



Government of Bengal

**Report of the Committee
appointed by Government to
consider the Problems of Primary
and Adult Education**

Part I

Primary Education

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PRIMARY AND ADULT EDUCATION COMMITTEE.

Government in their orders No. 4267-Edn., dated the 27th July 1938, and No. 4290-Edn., dated the 30th July 1938, constituted the following Committee to advise Government concerning the problems of Adult and Primary Education:—

CHAIRMAN.

1. Dr. W. A. Jenkins, D.Sc., I.E.S.

JOINT SECRETARIES.

2. Mr. T. I. M. Nurunnabi Choudhuri, I.C.S.
3. Mr. Abul Hakim, M.A. (CANTAB.).

MEMBERS.

4. Begum Hamida Momin, M.L.C.
5. Mrs. Hasina Murshed, M.B.E., M.L.A.
6. Mr. Nur Ahmed, M.A., B.L., M.L.C.
7. Maulvi Md. Mazammel Huq, M.L.A.
8. Khan Bahadur Maulvi Alfazuddin Ahmed, M.A., M.L.A.
9. Mr. Mohammad Barat Ali, M.L.A.
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13. Maulvi Md. Abdul Hakim Vikrampur, M.L.A.
14. Mr. Pulin Behari Mallick, M.A., B.L., M.L.A.
15. Mr. Dhananjoy Roy, M.A., B.L., M.L.A.
16. Rai Kshirod Chandra Roy Bahadur, M.L.A.
17. Mr. W. C. Wordsworth, M.A., M.L.A.

Subsequently the following members were added:—

18. Mr. H. S. M. Ishaque, I.C.S.
19. Mr. A. B. Chatterjee, I.C.S.
20. Mr. Srimanta Das Gupta, B.A.
21. Mr. B. C. Mukherjee, M.A.
22. Khan Bahadur Maulvi Hashem Ali Khan, B.L., M.L.A.
23. Mr. Yusoof Ali Chowdhury, M.L.A.
24. Maulvi Mirza Abdul Hafiz, B.L., M.L.A.
25. Maulvi Abdul Majid, M.A., B.L., M.L.A.

INTRODUCTION.

A preliminary meeting was held on August 22nd when the scope of the report and the method of procedure were discussed.

It was agreed at this preliminary meeting, that although there were many points of contact between Adult and Primary Education, it would be wiser for the Committee to deal with these two questions separately.

It was further agreed that the duties of the Joint Secretaries should be separated and that while Mr. Nurannabi Chaudhuri, I.C.S., should be responsible for the Adult Education part of the Committee's work, Mr. Abdul Hakim should undertake the duties connected with the Primary Education Report. It was further decided that questionnaires should be drawn up by the Secretaries in consultation with the Chairman and circulated to people whose opinions were likely to be of value. It was agreed that the questionnaires should not be detailed and exhaustive, but should be confined to the more important issues not dependent upon technical or departmental knowledge.

The questionnaire for Primary Education was drawn up according to the decision of the Committee and circulated to various authorities. Replies were received from 46 out of the 83 authorities to whom the questionnaire was sent. The questionnaire, with a summary of the replies, is printed in Appendix E. The work on Adult Education has not yet been completed, but it is hoped that the Committee will be in a position to submit its report on Adult Education as soon as possible. As it is not desired to postpone the submission to Government of the Report on Primary Education pending decisions about Adult Education, the recommendations concerning Primary Education are embodied in this separate report and submitted to Government for their consideration.

Recommendations of the Committee concerning Primary Education.

I—Preliminary Observations.

I. Before reaching any decisions concerning any aspects of the Primary Education problem, the Committee studied prepared pamphlets detailing statistics relevant to Primary Education, notes submitted by the Chairman and the Special Officer for Primary Education and the replies sent to the questionnaire. We also bore in mind existing schemes and experiments and Government resolutions on Primary Education. We have not in the body of the report referred to such schemes as the Biss Scheme, but our final decisions and recommendations have been made after taking into consideration what has been shown to be practicable and useful as well as the limitations imposed by financial stringency.

II. The Committee consider that the educational interests of the country will be best served by drawing the attention of Government and through them of the people to certain fundamental aspects of the problems of Primary Education. The working out of detailed schemes is a matter not for a Committee like ours, but for experts working according to a definite and approved policy. These detailed schemes will require to be tried for a considerable time and modifications will probably be necessary before an acceptable and successful scheme can be put into practice.

The real difficulties which have to be surmounted before any successful policy can be put into operation have not as yet been fully realised. The problem of providing universal and free primary education facilities has rightly been stressed as the most important problem facing Government. The desire to provide such facilities is expressed by all, but the Committee feel that the determination of Government to implement their policy of ensuring free and compulsory primary education for all will remain ineffective unless the major difficulties are honestly faced and plans developed for overcoming them. A policy of drifting along and refusing to acknowledge either the magnitude of the task to be done or the nature of the difficulties to be overcome will be fatal. It will be a great disservice to the country if any scheme is put into practice which, while absorbing a considerable portion of the financial resources of the province, fails to achieve any material educational improvement. The economic and political importance of primary education are too great to justify any refusal to face facts on account of the sacrifices which may have to be made. The ultimate problem is that of providing a network of schools that covers the whole province which are so equipped and staffed that all Bengal's children—girls as well as boys—shall be given a foundation education that should be the birth-right of every human being.

That issue is a challenge to any Government and people, and while the acceptance of the challenge should be an essential part of any political programme, the issue itself is one which transcends the narrow limits of party politics and calls for the ungrudging, but not uncritical, support of all.

The Committee's first suggestion therefore is that the main facts should be seriously studied and remembered when any scheme is under consideration.

II—The Facts.

1. We have at the present moment in Bengal nearly 65,000 primary schools and 90,000 primary school teachers. Of these schools less than 12,000 are upper primary schools, *i.e.*, teach beyond Class II. Of the boys who start attending school only 10 per cent. complete the full primary course. Of the girls who attend only $2\frac{1}{2}$ per cent. complete the course. Statistics show that the number of literate people produced each year is almost identical with the number of boys and girls entering Class V of the high schools and middle schools. In other words only those children who proceed to further study after leaving the primary classes become literate. The statistical inference from this is that our present primary schools are producing no literacy. This bears out the opinion of all inspectors and educationists that apart from the primary sections of some high schools, municipal schools and mission schools, the work done in our present primary schools is almost valueless. This fact and the inference to be drawn from it have to be faced. An extension of the present system by merely providing more schools similar to the existing ones, or more teachers as poorly qualified as the existing ones, will not be a satisfactory solution of the problem. We have to create better schools and provide abler teachers if our primary schools are to be worth-while educational institutions.

2. The second important fact is the magnitude of any organised primary scheme. An eight or nine years' primary course is considered reasonable in most countries. It is desirable for ours and will ultimately be essential. Chiefly for economic reasons, however, such a lengthy course is, as an immediate ideal unattainable in Bengal. The minimum period at school which, with *good teaching*, gives a reasonable chance of literacy is four years, and it is doubtful whether even this period, unless followed up by educative influences during adult life, will give satisfactory results. It is certainly the absolute minimum with children. Taking these four years as the ages 6-9, there are at the present moment in Bengal 55,00,000 boys and girls of the primary school-going age. These figures include municipalities and urban areas where 7.3 per cent. of the population live. The Committee are aware that there are at present many children exceeding nine years of age for whom no educational provision is made. If it were possible to devise a practical scheme which would bring these children into school for a sufficient period to make them literate, the Committee would welcome such a scheme. Desirable as such provision is however the Committee do not feel that any additional sums of money can be found for this purpose. The whole educational resources of Government, financial and administrative, will need to be voted to the restricted scheme we recommend if success is to be achieved. This scheme does not of course prohibit the attendance of children outside the age limits of 6 and 9 where facilities exist without additional teacher provision. If all boys and girls of the ages 6-9 are to attend school, this will require normally approximately 2,00,000 teachers. The report will later give recommendations about the pay of teachers. For the present it may be assumed that to get an effective Matriculate trained teacher a salary equivalent to not less than Rs. 20 per month will have to be paid. Part of the salary may be payable in kind as will be indicated later. Either in cash or

commodities, therefore, approximately 5 crores of rupees per annum must ultimately be found for the payment of teachers alone. As free books and appliances must also be provided, costing at least an additional crore (books alone will cost from Re. 1-8 to Rs. 2 per head per year), it follows that the above scheme for providing a 4 years' education for every child will ultimately cost 6 crores of rupees. These figures include municipalities and urban areas. Possible temporary expedients for reducing this amount will be discussed later. Meanwhile we desire that Government and the public should keep this fact in mind and start thinking in terms of crores rather than lakhs, for it is obvious that the requirements will be doubled when it is proposed to extend free compulsory education for another four years.

It should also be remembered that the above sum includes nothing for—

- (a) training teachers;
- (b) building schools;
- (c) maintaining school buildings; and
- (d) inspecting and administrative expenses.

3. Government and local bodies are at the present moment contributing from general funds Rs. 47,00,000 only for direct grants to primary schools. This excludes the district board grants which will cease when the cess is imposed. The Education Cess when levied through the whole province and fully realised will yield according to the 1929 estimate approximately Rs. 1,20,00,000. The Education Cess together with the present Government grants will therefore provide only about one quarter of the amount above calculated as ultimately necessary. We cannot emphasise this fact too strongly, for it will be disastrous to hold out the hope that with the imposition of the cess the financial problem has been solved.

4. We wish to stress the above three facts. They will bear repetition. They are—

- (i) Our present primary schools are with few exceptions of little value. They are ineffective and need to be replaced by institutions of a higher order of efficiency.
- (ii) For a four year course only, universal free primary education will ultimately cost, either in cash or in kind, not less than 5 to 6 crores of rupees for teaching expenses only.
- (iii) The cess when fully realised throughout the whole province, together with all the money now given by Government and local bodies other than district boards, will only provide just over one quarter of the amount needed for completely free and universal facilities.

5. We have emphasised the above facts at the beginning of our report, for we consider it essential that every citizen should be aware of the magnitude of the task that awaits us. But we do not desire that the knowledge of these facts should produce a pessimism that will paralyse all initiative and serve as an excuse for inaction. In spite of the fact that it is undoubtedly impossible for Government immediately to find the whole of the additional money required, we do

not consider that any policy of inaction can be justified. Ultimately sums of money of the previously mentioned order will have to be found and present plans and policy should be designed on the assumption that they will be found. Free, compulsory, and effective universal primary education facilities must be the ultimate goal, but it is not a goal capable of immediate realisation. Its realisation will be dependent upon the possibility of ultimately obtaining a large recurring income of the order indicated as necessary for primary education purposes. In spite of the magnitude of the task, we consider that the problem is not insoluble. We consider further that if our recommendations are carried into effect there is every hope that a satisfactory solution will be found.

III—Proposed Policy.

(A) Qualifications of Teachers.

1. Such being the somewhat discouraging, but undoubted facts, it is our duty to examine possible policies and expediciencies and suggest to Government a definite line of action along which their energies should be directed.

2. One policy, we are convinced, would be fatal, and that is, the utilisation of the additional money raised by the cess for providing more schools and teachers of the present type. We do not wish to appear ungenerous or unkind to the unfortunate teachers who have struggled under difficult conditions to work effectively in the past in primary schools. Their own limitations as well as the impossible conditions of service made satisfactory work out of the question. We are convinced, firstly, that an effective teacher is the foundation stone of any successful primary education scheme, and secondly, that the present average primary school teacher is incapable of adequately discharging the duties that should fall to the lot of an efficient village school teacher.

3. These may seem hard words, but as a generalisation we believe them to be true.

What is the present situation? Of the 90,000 primary school teachers over 62,000 are untrained. The trained teachers are almost all guru or muallim trained. These trained teachers have received one year's training in a guru or muallim training school. Their average age on admission is 18 or 19. Their educational attainments on the average are those of having reached about Class VIII of a high school. We cannot blind ourselves to the fact that youths of 18 or 19 who have only reached this stage of a high school are of below average mental capacity. No amount of training will transform them into efficient teachers. We emphasise again that this is a generalisation to which there are many exceptions but it is in the main true and its implications have to be faced. We recommend to Government therefore that the first problem to be solved in connection with establishing an efficient system of primary education is that of ensuring a supply of teachers who are not only trained for their work, but have the innate capacity to teach efficiently.

4. In our opinion the Matriculation standard is the minimum educational level that should be demanded of all future recruits to the primary teaching profession. Primary school teaching is the natural absorbing agency for moderately well-educated young men. 2,00,000 primary school teachers would require an annual recruitment of not less than 10,000 and if, of those students who now annually pass the Matriculation Examination, this number could be at once diverted to primary school work, a substantial contribution would have been made to solving the unemployment problem amongst the educated community. Apart from the primary education issue, this fact is well worth the consideration of Government. Nor can anyone reasonably assert that the present Matriculation standard is too high for the educational attainment level of a primary school teacher. In rural areas in particular, the primary school teacher should be not only an

educational officer working in the school, but he should also be a leader in every movement appertaining to rural welfare and uplift. His general knowledge and understanding should make him a reliable interpreter to the village people of current events and movements. We have available a sufficiently large body of people with the requisite minimum educational attainments. The problem that Government has to face is (a) that of making the conditions of service of a primary teacher sufficiently attractive to attract this body of students, and (b) providing the necessary technical training. We consider it essential that an effective training should be given to all intending teachers. The teaching of young children is a skilled art. The conditions under which teachers will have to labour in Bengal make it more essential to provide a trained teacher than in countries where well-equipped schools are the rule. Moreover, the fact that we are only providing for four years' compulsory attendance means that if that attendance is to produce literacy, the teaching must be as skilful and effective as possible. In general, untrained teachers will be unable to produce the desired results within the period of four years. The teachers must therefore be trained. How long this training should be—the type of institution in which it should be given—and the actual method of training are technical problems. We shall comment on this matter later.

5. We are unanimously agreed that all future recruits to the primary teaching profession should be—

- (a) Matriculates, and
- (b) trained.

It should be noted that the term Matriculate should be interpreted as including those who have passed examinations recognised as equivalent to Matriculation, such as the High Madrasah Examination.

As we regard this type of teacher as essential, it is necessary to decide as to how the required supply can be guaranteed.

(B) The Problem of supplying Teachers.

1. At the present moment no Matriculant will ordinarily ever consider taking up primary school teaching as profession. The status of the profession is too low, the remuneration insufficient and the prospects hopeless. The conditions of service under any new scheme must be such as to attract the type of man considered to be indispensable. It follows, therefore, that pay and conditions of service must be fixed so as to attract a Matriculant of average capacity.

2. We are unanimous that the minimum emoluments for an ordinary teacher should be the equivalent of at least Rs. 20 per month. Even this amount is of course extremely small, but it will be a great improvement upon the present position. We are aware that with the present resources a salary in cash of this amount would place an extremely heavy burden upon Government, and we recommend therefore that in an ordinary rural area the remuneration to be paid should be Rs. 16 per month in cash together with a free house provided by the people of the locality and free board for himself. In areas where it will not be possible to provide a free house and free board, local subscriptions would have to be realised to bring the salary up to Rs. 20. If the teacher were married and had a family, as would normally be the case, the provision of board for the teacher could take the form of a supply of rice to the value of Rs. 2 or Rs. 3 per month as is the case in some places at present. The responsibility for ensuring that this is carried out will be a duty of the District School Board.

3. The scheme we recommend therefore implies that for the ordinary teacher Rs. 16 per month would be paid from the District School Board. The local people would provide him with a house for himself and his family and rice or commodities to the value of approximately Rs. 2 per month. We consider that Matriculants would be attracted by these terms and that on this basis it would be possible to build up a profession capable of imparting efficient teaching. It is true of course that nearly all the existing primary school teachers are at present working for considerably less than this. We reiterate however that work of the present standard will not suffice. As the raising of the money requisite for the payment of the suggested rates to all teachers is immediately impossible, there is a disposition in some quarters to acquiesce in the payment of lower salaries than we suggest, because such lower payments make possible a wider extension of any scheme with the present available resources. We again repeat that in our opinion to do this will be fatal. We have laid down what we consider to be the absolute minimum qualifications for effective work and are agreed as to the minimum emoluments which will secure the man who has these qualifications. Any scheme must build upon this foundation and the fact that sufficient money is not available for completing the whole superstructure should mean that the completion of the superstructure must await the provision of the necessary supplementary funds. To weaken the foundation in order to erect immediately the whole building will inevitably mean that the completed building will not fulfil the purpose for which it was designed and will collapse as a badly constructed edifice. That we have not fixed the minimum effective salary for the ordinary teacher too high is borne

out by the fact that the Wardha Scheme—designed fundamentally to make effective education as cheap as possible—assumes Rs. 25 per month as the salary of the teacher.

4. We consider also, that if primary school teaching is ever to become an attractive profession, it is necessary to devise avenues of promotion for the abler and more ambitious of its members. Promotion to headmasterships of the large primary schools is one obvious and direct opportunity. Headmasters should draw effective emoluments of approximately Rs. 5 per month more than an ordinary teacher. For the ablest headmasters the way should be open for promotion to the primary inspectorate. We believe that the inspectorate would improve in efficiency by the inclusion of men who have served for some time as practising teachers in primary schools. We do not feel called upon to devise a detailed plan for effective primary school inspection and control, but we are strongly of opinion that the present system of employing officers trained for secondary school work and without special experience or knowledge of primary school problems is not desirable. We recommend that Government should reconstitute its primary school inspectorate in accordance with the above suggestions and adapted to the changed conditions of primary education.

5. We understand that a complete scheme for the reorganisation of the primary inspectorate is before Government. This scheme involves new methods of training as well as of appointment. A summary of this scheme is given in Appendix B and we desire to record our approval of this scheme generally. Some of us consider that the age limit of recruits to the primary inspectorate should be raised to 20 or 21, and we suggest that if Government cannot accept this amendment generally, provision should be made for exceptions. This could be provided for by saying that the maximum age shall ordinarily be 18 or 19. The implementing of some such scheme as this is, we consider, an urgent necessity.

(C) Financial Aspects of employing Trained Teachers.

1. A policy based on the above principles, that is, of creating a profession of qualified and adequately paid teachers, is essential. We assume therefore that Government will accept this policy. Future recruits must be trained Matriculants drawing Rs. 16 per month together with amenities provided locally or additional locally provided remuneration of at least Rs. 4. From public funds therefore Rs. 16 per ordinary teacher must be provided. For the 55,00,000 children of the ages 6-9, 2,00,000 teachers would, where population distribution is such that large classes cannot be guaranteed, normally be required and the salary bill alone would amount to Rs. 3,84,00,000. This does not include any provision for books, apparatus, provident fund, training of teachers, additional salaries for headmasters, etc. The full application of this scheme including municipalities therefore will ultimately cost not less than 5 crores. A start must obviously be made with less.

2. Happily there are several factors inherent in the present situation which minimise considerably the amount required to allow of an effective start being made.

These factors are—

(a) Although the total number of children of the ages 6-9 in the province approximate 55,00,000, many of these reside in places or under conditions which make difficult, if not impossible, their attendance at a school. It will only be economically possible to create schools where at least 25-30 children can be gathered from within a radius of, at the most, 2 miles. The population of Bengal is scattered over a very wide area and many children even with a properly distributed system of schools will be unable to attend. Communications are bad and for many years to come transport of children from outlying areas to centralised schools will be out of the question. There will be a certain number of children also who for other reasons such as infirmities, attendance at private schools, etc., will not attend the ordinary publicly provided primary school. We estimate that 20 per cent. of the children will not for the above reasons have to be provided for, and the necessary expense is correspondingly reduced. This brings the financial requirement down to 4 crores.

(b) The second factor is that although it is absolutely essential to staff all the schools with trained Matriculate teachers, it will not be possible to achieve this end immediately for the simple reasons that an adequate number of trained Matriculants is not available.

3. A very small percentage of the present primary school teachers are trained Matriculants, and it is not proposed to pay existing teachers, unqualified by our standards, the minimum pay previously fixed by us. The only practicable policy will be to replace inefficient and unqualified teachers as qualified ones become available.

4. If we were suddenly provided with a recurring income of several crores for primary education, we could not at the present moment usefully spend it upon the provision of actual teaching. The rapidity

with which any scheme can be put into operation is limited very definitely by the capacity to produce trained teachers. This fact needs to be clearly understood. We cannot satisfactorily progress more rapidly than we can produce satisfactory trained teachers.

5. The training of teachers is in one sense more important than the financial issue for it is a necessary first step in any scheme and necessarily regulates the rate of progress.

At the present moment the training institutions give an annual supply of approximately 2,000 trained teachers. It is necessary to ensure an annual supply of at least 8,000 such teachers. The provision of training facilities will be discussed later, but at present we assume that some scheme is devised for producing this number. These trained teachers may be regarded as partially additional to the present supply and partially in replacement of existing unsatisfactory teachers. If we regard 5,000 as being new teachers required by the expanding primary education programme and 3,000 as replacing existing teachers drawing on an average pay of Rs. 11 per month including the additional pay of Rs. 3 assumed to be given to existing untrained teachers, the increased salary bill which will have to be met from the funds of the District School Boards will be Rs. 11,40,000 per year. If of course the replaced teachers draw less salary than this, then the additional amount required will be correspondingly increased. For example, if the replaced teachers draw Rs. 6 instead of Rs. 11 the increased necessary provision will be Rs. 13,20,000 instead of Rs. 11,40,000. As will appear from the following calculations, this expenditure can be met from the money immediately available by the imposition of the cess. Government are obliged by the Act to provide for expenditure on primary education in rural areas a sum of not less than 23½ lakhs. An additional 5 lakhs has been sanctioned by the Legislature, making Government's contribution 28½ lakhs. The last available estimates for the cess yield give Rs. 1,20,00,000 as the full amount that can be realised. An 80 per cent realisation will give an income of 96 lakhs, making the total amount available for expenditure upon primary education in rural areas from public funds 124½ lakhs. When the Act is in full operation and the cess is levied, there will be little income available other than this 124½ lakhs. The present income from fees and from the district board contributions will disappear, while the contributions from private sources will probably diminish.

6. Approximately therefore we may assume that 124½ lakhs will be available for—

- (a) the maintenance of present activities until such time as a new scheme is in operation; and
- (b) the meeting of new expenditure due to reconstruction and expansion.

7. The transition from the old to the new will of course be gradual. The new scheme will be based upon a planned distribution of schools in accordance with the requirements of individual areas. Present facilities will not be abolished until improved facilities are available. Present activities cost in rural areas approximately 65 lakhs. It is certain that under public management the maintenance of the present schools will cost more. Even though many of the teachers be inefficient, they will have to be retained until better trained ones are available. If retained, they will have to be paid more than the average of 7 to 8 rupees or

whatever they may have drawn under the old scheme. No public authority is justified in allowing its full-time servants to draw the meagre salaries now drawn. An average of Rs. 3 per month per teacher is a not unreasonable increase. With this increased pay they can be expected to carry on faithfully and to the best of their capacity. This will create an additional financial burden of $90,000 \times 3 \times 12$ or Rs. 32,40,000 per year, making the total cost for the maintenance of present activities Rs. 97,40,000. There will thus be available for reconstruction and expansion Rs. 27,10,000 per year. This additional requirement of Rs. 32,40,000 will of course diminish each year as untrained teachers are replaced. The diminution will be $3,000 \times 3 \times 12 =$ Rs. 1,08,000 per year.

8. As it is probably administratively impossible to arrange for a more rapid production of the new type Matriculation trained teacher than that proposed, namely, 8,000 per year, and as this rate of expansion and of replacement of existing teachers involves new expenditure of Rs. 11,40,000 per year, it is clear that in spite of the high ultimate cost of the scheme, it can be put into immediate operation as far as salary payments are concerned.

9. The above scheme makes the following assumptions—

- (a) The whole cost of training the 8,000 teachers will be borne by Government as at present and will not be a charge upon the previously quoted 124½ lakhs.
- (b) No expenditure will be incurred upon books and writing materials. This charge as a temporary expedient amounting to about Re. 1.8 to Rs. 2 per year per child will have normally to be borne by parents or additional local subscriptions. We admit that this is far from ideal and that sooner or later the State will have to shoulder this burden also. At the present moment, however, it is a necessary evil, for Government cannot immediately find the additional 75 lakhs per year required for this purpose. We suggest that the equipping of primary schools might be a desirable outlet for the benevolent activities of local philanthropists—a far better outlet than for example the never used complete sets of encyclopædias found in so many institutions.
- (c) The cost of erection and maintenance of buildings will be a local charge.

Ultimately probably all these items of expenditure will be normal items in the general education budget of the province, but for the present they must be largely provided for by some means other than from the budgets of the various District School Boards.

10. While we have assumed that books, apparatus, buildings and their maintenance will normally be a local responsibility, it will still not be possible for District School Boards to devote the whole of its financial resources to payment of salaries. There will be many schools and projects for which assistance will have to be given from the Board funds. Cyclones, floods or other natural calamities may suddenly destroy individual institutions and in such cases the Board must give help. We think it desirable therefore even from the beginning that 10 per cent. of the Board's income should be reserved for expenditure other than salaries. The following table illustrates a possible scheme of income and expenditure for the next few years.

Year.	Actual cess yield in lakhs.	Government grant in lakhs.	Total in lakhs.	Available for salaries in lakhs, i. e., deducting 10 per cent. for grants for any other purpose.	Present maintenance charge for rural schools in lakhs.	Additional maintenance charge at Rs. 3 per teacher, i.e., existing untrained teachers who are retained.	Additional cost of 8,000 trained Matriculate teachers per year (5,000 new and 3,000 replacement).	Total salaries expenditure.	Balance available.
1	2	3	4	5	6	7	8	9	10
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1940-41 ..	96	28½	124½	112	65	32,40,000	..	97,40,000	+ 14,60,000
1941-42 ..	96	28½	124½	112	65	32,40,000	11,40,000	1,08,80,000	+ 3,20,000
1942-43 ..	96	28½	124½	112	65	32,40,000	22,80,000	1,20,20,000	- 8,20,000
1943-44 ..	96	28½	124½	112	65	32,40,000	34,20,000	1,31,60,000	- 19,60,000
1944-45 ..	96	28½	124½	112	65	32,40,000	45,60,000	1,43,00,000	- 31,00,000
1945-46 ..	96	28½	124½	112	65	32,40,000	57,00,000	1,54,40,000	- 42,40,000
1946-47 ..	96	28½	124½	112	65	32,40,000	68,40,000	1,65,80,000	- 53,80,000
1947-48 ..	96	28½	124½	112	65	32,40,000	79,80,000	1,77,20,000	- 65,20,000
1948-49 ..	96	28½	124½	112	65	32,40,000	91,20,000	1,88,60,000	- 76,60,000
1949-50 ..	96	28½	124½	112	65	32,40,000	1,02,60,000	2,00,00,000	- 88,00,000

The purpose of the above table is to indicate the order of the sums involved. It is not suggested that they will be exact. For example, the figure of 32,40,000 given in column 7 will vary considerably year by year. Some of the present untrained teachers may have to be given increases much greater than Rs. 3; others may be given none at all. The last is the important column and indicates the order of the amount that Government is called upon to find. Moreover, as indicated in the report, the amount required in column 7 will be a diminishing one, as 3,000 untrained teachers will be replaced each year. It is however left as a fixed amount. It may be too small in the first years and too large in the last years. The table as a whole gives, it is believed, an approximately accurate estimate. The estimate of maintenance charges for rural schools is also approximate as exact figures are not available.

11. The interpretation of the foregoing table is that without additional subventions from the Government to the District School Boards for payment of salaries, a reconstruction scheme involving the appointment of 8,000 Matriculate trained teachers during each of the next ten years after the first can be started, and will be solvent for the first two years. Thereafter, additional grants from some source will be required, gradually increasing in magnitude to Rs. 88 lakhs ten years hence. Presumably, this source will have to be Government. The position at the end of this ten-year period will be that there will be 1,35,000 teachers in the province against the present 90,000 and of the 1,35,000 no less than 72,000 will be the new type of Matriculate trained primary school teachers. We do not think that Government need hesitate to embark upon a scheme of this kind. Government's immediate commitment would be the provision of funds for the training of the additional 6,000 teachers required (the present institutions supply 2,000). According to the new scheme of adding training institutions to high schools, this would mean from 3 to 15 lakhs capital expenditure during the first year and recurring expenditure of Rs. 10,80,000. The amount of capital expenditure required would depend upon the number of hostels that would have to be built. Detailed enquiries will have to be made before the exact amount can be ascertained. This recurring expenditure would have to be incurred in 1940-41 so as to give the first supply of teachers in 1941-42. The capital expenditure ought to be provided this year, *i.e.*, 1939-40. The location, staffing and supervising of these training institutions is a technical problem, proposals concerning which should emanate from the department. As will appear later, we consider that the Act should be brought into full operation throughout the whole province during the current year. There will therefore be cess income for a portion at any rate of this year, and the District School Board should have surplus funds at their disposal this year as well as during the first two years of the ten-year plan. These sums could be utilized in providing assistance for the construction of new buildings until such time as the putting into practice of a more ambitious scheme which provides for school building erection and possibly maintenance. This will be discussed later in the report.

12. While we are definitely of the opinion that the above scheme is a practical and reasonable application of the present Primary Education Act, we consider that it is essential now to face the further inevitable developments and in particular to be aware of the problems still unsolved.

If by the end of the ten-year period Government are placing at the disposal of the District School Boards the additional 88 lakhs required to balance their budgets, the cost of primary education will be as followings:—

(1) *Government—*

	Rs.
(a)	1,16,50,000 (direct grants to Boards).
(b)	15,00,000 (approximate cost of training).
(c)	6,00,000 (approximate cost of inspection).
Total	... <u>1,37,50,000</u>

Of this sum Rs. 99,00,000 would be new expenditure.

(2) *Cess yield (actually collected)*—

96 lakhs.

(3) *Local contributions including charges for books, etc.*—

(a) Building maintenance at Rs. 100 per school per year—approximately Rs. 75 lakhs.

(b) Books, etc., at Re. 1-8 to Rs. 2 per pupil per year—Rs. 75 lakhs.

(c) House and commodities, supplementary salaries of 1,35,000 teachers at Rs. 4 per month—Rs. 64,80,000.

Total value of local assistance—Rs. 2,14,00,000.

Summarised this is—

			Rs.
(1) Government	...	...	1,37,50,000
(2) Cess yield	...	...	96,00,000
(3) Value of local contributions, buildings, etc.	...	...	2,14,00,000
	Total	...	<u>4,47,50,000</u>

In effect this means that about 30 per cent. of the cost is borne by the Government and 70 per cent. by the local people. The above is not an equitable distribution of financial responsibility as between the local people and Government. We consider that a half-and-half basis is more just. At present, however, Government probably cannot undertake to provide more from their own resources. A subsequent recommendation, if implemented, would remedy this disparity.

(D) Necessity for Help from Central Government.

If the previous scheme can be implemented, we consider that the maximum possible effort will have been made. Indeed, we are doubtful as to whether even in 10 years' time Government will be able to find an additional Rs. 99,00,000 for primary education from its available taxable resources.

Moreover, the scheme will be by no means matured. 1,35,000 teachers will be in employment against the 2,00,000 required for an ideal scheme. Of the 1,35,000 only 72,000 will be fully qualified. As will be explained later in the report, it may be possible to devise a temporary satisfactory scheme with 1,35,000 teachers, but the replacing of the 63,000 untrained teachers by trained ones will have to be done eventually. This will mean an approximate additional expenditure of at least 40 lakhs per year. The appointment of the additional 65,000 teachers in order to bring the number up to the 2,00,000 necessary, if the four-year teaching in the primary school is to produce the best results will cost an additional Rs. 1,24,80,000. Then again no scheme is free or satisfactory which requires parents to pay for books and writing materials. To remedy this defect, an additional 75 lakhs per year is required. Moreover, if the free stage of education is to be extended beyond the four-year period 6—9 then correspondingly increased expenditure will have to be faced. We thus need ultimately an additional Rs. 1,24,80,000 plus Rs. 40,00,000 plus Rs. 75,00,000 = Rs. 239.8 lakhs for the satisfactory application of the present four-year primary scheme on a completely free basis for all children. Moreover, these calculations are based on present population figures. Ten years hence these would be 7.5 per cent. greater. Further, many of us are not satisfied that the total emoluments of a primary teacher can for long be left at the low level of Rs. 20. It may within the near future have to be raised to Rs. 25. When this is done there will be an increased recurring cost of approximately 25 per cent. We are thus forced to conclude that unless the taxable resources of the province are increased to an extent which will allow the raising of not only the Rs. 99 lakhs additional required sum for primary education, but also an additional 2½ crores, then the problem of financing primary education even according to our modest scheme cannot be fully solved without assistance from outside the province. We consider that this issue should be faced immediately, and recommend that the Government of Bengal should approach the Government of India and invoke their assistance in financing a satisfactory scheme of primary education. Although a subvention for primary education purposes of 2½ crores from the Central Government to one province may seem a large amount, it should be remembered that it is the magnitude of the amount which necessitates and justifies the demand being made. The Provincial Government might by judicious financial proposals raise a number of lakhs perhaps even a crore, but the allocation of sources of revenue between the Central Government and the provinces in the Government of India Act make impossible the raising of several crores by individual provinces. The main expandable sources of revenue, namely, income-tax and customs and excise duties vest in the Central Government and the taxable resources of the provinces are not sufficiently elastic to allow of the raising of sums of money of the order required for primary education. It is a much

easier matter for the Central Government to raise 15 crores and distribute it to the provinces, than it is for each individual province to raise its quota of this amount itself. It will take considerable time to establish a claim with the Government of India and we do not desire that provincial efforts shall be in any way slackened pending settlement of this question. The claim of the Government of Bengal upon the Central Government will be all the stronger if it shows itself prepared to find the maximum amount possible from its own resources and can show by actual achievement that the people themselves are prepared to sacrifice considerably to procure primary education facilities. Co-operation with the other provinces upon this issue will probably be the most effective way of approaching the Government of India.

(E) Building Loan.

The previous calculations have been concerned with unavoidable recurring expenditure. An essential expenditure which is capital is the provision of buildings. Normally this will have to be a local responsibility. A reasonably good school costs Rs. 2,000. Few schools worth this amount are in existence and the provision of say 75,000 schools at Rs. 2,000 each would require Rs. 15,00,000, *i.e.*, 15 crores. To provide a sum of this magnitude even by loan for primary schools is out of the question. For some time to come therefore buildings will have to be provided locally, and almost inevitably this will not be satisfactory. It would be wise we think for Government to prepare type-plans for different types of primary schools. The types would be different for different areas of the province and again would differ with the capacity of the local people to pay. There are certain areas where *pucca* buildings able to withstand cyclones or floods might be considered essential. It would be one of the functions of the District School Boards to see that schools were constructed of suitable design and size, but the District School Boards themselves should be advised by Government. Although it is not possible for Government to finance completely any building scheme, we consider that there will be many cases where assistance in the erection of buildings will be essential. We therefore recommend that Government should raise a loan of say 1 crore of rupees and that this should be used to grant assistance for building schemes in very deserving cases. The interest charge on this loan should be considered as a Government liability and would increase Government's effective contribution to primary education.

So far we have discussed in general terms the main financial aspects of the problem of primary education.

It is obvious that there are many other problems not necessarily connected with the financial needs, and with some of these we now proceed to deal. These problems may usefully be grouped as—

- (a) administrative; and
- (b) technical.

They will be dealt with under their heads.

IV—Administrative Problems.

The present administrative position is that within Bengal, primary education is controlled by two Acts and three systems. Rural areas have their primary education administration controlled by the 1930 Primary Education Act, while the 1919 Primary Education Act controls education within municipalities. This latter Act does not compel municipalities to provide facilities but merely permits them to do so. We think the time has come when it is essential to ensure that throughout the whole province satisfactory progress shall be made. This does not necessarily mean uniformity of control or even a common administrative machinery, but it does mean taking such action as will compel all administrative authorities to take the necessary steps to provide adequate facilities for those under its jurisdiction.

We desire to emphasise the necessity also of correlating the primary scheme with the secondary education scheme in force in the province. The primary scheme must of course be self-contained, but at the same time the courses of study should be such as to lead naturally to the successive stage in the middle or the high school.

(I) Rural Areas.

As far as the rural areas are concerned, we still have two systems in operation. In fifteen districts, District School Board have been set up under the 1930 Act and in certain of these districts the cess has been imposed. We consider it desirable that the Act should be enforced in all districts and that the cess should be levied throughout the whole province. We do not think that there is any adequate justification for opposition to the imposing of the cess, and we recommend that if such opposition is forthcoming Government should pay no heed to it, as it is in the best interests of the country that the Act should be fully enforced immediately. We feel strongly on this point and desire that before 1940-41 District School Boards in all districts shall be in full working order and shall have at their disposal the full realisable cess income.

(II) Municipalities.

We desire to call the attention of Government to the position of primary education in the municipalities. Under the 1919 Act municipalities are responsible for primary education within their area of jurisdiction. Some municipalities have discharged their responsibility reasonably well—others have not. Compared with rural areas municipal authorities have a simple problem. Some have worked well and have in operation schemes far in advance of schemes in non-municipal areas. Others, however, have not progressed satisfactorily. We do not suggest that the control of primary education within municipalities should be vested in any body other than the municipality itself, but we do consider that legislation should be undertaken which will enable Government to satisfy itself that the municipalities are discharging their educational responsibilities reasonably satisfactorily. Such legislation must make the provision

of satisfactory facilities for primary education in municipalities compulsory and not leave it permissive. The exact manner in which this should be done we do not think it necessary to discuss, but we bring the matter to the notice of Government as we consider it to be an important problem. There is one other aspect of this question and that is the financial one. The financing of primary education is a formidable task which will tax the resources of the province to the uttermost. A great deal of the wealth of Bengal is to be found in the large towns, and we do not see why this wealth should not be called upon to bear some portion of the cost of general provincial education. The inclusion of municipalities with rural areas on a combined scheme will make it possible logically to call upon all people, whether living in rural areas or municipalities, to bear part of the cost of primary education.

We are definitely of opinion that comprehensive legislation should be undertaken to bring both municipalities and rural areas under a revised scheme of primary education administration that will ensure the desired ends being achieved.

(III) Central Advisory Board.

The 1930 Primary Education Act contemplated the establishment of a Central Primary Education Committee to advise Government upon all questions concerning primary education which might be referred to it. This body has never been constituted owing to the fact that so far only isolated districts have been brought into the scheme. The Central Committee is constituted upon a divisional basis and until the Act is in operation throughout the whole province it did not seem desirable to set up this central body. We think that it should now be set up. We also consider it desirable that Government should take steps to adjust the Advisory Board's constitution and powers so that it is competent to advise about primary education in municipalities also.

(IV) Realisation of the Cess.

The brief experience of the operation of the Act in certain districts has revealed what we consider to be a grave defect in the Act. As the Act stands at present the cess is collected and the amount collected is then credited to the District Primary Education Fund for use in that district alone. This means that each district is self-contained. Table A given at the end of our report shows how the cess yield varies from district to district and also indicates how the educational requirements vary from district to district. From that table it will be seen that while in most districts the requirements are far in excess of the yield, in one district, namely, Burdwan, the yield is considerably in excess of the requirements. Under the Act it will not be possible to divert any money from a district with a surplus income to districts with deficit ones. This we consider should be remedied. There is a more serious defect however. The cess is a local tax, the collection of which is not always easy and under certain conditions may become impossible. For example, last year famine conditions were said to prevail in certain districts and the collection of the cess was suspended. The pernicious effects of this were not fully realised for the scheme

was in its infancy and expenditure corresponding to the cess income had not been initiated. Once the scheme has been initiated, however, and the available cess income is required for the discharging of normal educational responsibilities, what is to happen if the cess income is suddenly to cease? Are all schools to be closed and all teachers dismissed? Because of these facts we consider it desirable that the cess should be collected and paid into provincial revenues. From the provincial revenues grants could then be paid out to the District School Boards calculated in terms of normal requirements and cess yield. It would be necessary to lay down that the total amount distributed would be not less than the total amount normally realised. In the event of famine conditions prevailing, or other natural calamities occurring, which prohibited the collection of the cess in any individual district, educational activities would not materially suffer as grants would be paid from central revenues approximately equivalent to the normal cess yield. In what way Government would find the additional required money is a matter for Government to decide. We recommend therefore that the Act should be amended in such a manner as to give effect to the above scheme.

There is no difference of opinion among us as to the necessity for levying the cess immediately in all districts. Some of us consider that the ratio of the contributions by the raiyat and the landlord should be amended. This is not however an educational matter, and we do not think it necessary to do more than call the attention of Government to this difference of opinion.

(V) . Application of compulsion.

We are unanimously agreed that to make any scheme really effective compulsion must be applied. The 1930 Act provides in Chapter X for the enforcement of compulsion: we consider that the conditions attached to the enforcement as detailed in that chapter are satisfactory. We desire to call attention to the fact, however, that in addition to actually declaring attendance to be compulsory, it will be necessary effectively to enforce it. Wherever adequate facilities are provided, there should be no laxity in applying this section of the Act. We suggest therefore that Government should issue instructions to all its local officers that every effort should be made to encourage attendance at school and that where compulsion has been introduced everything possible should be done to make it effective. The enforcement of compulsion for girls raises difficult problems. Where there are conscientious objections to either co-education or the teaching of girls by male teachers we do not consider that it should be enforced. Where there are no such objections, however, we are of opinion that compulsion is as essential for girls as for boys. We do not think there will normally be much objection to young girls attending Classes I and II along with boys and under the supervision of man teacher, but we are of opinion that where there are legitimate conscientious objections to this practice the opinions of the parents should be respected. Otherwise, we see no reason why compulsion should not be enforced for girls where reasonable facilities are provided, exactly as is done in the case of boys. Although we feel that it is not practicable immediately to enforce compulsion for all girls, we are convinced that the provision of facilities for girls' primary education is necessary in the interests of the

country. We are, moreover, not satisfied that all local bodies will make satisfactory arrangements for the education of girls. Their funds will be limited and the demands made upon them for provision of facilities for boys large. We therefore consider it desirable that Government through its supervision of the scheme initiated should ensure that a minimum percentage, say, $33\frac{1}{3}$ per cent. or 25 per cent. of the money available, should be earmarked for girls' education. The money spent upon girls' education in mixed schools would of course be included in this.

(VI) Amendment of the Act.

We have indicated certain directions in which we think that the Act could usefully be amended. There are other provisions of the Act the amendment of which should be considered. For example, the Act does not provide for the presence of any women educationists on the District School Boards or on the Central Advisory Board. With the growing importance of girls' education, we consider that the representatives of women educationists or administrative bodies dealing with the primary education should be guaranteed. When the act is amended, all its provisions should be carefully scrutinised so as to embody all desirable amendments.

IV—Technical Problems.

(I) Co-education.

We have considered the question of co-education in primary schools and have arrived at the following conclusions:—

- (a) Economically it will not be possible to provide separate schools for boys and girls in all cases. Where the population is meagre, the only chance for girls receiving any education whatever will be in a co-educational scheme.
- (b) Where numbers justify the establishment of separate schools such separate schools for boys and girls should be established.
- (c) We see no objection to boys and girls reading together up to the end of Class II, *i.e.*, until an average age of about 8. Normally, therefore, in a rural area boys and girls will study together to the end of the present lower primary stage.
- (d) Attempts should be made to provide separate class teaching for boys and girls in Classes III and IV, though many of us consider that even in Classes III and IV co-education is not necessarily undesirable.

(II) Women Teachers.

We are unanimously agreed that the employment of the maximum number of trained women teachers is desirable. Our report has so far been almost silent on the question of girls' primary schools and women teachers. That was not because we were unaware of the importance of the problem, but because we wished to simplify our analysis and calculations as much as possible. Our calculations have implicitly assumed the necessity for educating girls as well as boys. Any women teachers who are appointed will be included in the total of primary school teachers. They will certainly not cost less and will probably cost more than the men teachers both to train and to maintain. In spite of this, we would remind Government that with young children—boys or girls—lady teachers are naturally more successful as teachers and guides. Unfortunately there are difficulties in the way of rapidly increasing the number employed. These difficulties are not insuperable in urban areas, but they are serious in rural districts. The dangers attached to appointing unmarried lady teachers to small villages where they may have no relatives is too obvious to need emphasis. The natural solution for village education would be to have husband and wife both trained teachers and responsible for the two sides of village primary education. Such a solution will not at present, however, have any wide application. Public opinion is rapidly changing concerning the entrance into public life and into public services of women, and in spite of the difficulties, we consider that immediate arrangements should be made for training a large number of girl Matriculants as teachers. There will be no dearth of employment for them in urban areas, and the time will not be far distant, we hope, when they can be usefully and safely employed in villages.

We recommend therefore that along with its expanding programme of training men teachers Government should make provision for the training of as many lady Matriculants as are available.

(III) School Organisation.

The appointment of a sufficient number of teachers to cope satisfactorily with all the children in the province on a one-teacher per class basis is an impossibility within the near future. Both expense and the inadequacy of the supply of teachers prohibit it. We must therefore organise our school work so that a limited number of teachers can achieve the maximum beneficial results possible. We wish to make it clear that any other scheme than full-time teaching for all students and one teacher per class is necessarily less efficient than the normal scheme of one teacher per class and full-time attendance for all children. Any alternative is an expedient which has little to commend it save its necessity upon economic grounds. A reduction of the number of teachers required is possible in several schemes of tuition. One experiment that has been tried is what is known as the double shift system of teaching. Under this system the teacher teaches one set of pupils in the morning and another set in the afternoon. Its defects are obvious. It throws a very heavy burden upon the teacher and only gives each child approximately half-time teaching. In one application of it the teacher has to walk a considerable distance from one school to another. We unhesitatingly condemn this system. Apart from its unfairness to the teacher, we do not see how, what is little more than half-time teaching, can, in the very short primary school period of four years, produce educational results that are worth while. A more hopeful approach to the problem is some application of the system of a teacher instructing more than one class at the same time. This will be essential in thinly-populated areas and the normal course of training for a primary school teacher should include effective training in this art. Apart from thinly-populated areas, however, it is possible to adopt this principle generally and thus compromise upon the economy and efficiency issues. The Special Officer Mr. Abdul Hakim has already tried out a scheme based partially on this principle in the Mymensingh district. That scheme assumes three teachers for a four-class school and also provides for separate class teaching for girls in Classes III and IV. A synopsis of the scheme is given in Appendix D. We recommend that Government should experiment upon these lines. It will be observed that the required number of teachers is under this scheme reduced by 25 per cent. 2,00,000 teachers were considered necessary for all the children in the province on a basis of one teacher per class. We have assumed that 20 per cent. children would live under conditions that would prohibit their attendance at school. This reduces the number of required teachers to 1,60,000. On the basis of three teachers for four classes the number is still further reduced to 1,20,000. The ten-year scheme previously given would give 1,35,000 teachers at the end of the period. This means, therefore, that within ten years we should have employed sufficient teachers for one teacher per class in the better schools and three teachers per four classes in the remaining schools. We recommend that the present necessitated economy in teachers should be effected by schemes

involving double class duty as above described. It would be advisable to experiment with various schemes in different districts and to compare the results obtained in order to discover the best adaptation of the principle.

(IV) The System of Instruction.

As previously intimated, our Committee is not one of professional educationists and we do not feel competent to advise Government about detailed courses of study or systems of instruction. It is for this reason that we pass over with very brief comment the reconstruction efforts that are being made in other provinces in India. The Wardha scheme must be mentioned, however, if only for the fact that our main difficulty is a financial one and that the Wardha scheme was originally claimed as a solution of the economic problem. We note, however, that so far from providing a cheaper education, it is now generally agreed that the Wardha scheme will cost not less but more in its initial stages than a normal type of education. This at any rate was the unanimous conclusion of the Advisory Committee of the Government of India and as the author of the Wardha scheme—Dr. Zakir Hossain—was a member of that Committee, we are justified in assuming that this opinion is correct. Such being the case, we do not propose to trespass upon ground which belongs to skilled educationists and criticise the details of any proposed scheme. We have not, therefore, examined the educational aspects of the Wardha scheme and give no opinion on it. We do feel, however, that there is room for a great deal of experimental work to be done before a satisfactory scheme of education correlated to the lives and needs of the people is discovered. We recommend, therefore, that Government should encourage to the utmost all reasonable attempts to discover a scheme of teaching and study adopted to the needs and lives of the people. It will be for the educationists themselves to decide upon the type of experiment that is desirable and to assimilate as far as possible systems of teaching and training which have proved successful under conditions similar to those obtaining in our province. We have not in this report considered the extension of primary education beyond the four-year stage. That is not because we do not consider it desirable—the reverse is true—but we realise that it is within the limits being made in other provinces as well as in Bengal therefore, that Government should watch very carefully the experimental future impracticable upon a normal scheme. We recommend, and from time to time obtain reliable reports as to their progress. When the four-year scheme here recommended as a preliminary stage is in operation, then the development of plans for a further four years' teaching can be considered. At the time of such consideration, the experiences of other educational authorities should be of the greatest value.

(V) Training of Teachers.

Previously in our report we have assumed that an additional 6,000 teachers will be trained per year and that these will all be Matriculants. We do not wish to embark upon a detailed discussion as to

how this training can be provided, but we think it might be useful to have facts concerning the training in our report along with the other recommendations and facts concerning primary education. Consequently, we have given in Appendix C a brief summary of the new scheme of attaching training sections to selected high schools. We think this to be a good plan—not the least valuable of its features being that it will make primary school teacher training appear as a natural successive educational step after matriculation. We add that while we realise that the implementing of a scheme to quadruple the present supply of trained teachers is a large task that will require great administrative capacity and activity, we suggest to Government that an attempt should be made to increase even more rapidly the rate of supply of trained teachers. 8,000 teachers per year is not a large supply considering the leeway that has to be made up, and if 10,000 or even 12,000 can be produced annually—all the better.

We would add further that the training course should include instruction upon the major problems relevant to rural life such as elementary agriculture, hygiene and rural development generally.

VI—Summary of Recommendations.

(A) Administrative Proposals.

1. The provisions of the Bengal Rural Primary¹ Education Act, 1930, should be immediately applied in every district. This includes the levying of the cess.

2. The Primary Education Act of 1919 (Municipalities) should be amended so as to ensure the provisions of adequate facilities in all municipalities.

3. The Central Advisory Board should be set up and the necessary action taken to make this Board representative of municipalities as well as rural areas.

4. A definite scheme of development and provision of funds for a period of years should be approved.

5. Compulsion should be introduced as soon as possible as laid down in the Act of 1930 with this exception that compulsion should not apply to girls where lady teachers are not provided.

6. The Primary Education Act, 1930, should be amended so as to make the cess realisations payable into the provincial revenues. The amendment should include a clause requiring the Provincial Government to pay to the District School Boards specified sums.

7. The Primary Education Act, 1930, should be amended so as to include representation of different interests (including women) in administrative bodies under the Act.

(B) Financial Proposals.

1. The minimum salary to be paid to a qualified teacher should be—

Headmaster—Rs. 25.

Teacher—Rs. 20.

Of these amounts Rs. 20 and Rs. 16 respectively will be payable from District School Board Funds and the rest either in cash or in kind from local sources.

2. Government should make plans for the immediate provision of funds for training an additional 6,000 teachers per annum at least. This will cost 11 lakhs recurring and possibly 10 lakhs capital expenditure.

3. Government will have to supplement the income of the District School Boards in two or three years' time by an increasing recurring amount rising to 88 lakhs in ten years' time.

4. Government should raise a loan of 1 crore of rupees to finance the building of primary schools. If this is impossible, the cost of building will have to be a local charge.

5. The purchase of apparatus and books and the erection and maintenance of buildings will have to be local charges until such time as very greatly increased subsidies are possible from the Provincial Government.

6. The Provincial Government should immediately approach the Central Government for a subvention for primary education of the order of 2½ crores to enable primary education to be properly financed.

(C) Technical Proposals.

1. All newly-appointed teachers should be Matriculates and should be trained.

2. Primary school teaching should be made a profession with prospects of promotion to inspectorships as well as headmasterships.

3. An additional supply of 6,000 trained teachers per year is required and arrangements should be made accordingly. The training should include instruction in all that appertains to village life and welfare.

4. As soon as possible all the existing unqualified teachers should be replaced by trained Matriculates.

5. A specially trained primary education inspectorate should be created.

6. As a temporary expediency schools may be organised on the basis of three teachers for four classes as is done in the Mymensingh district.

7. Where numbers make it economically possible, boys and girls should be educated in different schools.

8. Where it is not economically desirable to create separate schools, there is no objection to the education of boys and girls together in Classes I and II, but where possible arrangements for separate teaching should be made in Classes III and IV.

9. Where possible trained lady teachers should be appointed for primary schools.

10. Much greater provision should be made by Government for the training of lady teachers for primary schools.

11. Pressure should be brought to bear upon district school boards to provide for the education of girls by requiring them to spend not less than 25 per cent. to 33½ per cent. upon girls' education.

12. We recommend that supervised experiments should be carried out in different parts of the province to discover the most effective as well as the most economic system of teaching.

W. A. JENKINS, *Chairman.*

T. I. M. NURANNABI CHOUDHURI. } *Joint Secretaries.*
ABDUL HAKIM.

Mrs. HASINA MURSHED.

ALFAZUDDIN AHMED.

ABDUL HAKIM VIKRAMPURI.

K. C. ROY.

W. C. WORDSWORTH.

A. B. CHATTERJEE.

SRIMANTA DAS GUPTA.

B. C. MUKHERJEE.

MD. HASANUZZAMAN.

SYED MUSTAGAWSAL HAQUE.

HAMIDA MOMIN*

FAZLUR RAHMAN.*

NUR AHMED.*

H. S. M. ISHAQUE.*

DHANANJOY ROY.*

MOHAMMAD MOZAMMEL HAQ.*

MD. BARAT ALL.*

HASHEM ALI KHAN.*

MIRZA ABDUL HAFIZ.*

YUSUF ALI CHOWDHURY.*

*Signed subject to notes of dissent.

Mr. Pulin Behari Mullick, M.L.A., and Mr. Abdul Majid, M.L.A., have not signed the report. As they have not sent any note of dissent, we may presume that they agree with the report.

APPENDIX

APPENDIX A.

Statement showing the probable income and expenditure of District School Boards, levy in the Primary Education Cess.

District.	Rural population. Estimate for 1939.	Area (Square miles).	Approximate annual expenditure for salaries on basis stated below.*	Estimated receipt from Education Cess.	Existing Government grant (approximate).	Total income of each Board.	Deficit.	Surplus.
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1. Mymensingh (District School Board and Cess).	53,02,468	6,237	26,01,234	9,07,000	1,82,882	10,89,882	15,11,352	
2. Dacca (District School Board and Cess).	34,63,611	2,713	17,31,805	5,41,000	1,49,535	6,90,535	10,41,270	
3. Chittagong (District School Board Cess suspended).	18,47,543	2,570	9,23,771	3,64,000	1,22,860	4,86,860	4,36,911	
4. Noakhali (District School Board Cess suspended).	17,87,954	1,518	8,93,977	3,46,000	1,06,027	4,52,027	4,41,950	
5. Tippera (District School Board and Cess).	32,24,549	2,597	16,12,274	4,60,000	1,50,000	6,10,000	10,02,274	
6. Pabna (District School Board Cess suspended).	14,78,238	1,818	7,39,119	2,18,000	57,333	2,75,333	6,81,786	
7. Bogra (District School Board Cess suspended).	11,34,028	1,384	5,67,014	1,82,000	63,112	2,45,212	3,21,902	
8. Dinajpur (District School Board Cess suspended).	18,44,793	3,948	9,22,396	4,47,000	70,185	5,17,185	4,05,211	
9. Rangpur (District School Board Cess suspended).	26,87,082	3,496	13,43,541	6,97,000	1,13,988	8,10,188	5,33,353	
10. Jalpaiguri (District School Board).	10,25,669	2,932	5,12,834	3,75,000	65,256	4,39,256	73,578	
11. Nadia (District School Board Cess suspended).	15,13,851	2,881	7,56,928	4,08,000	63,611	4,71,611	2,85,317	
12. Murshidabad (District School Board Cess suspended).	3,58,798	2,091	6,79,399	2,71,000	52,059	3,23,059	3,56,340	

13. Birbhum (District School Board).	9,84,594	1,699	4,92,297	2,41,000	66,003	3,07,003	1,85,294	
14. Faridpur (District School Board, Cess suspended).	24,57,494	2,356	12,28,747	3,78,000	1,09,000	4,87,000	7,41,747	
15. Bakarganj	30,51,437	3,523	15,25,718	7,34,000	2,00,000	9,34,000	5,91,718	
16. Rajshahi	14,77,440	2,609	7,38,720	3,93,000	66,000	4,59,000	2,79,720	
17. Malda	10,81,894	1,764	5,40,997	2,32,000	41,000	2,73,000	2,63,997	
18. 24-Parganas	23,11,219	5,257	11,55,609	7,45,000	86,000	8,31,000	3,24,609	
19. Jessore	17,53,520	2,902	8,76,760	6,20,000	83,000	7,03,000	1,73,760	
20. Khulna	16,90,260	4,689	8,45,130	3,82,000	77,000	4,59,000	3,86,130	
21. Burdwan	15,36,184	2,705	7,68,092	12,65,000	64,000	13,29,000	..	5,60,908
22. Bankura	11,09,758	2,625	5,54,879	3,19,000	64,000	3,83,000	1,71,879	
23. Midnapore	28,26,790	5,245	14,13,395	9,33,000	1,80,000	11,13,000	3,00,395	
24. Hooghly	9,67,579	1,188	4,83,789	2,36,000	47,000	2,83,000	2,00,789	
25. Howrah (District School Board and Cess from 1st April 1939).	8,96,374	522	4,48,187	1,96,000	48,000	2,44,000	2,04,187	
Total ..	4,88,13,127	71,269	2,43,56,612	1,18,89,000	23,27,851	1,42,16,051	1,09,14,469	5,60,908

*The basis of calculation of salaries expenditure is as follows :—

- (1) School-going population —10 per cent. of total.
- (2) One teacher required for every 40 pupils—this allows for those unable to attend.
- (3) Ultimate expenditure per teacher—Rs. 200 per year.
- (4) This works out at Rs. 5 per child of school-going age or annas 8 per head of population.

APPENDIX B.

Summary of proposed training scheme for Inspectors.

The defects of the present inspectorate are as follows:—

(1) It is numerically insufficient to cope with the very large number of primary schools in existence.

(2) The inspectors are not trained specially for primary education, but are trained essentially for dealing with secondary education problems. They are not necessarily interested in primary education and look forward to promotion which will take them into secondary inspectorate.

To remedy these defects the following scheme has been proposed and is under consideration:—

Inspectors will in future be chosen from youths of the age of 18 or 19 who have passed I.A. or I.Sc. Examination with credit. They will be selected by a special Selection Committee and placed on probation while under training. They will be given a subsistence allowance and take the following training course:—

- (a) A nine months' course at the David Hare Training College centre. This course will be specially designed for training primary education inspectors and will emphasise the problems of the primary education problem in Bengal.
- (b) A three months' course at a rural development centre such as Birisiri, Hatchapra, Ushagram or Santiniketan. They will here be given special instruction in rural development and village welfare problems.
- (c) A three months' training at the Agricultural Farm, Dacca, where they will be given detailed instruction in agricultural problems affecting village life.
- (d) A three months training in an inspector's office to teach them the technique of inspection and official procedure.

After passing from this training course they will be recruited in the scale of Rs. 45—5/2—75—3/2—90. Four hundred of these sub-inspectors will be appointed. To supervise the work of these 400 sub-inspectors 40 special inspectors in the scale of Rs. 100—10/2—170 will also be appointed. The chief officers in charge of education will be the District Inspector of Primary Education, who will have no other duties and will be the connecting link between the district and headquarters in Calcutta. This scheme will be an entirely self-contained primary education inspectorate.

APPENDIX C.

Summary of the scheme for training Teachers.

It is proposed to create training classes in a large number of high schools. Boys who have passed Matriculation will enter these classes and be trained as primary school teachers. They will be given stipends while under training, and of course the additional teachers required

in the school will be paid by Government. If 150 of the best schools are chosen and training classes of 40 are started, the additional 6,000 teachers required will be available. It will be necessary to build additional class rooms and possibly hostel accommodation in most of these schools.

APPENDIX D.

Expediencies for Reducing Expenditure.

I.

The device in operation in Mymensingh and other free primary districts.

The lowest class (*i.e.*, Class I, the beginners' class in the new 1928 curriculum published by Government) is taught alone separately from the three other higher classes from 10 a.m. to 12-30 p.m. All the teachers come to school at 10 a.m. and engage themselves in the work of this class, the pupils of which are divided into as many groups as there are teachers in the school and also to some extent according to the standard of their (pupils') attainment. The class is dismissed for the day at 12-30 p.m. The teachers then enjoy a recess for half an hour. At 1 p.m. the work of Classes II, III and IV begins and continues till 4 p.m., after which extra-curricular activities for these classes are taken up.

Some of the advantages of this device:—

- (1) The majority of the pupils being in the lowest class, the difficulties of accommodation have been considerably reduced.
- (2) Better and much more effective teaching of the beginners has been made possible—this being the most noticeable result of the device particularly in view of the contrast with the past neglect of the beginners, which resulted in a hopeless wastage and stagnation in the primary education system.
- (3) An economy in the number of teachers.
- (4) As all the children are not confined in the school simultaneously and particularly as the bigger children attend school in the afternoon, the parents like the device for various obvious reasons.

II.

A device for primary education of both boys and girls in the same system of schools.

Assumption.—Let us assume that we are dealing with a primary school with a fairly even distribution of children over the four classes of the school and that it is a typical school with three teachers. An approximately even distribution of pupils may be expected to be an accomplished fact as a result of a few years' operation of Device I.

Over a year's experiment in Mymensingh tends to this inference. The device suggested is as follows:—

- (1) Working time of the school—10-30 a.m. to 4-30 p.m. (six hours).
- (2) Boys and girls of Classes I and II are to be taught together from 10-30 a.m. to 1 p.m. for 2½ hours on all week days by two of the three teachers. These classes are dismissed at 1 p.m.
- (3) Boys or girls of Classes III and IV are to be taught on alternate week-days by the remaining teacher from 10-30 a.m. to 1 p.m. and by all three from 1-30 p.m. to 4-30 p.m. Girls of Classes III and IV will attend school, say, on Mondays, Wednesdays and Fridays only and boys of Classes III and IV will then come on Tuesdays, Thursdays, and Saturdays only. With a judicious arrangement of the timetable, paying special attention to subjects of individual attention as well as of group teaching, it will not be at all impossible for one teacher to engage profitably pupils of two classes (III and IV) from 10-30 a.m. to 1 p.m. only. The teachers will enjoy a recess for half an hour from 1 p.m. to 1-30 p.m. In the afternoon (1-30 p.m. to 4-30 p.m.) there will be two classes but three teachers, who will therefore work with desirable convenience and efficiency.

Popular objection to mixed schools removed.—The main popular opposition to the bigger boys and girls reading together will thus be done away with, as boys and girls above 8 years of age will not read together. Under the new curriculum (1938) children of ages 6 to 7 read in Class I, 7 to 8 in Class II, 8 to 9 in Class III and 9 to 10 in Class IV. The Mymensingh District School Board has already allowed the teaching of boys and girls together in Classes I and II even in girls' primary schools.

Idea not imaginary.—The idea contained in the scheme proposed above is not entirely original. In slightly modified shapes analogous schemes have long been effectively operated in rural schools of Denmark.

Probable objections replied to.—It may be argued that children of Classes III and IV have four holidays in a week. What can therefore they learn in three days in a week? In reply it may be said that long detention in school rooms is not now regarded as essential for children's education. During these so-called holidays they will do practical work in the gardens or fields of their parents or in some other profitable ways utilise their knowledge (handwork, etc.) acquired in the school. Education through activities and experience is now universally regarded as an essential feature of a modern school course. Again, regarding their acquisition of literacy, they have surely advanced fairly through this during the earlier two years when they have attended school every weekday.

Four-teacher schools simplify present difficulties.—If it be possible to find four teachers in a primary school, the above scheme may have further advantages with some modifications. Even if Class I be disproportionately big as is the case now, it may be possible to run the scheme in the following manner:—

Two of the teachers teach Class I and one of them teaches Class II from 10-30 to 1 p.m. and the remaining teacher teaches Classes III

and IV from 10-30 a.m. to 1 p.m. in the manner stated above. As before Classes I and II are dismissed at 1 p.m. and after an interval of half an hour all the four teachers co-operate in teaching the pupils of the Classes III and IV from 1-30 to 4-30 p.m. For four teachers to manage two classes in the afternoon will be an easy matter, but they are not expected to spend their time without profit. They can devote their time usefully to such matters as gardening, studying, preparing for extra-curricular activities, etc., besides actual work with the children.

With four teachers alternate day attendance of the pupils of Classes III and IV will not always be necessary. Where the school building is commodious enough to have four rooms, each of these classes may be divided into two sections, one of boys and the other of girls only. These four sections may be taught in the afternoon (every week day) by four teachers. In this case children of Classes I and II alone are to be taught in the earlier hours (10-30 a.m. to 1 p.m.).

Some of the advantages.—All the four advantages referred to under Device I may be expected more or less here also. But the greatest advantage is that this device offers a tentative solution of the difficult problem of girls' education, which is an essential part of any effective scheme of primary education.

A. HAKIM.

APPENDIX E.

Replies to the Questionnaire.

A Summary.

Our questionnaire was sent to 83 persons, including Members of the Committee, Vice-Chancellors of the Universities, Inspectors and Inspectresses of Schools, Principals of Training Colleges, Chairman of District Boards, Presidents of District School Boards and a few other non-official gentlemen likely to be interested in our enquiry. We have received 46 replies, a brief summary of which is given below, question by question.

Salaries of teachers.

Q. 1. What do you consider should be the minimum salaries and scales of salaries for primary school teachers—head and assistant?

Ans. Forty-four sets of scales have been suggested in the replies.

The lowest rate suggested for the head teacher is Rs. 12 per mensem and that for the assistant teacher is Rs. 10 per mensem. The highest scales for the same are Rs. 25—1—50 and Rs. 20—1—45 respectively.

A few specimen rates of pay or scales of salaries are quoted below—

		Head teacher.	Assistant teacher.
		Rs.	Rs.
Lower	..	.. {	12
			10—12
			8—10
			{ 12—15
			{ 10—12
			{ 14—25
			{ 12—20
			15—1—30
			20—1/2—30
			{ 15—1/5—20
			{ 10—1/5—15

Rates proposed in Government Resolution of March 1937 for Education Cess districts—

Head teacher.	Assistant teacher.	
	Trained.	Untrained.
Rs.	Rs.	Rs.
16 (trained)	12	10

Co-education.

Q. 2. Do you recommend separate schools for boys and girls or favour co-education in primary schools?

Ans. Nine replies favour separate schools for girls, three want separate schools for girls above certain ages (8 or 9 years), while the majority (24 replies) think co-education desirable in primary schools.

Employment of women teachers.

Q. 3. Do you recommend women teachers in primary schools, viz., (a) boys' schools, (b) girls' schools, (c) co-educational schools? If so, do you consider that women teachers should have the same minimum initial qualifications as men teachers and what should be their scale of pay?

Ans. In 15 replies women teachers are recommended for all primary schools. In 24 replies women teachers are specially desired for girls' primary schools, while in 19 replies women teachers, with some preferences to married couple teachers are favoured for co-educational schools.

In a few replies a little higher salaries are recommended for women teachers. The scales suggested have among them the following:—

Rs. 20— $\frac{1}{2}$ —30.

Rs. 15— $\frac{1}{2}$ —25.

Rs. 35—3/5—60.

Rs. 12— $\frac{1}{2}$ —18.

Rs. 20—5/3—50.

The same initial qualifications as of men teachers are generally favoured.

Compulsion.

Q. 4. (i) Do you recommend compulsory attendance at primary schools for (a) boys, (b) girls?

(ii) Do you think that compulsion should be enforced immediately, or within a specified period?

Ans. In 26 replies compulsion is favoured for both boys and girls. Nine of them desire compulsion for boys as early as possible, a few favouring it immediately. In 13 replies compulsion is favoured only for boys and in 9 replies compulsion for girls is wanted, at periods in the future varying from 5 to 10 years. There is also one of our correspondents who particularly wants compulsion for girls. There are four replies which do not favour compulsion at all. Compulsion is generally desired to be enforced within a specified period varying from 2 years to 10 years.

Finance.

Q. 5. Assuming that an assistant teacher in a primary school is paid a monthly salary of about Rs. 15 and a head teacher a little higher, it is found that nearly five crores of rupees is needed per annum as recurring expenditure for enforcing compulsory education in primary schools (four years' course).

How do you propose the funds necessary should be raised? In particular what is your opinion of the following methods:—

(a) Fees by pupils.

(b) Local Education Cess—at what rates and from whom (zemindars and tenants)?

(c) Provincial taxation—direct or indirect.

(d) Central taxation and allocation to the provinces.

Ans. (a) Fees by pupils is discouraged by all except in six replies, where these are desired from those who can pay them.

(b) Present education cess favoured in 12 replies—one wants to realise the tenants' portion through the union boards—another wants to include the municipal areas within the provisions of the Act, while a third wants to exempt the tenants till half of them have themselves received primary education. One proposes to double the existing education cess while a second wants to halve it.

Other proposals for education cess.

(1) Zeminder 3 pice, tenant 2 pice—two replies.

(2) No cess from pure agriculturist tenants, but cess from landlords, money-lenders, officials and businessmen having an income of Rs. 1,000 or above in the manner of income-tax assessment—one reply.

(3) Education cess wanted from zeminders and tenants but no rates suggested—three replies.

(4) Taxation by union boards as in case of union rates—one reply.

(5) One anna in the rupee to be paid by tenants paying rent of Rs. 20 (or above)—one reply.

- (6) Education cess from zeminders with income of Rs. 1,000 or above—one reply.
- (7) Zeminder to pay 2 pice on the revenue and tenant to pay two pice on the rent and also merchants and (private and co-operative) banks, one pice per rupee of their net annual income—one reply.

No education cess favoured in eleven replies.

(c) Provincial taxation—

Direct—favoured in three replies.

Indirect—favoured in fourteen replies.

Suggestions.—Increase in amusement tax, taxes on luxuries, on uncommon luxuries, on articles excluding the barest necessities such as salt, kerosene, etc.

One suggestion—

- (i) Income-tax on non-earning income above Rs. 5,000 in the province.
- (ii) Tax on all articles of luxury—cycle, sticks, spectacles, *atar*, fountain-pens, rings, etc.
- (iii) Increase in the value of railway tickets—one pice per rupee—sold within the province.

No provincial taxation favoured—nine replies.

(d) Central taxation and allocation to the provinces favoured in twenty-one replies—suggested sources—jute duty and income-tax. Some want the whole of the jute duty.

Central taxation and allocation—not favoured in eight replies.

Miscellaneous suggestions for raising funds—

- (1) (i) Levy on railway and steamer passages.
- (ii) Amusements tax.
- (iii) Entertaining houses tax.
- (iv) Race tax.
- (v) Small levy on country boats, and bullock-carts.
- (vi) The whole of the jute tax.
- (2) (i) Sale proceeds of text-books published by Government and written by competent authors and made compulsory texts in all primary schools.
- (ii) Education cess on the basis of income or on holdings in towns—the latter recommended.
- (3) Provincial revenues, supplemented by savings out of retrenchment in cost of administration—three replies.
- (4) General cut of 10 per cent. on officers drawing Rs. 250 and over and increase on import duties on articles of luxury—one reply.
- (5) Half the cost from zeminders, a quarter from tenants and the other quarter by retrenchment—one reply.
- (6) Tax of one anna on every ticket sold for amusement and travelling by railway and steamer. Also part of profit by railway and steamer companies.

- (7) A special scheme of a loan of 10 crores and 40 lakhs and making a grant of land worth Rs. 6,000 to each standard school.
- (8) In one reply the expenditure of 5 crores is proposed to be met from income derived as follows:—

	Crores.
	Rs.
Education cess from zeminders and tenants at higher rates	... 2½
Provincial taxation	... 1½
Central taxation and allocation	... 1½
	5

- (9) Professions and trades to pay 1 per cent. of income—one reply.

Central Government's liability.

Q. 6. Do you think that the Central Government have a liability towards financing primary education? If so, what should be their share?

Ans. In 32 replies the Central Government are expected to have a liability. Ten of these contributors want half of the cost, five want a quarter of the cost, three want one-third, one wants three-fourths, another—one crore, while two want 10 per cent. to 15 per cent. of the cost. The income-tax derived from Bengal and the whole of the jute tax are also demanded in one or two replies.

No liability of the Central Government—eight replies.

Formation of Central Advisory Committee.

Q. 7. Do you think that a Central Primary Education Committee as contemplated in the Bengal (Rural) Primary Education Act, 1930, should be formed for the province immediately?

Ans. Wanted by twenty-eight contributors.

Not wanted by twelve contributors.

NOTES OF DISSENT.

1. By Begum Hamida Momin, M.L.C.

I generally agree with the above report of the Committee subject to the following observations:—

1. I am of opinion that a combined scheme of primary education for urban and rural areas will lead to insurmountable complications. The conditions in the two areas are different. The population of the towns are more or less cosmopolitan and their requirements are different from that of the rural areas. In the second place it will not be possible to devise a uniform basis of taxation in both areas. Taxation in the urban areas are based on the valuation of holdings or on personal income while in the rural areas the assessment is based on land or rather the rent of the land. But even if a common basis could be found, it would not be fair to make the townspeople contribute an additional amount for the benefit of rural areas. The requirements of urban areas will be considerable and additional taxation over and above what is paid will be required to meet those requirements. This will be heavy enough for the townspeople. If over and above this they are asked to contribute a further sum to help the rural areas, it will be an unbearable burden on the townspeople.

Further, there is no justification for asking such townspeople to contribute towards the educational expenditure in rural areas who have no interest in such areas; and those who have any such interest will be automatically assessed in that local area along with others. Apart from this, the control of primary education will necessarily be in the hands of different local bodies. For these reasons I am definitely of opinion that the scheme of compulsory primary education should be kept separate.

2. I do not agree with the recommendation of the committee in relegating the girls' education to the second place in the scheme of primary education. In my opinion the education of girls should be placed in the forefront of the scheme as it will indirectly facilitate and expedite the education of boys. For this reason I advocate the allocation of 60 per cent. of the fund for the expenditure of education of girls.

3. Though I do not object to girls up to the age of 8 being educated with boys, I would prefer to have entirely separate schools for girls and this should be our aim. But where this is impossible I would like to have women teachers in mixed schools. If the employment of a larger number of women teachers entail greater expenditure at the initial stage, in the long run this will pay in giving better training and making education more attractive.

4. In this connection I would urge the very great necessity of turning out a large number of trained Muslim women teachers as in the rural areas where the Muslim population is considerable, Muslim women teachers will be able to do much more useful work and will be more popular. For this reason in the beginning it will be necessary to relax the educational qualification by not insisting on the Matriculation Standard for Muslim women seeking training. It is of the utmost importance for us to have Muslim women teachers in primary girls'

schools. I think for the next five years I would accept middle vernacular or middle English qualification for Muslim women.

5. I consider both the manner of assessment and the method of collection of the education cess as in the present Act unfair to the landlords. From my own experience as a very small landlord I find it impossible to collect the education cess from the tenants and pay it to Government. Nowadays it has become almost impossible to realise even 40 per cent. of the rents and public work cess from the tenants. If the zemindar has to collect an additional cess, he will never be able to do it. I am therefore of opinion that whatever taxation is required, it should be collected directly from all parties concerned in the same manner as union rates and to the extent of the actual expenditure required in a particular local area.

I do not approve of the Education Cess being treated as a provincial tax. It is not fair that one district should pay more than its requirements to help another. The Education tax should be treated as a contribution from the area and the people benefited only to the extent of its actual requirements.

HAMIDA MOMIN.

The 19th May 1939.

2. By Mr. Fazlur Rahman, M.A., B.L., M.L.A.

Taking the report as a whole, I concur generally with the views expressed in it. I have therefore signed it although in particular points both of expression and substance, I desire to make some reservations and qualifications. In reference to the Wardha scheme, I like that the recommendation should be in the clearest possible terms in the following manner:—

“Having regard to the unanimous conclusion of the Advisory Committee of the Government of India that the scheme will cost not less but more in its initial stages than a normal type of education, we are of opinion that the scheme is not financially feasible. As on the financial grounds we are unable to recommend it to the Government, we have not examined its educational aspects and as such we refrain from expressing any opinion on its merits.”

I believe that there can be no difference of opinion with regard to the ideal scheme that has to be ultimately adopted. But I am unable to agree with the recommendation regarding the ten years' scheme, the financial implication of which has been indicated in the table on page 19 of the report. At the outset I should mention that the table referred to above does not correctly represent the scheme as suggested in the report. According to this scheme, each of the 90,000 existing teachers are to be paid Rs. 11 per mensem. The cost on this account amounts to Rs. 1,18,80,000. If it is correct to say that 65 lakhs of rupees are at present spent on salaries alone, then the additional cost required for maintaining the present activities will be Rs. 53,80,000 and not Rs. 32,40,000 as mentioned in the table. The mistake has arisen from the fact that it has been assumed in the report that an additional Rs. 3 per teacher per mensem will be required so as to enable each one of the 90,000 existing teachers to draw a salary of Rs. 11 per month. This assumption is not correct. Again, my information is that 85 lakhs of

rupees and not 65 lakhs as mentioned in the report are now spent on account of salaries alone. In that case, a little over Rs. 3 per teacher per mensem will be required as an additional cost for maintaining the present activities. That is to say Rs. 33,80,000 will be necessary annually as an additional cost for the purpose. If the table is corrected in conformity with the abovementioned facts, it will show a deficit from the very first year, Rs. 6,80,000 for the first year, rising up to Rs. 1,09,40,000 for the tenth year. Therefore, it is not correct to say as it has been said in the report that the first three years of the ten years' plan will be solvent in the sense that the Government will not be required to spend more than what they do now and that the District School Boards will have surplus funds at their disposal. I feel that we cannot reasonably recommend a scheme, not an ideal but an expedient one, which will cost the Provincial Government an additional sum of Rs. 1,09,40,000 over and above the cess income and the 28½ lakhs of rupees that the Government spends at the present moment on account of salaries of primary school teachers in the rural areas.

This scheme is intended to provide teaching for 80 per cent. of the boys and girls of primary school-going age in a period of ten years. On the basis that four teachers will be necessary for one four-class school, having on its roll 120 students, the report calculate that 1,60,000 teachers will be necessary. But the report mentions at page 20 that at the end of this ten-year period there will be 1,35,000 teachers in the province. This means that another 25,000 teachers will be necessary to give effect to this expedient scheme. Ten-year period means enough delay and provision for another 25,000 teachers will mean further delay, but the province can brook no longer any delay. The imposition of the cess presupposes that along with it provision for compulsory and free primary education will be made. The people of the province will feel very unwilling to pay the cess, when they will be asked to wait for more than ten years to have adequate facilities for primary education of their children. This cannot be justified on moral grounds also. They can reasonably be expected to wait for a few years but not for as long a period as ten years and more. Then again only 53·3 per cent. of the teachers will be trained Matriculates. From the above facts, it is reasonable to conclude that even at the end of a long period of ten years, when Government will be required, according to this scheme to pay a total sum of Rs. 1,38,30,000 per annum, enough facilities will not be available for the introduction of free and compulsory primary education throughout the province. The report seems to imply that this delay is inevitable. The reason, it has given at page 15, is as follows:—

“The rapidity with which any scheme can be put into operation is limited very definitely by the capacity to produce trained teachers (meaning trained Matriculates).We cannot satisfactorily progress more rapidly than we can produce satisfactory trained teachers.”

Though I realize the immense importance of a trained teacher in the formulation of any scheme and though I fully agree with the view that has been expressed at page 5 that “an extension of the present system by merely providing more schools similar to the existing ones, or more teachers as poorly qualified as the existing ones, will not be a satisfactory solution of the problem,” I cannot accept the view that the progress must necessarily be limited by the number of trained Matriculates that may be available in a year. The position taken up in the

report is easily understandable. It has emphasised only one of the reasons which have led to the ineffectiveness of the present system of primary education. It has mentioned only inefficiency of the teacher as mainly responsible for producing no literacy, and it is but natural that the report should conclude that the progress will depend on the supply of trained Matriculates. Though it has been recognised in the report that the minimum period at school, which with good teaching, gives a reasonable chance of literacy is four years, it has evidently been forgotten that most of the present day primary schools, that is 53,000 out of 65,000 primary schools, are two class schools and that they cannot ensure literacy, even though the teaching might have been done by good teachers. Another factor which is responsible in no small degree for non-production of literacy is the premature withdrawal of children from school at any stage before the completion of the four years' primary course. Thus the attainment of literacy will depend on at least three factors:—

- (i) the supply of good teachers,
- (ii) the minimum primary course of four years; and
- (iii) compulsion.

It has been agreed that every primary school should be staffed by good teachers, as far as practicable. But in absence of compulsion, nothing will ensure satisfactory attendance. It is, therefore, necessary that conditions should be produced which may make possible the introduction of compulsion throughout the province at an early date, say within 5 years. One of those conditions is that there should be an adequate number of schools, so that no child should be required to walk more than a mile. This in its turn means an adequate number of good teachers. Though I agree that a trained Matriculate is ultimately needed, but at the same time I feel for the above reasons that we should be satisfied for the present with an untrained Matriculate, if a trained one is not available. This will provide for reasonably good teaching though not the very best teaching. I take it that it will not be possible for the Education Department to produce more than 8,000 trained Matriculates every year, but it will not be difficult to get another 4,000 Matriculates in addition to the 8,000 trained Matriculates every year. I am, therefore, not prepared to accept the view that the rapidity with which any scheme can be put into operation is limited very definitely by the capacity to produce trained Matriculates. My own view is that the rate of progress will depend on the number of Matriculates, both trained and untrained, that may be available in a year. If 12,000 Matriculates, 8,000 trained and 4,000 untrained, are available every year, the scheme which I suggest below can be given effect to in a period of six years and compulsion can gradually be introduced with the progress of the scheme and the whole of the province will have compulsion introduced at the end of the six-year period.

The scheme that I suggest is as follows:—

There are 55 lakhs of boys and girls of primary school-going age. Twenty percent. of the children will not for the reasons given at page 14 of the report attend the publicly provided primary schools. This brings the number down to 44 lakhs. And excluding nearly 4 lakhs of the children who reside in municipal areas, there remain about 40 lakhs of the children. In the scheme suggested herein, the financial liability of the Government that has been shown is for the education of three 40

lakhs children of the rural areas. I have excluded the municipal areas, because I have no means of calculating the amounts of the cess or tax that the municipalities will be called upon to pay in the future. As it is not possible to include in the income side the contributions of the municipalities either by cess, tax or by any other means, nothing should be included on the expenditure side. Further, I believe that the financial liability of the Government for the free and compulsory primary education for the municipal areas will be nil, as the cess and tax income of all the municipalities together, when education tax comes to be imposed in those areas, will be sufficient to meet their budget for primary education. It is further expected that a part of the income of the municipalities may be available for meeting the educational expenses in the rural areas. This is one of the reasons why the Primary Education Act should comprise the whole of the province including the municipal areas and the cess income should be provincialised. It is to be clearly understood that for the purpose of correctly calculating the financial liability of the Government on account of primary education, the municipal areas have been excluded from this scheme for the reasons mentioned above. It is better to mention here that it is my emphatic opinion that compulsory and free primary education should be introduced throughout the province including the municipal areas. All the primary schools should be four-class schools, each school normally will have on its roll 120 students. For 40 lakhs children, there will be necessary 33,333 schools. As there are sparsely populated areas and difficulties of communication in some places, I think the number of schools should be increased to 36,000. As one-teacher or two-teacher schools are inefficient, I hold that none of these schools should be one-teacher or two-teacher school, though in some cases, some of these schools may prove to be uneconomical. No doubt it is desirable that every school should have one teacher for each class, but I feel that there can be no reasonable objection to each school having three teachers for four classes with a little adjustment in teaching arrangement. The device mentioned in Part I of Appendix D of the report will serve this purpose very admirably. It has all the advantages of a double shift system, but none of the disadvantages. It means a burden of one hour extra work on the teachers, but in view of the great improvement in the salaries and conditions of services of the teachers as recommended in the report and which I endorse, every teacher, it is hoped, will willingly undertake this burden. This hope has been confirmed by experience in the working of this method in the district of Mymensingh. Every year 8,000 trained Matriculates and 4,000 untrained Matriculates should be recruited as teachers. Of these 12,000 teachers, 8,000 will be adding to the existing number and 4,000 will be as replacing existing untrained non-Matriculates. At the end of a six-year period, there will be 40,000 trained Matriculates, 20,000 untrained Matriculates, 28,000 trained non-Matriculates and 20,000 untrained non-Matriculates. If these teachers are distributed in the 36,000 schools, there will be 4,000 schools, each having two trained Matriculates, 1 trained non-Matriculate, 12,000 schools, each having 1 trained Matriculate and 2 trained non-Matriculates and 20,000 schools, each having 1 trained Matriculate, 1 untrained Matriculate and 1 untrained non-Matriculate. These schools may be regarded as reasonably efficient in the present circumstances. If these 36,000 schools are properly distributed, no child will be required to walk more than a mile. Thus this scheme fulfils the condition precedent laid down in the Primary Education Act, to the introduction of compulsion.

In my opinion every trained Matriculate should get a salary of Rs. 16 per mensem, every untrained Matriculate Rs. 14 per mensem, every trained non-Matriculate Rs. 12 per mensem and every untrained non-Matriculate Rs. 10 per mensem. This scheme has been so devised that it can be gradually improved till it conforms to the ideal. Any improvement will necessitate funds. And as the funds are available, one teacher per school may be added, the untrained Matriculates may be trained and the untrained non-Matriculates may be replaced by trained Matriculates. When all these are done, the question of 8 years primary course may be considered. But these steps will mean time, and we should not wait till that day comes. It should be mentioned here that refresher courses should be held in the training schools to improve the work of the trained non-Matriculates. It has been assumed in the report that these trained non-Matriculates are ineffective teachers. The report says that no amount of training will improve them. I do not agree with this view. The ineffectiveness of the present system of primary education is due to many factors as I have stated elsewhere in this note. Many of these trained non-Matriculates are good teachers and with refresher courses they will continue to be useful.

The question whether 12,000 Matriculates will be available every year needs an answer. 12,687 passed the Matriculation Examination in 1933, 13,352 in 1934, 15,084 in 1935, 17,202 in 1937. The number of students who entered the 1st Year Intermediate Classes of the various colleges and the 1st Year of Medical, Engineering, Industrial, Commercial and other Technical Institutions is approximately 10,000 in each of the years 1933, 1934 and 1935 11,000 in 1936 and 1937. A number of the Matriculates must have entered service as constables, peons, clerks of small offices. But roughly speaking 2,500 Matriculates have, on an average each year, remained unemployed for the last 6 years. 15,000 unemployed Matriculates are now available. As many as 2,000 Matriculates applied for primary teachership in the district of Dacca and 2,000 in the district of Mymensingh. Most of these Matriculates were of more than one year's standing. Those who have applied for Dacca posts are inhabitants of Dacca and those who applied for Mymensingh posts are inhabitants of Mymensingh. This confirms the statistical inference that approximately 15,000 unemployed Matriculates are now available. It is further expected that with improved conditions of service of a primary teacher, more Matriculates will be attracted and less number will enter the colleges, and it is also fairly certain that more and more candidates will pass the Matriculation Examination every year. As many as 22,222 candidates passed the Matriculation Examination in 1938. The above figures do not include the High School Examination and High Madrasah Examination passed candidates of the Dacca Board. Taking all these together, I feel that it will not be difficult to recruit 12,000 Matriculates every year as primary teachers. The only difficulty, I find, is with regard to securing sufficient number of Muslim Matriculates. As universal primary education will be introduced, it is desirable on both educational and cultural grounds that the number of teachers of each community should be proportionate to its population. In that view of the thing, the Muslim teachers should form 55 per cent. of the total strength. But I think that there will be no difficulty on this account so far as Eastern and Western Bengal are concerned. This difficulty may be presented in some districts of North Bengal. But for one

part of the province, the enforcement of the scheme in other parts should not be delayed.

It is true that the report has mentioned how economy can be effected by adopting the device mentioned in Part I of Appendix D. But the ten years' scheme and not the scheme based on the abovementioned device has been advocated by the report for adoption in the province. What is recommended in the report is to ask some of the District School Boards to experiment on it. But what I want that the scheme based on the abovementioned device and as outlined in this note should be definitely recommended for adoption in the province in view of the present financial stringency. If local circumstances of a particular place demand any modification of the scheme, it may be adopted to those circumstances. In formulating the ten years' plan, the report mentioned at page 16 that the last available estimates for the cess yield give Rs. 1,20,00,000 as the full amount that can be realised. An 80 per cent. realisation will give an income of 96 lakhs. I do not agree with this calculation. Only 10 per cent. should be deducted as realisation cost. There should be no deduction on account of arrears. At Dacca I discussed the matter with the Collector and the Special Officer for realisation of cess. The Special Officer told us that 80 per cent. of the cess demand for a year was normally realised. The cess demand for a particular year consists of the cess assessed for that year and the arrears for the previous year or years. The 80 per cent. of the cess demand normally comes to the figure at which the cess is assessed for a year. But the realisation cost is 10 per cent. of the cess assessed. Thus Rs. 1,08,00,000 and not 96 lakhs as mentioned in the report, will be available as cess income after deducting 10 per cent. as realisation cost. The financial implication of the scheme outlined in the pages of this note has been embodied in Table No. 1. From the table just mentioned, it will appear that the District School Boards will have surplus amounting to Rs. 8,13,000 in the first year, then a deficit of Rs. 1,95,000 in the second year rising up to Rs. 51,87,000 in the sixth year. I consider this to be a reasonable sum which the Government should be asked to spend even in the present financial stringency of the province.

I repeat that this scheme can be easily extended to the municipal areas without imposing further financial obligation on the Government. It is thus at a cost of Rs. 51,87,000 to the Provincial Exchequer, free and compulsory primary education can be introduced throughout the province in a period of 6 years.

The financial implication of the scheme outlined in this note has been indicated in Table No. 1 and that of ten-year plan as recommended in the report in Tables Nos. 2 and 3. If economy is effected in the ten-year plan of the report as suggested at page 33, the annual expenditure in salaries will be reduced and with 1,20,000 teachers at the end of 10 years' period, the annual expenditure on salaries alone will be Rs. 85,64,000 (*vide* Table No. 4). But with 1,35,000 teachers as mentioned at page 33, the expenditure would be much greater. By comparison of the tables, it will appear that the plan suggested in this note is the cheapest compatible with reasonably efficient teaching.

FAZLUR RAHMAN.

The 22nd May 1939.

TABLE NO. I.

Year.	Actual cess yield in lakhs.	Govern- ment grants in lakhs.	Total in lakhs.	Available for salaries in lakhs, i.e., deducting 10 per cent. for grants for any other purpose.	Total salaries expendi- ture in lakhs.	Balance available.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1940-41	108	28½	136½	122·855	114·72	+ 8,13,000
1941-42	108	28½	136½	122·85	124·8	- 1,95,000
1942-43	108	28½	136½	122·85	137·28	- 14,43,000
1943-44	108	28½	136½	122·85	149·76	- 26,91,000
1944-45	108	28½	136½	122·85	162·24	- 38,39,000
1945-46	108	28½	136½	122·85	174·72	- 51,87,000

EXPLANATORY NOTE TO TABLE NO. 1.

Year.	Number of trained Matriculates.	Total salaries for the year at Rs. 16 per month per teacher in rupees.	Number of untrained Matriculates.	Total salaries for the year at Rs. 14 per month per teacher in rupees.	Number of trained non-Matri- culates.	Total salaries for the year at Rs. 12 per month per teacher in rupees.	Number of untrained non-Matri- culates.	Total salaries for the year at Rs. 10 per month per teacher in rupees.	Grand total.
		Rs.		Rs.		Rs.		Rs.	Rs.
1940-41	..	..	..	..	28,000	40,32,000	62,000	74,40,000	1,14,72,000
1941-42 ..	8,000	15,36,000	4,000	6,72,000	28,000	40,32,000	52,000	62,40,000	1,24,80,000
1942-43 ..	16,000	30,72,000	8,000	13,44,000	28,000	40,32,000	44,000	52,80,000	1,37,28,000
1943-44 ..	24,000	46,08,000	12,000	20,16,000	28,000	40,32,000	36,000	43,20,000	1,49,76,000
1944-45 ..	32,000	61,44,000	16,000	26,88,000	28,000	40,32,000	28,000	33,60,000	1,62,24,000
1945-46 ..	40,000	76,80,000	20,000	33,60,000	28,000	40,32,000	20,000	24,00,000	1,74,72,000

TABLE No. 2.

TABLE NO. 2.

Year.	Actual cess yield in lakhs.	Govern- ment grant in lakhs.	Total lakhs.	Available for salaries in lakhs, i.e., de- ducting 10 per cent. for grants for any other purpose.	Present main- tenance charge.	Additional maintenance charge so as to enable each of the 9,000 exist- ing teachers to draw a salary of Rs. 11 per men- sem.	Additional cost of 8,000 trained Matriculate teachers per year (5,000 new and 3,000 replacement).	Total salaries expendi- ture.	Balance available.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1940-41 ..	96	28½	124½	112	65	53,80,000		1,18,80,000	—6,80,000
1941-42 ..	96	28½	124½	112	65	53,80,000	11,40,000	1,30,20,000	—18,20,000
1942-43 ..	96	28½	124½	112	65	53,80,000	22,80,000	1,41,60,000	—92,60,000
1943-44 ..	96	28½	124½	112	65	53,80,000	34,20,000	1,53,00,000	—41,00,000
1944-45 ..	96	28½	124½	112	65	53,80,000	45,60,000	1,64,40,000	—52,40,000
1945-46 ..	96	28½	124½	112	65	53,80,000	57,00,000	1,75,80,000	—63,80,000
1946-47 ..	96	28½	124½	112	65	53,80,000	68,40,000	1,87,20,000	—75,20,000
1947-48 ..	96	28½	124½	112	65	53,80,000	79,80,000	1,98,60,000	—86,60,000
1948-49 ..	96	28½	124½	112	65	53,80,000	91,20,000	2,10,00,000	—98,00,000
1949-50 ..	96	28½	124½	112	65	53,80,000	1,02,60,000	2,21,40,000	—1,09,40,000

TABLE No. 3.

1940-41 ..	96	28½	124½	112	85	33,80,000		1,18,80,000	—6,80,000
1941-42 ..	96	28½	124½	112	85	33,80,000	11,40,000	1,30,20,000	—18,20,000

1942-43	..	96	28½	124½	112	85	33,80,000	22,80,000	1,41,60,000	—29,60,000
1943-44	..	96	28½	124½	112	85	33,80,000	34,20,000	1,53,00,000	—41,00,000
1944-45	..	96	28½	124½	112	85	33,80,000	45,60,000	1,64,40,000	—52,40,000
1945-46	..	96	28½	124½	112	85	33,80,000	57,00,000	1,75,80,000	—63,80,000
1946-47	..	96	28½	124½	112	85	33,80,000	68,40,000	1,87,20,000	—75,20,000
1947-48	..	96	28½	124½	112	85	33,80,000	79,80,000	1,98,60,000	—86,60,000
1948-49	..	96	28½	124½	112	85	33,80,000	91,20,000	2,10,00,000	—98,00,000
1949-50	..	96	28½	124½	112	86	33,80,000	1,02,60,000	2,21,40,000	—1,09,40,000

TABLE No. 4.

1940-41	..	96	28½	124½	112	85	33,80,000		1,18,80,000	—6,80,000
1941-42	..	96	28½	124½	112	85	33,80,000	8,76,000	1,27,56,000	—15,56,000
1942-43	..	96	28½	124½	112	85	33,80,000	17,52,000	1,36,32,000	—24,32,000
1943-44	..	96	28½	124½	112	85	33,80,000	26,28,000	1,45,08,000	—33,08,000
1944-45	..	96	28½	124½	112	85	33,80,000	35,04,000	1,53,84,000	—41,84,000
1945-46	..	96	28½	124½	112	85	33,80,000	43,80,000	1,62,60,000	—50,60,000
1946-47	..	96	28½	124½	112	85	33,80,000	52,56,000	1,71,36,000	—59,36,000
1947-48	..	96	28½	124½	112	85	33,80,000	61,32,000	1,80,12,000	—68,12,000
1948-49	..	96	28½	124½	112	85	33,80,000	70,08,000	1,88,88,000	—76,88,000
1949-50	..	96	28½	124½	112	85	33,80,000	78,84,000	1,97,64,000	—85,64,000

N. B.—Salaries for 1,20,000 teachers have been shown here : Of the 8,000 trained Matriculates, 3,000 as being new teachers and 5,000 as replacing the existing untrained teachers.

3. By Maulvi Nur Ahmed, M.A., B.L., M.L.C.

While fully agreeing with most of the findings and specific recommendations of the main report of the Committee, I beg to append this additional note in which I propose to give my personal views on some of the matters dealt with in the main report.

The main question which the Committee was asked to investigate and report was to suggest an efficient and effective system of universal free and compulsory primary education for boys and girls in Bengal. It is almost an admitted fact that though Bengal has the largest number of primary schools, almost the majority of these schools cannot produce literacy. Literacy has spread very slowly in Bengal, it may be reasonably doubted if it has spread at all in Bengal in the last 15 years. In Bengal one school covers roughly 1·3 square miles area, but these primary schools are most unevenly distributed. Out of 1,09,594 villages in Bengal 72,302 villages have no primary schools whatsoever, only 37,292 villages have got primary schools numbering about 61,502 but most of all these schools, *i.e.*, about 58·7 per cent. are one-teacher schools where no literacy is produced—only 12,479 schools are upper primary schools having all primary classes. In 1937 out of total pupils of 2,664,506 studying in primary schools in Bengal only 10,640 girls and 1,21,208 boys were in top classes. Irregular admission and irregular attendance at schools coupled with ineffective teaching and lax supervision are the main causes of stagnation and wastage in primary education in Bengal. It will appear that during the course of 4 years, *i.e.*, from 1931-32 to 1935-36, percentage of education has advanced from 13 to 14 in Bengal, while it has advanced from 26 to 33 in Madras, from 21 to 27 in India and from 40 to 45 in Bombay.

The fatal weakness of primary education in Bengal is the scarcity of trained teachers and also the miserably low pay of trained teachers. It is an admitted fact that merely the supply of trained teachers without, at the same time, giving something more in the way of salary than the miserable pittance which the teachers at present enjoy, will not be effective.

The percentage of trained teachers in the boys' primary schools of Bengal is the lowest as compared with that of other provinces. In Bengal, the percentage of trained teachers in primary schools for boys was 32·1 in 1936 against 81 in Punjab, 68·9 in Madras, 72·2 in the United Provinces, 48 in Bombay. It is worse in the primary schools for girls. The percentage of trained teachers in primary schools for girls was 12·2, in Bengal in 1936 as against 84·6 in Madras, 50 in Bombay. This appears to be due to want of proper facilities for training of women teachers in Bengal. In 1936 there were only 10 training schools for girls with 287 girls only on the roll in Bengal against 67 such schools with 3,411 girls in Madras, 21 schools with 899 girl students in Bombay, 54 schools with 579 girls in the United Provinces, 18 schools with 643 girls in the Punjab, and 8 schools with 406 girls in the Central Provinces.

Bengal is the only province, in the whole of India where fees form a considerable portion of cost of primary education. In most of the other provinces in India primary education is practically free, but in Bengal the average fee is at Re. 1·8 per head, while Government

contributes really much less. A comparison with figures of expenditure of primary education of other provinces shows that the expenditure in Bengal free primary schools is the smallest, the expenditure per scholar the lowest, and the average fee charged is the highest; even the expenditure on education per head of population in Bengal is the smallest of all other provinces. To make the matter worse, during the last quinquennium the expenditure per school and per scholar in Bengal has gone down, while it has increased in all other provinces. During the years 1931-32 to 1936-37, though the amount of expenditure on primary education in Bengal rose from Rs. 66,95,818 to Rs. 67,10,235 the expenditure from the provincial revenue increased only by Rs. 663. Government only contributed Rs. 22,25,780 from the provincial revenue and in case of girls, though the expenditure increased from 1,47,000 to Rs. 15,92,965, the amount contributed from provincial revenue actually decreased by Rs. 6,709. This is really most disappointing and accounts for the extremely low literacy or stagnation in literacy in Bengal. In 1936-37 the total expenditure in primary education for boys was Rs. 67,14,724 in Bengal as against Rs. 1,94,14,886 in Madras, Rs. 1,64,55,043 in Bombay, Rs. 87,31,053 in the United Provinces and Rs. 52,47,053 in Behar and Orissa, while in the same year the total amount of Rs. 15,90,517 was spent on primary education for girls in Bengal as against Rs. 43,08,784 in Madras, and Rs. 39,84,045 in Bombay. In the whole of India while 50·3 per cent. of total expenditure for primary education for boys came from Government and 3·3 per cent. from local fund and annual average cost per pupil was Rs. 7-12 in Bengal only 31·0 per cent. of expenditure came from provincial revenues and 8·2 per cent. from local funds. It has been shown above that during the last quinquennium in Bengal practically there was no increased contribution from provincial revenue for the expansion and improvement of primary education. A comparison with the figures of other provinces of India will show that since 1917 there has been an increase of more than a crore of rupees from provincial revenue in the expenditure on primary education in Madras, more than 135 lakhs in Bombay, more than 55 lakhs in the Punjab and in a small province like Behar and Orissa, there has been an increase of 28 lakhs, while in Bengal, having the largest population and the largest percentage of illiterates, the net increase from provincial revenue was only Rs. 23 lakhs or less.

The condition of girls' primary education is as unsatisfactory as it can be. The girls' primary schools are even more inefficient than the boys' schools. Out of total girls' primary schools numbering 17,396 only 979 are upper primary. It appears that Bengal has got the largest number of girls' schools, the total number of girls' schools in the rest of India comes up to 14,383 as against that of 17,396, but the number of girls in top class was only 10,640 out of a total number of girls of 6,92,682 reading in Bengal primary schools in 1937 while 33,019 girls were reading in top classes, i.e., class IV in Madras, 24,460 in Bombay and 12,684 in the Punjab. This discloses a very lamentable state of things at present prevailing in Bengal to which no patriotic Bengalee can remain indifferent. It is needless for me to emphasise that primary education for girls is more necessary than for boys, as the Hartog Committee very aptly remarked, "The education of the girl is the education of the mother and through her all her children." His Excellency Lord Linlithgow, the present Viceroy, as President of the Royal Commission on Agriculture, had also stressed

the importance of women's education in any scheme of improving the condition of the masses. He remarks:—

“It is idle to expect a boy to reap the full advantage of literacy when his mothers and sisters can neither read nor write. No more potent instrument lies to hand for promoting rural development than a bold, determined and persistent drive towards the goal of sound primary education for the girlhood of the countryside.”

There are reasons to be disquieted at the haphazard manner in which women's education is developing in Bengal. In 1937, out of a total number of girls' schools of 17,396, as many as 14,881 with total roll of 416,968 were one-teacher schools, while in Bombay there were only 1,386 one-teacher girls' schools with 13,500 girls, 987 one-teacher girls' schools with 25,612 girls in the United Provinces, 770 one-teacher girls' schools with 25,693 girls in the Punjab and so on.

I have tried in my humble way to state the present most deplorable and miserable condition of primary education in Bengal. It will be evident from the comparative figures reproduced that of all the provinces of India, Bengal is lagging behind. To avoid this unsatisfactory state of things, it is essential and vitally necessary that determined efforts should be made to ensure that the children already enrolled in primary schools attend regularly and the standard of teaching is high, well-trained teachers are employed and administration and control of primary education is made more austere and rigid and that the health of the children is not affected by attendance in insanitary buildings. It has been emphasised in the main report that the question of finance should not act as a deterrent and that compulsory primary education should be regarded not merely as an ideal impossible of fulfilment except in the distant future but as a goal the attainment of which is urgent and immediate. Much more can be done towards improvement of primary education with the money which is at present spent on primary education. It has been shown in the main report that only 10 boys and 2½ girls reach class IV out of every hundred boys and every hundred girls in Bengal the rest of boys and girls do not attain literacy, and the money spent year after year for them, *i.e.*, 90 per cent. annual expenditure incurred for boys' primary education and about 97 per cent. of the money spent on girls' primary education is being wasted. The question of adequate funds will stand in the way of rapid expansion and improvement of primary education if this lamentable wastage at present existing in Bengal can be checked.

For checking the wastage in primary education and for its expansion and improvement I humbly make the following suggestions:—

(1) Abolition of one-teacher schools. No single-teacher schools should be allowed to exist in Bengal except when special circumstances make their existence an unwelcome necessity.

(2) Government should give special encouragement to persons and associations to start voluntary schools of approved standard in as many villages as possible where there is no school at present but ordinarily such primary schools should have at least two teachers.

(3) Union boards shall be specially enjoined to start schools in villages with population over 1,00 where there are no schools at present.

(4) Establishment of Central middle schools for girls where there are 5 or 6 primary schools.

(5) Establishment of training schools for women teachers at suitable centres.

This is most urgent and necessary for improvement of girls' primary education in Bengal. It is seen that the condition of primary education for girls is much worse in these provinces especially in Bengal where girls attend boys' schools in large number. One remedy seems to lie in separate schools for girls staffed by women teachers. As it is not possible in all villages mixed schools can help towards a solution of this knotty and difficult problem only if they have women teachers on the staff. The employment of male teachers in girls' schools cannot be expected to produce a satisfactory result, as it is found in many instances that the only qualification of male teachers in girls' school is their old age and their utter lack of intelligence and ability to teach or maintain discipline. Such teachers worn out in body and mind with no interest in life are deputed as teachers in girls' schools, on the ground of their old age and their respectability. If the girls' education is to be of value more women trained teachers must be employed in girls' schools, for it is absolutely necessary to satisfy the parents that their daughters are under the guidance and protection of responsible women teachers. It is more necessary where there is co-education, a certain number of female teachers should be appointed in boys' schools in which girls are studying as the mere fact that there are women teachers must induce parents to keep their daughters longer in school. The Hartog Committee very aptly remarks:—

“but it is obvious that in some provinces vigorous attempts to bring the girls into boys' schools without proper safeguard and without reasonable proportion of women teachers would put the clock back and do more harm than good.”

I have shown in my brief note that the number of training schools and the number of girls in these schools are the smallest of all provinces of India. It appears that in 1935-36 only 202 girls passed the training school examination. Hence, there is great necessity of immediate increase in training schools for girls.

(6) *Establishment of increased number of junior madrasahs for girls at suitable centres.*—This is necessary to have a larger supply of women for training in training schools to be established.

(7) The number of scholarships for girls should be increased at least to 500 or more. At present there are only 170 preliminary and 70 final primary scholarships for girls. This is too inadequate and insufficient.

(8) Provision of quarters for village school mistresses when they do not belong to the village where the school is situated.

(9) Appointment of more female inspecting officers for inspecting village primary girls' schools. The efficiency of teaching in girls' schools is likely to be improved if women supervisors are appointed, because the appointment of women supervisors is likely to infuse energy and enthusiasm among women teachers whose position would be safe and happy in village as they would be supported by women inspecting officers in their difficulties.

(10) The admission of pupils to Class I at various periods of the year is another defect in the working of primary schools. This defect should be removed and admission should be restricted to the first two months of the school year.

(11) Refresher courses should be arranged now and then. When a teacher is trained and well paid, he should not be allowed to suffer from inertia. A dreary lifeless school cannot be expected to attract or to retain pupils.

(12) *Provision of school library.*—This is also most essential.

(13) The Wardah scheme or the principle underlying that primary schools should be self-supporting should not be accepted in Bengal for the best interest of the province. In my humble opinion the aim of education at the primary stage should be to provide means for the acquirement of the three essential skills of reading, writing and reckoning with a view of securing literacy of as permanent a type as possible and at the same time to provide facilities for spontaneous and purposeful creative activities, cultural as well as prevocational, which would develop the pupils' power of observation, his imagination, reflection, self-impression and creating an instinct and encourage in the children a living and lasting interest in their natural social and economic environment and widen their experience. Moreover, education at this stage should aim at promoting the child's physical welfare and growth and created in him or her social consciousness, a sense of duty and moral habits, thus providing proper training for civic life and good citizenship.

Judging in the light of the above observation, the whole nation running the gamut of the Wardah scheme that primary schools shall be self-supporting or pay towards the cost of teaching staff or even cover the major portion of the running expense should be abandoned for the best interest of primary education.

(14) The content of the curriculum for boys and girls should be the same in the first three classes, but certain modifications may be introduced in Classes IV and V of girls' schools. For instance, it is desirable to introduce subjects like "home science" in these classes.

(15) Reasonable accommodation for games and recreational activities should be provided in all urban and rural primary schools. All recognised schools should be regularly inspected by recognised health officers with a view to certify annually that their requirements are being met.

(16) *Malnutrition.*—Primary schools in the province suffer from the existence among the children of ailments and disease resulting from malnutrition, ignorance and lack of medical facilities. So necessary arrangements should be made to give school children wholesome activities for recreation and leisure and an adequate amount of sleep and rest and to see that a necessary quantity of well-balanced diet is taken by them at home. The Director of Public Health may be requested to recommend a suitable inexpensive diet to school children and the teachers should be directed to bring the needs of the pupils to the notice of parents.

(17) School children should also be medically examined at least once a year and the examination shall be followed whenever necessary by medical examination.

(18) There is another knotty problem regarding supply of text-books to poor children. In the primary schools, the pupils generally come from poor families—sometimes so poor that their parents cannot afford to purchase necessary text-books for them. Frequent change of text-books is really causing hardship and is retarding development of primary education. So my suggestion is that not more than a dozen sets of books should be placed on the approved list in each subject and the book so selected should continue in use for not more than five years in the primary schools.

(19) There cannot be any doubt that one of the most effective methods of combating stagnation and leakage is to make the school attractive by educational activities. It is true that at present too many are dull and lifeless in so much as their methods neglect the characteristics of childhood and the nature of a child's growth and development. So arrangement should be made to make the school attractive to its pupils so that they may feel quite at home at schools.

(20) *Allotment of requisite fund from provincial revenue.*—In the main report it has been stressed at more than one place that the question of more money is practically the only problem which requires immediate solution. It has been shown that in Bengal the expenditure in primary schools is very low, and Bombay spends proportionately three times as much in primary education as in Bengal. Bengal, on the other hand, spends the highest proportion of expenditure on University education. In Bengal, less than a sixth of the total Government expenditure goes to primary schools. In view of the most miserable condition of primary education in Bengal, it cannot be regarded as satisfactory that a large proportion of Government funds is spent on secondary education than on primary education and that the proportion spent on collegiate education is still higher. Taking into consideration the budget estimates of 1939-40, it is difficult to justify a recurring expenditure of 33 lakhs 44 thousands on more than 26 lakhs of pupils in primary schools of Bengal as against 41 lakhs and 70 thousand on collegiate education of about 29 thousand students and as against 34 lakhs 86 thousand rupees on secondary education.

The small annual cost of a girls' primary school in Bengal is remarkably low as many of the Bengal girls' schools are run at present as a subsidiary institution by the teachers of the boys' schools. Bengal spends generally 4·2 as average cost per boy and 3·2 as average cost per girl, while Bombay spends 26·0 and 19·2 respectively for each boy and girl in primary schools. The differences are remarkable. Five times as much is spent to educate a boy and eight times as much to educate a girl in a primary school in Bombay as is spent in Bengal. In every province with the only exception of Bengal, public funds meet more than two-thirds and in one province more than four-fifths. In Bengal, primary education has been awfully neglected by the State, though it is one of the prime duties of a civilized Government to impart at least the three R's to its citizens. In the main report it has been suggested that Government at least immediately contributes an additional sum of 88 lakhs in order to give effect to the scheme outlined in the main report. In my humble opinion, the Government can provide this sum easily if it so wishes. From 1933 to 1935, the Government of Bengal has been getting a major share of the receipts from the Central export duty on jute. In 1935-36 the Government received a sum of Rs. 1,67,26,000 on that account. In 1936-37 a sum

of Rs. 1,90,46,000 and in 1937-38, a sum of Rs. 2,37,81,000 and in 1938-39 a sum of Rs. 2,30,00,000 (two crores thirty lakhs). This sum of Rs. 2 crores 30 lakhs can be divided towards the meeting of additional cost for the introduction of universal free and compulsory education scheme as outlined in the main report. The peasants of Bengal can reasonably and justly demand that this sum which comes from their cultivation of jute should be spent on imparting primary education to their children. An insistent and persistent demand has been made both from the platform and in the press and in the houses of legislature old and new to allot these receipts from jute duty for expenditure on primary education. There is no two opinions in the country regarding division of this sum received annually from the Government of India for expansion and improvement of primary education. It is hoped that the Government will rise equal to the occasion and contribute at least the requisite additional fund for primary education.

With these few suggestions I now wish to say a few words regarding some specific recommendations of the main report.

Four years' course.—I do not think that the four years' course as proposed would produce satisfactory result as anticipated. In my humble opinion, at least five years' course should have been provided. I think that it can be provided without any addition in cost as estimated. The four years' course was tried in the Punjab and it did not produce very good results so it is about to be replaced by five years' course.

Matriculate trained teachers.—It has been proposed that all newly-recruited teachers must be trained Matriculates. In my humble opinion one ideal may be trained Matriculates but in actual practice, it would not be possible to have so many Matriculate-trained teachers. I think that the qualification may be a little reduced—those who have read up to Class X should also be selected along with the Matriculates. In Punjab, Bombay, Madras and other provinces, most of the trained teachers come from middle vernacular schools. They have proved quite successful.

Combination of rural area with urban area in one scheme.—I am not in favour of this combination. The circumstances, environments and other factors are not the same in both the areas. As the citizens of municipal areas are generally heavily taxed, they should not be again taxed for primary education.

Co-education.—I am not generally in favour of co-education unless a sufficient number of women teachers are appointed in the schools where girls are admitted. The experiment of having co-education in a primary school entirely staged by male teachers has not proved a great success, on the contrary in some cases it has set back the progress of girls' education. As most of the newly-recruited teachers will be young men of 18 or 19, parents would be very reluctant to send their girls to boys' schools and, if induced to send, would not retain them for a long period in the school. So vigorous attempts should be made to have a large number of trained women teachers.

I have made the above suggestions of mine for the consideration of Government and the public, and I have every hope that it will be considered in the same spirit as they are offered.

NUR AHMED, M.L.C.

4. By H. S. M. Ishaque, Esq., I.C.S.

With reference to your letter No. 2674(25)G., dated the 8th May 1939, I have the honour to return herewith one copy of the reports duly signed as desired by you. You will remember that for various reasons I did not have the opportunity to join the deliberations of the Committee until the 4th May when the Committee had met to consider the draft report finally. In that meeting we were told to speed up the passage of the report, and after I had made some effort to place my own views before the Committee as briefly as possible, some of them partially incorporated in the report since, you were pleased to remark that members could not at that stage raise new issues, but that they could if they desired add separate notes. As I had several important suggestions to make, I accepted the offer and with a view to focus attention thereon agreed to add a note of dissent. But as I have not been keeping fit and would soon be proceeding on leave, I find I cannot do full justice to the points I have in mind. All the same, I have casually jotted them down and I will have no objection if they go in with the report together with this explanatory paragraph. I am, therefore, signing the report subject to what has been said above.

(1) The report is an admirable document, but is incomplete in the sense that the scheme adumbrated therein aims to cater only for about 41 lakhs of children between the ages of 6 to 9. In my opinion at least for the first four years, the question of including all the children up to the age of 13 or at least 12 would raise a terrific problem which cannot be lightly ignored. If all the parents are going to pay cess, it is hardly fair to stop their illiterate children above the age of 9 and below 13 from getting education in the public schools. It is not enough to say that such children may be admitted in the public school only if this does not involve any increase in the number of teachers. The number of such children even after deducting 20 per cent. would number about 40 lakhs, and they had had no opportunities before.

(2) I consider the age-limit 6 to 9 unsatisfactory. I fully realise the financial difficulties of raising this age-limit, yet I feel that the policy of letting out children at the age of 9 and washing hands off them at this tender age is too unsound to be supported, in spite of them. I apprehend that apart from the fact that most of these children would lose much of the benefit of their early education during the interval, say till the age of 15, when they can profitably be mixed up with the adults in adult schools if any, their state of unoccupation and aimlessness would give rise to a new problem of very great magnitude and would inevitably lead to the continuance of the much criticised aimless academic education. In my opinion, they should be kept attached to the public schools in one profitable pursuit or another at least for another two years. In the alternative the age for the public school should be 8 to 12. We should aim to prepare and equip them for life, and this question has not been tackled at all.

(3) It is rather a pity that the Committee have not recognised a "state of emergency" in the realm of rural primary education in the country and have not been able to strike a new note of speedy progress. The proverbial bugbear of "efficiency" and "go slow" spirit, admirable in normal circumstances, pervades throughout the report and though I cannot minimise the tremendous financial difficulties involved, I do say that much more could be achieved within the

limited resources if the problem had been examined from the right angle of vision. To take a concrete case, we are told that 10 years is the minimum period to produce 80,000 trained teachers out of 1,35,000 actually required even for the very limited scheme proposed in the report, and it has been suggested that this being the case, the rate of progress is automatically limited. I see no reason why this space should not be quickened by methods of training other than the orthodox. I believe very considerable progress can be made in this direction and at a very low cost if teachers are trained on a voluntary basis in training camps such as were run in Sirajganj last year to the great satisfaction of the Education Department. These camps do not cost much and can be opened at least for those existing untrained teachers who according to the report cannot be replaced for a long time and who would thus continue to perpetrate the evils associated with the teaching of children by untrained hands. If, as I have suggested, these teachers could be trained in camps, the department and the public would get a much better return of the money paid to them, howsoever small it may be. In fact, I think similar camps on slightly modified lines could be organised for training the future Matric-trained teachers also and would be found in practice not only speedy but also efficacious and about ten times cheaper. To elucidate the point further I may add a word or two more.

We are proposing to create a profession of teachers of about a lakh and a half. I fully agree with the soundness of this view. But I do not think it is necessary that Government should incur the heavy expenditure of Rs. 200 per teacher merely for training him up, and what if he is ultimately found unfit? It is recognised that a good teacher must possess the innate capacity to be so and that no amount of training would improve him if he is inherently unsuited for the work. We may presume that about 25 per cent. of the recruits would fall into this class. Now supposing these teachers are trained at a cost of Rs. 200 each and 20 per cent. have to be chucked off or what is more probable retained in service on sufferance. Will it be a desirable state of things? As against this, it seems to me that if Government merely arranged for adequate training staff, the intending recruits would come in and would obtain the requisite qualifications desired by the department at their own cost. If this principle of voluntary training is adopted, Government would be spared probably three-fourths of the expenditure of 11½ lakhs proposed to be incurred every year. This could be utilised for other purposes.

(4) The education of girls has not been adequately dealt with, and though the number of schools has been increased from 39,000 as originally proposed to 75,000 (page 24 of the report), I still feel that most of the girls particularly of the Muslim community, who are extremely backward for various reasons such as purdah and many other prejudices, would not find the present arrangement satisfactory at all. In the result the majority of them would either have to fall back on the hopelessly inefficient and half-starved private maktabs and schools of their own or would get no education whatever. From my experiences as an Executive Officer, I really strongly feel that the present arrangements would fall far short of the requirements of Muslim girls whose education would badly suffer. In my opinion this question has not been adequately investigated, and if my forebodings do come true, the fault would be entirely ours. I think further extension of educational facilities for girls, if necessary by

double shift system, and separate course of studies for girls of the top classes (in Classes III and IV) should have been provided.

(5) Voluntary help from the public at the rate of Rs. 4 per teacher seems to me nothing short of a pious hope which would not materialise in more than 10 per cent. of cases. Apart from that, I think it is an unsound principle to make a full fledged Government servant dependant, though only partly, on the whims of local people, and what I would call merely on local charities. It may be hoped that this would create a much desired bond of sympathy between the teacher and the public, but in practice I fear, it would merely lead to a demoralisation of the service. Besides, there would be other demands on public contribution of this nature, say for financing adult education which seems to have few recourses left, and it is desirable that this burden should not be made more heavy than such voluntary charities can bear. In any case, I feel that it is an unhappy and perhaps dangerous course as it stands. If public contribution is at all to be required for paying part of the salary of a public school teacher it should, in my opinion, be done through a recognised body like the union board or a union education board or some such body which would obviate the necessity of the teacher himself coming into the picture for the purpose of obtaining part of his remuneration from a thoroughly unrecognised village public. Much better that Government employees should continue to get a steady and dependable income however small it may be.

(6) I notice that the Committee have considered the present school inspectorate unsuited for the purpose of inspecting primary schools and have suggested a new inspectorate. But what will happen to the present inspectorate whose main function is to inspect primary schools has not been made clear. Could not we make use of them for training the primary school teachers and thus considerably reduce the cost under head "Training and inspections." Administrative supervision on the new primary school inspectorate could profitably be exercised and without additional cost by executive officers working in the rural areas.

(7) I realise that the note contains more criticism than helpful suggestions. I have already explained my present personal difficulties, but if at any time in future I was called upon to give a more concrete shape to my case, I hope I will not be found wanting. If anyone feels interested my publication from Sirajganj would be helpful.

H. S. M. ISHAQUE.

5. By Mr. Dhananjoy Roy, M.L.A.

It has been admitted in the report that free and compulsory primary education is a necessity and that it should be the ultimate goal. While calculating figures of the numbers of students of the age of 6-9 who will have to be provided with proper educational facilities 20 per cent. has been excluded, a fraction of whom will be unable to attend due to bad communications and local conditions. In my opinion it will be our duty to include that percentage and provide for schools even with a lesser student strength than the proposed 25-30 children school in localities where local conditions necessitate the same.

This necessity implies an increase of the estimated number of staff and consequent expenditure.

To implement the above deficiency, a curtailment of the proposed expenditure may be devised in the following way:—

It has been proposed that the minimum emolument of an ordinary teacher should be Rs. 20 per month and that the pay of headmaster should be Rs. 25. The sum of Rs. 4 out of this is proposed to be provided by the people of the locality. So the actual pay drawn by the teacher comes down to Rs. 16 and Rs. 21 respectively.

In my opinion under the economic conditions obtaining in a province like Bengal coupled with the fact of abnormal increase in literacy and consequent unemployment, a lesser scale of pay will be quite sufficient to attract youths qualified for the purpose of imparting primary education to the children of the age of 6-9. My suggestion is that the actual pay of Rs. 16 for the headmaster and Rs. 12 for other teachers will be quite sufficient for the purpose. By taking recourse to this suggestion a large amount will be saved which can be utilized to the payment of more teachers and providing more schools in backward areas.

It has been suggested that Matriculation Standard should be the educational minimum for primary school teachers. In my opinion this should not be the test. The present standard of class VIII for admission into the guru-training schools proves to be effective and sufficient. The report suggests that making Matriculation Standard a minimum will be substantial contribution to solving the unemployment problem among the educated community. While dealing with this aspect of the question the committee ignores the necessity of solving the unemployment problem of the backward communities including Scheduled Castes. The unemployment virus amongst the backward communities is as much as it is for the forward communities. At present hundreds of youths of the backward communities are finding employment as primary school teachers after passing through the teaching capacity test in guru-training schools. With the adoption of the Matriculation Standard idea this section will be thrown overboard all on a sudden. It will create a fresh field of unemployment and discontent.

The rural areas are mainly populated by the agriculturists consisting of Muslims and Scheduled Castes. It is expected that gurus from these two communities will, as a matter of course, strive their utmost to ameliorate the condition of their community people by imparting primary education and for that purpose will naturally strive their utmost to impress upon the local people the necessity of educating their children.

I do not entirely agree that a boy, who could not pass the Matriculation Examination is inherently unqualified and inefficient for the job of a primary school teacher. Professor Pramatha Nath Vidya-bhushan of the Sanskrit College twice failed in passing the Matriculation Examination but having got the facility of entering into the line of teaching profession he is now fortunate enough to draw Rs. 450 a month and is quite efficient for teaching English, History, Philosophy even in B. A. classes of the Sanskrit College. So from the above stated facts my opinion is that class VIII should be the minimum as at present and that Rs. 16 and Rs. 12 should be the respective actual cash pay for the teachers concerned.

6. Joint note of dissent by Maulvi Md. Mozammel Haq, M.L.A., and others.

While agreeing generally with the recommendations of the Primary Education Committee, we offer the following notes of dissent with reference to some of them which we consider most vital.

Qualifications of teachers.

It is suggested that Matriculation Standard should be the minimum educational qualifications that should be demanded of all future recruit to the primary teachers' profession. It is estimated that 20,000 primary teachers will be required and that this will require an annual recruitment of no less than 10,000. We consider this minimum qualification too high and that, so far as the Muslims are concerned, sufficient number of Scheduled Castes and Muslim matriculates will not be available to fill their share of the number of posts in these schools which will play very important role in building the nation. Thus as the share of Muslim appointment will be, according to modern trend of Muslim demand, 55 per cent. of the total number on their population basis, out of 10,000 annual recruits 5,500 should be Muslim; but such a large number of Muslim matriculates will not be available for some time to come. Four thousand three hundred and eighty-eight Muslim students passed the Matriculation Examination from Calcutta University in 1938 and the passes of Muslim Matriculates from the Board of Intermediate and Secondary Education, Dacca, do not exceed 500. The total number of Muslim Matriculates from these two places for some years to come will be near about 5,000. Even if all of them take to primary school teachership which it is absurd to believe, Muslim quota of this important branch of public and nation-building service will remain much below their due share with the result that Muslim will suffer both *economically and culturally*. The minimum qualification for this service should be an examination equivalent to middle vernacular, middle English, or the junior madrasa examination with necessary training. Most of our public men who are occupying front positions in public life or high office and responsible post, have been student either of pure primary schools or lower classes in middle English, middle vernacular or high schools with teachers having qualification not higher than, and in many cases much below that of middle English or middle vernacular qualification. This we think is true of most of my colleagues also on the Primary Education Committee. This we say without any disrespect to them. If our public men and my colleagues on the Primary Education Committee and elsewhere have risen to the high positions which they are occupying now by getting primary education from teachers with above minimum qualifications, there is no reason why now higher qualifications should be insisted upon for primary school teachers in future. All that we require is efficient and sound education in primary stage and from our experience as stated above, we are definite that this kind of efficient and sound education can be had at this stage from middle vernacular, middle English or junior madrasa passed trained teachers. This should be, therefore, our minimum qualification for these teachers. It will be waste of national intellect and energy to insist on Matriculation as the minimum qualification for primary school teachership much the same

way as the appointment of D.Sc.'s as headmasters or teachers in high English schools and M.A., M.Sc.'s as headmasters or teachers in middle English, middle vernacular schools or junior madrasahs.

Women Teachers.

The qualification of women teachers should correspond with those of male teachers or for the time being, may be lower than those of their male compatriots, as sufficient number of women with such qualifications will not be available for many years to come.

Appointment of matriculates may relieve unemployment among them, but the exclusion of middle vernacular, middle English and junior madrasah examination passed men from this service will throw very large number of such men out of employment. We should not overlook this aspect of the case also. A sound and beneficial Government should provide for all and not for a particular class or group of people.

Pay of Teachers.

As most of the teachers of these schools will be people of the locality having the advantage of family life, their rural property and cheap cost of village life, the rate of pay, i.e., Rs. 20 for teachers and Rs. 25 for headmaster suggested in the report is too much. As they will get the benefit of cheap village life, graded scale of Rs. 10 to Rs. 15 for teacher and Rs. 15 to Rs. 20 for headmasters should be regarded as sufficient. The rate of pay, namely, Rs. 45 to Rs. 90 and Rs. 100 to Rs. 270 suggested respectively for Sub-Inspectors mentioned in Appendix B to the report should be correspondingly reduced.

Appointment of Teachers, Headmasters and Inspector.

Forty per cent. of the headmasters should be appointed direct from outside and the remaining 60 per cent. by promotion from teachers. This should be done to offer sufficient incentive to teachers to work up their way for headmasterships. Similarly 40 per cent. of the personnel of the inspectorate should be made direct from outside and the remaining 60 per cent. by promotion from among the teachers.

School hours.

The suggestion that students reading in infant classes, i.e., in classes I and II, should be taught from 10-30 a.m. to 1 p.m. does not appear to be sound, as the student will have to walk home at 1 p.m., i.e., in the burning sun. For these infant boys and girls morning school appears to be more suitable, i.e., working hour should be 7-30 to 10 a.m. Students belonging to classes III and IV may be taught from 10-30 a.m. to 1-30 p.m., as students belonging to these classes are sufficiently elderly, their return home journey will not be so trying as in the case of the students of infant classes.

Finance.

We agree with the proposal for finance to run this primary education scheme except that no tax should be levied on country boats or carts nor should there be any local contribution for school building, etc.,

unless voluntarily given, as this will mean virtual multiplicity of taxation on people over and above the education cess and which will accordingly be resented and be a fruitful source of unseemly agitation. Nor do we like the suggestion for raising any loan for this scheme, say, of 1 crore or 10 crores of rupees for building, etc., of these schools, as this will further add to the taxes of the people in the shape of interest and sinking fund for its repayment.

MOHAMMED MOZAMMEL HUQ, M.L.A.

MD. HASANUZZAMAN, M.L.A.

SYED MOSTAGAWSAL HAQUE, M.L.A.

MD. BARATALI.

I also fully support this view though I still hold that the scheme submitted by me is better than the Government scheme and if my scheme* is accepted by the Government, primary education can be started throughout the country without taxation.

HASHEM ALI KHAN.

*The scheme referred to by the Khan Bahadur was forwarded by him with his replies to our questionnaire. The author, as a member of the Committee, did not press for its adoption by the Committee in any of its meetings and consequently it was not considered. Because of defects in the scheme it was not placed before the Committee. The scheme is printed below.

Maulvi Md. Hasanuzzaman, M.L.A., and Maulvi Syed Mustagawsal Haque, M.L.A., have previously signed the report without any note of dissent.—*Chairman.*]

ENCLOSURE TO THE NOTE OF DISSENT No. 6.

Scheme for the introduction of free primary education in the district of Bakarganj as adopted by the Education Committee of the Bakarganj District Board at its meeting held on 25th April 1938. (The scheme referred to by Khan Bahadur Maulvi Hashem Ali Khan, B.L., M.L.A., in the note of dissent No. 6.)

The necessity of introducing free primary education among rural people needs no discussion. It is an all-Bengal question. Schemes in various shapes were formulated by the Government for the purpose and some of them passed into law, but none of them could be materialised up till now for want of funds. The Bengal (Rural) Primary Education Act, 1930, provides for introduction of free primary education with imposition of cess on land, but no effect could be given to it owing to the financial depression prevailing throughout the country for the last

few years. In 12 districts of Bengal, District School Boards have been established under the optional scheme for expansion of primary education. Of these 12 districts, cess has now been imposed in three, and will be imposed in near future in seven more. In one district, District School Board has been established and cess imposed simultaneously and that is being followed in another district.

The proposal for the establishment of a District School Board under the optional scheme was considered by this Board on two occasions, but it was found not to be of much avail without imposition of education cess. Free primary education cannot be introduced in the district without imposition of the education cess or tax in any other form unless the district board and the Government can meet the necessary additional cost. If free primary education is introduced under the Act on imposition of the education cess, it may not be possible to establish and maintain as many schools as will be necessary, according to the geographical condition of the district, for giving educational facilities to all the children of school-going age, with the amount received as cess.

It is open to the Board at present either to establish a District School Board and to impose cess simultaneously or to adopt a scheme for introduction of free primary education in co-operation with the union boards as explained by the Chairman in course of the discussion of the Board's current year's budget at the Board's special meeting held on the 3rd February 1938.

Now as for the scheme for introduction of primary education by the Board, the cost of the scheme should be met by the district board supplemented by grants from the union boards and Government. The schools started under this scheme should be managed and maintained by the district board.

There are about 311 unions in the district. In order to give facility to both the infants and the aged children two kinds of primary schools (viz., feeder and central) should be established in every union. Feeder schools are intended only for infants and children of class I who cannot possibly be expected to go to the central schools which will necessarily be few and far between and the central schools for the comparatively aged children from far and near reading in classes II to IV and also for the children of class I and infants of the neighbourhood. The feeder schools will sit in the morning from 7-30 a.m. to 9-30 a.m. and the central schools from 12-30 p.m. to 4-30 p.m. The teachers appointed for the central schools will have to work for the feeder schools as well. The number of central schools for a union will vary from 4 to 8 each with two or three feeder schools according to the area and the population of the union. In all therefore 1,866 central schools are necessary for 311 unions at 6 schools per union on an average. Of these 1,866 schools, 1,244 may be two-teacher schools for the present and 622 schools three-teacher ones. One thousand eight hundred and sixty-six central schools with 4,354 feeder schools (2,488 feeder schools with 1,244 central schools and 1,866 feeder schools with 622 central schools) may be considered sufficient for the district against 6,000 such schools at present.

As for providing accommodation and equipment for the schools under the scheme, the matter should be left to the members of the union boards who are supposed to have sufficient influence in the locality and will be able to obtain suitable houses for the schools from private benevolent persons or from public subscriptions.

The recurring annual cost of a school may be estimated as follows:—

	Rs.
First teacher, guru-training at Rs. 12 per month ...	144
Second teacher at Rs. 8 per month ...	99
Contingencies at Re. 1 per month ...	12
Miscellaneous including petty repairs at Re. 1 ...	12
Total ...	264

As per the above estimate, the cost of maintaining 1,866 central schools comes to Rs. 4,93,000 in round figures. But as stated before, 622 schools may require third teacher at Rs. 6 per month. A sum of Rs. 45,000 in round figures should, therefore, be added to the above estimated costs. Hence the total cost for maintenance of 1,866 central schools comes to Rs. 5,38,000. If the Government grant is increased from Rs. 1,80,000 to Rs. 3,60,000 and similarly the district board contribution from Rs. 50,000 to Rs. 1,00,000, the remaining sum, viz., Rs. 78,000 can easily be met by 311 union boards at the rate of Rs. 250 each on an average which is not a very big sum and can be arranged by the union boards by reducing their allotments for other works or by increasing rates under section 37 (b) of the Act, where necessary, without any opposition from the rate-payers, as they spend at present much more for the primary education of their children than what they will be required to pay under the scheme.

Provision for three teachers has been made only for 622 schools. In future the remaining 1,244 schools are also to be provided with a third teacher for which another sum of Rs. 90,000 will be necessary. As it will not be possible for the district board and the union boards to increase their grants, the Government will have to increase its grant from Rs. 3,60,000 to Rs. 4,50,000 for the purpose.

H. A. KHAN,
Chairman.

7. By Mr. Mirza Abdul Hafiz, M.L.A.

I have signed the report agreeing generally with its recommendations subject to a clear hint of the right of reservation of submitting a note of dissent soon, as there are some points on which I wish to record a brief note.

Excluding the primary schools under the free primary system introduced in some districts, I think, there is no difference of opinion in the saying that our present primary schools are with few exceptions of little value that they are ineffective and need to be replaced by institutions of a higher order of efficiency. For that purpose it is proposed that all newly appointed teachers should be matriculants and should be trained. It is our object and it should be in consideration of building the brilliant career character and fortune of the future generation.

But so long as it cannot be for some obvious reasons, a further discussion is necessary which means to go into details. Though it is not a proper place to go into details now but still under the circumstances I think it would not be out of place to mention it to note some suggestions accordingly.

(1) The number of matriculants to be taken per year as suggested may not be available for some years to come as required or may be available from one community only against the interest of the other communities. In these days of regeneration and competition the Scheduled Caste and Muslim community would not allow any other community to occupy their seats. So, if they or any of them cannot supply the demand with properly qualified men of their respective community, they will do so with their men of a rather little less qualification till their difficulties pass over.

(2) The replacement of the unqualified teachers is to be cautiously made. Because if the matriculation be the only criterion to qualification, the points of experience and efficiency, non-matriculants' training qualification for so many years according to the Education Department itself, English-knowing teachers' experience and selfless devotion to the cause of the spread of education for the best period of their lives, would be out of the question which, I opine, should not, perhaps cannot, be at this transitional period and till some better field of trade, commerce and industry be open before the country at large. By this I do not mean to say that there are not inefficient teachers, but I mean to say that it cannot be denied that there are a sufficient number of non-matriculate teachers who are well-experienced, efficient and quite fit for the purpose. To say this, we shall have to remember also that to entrust the future hopes of our nation with the unqualified and inefficient teachers would be a suicidal policy. My suggestions, therefore, would be—

(1) Teachers should be recruited from each community on the ratio of population basis in each district if not subdivision.

(2) The passing of class VI of the middle English schools or high English schools or of junior madrasahs with teaching experience and efficiency should be the minimum qualification so long as the matriculates would not be available, with the proviso that preference must be given to the higher qualified candidates.

(3) There may be some teachers' test examinations for selection of the qualified and experienced teachers already in service as were done in the district of Mymensingh and that should be under the direct supervision of some stringent and abler higher authority so that no corruption may enter and prevail there.

Further in my humble opinion it would have been better to file a joint report of the primary education with that of the adult education and in which case a comprehensive view of the whole thing could have been taken easily. It is undoubtedly true that both primary and adult education are urgent and long overdue, but yet it seems to me that adult education is a little more urgent. Because the benefit of the primary education may be available about an age after when these boys would attain majority while that of adult education would, if introduced from to-day, begin from to-morrow.

MIRZA ABDUL HAFIZ.

8. By Mr. Yusoof Ali Chowdhury, M.L.A.

While realising its defects the fact that the present system has produced a "large educated community which has supplied the province in increasing numbers with the necessary personnel for its administration, its learned professions, its business and industry and its social and political leadership", cannot but be recognised. If that be so, it inevitably follows that it is not correct to say that the present primary schools are ineffective, and that the educational attainments of the teachers of primary schools are not adequate. The large majority of the best men of our province, received their primary education from some of these teachers. It is only a small fraction of our educated men who received primary education in the primary sections of high schools, municipal schools and mission schools. Even in these schools the educational attainments of the teachers in charge of the primary classes do not seem to be higher than the class eighters who seem to have been unnecessarily cried down in the report. Even to-day I know of many high schools where teachers in charge of primary schools are non-matriculates. I know of some mission and municipal schools where the teachers are even less qualified. With due deference to the Inspectors and educationists, I submit that their finding that the work done in primary schools has not been so valueless as they think. I beg to point out in this connection that such observations on the part of the Inspectors reflect very little credit on their part, specially because of the fact that most of them had to receive instructions from many of these teachers whom they now cry down from their now exalted position. I must admit that whatever their educational attainments may be or might have been, these primary school teachers are inefficient in one way, viz., that they failed to teach their erstwhile pupils one important virtue which is fratefulness. It follows from what I have stated above that if reform is necessary in primary schools and if the primary school teachers have to be replaced by better ones, it is all the more necessary that there should be a whole-sale reorganisation of the inspecting staff—the present having failed to meet the situation fairly and squarely. It is only the tyrannical Jack-in-office that finds faults with his subordinates and it is only bad workman who finds faults with his tools. I shall discuss later on the necessity of reorganisation of the inspecting staff. I may be excused for this little digression what I mean to say is this that if we recognise the difficult condition under which these unfortunate teachers have to work, it is not certainly ungenerous and unkind, to find fault with them on the score of their educational attainments. I do not of course mean to say that the educational attainments of every one of the primary school teachers is what it should be, nor am I oppose to displacing them by more efficient ones. But the standard of efficiency should be properly examined.

I shall now discuss about the difficulties referred to in the report. It has been stated that the real difficulties which have to be surmounted before any successful policy can be put into operation have not as yet been fully realised. I can give but little credit to the Committee for making an observation like this. The Government of Bengal in the Ministry of Education published Resolution No. 2517Edn., on the 27th July 1935, reviewing the existing educational system. Again in Resolution No. 1037Edn., dated the 9th March 1937, the Government of Bengal in the Ministry of Education did the same thing. A perusal of

these resolutions would show that the defects of the existing system and the urgent necessity of reforms were discussed there. I do, therefore, think that there are very few among the Government officers or among the people barring the illiterate mass who do not realise the difficulties that have to be surmounted or the magnitude of the task that awaits us. Every one to-day knows that the most important problem facing Government is the problem of providing universal and free primary education facilities. In order to solve the problem, it is certainly necessary to study the fundamental aspects of the problem. The report has referred to the following facts:—

- (1) Our present primary schools are producing no literacy.
- (2) For a four-year course only, universal free primary education will ultimately cost, either in cash or in kind, not less than 5 to 6 crores of rupees for teaching expenses only.
- (3) The cess when fully realised throughout the whole province, together with all the money now given by Government and local bodies other than district boards, will only provide just over one quarter of the amount needed for completely free and universal facilities.

I shall discuss these three points together. Considering the magnitude of the task and the large sum involved it has been proposed to provide only a 4 years' education. I admit that one must cut one's coat according to one's cloth. But from the report it does not appear that this policy has been successfully and faithfully followed. A four years' course which is admitted in the report to be the absolute minimum and of doubtful results has been proposed, but the expenditure involved is one quarter of the resources. Such a scheme is both extravagant and unacceptable. If we have not enough money, we must curtail the expenditure.

The scheme is that there will be 200,000 teachers who should all be paid at Rs. 16 each and Rs. 4 from local subscriptions. One of the teachers should be a matriculate and trained. I have to note here that I do not find any mention of the number of schools required, and that therefore the scheme is somewhat vague and unintelligible. Let me suppose that there will be approximately 100,000 schools. In that case we may pay 100,000 head teachers at the rate proposed which would mean cash payment of Rs. 1,92,00,000. The remaining 10,000 teachers may be paid at Rs. 10 for the present, which would mean Rs. 1,20,00,000. The total cost of instructions would then be Rs. 3,12,00,000, i.e., almost half the amount thought necessary according to the report.

With regard to the additional Rs. 4 per teacher to be realised by way of subscriptions from the locality, I think it is a difficult affair. It will give rise to complication. It is also undesirable from the teachers' point of view inasmuch as this will render the teacher an object of charity and therefore of pity. The hope then that the teacher should also be a leader in every movement appertaining to rural welfare and uplift will be frustrated.

Much has been said against the guru and the muallim trained teachers. Perhaps they are not all sufficiently efficient. The average educational attainment of these teachers as stated in the report is class VIII. Matriculates are preferred to these class VIII men, and

it has been stated that the average age of these men is 18 or 19 and that youths of 18 or 19 who have only reached the class VIII stage of a high school are below average mentality. Perhaps it is so. But then to-day there is a keen competition. Guru and muallim pupils are admitted to their respective training schools after a test examination, in which experience shows that many of the non-matriculいたes compete successfully with the matriculates. The reason is not far to seek when we remember that much of the work done in the matriculation classes is repetition of what was done in the lower forms. I do not, therefore, find sufficient justification for excluding non-matriculいたes. What is necessary is that the candidates for entrance to training should be selected after a sufficiently rigid test about their real educational attainments. I am, therefore, definitely opposed to fixing the standard at the Matriculation. Sufficient scope should be given to non-matriculいたes. After all what is most important is that the gurus should be able to teach the three R's to children of the ages of 6-9 or 6-11 as the case may be, and no rigid standard need be fixed. What is most essential is the training to be given to the candidates. It is of course admitted that no amount of training will transform those who are not the right type into efficient teachers. Many of the matriculates are likely to be men with an urban rather than a rural outlook, with a smattering of English. But what is perhaps necessary is that our teachers of rural primary schools should have a thorough vernacular education, who are interested in the welfare of the village and are genuinely anxious to play their part in its improvement. I repeat, therefore, that though I do not oppose matriculates being taken in I am opposed to fixing the standard at the matriculation.

With regard to the training of teachers the line suggested in the report is worth experimenting upon. But I beg to add that experience shows that the vernacular masters (normal trained) teachers are most suitable for being teachers of training schools.

I also think it necessary to suggest here that as religious instruction has been included in the curriculum some of the teachers may be recruited from among the *fazils* (old scheme madrasah passed men).

Something has to be said about the ages of pupils. If 6-9 be taken to be the age of children who alone will receive instruction, what will happen to those of 9 to 11. Either the minimum age should be increased from 6-9 to 8-11 or the duration of the course increased. It has been suggested in the report that this will be ultimately done. But I think even at the start something more desirably may be done.

In the report it has been stated that there are 5,500,000 children of the ages of 6-9 in the province including municipalities. If we deduct 7.3 per cent. of these we have 5,108,500 boys and girls in rural areas. If we deduct 20 per cent. of these who are not likely to attend schools, we have 4,086,800 boys and girls. If we have one teacher per 30 pupils, we require 136,227 or, say, 140,000 teachers. It is not known how the figure 200,000 was arrived at.

In the circumstances, I think the report has been too hastily drawn up and that with the object of driving home to the public the magnitude of the task has been magnified with the result that in spite of the care and pains taken to draw up the report the money figures have swollen disproportionately, and I think that the report requires just a

little revision giving more accurate figures in place of the approximate ones. Before the same is done, it is difficult to understand the report with all the implications hinted at there. It seems that great pains have been taken to draw up the report which contains valuable information but laymen find it somewhat difficult to follow. I beg to observe in the end that the report should be revised here and there and figures for municipal and rural areas should be given separately and the scheme outlined just a little more clearly.

YUSOOF ALI CHOWDHURY