada Ghulam Rasul .. Assistant Inspector, Western Division. (Convener)
2. Mathematics General Science Sub-Committee, consisting of:—
 - (i) Mr. R. C. Pandita ... Professor, P. W. College, Jammu.
 - (ii) Mr. Fazle Haq ... Lecturer, S. P. College, Srinagar.
 - (iii) Mr. Nand Lal Kitroo ... Head Master, S. P. High School, Srinagar. (Convener)

3. Teachers' Training Syllabus Sub-Committee, consisting of :-
- (i) Mr. L. D. Suri ... Lecturer, P. W. College,
Jammu.
 - (ii) Mr. G. A. Mukhtar...Assistant Inspector,
Southern Division.
 - (iii) Mr. Fazle HaqLecturer, S. P. College,
 - (iv) Mr. Nand Lal Kitroo...Head Master, S. P. High
School, (Convener)
 - (v) Mr. Das Ram Malik...Head Master. Normal
School, Udhampur.

The committees have been given powers to co-opt more members, if necessary, and it is expected that they will submit their draft syllabus to the General Committee in September.

In the *Interim Report*, which I have the honour to submit, on behalf of the Committee, I have included only those recommendations, about which the Committee has come to final decision and have not included those points about which further consultation and discussion is to be held next month. These proposals should not, therefore, be regarded as exhaustive, but merely as giving a general idea of the lines, along which it is proposed to reorganise the educational system. In this connection, a brief report giving the financial implications of such of the schemes as are proposed to be introduced with effect from the beginning of the next financial year, has already been submitted to the Government, to enable the Council to consider the financial side of the proposals at the time of the formulation of the Budget for the coming year, and I understand, that the Government has viewed the proposals favourably, and a certain amount of money has been provided for making a beginning in connection with the proposed educational scheme.

After making a comprehensive survey of the educational conditions in the State, and examining the immediate, as well as the future needs of educational expansion, the Committee has come to the following conclusions :-

1. The new scheme of education should aim at the establishment, in due course, of a system of free, compulsory and universal basic education for all the children in the State, between the ages of 7 and 14.
2. For this purpose, it is necessary to draw up a 25 years' plan, so that, during this period, education should be made universal and compulsory, and the requisite provision of schooling facilities be made throughout the State.
3. The Committee is of opinion, that in order to achieve this end, it is necessary to accelerate the

pace of educational expansion very considerably, so as to ensure that, in the first ten years, all the villages having a population of over 500 should be provided with schools. This is not an ambitious but a modest proposal. As far back as 1916, Mr. Sharp had recommended in his report that during the next 10 years, schools should be established in all villages, having a population of over 500. This proposal thus requires, that, at least, 100 Primary schools should be opened every year, so that, during the next 10 years it should be possible to open schools in all such villages (which number about 1000) and thus the first part of the 25 years' plan should be completed. In the subsequent 15 years, it should be the effort of the Government to provide suitable schooling facilities for the villages having smaller population.

4. The Committee is of opinion that, side by side with the accelerating of the pace of educational expansion, an attempt should be made to thoroughly overhaul and improve the quality of education imparted, and for this purpose, they suggest, that a scheme of basic education should be drawn up, in which craft teaching and book teaching should be imparted simultaneously, in integral relationship with each other.

This coordination of theoretical and practical education is absolutely essential for academic, psychological and vocational reasons. In the Jammu and Kashmir State, where people are gifted with unusual skill in craftsmanship, the introduction of the craft element in education is particularly urgent and desirable. For this purpose, the committee has given detailed suggestions to its sub-committees as to how the new syllabus of primary education is to be drafted.

5. The introduction of the new scheme of education and the opening of basic schools requires that adequate arrangements should be made for the proper training of teachers in the light of the new requirements. The Committee strongly feels that no educational reform is possible, unless the system of teachers' training is thoroughly reorganised. They have therefore, recommended that two Training Schools, properly staffed and equipped, should be opened, one in Jammu and the other in Srinagar, where one hundred teachers might be trained every year. This period of one year however, is merely proposed as an emergency measure, because in the opinion of the Committee, one year is too short a period for providing adequate professional training to teachers. The recommendation is that ultimately, the teachers' training course should last 3 years after the completion of the basic school education. The

Committee further recommends that one basic school of the new type should be established in association with each Training School, where teachers may receive practical training in the art of teaching, and which may serve as an inspiration and a model to other schools in the province. If these schools are properly staffed and organised, they would not only serve as model schools but may also assume a position of All-India importance, because in many provinces and states, experimental attempts are being made to organise schools on these lines.

6. The Committee also recommends that provision should be made for the construction of 100 buildings for basic Primary schools every year, because such schools which are to provide craft education, side by side with academic instruction, must be housed in buildings specially constructed for the purpose. The Department of Education should get plans prepared of simple and inexpensive buildings for such schools. The co-operation of the villagers can be obtained in this work and the cost of construction can be considerably minimised if they are constructed, not through the Public Works Department but under the general supervision of the Education Department itself.

7. With regard to Secondary education, it is the opinion of the Committee that in comparison with the facilities for Primary education, the facilities available for Secondary education are fairly satisfactory and that, in future, the resources of the State should be primarily concentrated on the expansion and consolidation of Primary education. But, in order to make the existing Secondary schools really effective, and educationally satisfactory, it is essential to remove the congestion, which at present characterises practically all of them, and makes effective education almost impossible, and which is having a most detrimental effect on the physical health and mental peace of students, as well as teachers. It is therefore, necessary to set a reasonable limit to the size of each section of a class and although the ideal number should be 30 pupils in each section, the Committee realises that this may be very difficult immediately and therefore suggests that the number of students in a section should under no circumstances exceed 40. In order to give effect to this recommendation, it will be necessary to increase the accommodation in existing schools and to provide extra staff, wherever it may be necessary.

8. The Committee is also of opinion, that the grant-in-aid rules should be so modified that private effort on behalf of Secondary education may be forthcoming in a larger measure than is the case at present. If this can be done, and the responsibility for Secondary education is taken over by private agencies to a greater extent, it would be possible for the Government to spend a larger amount of money on the

expansion of Primary education.

9. The Committee has under contemplation a scheme for the re-organisation of Secondary education, whereby the present unhealthy and exaggerated emphasis on one type of schools only, namely the academic type, may be diminished and the principles of diversification be introduced in the interest, both of individual students, and the needs and demands of community life. The details of this scheme will be given in the full report of the Committee, to be submitted later. But it may be pointed out that the object of the Committee is not to limit the facilities for Secondary education now available. Their desire, rather, is to see that Secondary schools of different types, some of them with a bias in technical, commercial and agricultural directions, may be established and students may be selected on the basis of their natural aptitude for admission to these schools. But the Committee strongly feels, that free Secondary education of the academic type should be mainly provided for those who, on the basis of their intelligence and aptitudes, are fitted to receive it. If such facilities are thrown open indiscriminately and the Secondary schools are crowded with students who are unable to profit from them, it is neither in the interest of the individual students nor in the interest of national progress and advancement.

10. The Committee strongly feels that the educational problem facing the State, as well as the public, will not be solved merely by the multiplication of facilities for Primary or Secondary education. It is necessary to attack the existing illiteracy and ignorance from the other end also, namely, by organising a scheme of Adult Education and of a free library service in rural areas. The Committee, therefore, recommends that the State should provide adequate funds for carrying on the work of Adult Education, partly through teachers working in rural schools, partly by helping voluntary effort in this direction, and partly by encouraging outside agencies, particularly the students of secondary institutions and colleges, to take up this work of national service as a labour of love. Detailed suggestions for this purpose will be found in the final report of the Committee.

11. As a necessary complement to this scheme, the Committee recommends the establishing of libraries in rural areas, which will be placed in charge of some competent teachers of the village schools who would not only work as librarians, but also give readings from books and newspapers and generally help the literate population of the village in the selection of their readings. These libraries are necessary, not only to raise the general standard of knowledge and culture among the rural population, but also to arrest the lapse into illiteracy, which is such a common and deplorable feature of the present educational system. The Committee is of opinion,

that the work of Adult Education, which is to be placed in charge of an Adult Education Officer, should consist not merely in the teaching of reading and writing, but also include the imparting of useful knowledge about subjects of everyday interest to the villagers, and aim at widening their knowledge and their interests. In this work, the co-operation of various other Departments will be necessary, for which detailed suggestions will be made in the final Report. The Committee is of opinion, that if various departments, which are concerned with different aspects of national reconstruction can co-operate in this endeavour, it will, within a short time, have a very healthy reaction on the life of the people of the State.

12. The training of new teachers by itself, will not be sufficient for the work of educational reconstruction that has to be carried out, because it would leave a large number of teachers, at present in service, without any idea of the methods and principles of the new education. In order to add to their knowledge and efficiency, and to give them new enthusiasm for their work, it is essential to organise Refresher courses for these teachers, so that they may acquire a new orientation and outlook towards their professional duties. The Committee has drawn up a scheme which will be incorporated in the final Report for providing these Refresher courses at a comparatively small cost. The Committee is of opinion that such Refresher courses, if properly conducted, will be of the greatest value in giving a stimulus to the cause of better education. Another problem which has been considered by the Committee, is that of providing the right kind of text books, supplementary reading books, charts, diagrams and illustrative material that would be needed for the new basic schools, as soon as they are established. As these schools will organise their work according to the coordinated technique of teaching, which aims at relating the various branches of knowledge to one another and to the child's life and environments, it is necessary to have books especially prepared by competent educationists who are conversant with this idea. The Committee has therefore proposed, that an adequate sum of money should be sanctioned for this purpose in order to get manuscripts of such books prepared which may later on be either published by the Government or given over to approved publishers, on reasonable terms. The Committee expects that by adopting this method, the amount sanctioned and spent on remuneration to authors will be recovered and good books will be provided without the State having ultimately to incur any expenditure.

13. The Committee is of opinion that the Direction office and the offices of Inspecting officers are greatly understaffed and it is impossible to carry on the work of educational direction and supervision unless the establishment is strengthened

and the officers are thereby released from some of the mechanical routine work which at present takes up a good deal of their time. Since these officers were appointed and their office establishments were sanctioned, the number of schools has greatly increased and the work done by each officer has become much heavier. The Committee has therefore proposed certain additions being made to these offices, so that the work may be carried on more efficiently and the officers may be able to devote a greater part of their time to their real duties.

14. The Committee has noted the fact that during the last few years there has been a considerable lapse of educational grants every year, which could have been utilised for working out financial measures of educational reorganisation and expansion. In view of this fact and also for various other reasons, the Committee is of the opinion that the budget of the Education Department should be placed on a contract basis, in order to enable the Department to utilise the savings of one year in the following years. The suggestion is, that for the present the budget may be drawn up on a three years' basis. This is specially necessary, because some of the schemes recommended by the Committee, for example the construction of new school buildings, cannot be definitely expected to be completed within any particular calendar year. In some other States also, for example in the Hyderabad State, certain departmental budgets, like that of the Usmania University, have been drafted on this basis.

15. The Committee has also examined very carefully the grades and salaries of the teachers in the various cadres of the Education Department, and it has been struck forcibly by two facts, firstly, that in comparison with other Departments and even in comparison with some clerical services, the teachers' salaries are low; secondly with the exception of a few grades, all other salaries are ungraded, and teachers, as a rule, have no regular increments and can look up to promotions only when there are some vacancies in the higher posts.

It is essential, in the opinion of the Committee, that this anomalous position should be remedied, and the Government should try to secure a reasonably contented personnel of teachers, so that they may work with devotion and enthusiasm, without constant anxiety about their financial position. The Committee has therefore drawn up a scheme for regradation of teachers' salaries and to place them in the time scale, and it is hoped that if these recommendations are accepted, which do not imply any large increase of expenditure, it would have a very healthy reaction on the work and the spirit of most of the teaching profession.

There are many other matters, for example, girls' education,

medical inspection of school children, physical education and medium of instruction etc., about which the recommendations of the Committee have not been included in the present pages. The reason for this omission is, that on some of these points, the Committee has still to form its definite conclusions while the rest are points of detail, though extremely important in themselves, which need not be included in this interim report. But in the final report of the Committee, due attention will be paid to all these points and the Committee's recommendations clearly formulated.

In submitting the above interim report, on behalf of the Committee, I make bold to hope that the State with its keenness and deep interest in the problems of education, and the Praja Sabha with its pronounced policy of aiding and developing the educational facilities available in the State, will look upon our proposal with favour, and that the necessary funds will be provided for this great work of educational and national reconstruction. The Committee is hopeful that if the scheme is worked under favourable auspices and with the cooperation of all concerned, it will react most favourably on the life and character of the people, and the State of Jammu and Kashmir will, in due course, become educationally one of the most advanced and progressive States in this great country.

K. G. SAIYIDAIN,

(*Chairman, Educational Reorganisation Committee.*)

APPENDIX C

TEACHERS' TRAINING INSTITUTION.

1.	Head Master.	100-10-200	190/-plus 50/- D. A.
2.	Science and Math. teacher.	75-5-125	75/-
3.	Social studies teacher.	75-5-125	75/-
4.	Teacher of Method.	75-5-125	75/-
5.	Arts teacher.	55-5-100	55/-
6.	Agriculture teacher.	55-5-100	55/-
7.	Vernacular teacher.	55-5-100	55/-
8.	Supervisor of teaching practice	55-5-100	55/-
9.	Clerk & Librarian.	60-4- 80	60/-
10.	Physical Instructor.	50/-	50/-
11.	Teacher of spinning and weaving	50/-	50/-
12.	Teacher of Woodwork	50/-	50/-
13.	Allowance to Hostel Superintendent	20/-	20/-
14.	Two peons @ Rs. 14/- each		28/-
15.	4 coolis @ Rs. 12/- each		48/-
16.	2 Kitchen servants @ Rs. 8/- each		16/-
17.	2 Farm hands @ Rs. 12/- each		24/-
18.	2 Sweepers @ Rs. 12/- each		24/-

Total Rs. 1055/- p. m.
or Rs. 12660/- p. a.

CONTINGENCIES.

1.	Furniture.	300	1400 N. R.
2.	Science apparatus	200	300 N. R.
3.	Implements for Crafts & Agricul- ture. 300	300	1400 N. R.
4.	Animals for ploughing	100	100 N. R.
5.	Library	300	600 N. R.
6.	Newspapers and Magazines.	100	
7.	Maps and Charts	200	300 N. R.
8.	Hostel Furniture	100	900 N. R.
9.	Contingencies	200	
10.	Service Stamps	100	
11.	Stationery	200	
12.	Uniforms to menials	75	
13.	Games material	100	
14.	Travelling allowance	600	
15.	Scholarships at 15/- for 75 students, 25 will join on their own expenses	13300	

16,475 plus 5,000 N. R.

APPENDIX C. (Continued)

Total Establishment	...	12,660/-	
Contingencies	...	16,375/-	5,000 N. R.
Total	...	<u>29,035/-</u>	5,000 N. R.

Note :— Cost of 20 acres of land not included.
Cost of School and Hostel building not included.

BASIC SCHOOL SRINAGAR.

one teacher @	...	...	55-5-100	660/-
three teachers @	...	...	35-2-55	2260/-
three teachers @	...	...	20-1½-35	720/-
one Peon @	...	...	14/-	168/-
		Total		<u>3808/-</u>
Furniture	...	...	200/-	
Sweeping	...	...	60/-	
Firewood	...	...	40/-	
Books	...	...	200/-	N. R. 50/-
Maps charts	...	...	100/-	N. R. 50/-
Games material	...	...	50/-	
Contingencies	...	...	100/-	
		Total	...	650/-
Craft equipment	...	...	500/-	N. R. 100/-
				<u>1150/-</u> N. R.
Total	...	Rs.	4958/-	

BASIC SCHOOL JAMMU.

- Head teacher at 75-5-125 Rs. 900/-
The rest same as for Srinagar.
Total ... Rs. 5198/-
- Grand total for two schools 10156/-

APPENDIX D.

Estimate expenditure for 10 Refresher Courses for Primary school Teachers in both the Circles.

Each course shall provide for teachers.

Number of teachers undergoing the course:- 350 per year.

(i) Actual Mileage to 250 teachers (100 being within a radius of 15 miles) at Rs. 6/- per head Rs. 1500/-.

(ii) Food allowance to 300 teachers (50 being local) at 8/- per head for 30 days ... Rs. 4500/-.

Allowance to 15 temporary teachers in the Muzaffarabad District where the course is to be held in Maghar at Rs. 20/- per teacher Rs. 300/-.

Allowance to 120 temporary teachers for 15 days (in Jammu Circle) at Rs. 20/- p. m. each ... Rs. 1200/-.

Contingencies e. g. Stationery, carriage of furniture and library books, maps and charts printing of pamphlets on educational topics, etc, at Rs. 50/- per course Rs. 500/-.

Total Rs. 8000/-.

APPENDIX E

One month's Refresher Course for

Graduate teachers 20 teachers in each course.

T. A. both ways at 20/- each	...	...	400-0-0
Food Allowance at 15/- each per month	...	...	300-0-0
Books, Maps and Charts, Stationery etc, at Rs. 200/-	...	...	200-0-0
		Total	<u>900-0-0</u>

For two such courses, one at each Training School $900 \times 2 = 1800$

APPENDIX F

Scheme of a Post Graduate Training College.

In order to open a post graduate Training class (B.T.) in the State where about 30 teachers including aided school teachers and private candidates may receive training every year, the following expenses will have to be incurred.

I. STAFF		Grade.
1.	Principal (He should be a trained and experienced teacher with outstanding academic qualifications and some knowledge of training technique.)	Rs. 200 - 400/-
2.	Lecturer (Trained and experienced teacher with adequate knowledge of Modern methods of teaching preferably an M. A. in some school subject.)	Rs. 100 - 200/-
3.	Supervisor of Teaching Practice. (Trained and experienced teacher B.A., B.T. or M.A., B.T.)	Rs. 75 - 125/-
4.	Teacher of Science & Mathematics (B Sc. B. T. or M. Sc. B. T.)	Rs. 75 - 125/-
5.	Clerk & Typist	Rs. 25-2-55/-
6.	Peon two	Rs. 12/- x 2/-
II. EQUIPMENT.		
		Non-recurring. Recurring.
	Library grant.	1000/- 250/-
	Apparatus & equipment	2000/- 300/-
	Furniture	700/- 300/-
	Contingencies	100/-
	Stationery (including postage)	150/-
	T. A.	300/-
	Type-writer	300/-
	Allowance to Superintendent Hostel	360/-
	Magazines	100/-
	Duplicator	300/-
	Science equipment	200/- 100/-
	Firewood or fans	100/- 250/-
	Hostel furniture & utensils	500/- 100/-
	Sweeper at 12/-	144/-
III. OTHER EXPENSES		
1.	Pay of 20 substitute teachers at Rs. 35/- p m. for 10 months	7000/-
2.	It is presumed that the Government will provide building for the college and arrange to accommodate students in the hostel of the college or elsewhere; No rent has therefore been included.	

APPENDIX F. —*Continued*

IV. Some other relevant points :-

1. The teachers deputed by aided schools and private candidates should pay a tuition fee of Rs. 6/- p.m. but no proportionate cost.
2. The teachers in State service should be paid their full salary during the period of training and should not be charged any tuition fees.
3. A practising and demonstration secondary school should be attached to the Training college and it should be directly under the Principal of the Training College. This arrangement might also make possible some economy so far as the staff is concerned, which can however, be worked out only when the scheme is put into practical shape.

APPENDIX G.

S. V. class for Girls.

10 students every year.

Students under Training draw their own pay. Substitutes will be engaged on Rs. 25/- p. m.

One Graduate trained on Rs. 100/-	...	1200/-.
One Graduate trained on Rs. 100/-	...	1200/-.
10 substitute teachers at Rs. 25/- each	...	3000/-.
Travelling Allowance.	...	300/-.
Hostel rent at Rs. 25/- p. m	...	300/-.
Allowance to Superintendent 20/- p. m.	...	240/-.
Servant at Rs. 14/-	...	168/-.
Sweeper at Rs. 8/-	...	96/-.
Library	...	300/-(150/-N.R.)
Contingencies	...	150/-.
Furniture for School and Hostel	...	400/-(200/-N.R.)
Educational apparatus and appliances	...	350/-(200/-N.R.)
Total Rs.	...	<u>7654/-(550/-N.R.)</u>

APPENDIX H.
DIRECTION OFFICE.

Statement of Increase and decrease.

Add one Personal Assistant to the Director at 240/- p. m.	
Add two Head Assistants in the grade of 65-5-100 at 65/- and Rs. 75/- p. m. each.	
Add two clerks in the grade of 25-2-55 at 25/- p. m. each.	
Add two clerks in the grade of 25-2-55 at 25/- p. m. each.	
Add two peons at Rs. 14/- p. m. each.	
Total increase per mensem Rs. 458/- p. m.	
Increase per annum Rs. 5496/-	
Reduce one clerk in the grade of 30-3-75 at 72/- p. m.	Rs. 864/- per annum
Net increase.	Rs. <u>4632/-</u>

APPENDIX I.

Reduce.	Create.
1. Head clerk 60-4-80 at 80/-+2 82	2. Head clerks 65-5-100 at 85/- each... .. 170
2. Head clerks 60-4-80 at 80/- 80	2. clerks 30-3-75 at 30/- each 60
5. Relieving teachers 20-1½-35 at 27½ & 29/- p. m. each 141	5. clerks in 25-2-55 at 29/- each 175
1. Relieving teacher at 24½ & 26/- 25	7. clerks 25-2-55 at 25/- p. m. each ... 175
1. -do- 20-1-25 (@) 23 & 24...24	
Total 352/-	Total 550/-

Increase 198/-
or 2376/- for the year.

Note :—

The relieving teachers are provided for on pages 99 and 113 of the current budget.

Add one clerk to each Asstt. Inspector of Schools' office at Rs. 25-2-55. 10 such clerks will cost Rs 250/- a month.