

A NOTE ON EDUCATION IN THE STATE OF  
JAMMU AND KASHMIR

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CONTENTS.

SECTIONS	PARA GRAPHS		PAGES
Introductory	1-5	Condition of Education	1
	6-9	General recommendations	2
Collegiate and Secondary Education	10-15	Colleges	3
	16-17	Organisation of school classes	5
	18-22	High Schools	6
	23	Middle Schools	7
	24-26	General remarks on secondary schools	7
	28-30	Grant-in-aid	9
Primary Education	31-33	General remarks	10
	34-40	Proposals for expansion	11
School building and hostels	41-43	Buildings	14
	44	Equipment	16
	45	Hostels	16
Curricula and Methods	46-50	Curricula	16
	51-52	Language question	18
	60-61	Discipline Methods	19
Religious instruction, physical instruction and discipline.	57	Religious instruction	21
	58-59	Physical instruction	22
	60-61	Discipline	22
	62	Social Service.	23
School Hygiene	63-65	Proposals	23
Fees and Scholarships	66-69	Fees	24
	70-71	Scholarships	26
The training of Teachers	72-73	Present system	28
	74-80	Proposals	28
Technical and other forms of practical Education.	81-82	General remarks	32
	83	(1) Institutes	32
	84-85	Amar Singh Technical Institute	32
	86	proposal for Medical School	34
	87-91	(2) Practical schools	34
	92	(3) Instruction in the common school	35
	93	Summary of recommendations	37
	94	Present condition	37
	95-101	Proposals	37
	<del>102</del>	<del>Summary of recommendations</del>	<del>39</del>
102-103	General remarks and language question	39	
104	Summary of recommendations	39	
Education of Muhammadans	105-107	Present condition	40
	108-111	Proposals	42
Education of other special classes	112-114	Decayed Zamindars, Nomadic tribes and depressed classes	46
Oriental studies	115	Present condition	46

Contd...2....

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	116	Proposals	46
Direction and inspection	117-120	Present system	47
	121-124	Proposals.	48
Educational services	125-134	Proposals	49
Conclusion	137-140	Summary of proposals involving increased expenditure.	57*

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A NOTE ON EDUCATION  
IN THE STATE OF JAMMU AND KASHMIR

Introductory.

1. In 1915 the Durbar of Jammu and Kashmir asked me to examine their educational system and advise on their future policy. I went into the State on the 9th of April 1916, and left it on the 1st of June 1916. Times did not permit of my visiting Gilgit and Ladakh. But during these two months, I went into all the other districts of the State save Riasi. I saw 78 institutions, including two Colleges, the Technical Institute the normal school, 8 high schools, 18 middle schools, 42 primary schools, 5 pathshalas and 1 maktab.

2. The Durbar put every facility in my way for seeing the educational institutions and collecting opinions. Rai Bahadur Major-General Diwan Bishan Das, C.I.E, the Home Minister and Mr. R.D. Pande, the Secretary of Education, spent much time and pains in showing me the institutions and explaining the system; and one or other of these constantly accompanied me on tour. I must also refer to the efforts made by the inspecting staff and of the officers of the Revenue Department to render my visit both useful and comfortable.

3. The following note embodies my impressions and advice. The figures which it contains are taken partly from the educational report for the ~~year~~ year Sambat 1971 (roughly equivalent to 1914-15), from the budget estimates and from special data supplied by the Education officer.

4. The condition of things as revealed in the report for 1971 may be briefly compared with that which prevailed 10 years previously, when the work of education in the State first came to be placed on a methodical basis.

	1961.	1971.
Number of public institutions. .	133	360

...2...	1961	1971
Pupils in public institutions . . .	9,914	27,311
Number of Private Institutions. . .	188	333
Pupils in private Institutions. . .	2,849	8,475
Total of institutions . . . . .	321	693
Total of pupils . . . . .	12,763	35,786

4 (2) In 1961 expenditure from State revenues upon education was R 99,538. The expenditure from the same source in 1971 was R 7,08,339 and the expenditure from all sources was R 7,95,287. There was then no colleges against two colleges now maintained at a total cost of R 1,48,958. There were then four high schools costing R 39,879 against eight to-day costing R 1,47,101; 15 middle schools costing R 17,643 against 37 costing R 92,677; and 113 primary schools costing R 19,910 against 311 costing R 1,07,014. The average cost of educating a primary school pupil was then R 3-5-7. Now it is R 6-8-6- (These figures are for both boys and girls schools.) The normal school then contained nine pupils; in 1971 there were 19 pupils. The number of Muhamadans under education was 4,088 (representing a large increase over the previous year) against 18,129 to-day. Girls in public institutions numbered 318 (with an average attendance of 104) against 1,661 to-day. In that year 27 candidates passed the Entrance Examination of the Punjab University out of 58 candidates. In the present year 163 have passed out of 210 presented.

5. These figures are given with a view to bringing the facts and proposals contained in this note into perspective with the past. Considerable progress has been made. But the condition of education is still backward. For a population of 2,823,733 there are 693 educational institutions. The number under instruction of all kinds is 35,786. If the population of a school-going age be reckoned as 15 per cent. of the total population, then 13.92 of the males of a school going age, and 0.83 of the females are at school. The proportion of literacy is still the lowest recorded in India. The Census of 1911 showed 3 per mille among men, 1 per mille among women and 20.5 per mille among the whole population to be literate.

6. ~~Various recommendations will be found in the~~ Contd...3..

6. Various recommendations will be found in the following sections and summarised at the conclusion of this note. A few general remarks are added here, in order to emphasise the more important contents of the note.

7. In writing the note I have kept before me the proceedings of a conference which was held in September 1915, under the presidency of the Home Minister. Allusions will be found to its recommendations.

8. The quality of education imparted in the State is generally satisfactory. The system, however, is top-heavy, primary education not having advanced pari passu with higher education. The generous attitude adopted towards the latter has been of advantage in that it facilitates the policy which the Durbare are anxious to pursue of filling posts by State subjects. But the interests of the tax-paying cultivator must not be overlooked. Owing to the conservative habits of the people, no substantial headway has been made with the education of girls. On all sides I find apprehensions regarding the future employment of the young men who will shortly come out from the higher schools and colleges.

9. The three principal lines of policy which suggest themselves are accordingly the following:-

(i) The extension, so far as possible, of the education of girls,

(ii) A much wider expansion of primary schools for boys.

(iii) The introduction of a practical element into education so that the paths of life open to those who have had a purely literary education may not be over-crowded.

In working out these and other suggestions, I have endeavoured to make my proposals as practical as possible. If therefore they appear to be over-conservative, the reason is that I have been unwilling to put forward any recommendation whose cost would deter the Durbar from adopting it. The policy which I have sketched

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out is modest and is not beyond the range of early realisation; but the lines are capable of continuation far beyond the limits which are here set down as definite goals for the immediate future.

**Collegiate and Secondary Education.**

10. Colleges- There are two colleges in the State, the Prince of Wales' College at Jammu and the Sri Partap College at Srinagar. These two colleges are well found. The buildings are good, save that at Jammu a proper place is wanted for the library and more adequate preparation rooms in the laboratory. The staff is numerically adequate in both cases and allows one professor for every 13 students at Jammu and for every 14 students at Srinagar. Mr. Robson, who was previously Principal of the Government College, Lahore, and is an educationist of very long experience, is now Principal of the Prince of Wales' College. It is proposed to obtain the services of a European professor of English, at each college. This is a wise move, as it is generally admitted that an Englishman should participate in the teaching of English. I fear, however, that the Durbar will be unable to recruit satisfactory officers before the conclusion of the war. A special feature is the playing-grounds. At Jammu these are of very large extent and games are made compulsory. At Srinagar also they are ample in size and very beautifully situated.

11. In the returns for 1971 the number of students enrolled in the colleges is given as 305 . It has rapidly increased and now amounts to 401. These are classified as follows:-

Brahmans .....	192
Non-Brahman Hindus .....	163
Muhammadans.....	32
Sikhs.....	13
Parsis.....	1

401

At Jammu no less than 119 students are British India subjects. At Srinagar 147 of the students are Kashmiri Pandits.



...5...

12. The cost of the colleges in 1971 was ~~800,000~~ 1,48,958 the whole of which is put down as debitable to State Revenues. As a matter of fact a small fee is charged but the annual collection at Jammu amounts only to R7,400 and at Srinagar to R 2,149 (including fines). Small Scholarships are given, and at Srinagar there is a system by which a candidate for a degree examination whose guardian's income is less than R 100 a month receives a bonus of R 50<sup>(4)</sup> before going to Lahore for his examination and a candidate for the Intermediate in similar circumstances gets a bonus of R 40.

13. An excellent arrangement has been made where<sup>ni</sup> by the Prince of Wales' College, while not excluding Arts subjects, specialises in Science, and the Sri Partap College specialises in Arts; thus at Jammu the M.Sc degree course in Geology is offered; at Srinagar the M.A. Philosophy, Sanskrit and Mathematics courses are offered. The Durbar will do well strictly to maintain this specialisation. The examination results appear to be generally satisfactory. At the same time I feel doubtful whether the best use is being made of the time and efforts of the staff. Mr Robson considers that the work, especially in the Science Faculty, is very hard for the students, and that they require two lectures daily in English. At Srinagar also I find that in the Intermediate classes five daily lectures are delivered, each period being 45 minutes, which is shortened on Saturdays; while in the BA classes four daily lectures are delivered. Mr. Robson also complains of the poor attainment of the boys who have passed the matriculation. He does not consider that the students can do with a less number of lectures. Though I hesitate to make a recommendation against the views of so experienced a professor, I am strongly of opinion that it is a mistake to lecture to students who have only just passed the matriculation and that time will be better employed if a smaller number of lectures is delivered and the bulk of the periods devoted to tutorial work in small groups. The number of professors should allow of some such arrangement, though probably not a perfect one. As it is, there appears to be no system of

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tutorial work save that of general supervision by which the boys are divided into groups, each under a professor.

14. The hostel at Srinagar has not yet been opened. At Jammu there is a hostel containing 120 students, each of whom pays R 1 a month for rent, R 10 for board and 12 annas for electric light. The hostel is a good one. But the habits of the students as regards tidiness in the rooms seem to compare un-favourably with what I have generally seen recently in college hostels. I would recommend insistence upon tidiness and very complete supervision. Further, it is more and more, coming to be recognized that colleges should partake more fully of the residential character and that the professors should have houses on the spot. It would be well if a certain sum could be expended annually in the gradual erection of professors' quarters.

15. The provision for collegiate education in the State is ample— indeed one college would probable adequately have met all reasonable requirements. I doubt the wisdom of the policy of making collegiate education free or practically free. On this subject, as also on the subject of the admission of British India subjects and of scholarships, certain suggestions are made in paragraphs 66 to 71. At this stage I make the following recommendations:-

- (i) Facilities for collegiate education in the State require no amplification save the proposed additions to the staff.
- (ii) Some portion of the cost of collegiate education should be borne by those who benefit from it, as suggested hereafter (paragraph 68). The granting of bonuses for expenses connected with attending examination centres might be gradually abolished.
- (iii) A tutorial system, especially in the Intermediate classes, would be more beneficial than the present concentration of the energies of the staff upon lecturing.
- (iv)

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...7....

- (iv) The policy of specialisation in college which the Durbar has adopted, is admirable and should be maintained.
- (v) Professors' residences should be gradually provided and full provision made for hostel supervision.

16. Organisation of school classes:- For an understanding of the school system, both secondary and primary, it is necessary to describe the organisation of school classes. This follows the system of the Punjab. A primary school is divided into three lower primary classes (of which the lowest is ordinarily divided into two sections, the infant class and class I) and two upper primary classes. A middle vernacular school contains these classes and three higher classes. The formation of a middle Anglo-vernacular school is the same, but the study of English is commenced in the two upper primary classes and carried on through the three middle classes. The High school contains two high classes above the middle, and the lower primary classes are ordinarily relegated to one or more branch schools. Sometimes (as at Jammu) the high school contains no classes below the middle, and the branch schools contain upper primary classes in which English is taught. In order to provide for the case of boys who enter Anglo-vernacular middle classes from primary or middle schools where no English is taught, two special classes are interpolated below and above the lowest middle class (called middle class I) in which particular attention is paid to English and a classical language. A boy who has passed the upper primary may enter the junior special and, having passed a year in it, will proceed through the three middle classes. A boy who has passed the middle vernacular examination may enter the senior special and after a year proceed to the fourth class of a high school (i.e. the lower of the two high classes). Thus, a complete school may be shown as follows, though often the primary department is organised as a separate school.

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In girls' Anglo-vernacular middle schools English is not begun until the first middle class.

17. The plan of maintaining branch schools with all five primary classes has the advantage of keeping the central school to a reasonable size and excluding small boys from it. But I found the teaching of English in the two upper <sup>PUG</sup> primary classes of these branch schools for from satisfactory. The teachers had passed the Anglo-vernacular and were untrained. As these classes cannot have the supervision which is possible in a high or middle school, they require a particularly good staff; and I would recommend the appointment of a really competent trained teacher (who has passed at least the Entrance and preferably the F.A) as headmaster of each. The alternative would be the inclusion of the upper primary classes in the high school, or the dropping of English instruction in the branches with the opening of junior special classes. The former course would crowd the high schools, the latter would lose the boys a year.

18. High Schools - There are eight high schools in the State. Five are State schools; three are aided. The schools in Jammu province are the Sri Ranbir High school in Jammu itself, and the schools at Mirpur and Samba. These are all State Schools. The last is specially intended for the Rajput community. In Kashmir the publicly managed high schools are the State high School and the Sri Partap high school at Srinagar. There are also in that city of Church Mission and Islamia aided high schools; and there is a Roman Catholic aided high school at Baramulla. There is also a private high school in Sgr. but I understand it is not recognised by the University, nor is it included in the State returns.

19. The five State high schools are estimated to cost the State ₹ 1,15,200 (estimates for 1972). This cost varies considerably from ₹ 32,000 for the Jammu school to a little over ₹ 15,000 for the Samba high school. This is mainly due to difference in the number of pupils. Beyond the headmasters, the difference in rates of pay of the staff is negligible. The school at Jammu and the two

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1911

schools at Srinagar have headmasters on ₹ 200-10-250. The Headmaster at Mirpur and Samba are on ₹150 and ₹100-5-125 respectively. But the average pay of the teaching staff (including the headmaster) is very similar-at Jammu ₹ 47-8-0 a month, a Mirpur ₹ 42-4-0 and at Samba ₹ 43-8-0. The schools contain middle and high departments and the top two classes of the primary departments. The housing of the three headquarters schools is excellent, though the State high school at Srinagar requires extension, and the building of the Sri Partap school is not quite complete. Mirpur has a good building. The building at Samba, following the lines of the fort, will be commodious and striking in appearance when it is finished.

20. The three aided high schools differ greatly in cost and characteristics. The C.M.S high school Srinagar contains 500 pupils and costs about ₹ 30,000 a year, towards which the Durbar ordinarily contribute about ₹ 4,000. This is the one high school in the State which charges fees on any considerable scale. The fees average about ₹ 6,000 a year. The rest of the expenditure is met from contributions. Under the management of the Revenue C.E. Tyndale-Biscoe the school has developed a remarkable esprit de corps, and the utmost care is devoted to physical instruction, to the encouragement of manliness and to the cultivation of the civic virtues. With its record of life-saving and other public benefits, the school is an important asset to Srinagar and holds a unique position. The Islamia high school, Srinagar, contains 283 pupils and costs a little over ₹ 6,000 a year, to which the Durbar contributes, largely financial. One of the principal troubles is that the teachers do not remain at their posts for a sufficient period. The Roman Catholic Mission School Baramulla, has 244 pupils and costs ₹ 12,000 a year. The staff is not strong, but the school appears to be well conducted. It is the only one of these three schools which buildings specially erected for school use. The Islamia School has its own buildings, but they are inferior, and the Muhammadans desire to see the institution housed at the Pathara Masjid. The C.M.S school has a hired buildings well adapted.

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21. Judged by the examination results of this year, the instruction given in these high schools is satisfactory. Of 256 pupils in the top classes, 29 were detained or degraded, and 220 appeared for the Matriculation, of whom 163 passed. The balance presumably left the schools before examination. Thus over 63 per cent. of those who were enrolled in the top classes, and nearly 78 per cent. of those who appeared, were successful. In the previous year the percentage of success at the Matriculation throughout British India was only just over 50 per cent. among those who appeared.

22. The number of high schools in the State is very convenient for the starting of a school-leaving certificate system in place of Matriculation. The inspecting staff is sufficient for this purpose. But, in order thoroughly to organise the system and supervise the correlate the tests and their results, the directing agency would have to be strengthened. An examination board, containing a representative of the Punjab University and one or two experienced educationists of the type of Mr. Robson (who would be keenly interested in any such scheme) would prove a great assistance to the central office in a matter of this kind and might act as a delegacy wielding powers conferred upon it by the Minister. Such boards have been found useful elsewhere. The establishment of such a system would doubtless have a wholesome effect on the work of schools; and, if the Punjab University will recognise such a certificate, its adoption is strongly to be commended.

23. Middle schools:- These contain all classes up to the highest middle class. The State maintains 17 middle English schools and 10 middle vernacular schools for boys; and four middle vernacular schools for girls. These are estimated to cost Rs. 20,234. There are also five aided middle English schools for boys and one aided middle vernacular school for girls. The housing, so far as I saw it, varies from admirable buildings constructed at a cost of anything up to Rs. 30,000, to poor hired houses sometimes offering

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inadequate accommodation. Some of the schools are very good institutions, and I was particularly well impressed with the organisation of these in Baramulla and Muzaffarabad circle. The state conducts a middle examination and through such examinations have largely been abolished in British India, I see no reason why they should not continue it.

24. General remarks:- It will be convenient to include suggestions specially applicable to aided institutions under the head "Grant-in-aid and to make here some general remarks about secondary education and State schools in particular.

25. From the budget estimates for 1972 it appears that, out of a total of Rs 6,91,100 from State revenues, a sum of Rs 3,84,900 or nearly 55.7 per cent. is intended for colleges and boys high and middle schools, while Rs 1,17,800 or a little over 17 per cent. is intended for boys primary schools. Of course a considerable number of the pupils in middle schools are in reality studying the elementary course. But, even so, the disproportion of expenditure upon higher and that on primary institutions is remarkable. Moreover, the proportion of those in the collegiate and the secondary stages of education form no less than 10.15 per cent. of the total under instruction. In British India they form 7.57 per cent; in Japan 2.8 per cent. In a word, education is top heavy. This condition of things suggests the use of the utmost economy as regards further expansion of higher education and the concentration of resources upon the improvement of existing higher institutions and especially, upon the gradual spread of elementary education.

26. There are various points in which secondary schools require improvement. Some of the middle schools are lacking in adequate buildings. When boys come from outside, proper hostels and thorough supervision of them are essential. As regards the staff, I have kept a record of its qualifications in 26 of the

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secondary schools which I visited. The qualification of the teachers are as follows:

	Trained	un-trained	total
M.A	3	1	4
B.A. or B.Sc	18	19	37
F.A	8	26	34
Entrance	14	66	80
Middle	35	88	123
Shastri and Visharad	-	26	26
Nil	-	39	39
Total	<u>78</u>	<u>265</u>	<u>343</u>

This is tolerable. But the distribution of teachers was not always equable, some schools being excellently staffed, others inadequately staffed. The average pay was just below R 35. This is hardly sufficient but will be improved if the suggestions regarding service are adopted. The conference of September 1915 advised one teacher for every 30 pupils in the infant class, and for every 40 in higher classes, though this might be modified in present circumstances. Complaints reached me of over-crowding in classes; and it would be preferable to limit classes to 30 up to a considerably higher stage. As the Home Minister, speaking of high and middle school said on that occasion, "two schools, properly equipped, with instructive staff and efficient inspection, are better than four unequipped ones".

Improvement therefore is required, though many of these schools are excellent. And, if improvement is to be carried out without curtailing the resources of the State for more urgent educational matters, they must be met from enhanced fees. This would be perfectly equitable, considering the comparatively small amount expended on primary and technical education.

27. The definite recommendations which I have to make will be found in other sections of this note. All that need here be put forward are three general propositions:-



- (i) The provision made by the State for high education is ample in proportion to its provision for other forms of education.
- (ii) Where improvements are required, the cost of them should be met by gradually imposing an adequate fee (paragraph 68).
- (iii) The establishment of a system of school-leaving certificates closing the secondary school course is desirable and could probably be carried out without difficulty.

28. Grant-in-aid:- Grants are given, under certain conditions, in two ways. A fixed annual grant is allowed on the scale ₹ 750 for the high section of a school, ₹ 400 for the middle, ₹ 250 for the upper primary and ₹ 150 for the lower primary. These rates are lighter in the case of girls' schools. In addition, special grants are given when special qualifications are required in the staff, when the poverty or backwardness of the locality demand special treatment, and in particular to meet the salaries of trained teachers. The grant given under this last head is not to exceed one-fifth of the salaries of trained teachers in the case of boys' schools or one-half in that of girls' schools.

29. The working of these rules may be considered as they affect high schools.

	Total cost.	Annual grant	No of Pupil	No of pass last Mat
C.M.S.High School Erinagar	30,000	4,600	500	20
Islamia High School -do-	6,000	3,000	283	6
R.C.High School Baramulla.	12,600	4,800	244	1

The figures of total cost are only approximate. The figures of grant are taken from the budget for the current year (1973) and appear to include the special grants.

The first thing to consider is the general sufficiency of the grants. The amount of grant (if this be taken, as in 1971, at ₹ 10,000 a year) comes to ₹ 93 per every 100 pupils. In British India, the grant comes to nearly ₹ 830 per every 100 pupils. But the problem:

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in Jammu and Kashmir is quite different from that in British India, because in the former aided schools are deterred from charging reasonable fees or even any fees at all by the fact that education in the State Schools is practically free whereas in the latter nearly five-eighths of the total cost of boys' aided high schools is defrayed by fees. The C.M.S high school alone charges anything approaching a substantial fee. The annual realisation there amounts to ₹ 500 a year at the Islamia high school no fees are charged. The grants now given would be fairly reasonable if fees were charged. But the charging of adequate fees is not feasible till such fees are charged in State schools, and until this is done, the grants to schools cannot be regarded as sufficient. A gradual increase by about ₹ 10,000 would not be a bad thing. The second point is the relative amounts which schools, working under the present system, can earn. It is obvious that, compared with the other grants given, the amount earned by the C.M.S high school is not that which its numbers and its results would warrant, to say nothing of the still greater claim which, on the more important points of general tone, the school undoubtedly possesses. The staffs of the two other schools are poor. In the case of the Baramulla school ₹300 a month is included as pay of a permanently absent superintendent and another ₹ 300 for the pay of the Principal, who gave me to understand he was at present doing no teaching. The grant-in-aid rules are in fact, framed on too narrow a basis. They follow, in their general outline, the fixed grant system of the United Provinces, which, however, is there modified by an annual grant for every pupil in attendance in the high and middle sections. In the State, the rules take no cognisance of attendance, nor, as in the case of Madras, Bombay and Bengal, of the income from private sources, or the expenditure, or both. Hence, while in no case should the grant be lowered (indeed, in present circumstances, the schools deserve a larger grant), the rules do not encourage the institutions in matters where encouragement is desirable.

30. My recommendations therefore are as follows:-

- (i) The grants are inadequate in view of the fact that schools are at present practically debarred from the levy of proper fees; and at least until proper fees are charged in State secondary institutions, they should be substantially raised by about ₹ 10,000 a year.
- (ii) The rules should be broadened, so as to take into consideration the attendance in the high and middle sections and the income and expenditure of the schools.
- (iii) I would add as a third recommendation that, while any rule which encourages training is praiseworthy, general academic attainments in the staff should also be considered and assistance might well be given to schools for the sending of their teachers to undergo training.

I have taken the case of high schools, because it is specially important. But the same principals should be observed in other classes of institutions. The grant given to middle schools compares very unfavourably with that given in British India; and, though I am not in full possession of the facts about branch and primary schools, I am given to understand that the grant given to some of the former is not enough for their efficient maintenance.

#### Primary Education

31. At the end of 1971 there were 311 primary schools in the State (including girls'), and these contained 16,384 pupils. In addition to these, there are primary pupils in secondary schools. The total under primary institution comprises 21,126 boys and 1,6,25 girls, and amounts to 22,751 pupils. The amount of secular education given in private schools appears to be negligible. Hence a comparison of the percentage of those undergoing P. (11) elementary education to those of a school-going age in British India and in Jammu and Kashmir works out as follows:

	boys	girls	total
British India	26.98	5.60	16.53
Jammu & Kashmir	9.38	6.82	5.37

These figures include pupils in the primary

sections of secondary schools. The total of 311 primary schools comprises 275 State schools and 36 aided schools. The average cost of a State school is ₹ 324 a year, against ₹ 647 in British India. The average enrolment is 52.6 per school, against 41.4 in British India.

32. In this section I propose to deal with boys' primary schools and to formulate suggestions for the extension of elementary education, which, read with the connected proposals regarding the training of teachers buildings and inspecting staff, may be looked upon as one of the most important matters requiring attention.

33. The primary school is generally held in a hired house (calculated for budget purposes at a rent of ₹ 4 a month, but often costing only ₹ 2), some-times in a costly building erected by the State. The staff consists of one or two teachers, of whom the head teacher often but not always draws ₹ 15 a month. In the Kashmir province, a mulla is often added, without whose presence in the school it is difficult to attract Muhammadans. In the schools which I saw, the number of pupils per teacher averaged 23.6, and the pay of a teacher ₹ 13.7. Transfers among the teachers of primary schools are too frequent. This appears partly to arise from the fact that such teachers (unless mullas) are seldom residents of the villages but are generally drawn from the towns. Some recommendations regarding this will be found in paragraph 78.

34. The principal requirement in the State is the multiplication of primary schools. The male population is a million and-a-half. Hence, taken at the conventional figure of 15 per cent; the male population of a school going age is 225,000. The number of boys in primary schools and in the primary stages of secondary schools is 21,126. (I understand that the private schools in the State can hardly be said to give secular education, and hence I do not reckon in their pupils.) If the whole male population were in future to receive education it would be necessary to bring just over 200,000 additional pupils under instruction. Suppose the average primary school to hold 50 pupils. This would entail

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the opening of 4,000 additional schools. A boys' primary school in British India costs just less than ₹ 200 a year. It has been calculated that it should cost ₹ 375. A boys' in Jammu and Kashmir costs about ₹ 328. As the schools are nearly all State schools, they naturally cost more than the average for British India, where many are privately managed. The cost may be put at ₹ 280. The additional schools would then impose on State revenues an additional expenditure of ₹ 11,20,000 a year, as well as the cost involved in training teachers, increasing the supervisory staff and building houses. But the question is not this. The sparse population, the difficult nature of much of the country, the presence of nomadic tribes and the indifference of many of the people to instruction will render any complete system of mass education impossible for years to come. P.(12) The question rather is, what proportion of the uneducated boy population can reasonably be expected to be brought to school? In his reply to a Muhammadan deputation in September 1913, His Highness the Maharaja said that he had no doubt that within a short time every village in his State with a population of 500 would have a primary school. The number of these is 1425. There are already 300 primary schools for boys. Each of these may be roughly taken as representing a village, though of course, this is not strictly in accord with facts. This leaves roughly 1,100 schools to be provided. The actual cost of a school (₹ 328) includes the pay of a mulla and the expenses incidental to *the school some of the larger schools*. For budget purposes, a primary school is at present calculated as costing ₹ 246 a year viz., ₹ 15 for the teacher, ₹ 1 for the waterman, annas 8 for the sweeper and ₹ 4 for house rent, ₹ 20-8-0 a month, plus a small sum for contingencies. House rent is often actually less than ₹ 4 a month, and it may be hoped that cheap State buildings may be erected for many schools. In consideration of the fact that the new schools will generally contain a smaller number of pupils than those already in existence and can hence often be taught by one man, and excluding for the present the cost of maintaining a mulla (see paragraph 110) where this is necessary, the average cost of the future school may be reduced to ₹ 240. At this rate, the annual cost of 1,100 new schools will be ₹ 2,64,000. Contd....18....

35. To this must be added the cost of training teachers and of additions to the inspecting staff. The cost of the former depends upon the rate of expansion. This must be regulated by financial considerations. If 10 years are taken as the period, this would involve an outturn of 110 teachers a year, and an enrolment in the normal school of 220. If £ 150 be taken as a reasonable figure for average cost per pupil teacher when large numbers are concerned, the expenditure would be £33,000 a year. On the one hand however, it would be difficult to train such large numbers at present; nor in view of the financial stringency would it be altogether prudent to do so, having regard to the possible expansion of schools in the immediate future. On the other hand, it is desirable if possible to make some provision for existing schools in which the teachers are yet untrained. For this latter reason the question of the increase of the normal school and of the inspecting staff will most conveniently be treated under separate heads. It will suffice to say here that the cost suggested in paragraph 75 for the training of primary teachers is £ 28,370 inclusive of present expenditure £ 3,710; and that of increasing the inspecting staff will be £ 20,640 a year (vide paragraph 122).

36. It will be well to erect simple buildings for the schools; and they must also be provided with equipment. I consider it should be possible to erect a school building for £ 300 (paragraph 42). The present budget cost of equipment is £ 50 per school. The total non-recurring cost would accordingly be £ 3,85,000. This expenditure, however, may be spread over a larger number of years than the increase in the number of schools, since in the first instance schools may continue to be held in hired buildings. On the other hand this calculation does not include the sum at present required for erecting simple houses for existing schools.

37. The expansion in the number of schools will probably be accompanied by a reduction in the enrolment, the average of which will fall as smaller village receive schools. If the average enrolment of the new 1,100 schools

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P. (13) be taken as 40, we shall have 44,000 additional pupils under instruction. These, together with the boys already undergoing primary instruction, will come to 28.9 per cent. as against 26.98 per cent. in British India. As this result cannot be achieved for some years (especially as the training of more teachers is a necessary preliminary to the opening of more schools) it perhaps does not represent too ambitious or premature an object.

38. One caution must here be added. While villages containing a population of 500 and over appear to offer the most hopeful ground for the establishment of new schools, population is not entirely a safe guide to this end. In the Jammu province some of the villages are scattered about in small groups of houses or single homesteads. For instance between Ramban and Ramsu I found a village with a population of over 500. But the houses were scattered about on almost inaccessible precipices, so that the distance from many of them to any central point would involve not only a long walk but also a precarious climb down and up a declivity of anything from five hundred to a thousand feet. I am also aware that the existing schools have not in all cases proved successful, and that the paucity of pupils attracted has sometimes necessitated the removal of a school to a fresh centre.

39. This question having been treated, it remains to consider the distribution and the agency to be employed.

(1) Distributions:- I was unable to procure a school map of the State. Such a map is a necessary preliminary to any survey with a view to expansion. The establishment of a large number of new schools must necessarily be spread over a period of some years, and the priority of one village or one area over another becomes a matter of consideration. In default of a map the following figures may prove suggestive:-

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District	Population at present served on the average by one primary school.	No of village with a population of 500 or over.
Jammu.	6,806	123
Jasrota	7,989	85
Udhampur.	10,786	122
Riasi	13,787	125
Mirpur	9,026	187
Kashmir North	12,454	252
Kashmir South	12,533	291
Muzaffarabad	11,483	89
Ladakh	31,109	116
Gilgit and Frontier Ilagas	9,800	35

P.(14) With the exception of Ladakh (where, of course there are special difficulties) and the new district of Riasi, the most poorly schooled districts are Kashmir North and South (Anantnag and Baramulla). These have the largest number of villages with a population of 500 and over. This suggests that early attention be paid to those districts. Another point for consideration is the proximity of villages. Where small villages or hamlets, not in themselves large enough to support a school, are grouped round a village of reasonably promising size, conditions are particularly favourable for the early starting of a school. For a consistent following out of this policy, a regular programme is requisite, based upon an educational survey of each district and the resultant school map of the State.

(ii) Agency:- The present policy is a system of State schools. A few privately managed schools exist and receive aid. But no general system save one of State schools is conceivable here. Something may be done with the 333 private indigenous schools which exist. The average an enrolment of less than 26 pupils each and do not as a rule impart secular education. But it has been found possible to bring some of them on to the aided list

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in return for the introduction of Urdu teaching. Such schools are ranked as primary schools, but ordinarily contain only one class, which serves as a feeder to a neighbouring upper primary school (This subject is more fully treated in paragraph 107). Even where such a course is not possible, these pathsalas and maktabas may be taken as indicating possible centres for educational effort.

40. The recommendations made in this section are as follows:-

- (i) The further expansion of primary education is a prime necessity. An early attempt should be made to establish a school in every village of 500 or more inhabitants. This will entail the establishment of 1,100 new schools. Each school will (exclusive of the pay of a mulla, where he is required) cost about ₹ 240 a year. Hence the additional cost will be ₹ 2,64,00 a year.
- (ii) Simple school-houses should be erected. This can probably be done at a cost of ₹ 300 per school. If ₹ 50 be added for equipment, the initial cost of establishing the new schools will be ₹ 3,85,000.
- (iii) The cost of training additional teachers is shown in paragraph 75 and will probably be ₹ 19,660 a year. That of additional inspecting staff will be ₹ 20,640 a year (paragraph 122).
- (iv) The distribution of the new schools should be fixed on a working plan with regard to the needs of districts.
- (v) The majority of schools should, as at present, continue to be State schools.

It will be necessary to add to item (ii) a further sum for the housing of existing schools in simple buildings.

#### School Buildings and Hostels.

41. Colleges and State high schools generally have good buildings, though in some of the latter accommodation is rather inadequate. Most of the State P.(15) middle schools, especially those in Kashmir province, are excellently housed in well-planned buildings costing anything up to ₹ 30,000. But in some of those

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which I saw in Jammu province the building is quite inadequate and many of the classes are held in hired house adjoining the school.

42. The Durbar have constructed a certain number of houses for primary schools at a cost of about Rs 3,000 each. One school which I saw had cost as much as Rs 5,000. Elaborate buildings of this nature are not a necessity for primary schools and their cost in any large number is prohibitive. The majority of primary schools are held in hired buildings, generally costing Rs 2 or Rs 3 a month. Some of these hired buildings are satisfactory, others are the reverse. Much of the school-work-not merely in primary but even in some secondary schools- is done out of doors. I am told that school is regularly held out of doors during the cold weather in Jammu province and during the hot weather in Kashmir. In both provinces I came across schools seated quite comfortably under trees, on the trunks of which were pegs for hanging maps, etc. This was often the the case even where a fair building existed. This out-door work is much to be encouraged in primary schools. All that is wanted is a simple building for protecting the children during inclement weather and the hot or cold months and for storing maps, etc. A special building, designed for a school, is more satisfactory than a hired house and probably cheaper in the end. But there is no reason why it should not be of the same materials as the village houses and generally constructed in the same materials as the village houses and generally constructed in the same manner, with the modifications required for a school. It is not necessary to employ the Public Works Department for the construction of village schools. A cheaper and sufficient form of building can be made through the agency of the Revenue Department, as suggest by the conference of September 1915, or by the villages themselves with a little supervision by local officers. A single room, with a verandah, both together affording some 500 square feet of internal floor space, should generally suffice, though two rooms would be better. I

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have discussed with various authorities how much such a building would cost. The State Engineer informs me that, if, timber is given, eight annas a square foot should suffice. This agrees with what I was told by some of the tahsildars and villagers. I may mention that at Mirhama I found a school building which was constructed 13 years ago and cost ₹ 400. In the same village I saw a patwarkhana which had cost ₹ 250 (the timber had been supplied free) and which, even without the verandah, would have accommodated about 40 boys. The general opinion seems to be that given free timber, a decent school house can be locally constructed for ₹ 300. Of course such a building will involve more outlay on repairs than a pukka building erected by the public works. If, however, the villagers have built or participated in the building of the school, they would probably be able to execute repairs at a small cost.

43. A question arises about the desirability of including the teacher's quarters in the school house. It is represented that the teacher is generally a stranger in the village and has difficulty in finding accommodation. This is a local question and I am not prepared to make any recommendation regarding it, the more so as village teachers should, so far as possible, be themselves villagers and resident in the place.

P(16)44. Equipment is generally good. The equipment of a primary school is budgeted at ₹ 50. I found good mats in most primary schools. These are supplied by the State and are more suitable in elementary schools than benches. The maps supplied are not in all cases satisfactory. The mountains are generally indicated by heavy lines, which is rather misleading; and the Urdu lettering (which is always awkward on a map) gets confused with the mountain ranges. For general purposes, blank maps with contour colours are the best, though rather expensive. These should be supplied in at least secondary schools, where they can be supplemented by maps showing countries or provinces in colour. A good

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map of Jammu and Kashmir is required. I would recommend that it be a blank map, physical features and towns being indicated without names.

45. There are some good hostels, e.g., that of the State high school at Jammu. Others, such as those attached to the schools at Samba and Gurha, are hired houses, unsuitable and overcrowded. Generally speaking the need for hostels does not seem to be pressing. The only recommendation I have to make is that the greatest care should be exercised in supervising hostels. Sometimes a member of the staff lives on the premises, sometimes a little way off. The former arrangement should always be made if possible; and in no case should one teacher be placed in superintendence over more than 50 boys.

#### Curricula and Methods.

46. Curricula:— There is no need to comment in detail upon the curriculum of the middle and high schools. It is that prescribed by the Government of the Punjab and the University. A general criticism is that it might possibly be more practical. In the middle, especially the vernacular middle, classes, the subjects presently to be suggested for teaching in the primary schools might be carried on to a higher standard. Occasionally I found English books taught in the high classes which were not calculated particularly to interest the boys or to produce the ability of using the language in a practical manner and in its modern form.

47. The curriculum for primary schools appears capable of some improvement. I was particularly struck by the fact that the knowledge possessed by the boys is often in advance of the curriculum. In arithmetic particularly, I found it worth while to ask questions in tables and mental problems in advance of what the boys were expected to know, and obtained correct answers though not always readily. The elementary curriculum should be made as simple as possible and suited to the intelligences and future requirements of the boys as well as to the teaching capability of the masters. But, when

boys can easily advance a stage further, it is not wise to keep them back, the kind of knowledge whose acquisition demands a certain faculty should be extended as far as possible while that faculty is at its best, and repetition of what is already fully known tends to nauseate. Further (with the exception of classical language and Hindi, where those are taught), the curriculum is rather jejune. There are only three compulsory subjects (to which may be added one of the languages just mentioned) Urdu reading and writing, arithmetic and geography. The only directly practical form of education is clay-modelling, which is generally good. The readers are limited in their P (17) scope of subjects and treat largely of animals, some of which the boys have never seen. Writing is generally confined to copying and dictation. The arithmetic course is pitched rather low and might be made more practical. The geography syllabus might be better arranged and might insist more upon local knowledge. Two improvements then are possible. (a) Instruction might be slightly speeded up, where the faculties of the boys admit of this. (b) The curriculum might be enriched with a small admixture of practical subjects.

48. The specific recommendations which I would make under these two heads are the following:-

- (i) The readers might contain a wider selection of subjects. There should be lessons correlated with nature study, on plants, crops, soil and the simple operations of agriculture. This recommendation is elaborated in paragraph 92. There should be more in the way of interesting stories, which, including a few drawn from Indian history, should form the staple material of the books.
- (ii) Reading should include not merely a study of the readers but the decipherment of shikasta. A collection of letters, deeds, etc, should be made in each school.
- (iii) Writing should include letter writing. In classes IV and V simple essays may be attempted.

- (iv) The arithmetic curriculum for class V is overcrowded and must be difficult to work through effectively. No extension of the curriculum is required as a whole; but more work should be got through in the lower classes, so that the instruction in class V may be more leisurely and thorough. Thus, class III can easily work up to compound division, instead of, as now, to compound subtraction; class IV could do measurements in addition to its present curriculum and revision of the work done in class III and class V could then comfortably complete the course as well as doing necessary revision.
- (v) Tables can be carried to a higher pitch in class I, provided they, are mainly taught (as indeed they are) by rote, visual explanation accompanying or following. Class I can easily learn up to 16x12 or even higher, and class II can go up to 20x12, and learn also fractional tables, which are generally much appreciated. Much more mental arithmetic might be done with profit and without considerable effort.
- (vi) Geography is not systematically taught. Class II can learn to understand and to draw a plan of the school and the compound, including the points of the compass, and also the village map. Class III can revise the village map and learn Jammu and Kashmir as well as a little general geography, the size and shape of the earth, the causes of night and day, the continents, etc. Class IV can learn India with special reference to the State and to the Punjab and revise general geography. Class V can do general geography in rather fuller detail with special reference to the British Empire and can revise India with reference to crops, products, etc.
- P(18) (vii) Besides the village map, it might be found useful to instruct the boys in the patwari's papers and let each make a copy of part of the Khasra and Jamabandi, of course taking care that the documents are understood. This could not be done without the aid of the patwari. But it would be necessary for him to visit the school only a few times at the beginning.

These slight additions could be made to the curriculum without overloading it. I enquired whether it would be worth while to include accounts. It was thought that this was not necessary.

49. The suggestions I have made about reading would involve a change in the text-books. This is a matter of some difficulty, as the comparatively restricted sale would mean a high price if a good article, with the important addition of clear illustrations, is to be produced. If, however, the State is prepared to subsidise such a publication at the commencement, the difficulty would be got over, and a uniform set of carefully prepared text-books, produced under the auspices of the Durbar, would be a valuable addition to the educational system. If such a course is adopted, each lesson should be tested with a class before its incorporation in the text-book.

50. As a minor point, I would recommend that the mathematical course be not described in the syllabus by allusion to prescribed books, but by enumeration of subjects. Again, it is quite unnecessary for the pupils to possess arithmetic and geography books. Readers are the only books (apart from copy-books) which they need purchase.

51. It is a peculiarity of schools in the Kashmir province that the text-books are written and instruction is largely imparted in a language which is not strictly the vernacular. I made particular enquiries on this point and am convinced that no change in this respect is required, at least in boys' schools. It is true that, when the boys first come to school, many of them understand only Kashmiri, and explanations have to be given to them in the language. I also found a few men in remote villages who could hardly understand any Urdu. Generally, however, the Kashmiri (with the exception of small children and, presumably, a good number of women) is bilingual. Urdu ranks as a vernacular which is almost universally understood and spoken by men, and, though probably not the language of the family, is more useful than Kashmiri in the ordinary business of daily life. Certainly no desire was expressed to me of any change in this respect. It accordingly appears that, even in the lowest classes of

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of boys' schools, the text-books and as much of the instruction as is possible should remain urdu.

52. Another point which at first appears curious is the teaching (as optional subjects) of Persian and Sanskrit in classes IV and V and of Hindi in all classes. It is to be remembered in this connection that Muhammadans in the infant class learn Arabic-i.e., the Koran by rote. Hence a Muhammadan boy in the elementary stage, whose actual family-vernacular may be Kashmiri, after mastering portions of the Koran, applies himself to the study of Urdu (19) and subsequently of Persian; and I even found in the second primary class of the Islamia high school that the boys were continuing Arabic in addition to these two languages. But Persian is optional, is confined to the two highest primary classes, and is appreciated by the parents. Also, it comes easy to the boys, and, save in one or two schools, I found it was understood. So long as local option is given in this matter, there appears to be no harm in the practice, though I would suggest that, even in schools where Persian is taught, I would suggest that, ~~even in schools where~~ should not be insisted on for boys not likely to profit from its study. Similarly, Hindi is studied where the Pandit class preponderates. I am told that, if it were not included as an optional subject in the curriculum, the boys of this class would probably not come to school at all.

53. Methods:— Notwithstanding the paucity of trained teachers, method receives considerable attention. Inspecting officers look into this matter and themselves give lessons. In some mofussil centres, teachers have formed associations, one of the objects of which is the study of method. This is as it should be. In schools where English is taught, instruction in the language is commenced on the direct method, with very fair results. Written work is generally neat; Urdu hand-writing is decidedly good; English hand-writing is often good. The habit of manual dexterity is encouraged in ways calculated to increase intelligence. Apart from the excellent clay-modelling which is done, the boys make charts, maps of different kinds— for showing the distribution of products

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etc., picture-series for the conduct of conversation lessons, and sometimes diaries of the war or plans of the principal battle-fields. Picture post-card and cuttings from the illustrated papers, generally illustrative of the war, are also used to decorate rooms. Raised maps are constructed in the compounds, the rivers sometimes fed by running water. Teachers attempt to make their lessons realistic. Living animals are sometimes introduced for object lessons. As a result of all this, the boys are bright and appear to enjoy their lessons.

54. The following is a collection of suggestions about method, which apply, some to secondary, some to primary schools, and others to both. All have reference to points which came prominently under my notice while I was visiting schools.

(i) In some schools there is a tendency on the part of the teachers to tell boys things which they can quite well find out for themselves, or even know already. Thus the level of instruction is kept behind the average ability of the class.

(ii) Similarly, a good deal of laboured work is sometimes gone through which is really unnecessary, even for the backward pupils. On several occasions I found that the class, as a whole, knew a good deal more than it was given credit for. This is partly due to the nature of the primary curriculum. Originality in teaching is to be encouraged.

P. (20) (iii) In the hands of unskilful teachers, the direct method of teaching foreign languages becomes mechanical and clumsy. This is inevitable when many teachers are untrained; and even a crude attempt is better than the mere book-teaching so often found in India. But this point, as well as the fact that some of the less qualified teachers make mistakes in grammar and pronunciation, should occupy the careful attention of inspecting officers.

(iv) Throughout most of the primary schools, reading is defective. The pupils read too fast and pay little or no attention to stops. Often they do not know what stops mean.

(v) Elaborate definitions in grammar should be avoided. The same remark applies to geography.

In these two subjects and in geometry, definitions should never be attempted without examples. Simple parsing and analysis should be begun at an early stage of grammar teaching.

(vi) Mental agility should be practised in arithmetic. Too much use is sometimes made of slates. Boys use their fingers for making simple calculations. While tables in the lower classes are best taught absolutely by rote, they should subsequently be explained by the ball-frame or some similar device, which can also be used for inculcating the rapid habit of addition and subtraction. This is well done in some schools, but might be more general.

(vii) When learning history, each boy should be required to keep his own history chart and elaborate it from time to time. It is also useful to maintain a large history chart for the class as a whole.

(viii) Instruction in geography is very uneven and appears to be hampered by the curriculum and the nature of the text-books and maps provided (see paragraph 44). I have suggested a more graduated course for primary schools. I can here indicate only a few elementary points. All boys should possess foot-rules; they can easily make them. (In some schools in the Jammu province they already possess them.) Much greater care is required in using the map. Boys should indicate places with a pointer, not with their fingers. Boundaries should be carefully traced. Rivers should be shown from the source to the mouth and not (as is sometimes done) the reverse way. The use of blank wall maps is to be encouraged. As regards map-drawing, greater accuracy is required in tracing the coast-line; and, in drawing or moulding the map of any country the coast-line and general physical features of neighbouring countries should be shown. In the Kashmir province, all geographical terms can easily be taught by taking the boys a walk in the surrounding country, the multitude of streams producing every kind of formation. (I remark, in passing, that the maps and books in use do not give the recent territorial changes made in the provinces of India.)

(ix) Drawing is done with considerable zeal in some schools; but the system pursued is not always suitable. I consider that the system followed in schools of the United States is the most practical, and excellent books on drawing can be obtained from the Educational Publishing company, 63, Fifth Avenue, New York, and the Prang Educational Company, 113, University Place, New York. But schemes of work must be to some extent modified, so as to suit Indian conditions. With

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this end in view, a volume of hints to teachers and series of drawing books were published in Bengal (at Dacca) some years ago.

- (x) While originality in teaching is to be encouraged, there is no need to run to excess in illustrating lessons, etc. Elaborate but comparatively useless tasks should also be avoided- e.g., the painting of maps on glass, or their delineation upon card-board by gumming on surfaces of differently coloured wool.

The faults here criticised will of themselves disappear as training of teachers becomes more general. In bringing them to notice, I do not overlook the clear evidences which exist that a real effort after good methods is being made and not without success.

55. A characteristic of the schools in the Jammu province and to a less degree in Kashmir, is the performance of recitations, dialogues, small plays, etc. The boys are much interested in these; and such activities are, within reasonable limits, to be encouraged. Two suggestions occur regarding them. Natural enunciation (especially in English pieces) should be aimed at, and conventional gestures avoided. Second, pupils should recite only such things as they can understand and appreciate. This is generally the rule; but exceptions occurred, as when a boy in a middle class gave "The quality of mercy," of which he cannot have understood the meaning, and when a small girl, who knew not a word of English, recited "Twinkle, twinkle, little Star."

56. At several schools I was shown what were called "Kindergarten lessons." These generally took the form of some kind of manual work or imitation of agriculture operation in both cases accompanied by the signing of a song (written on the black-board) regarding the subject of the lesson. So far as they went, the lessons were excellent. But the boys frequently appeared to be too old for this kind of instruction save when the manual part of the lesson involved the construction of some slightly complicated object, such as embroidering in differently coloured threads.

Religious Instruction, Physical Instruction and Discipline.

57. Religious instruction.- Perhaps this should be called a system of religious exercises. The school day commences with prayers and hymns; and sometimes the pandit

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or the Maulvi gives a sermon or a short address. The system is a reality and appears excellent. I saw no signs of friction between creeds or sects. Everything is most harmonious and very seriously carried out. Ordinarily the Hindus and the Muhammadans have their prayers in different groups or in different rooms. In Kashmir province, these denominational devotions are often followed by a combined prayer. Prayers are always offered for the King-Emperor, His Highness the Maharaja, and the success of the Allies in the war. These exercises, generally conducted out of doors under the shade of trees, are a characteristic feature of the schools, and appear to have considerable effect. The State is to be most heartily congratulated upon the tact and thoroughness with which the system has been introduced.

58. Physical instruction:- Physical instruction is equally good and is properly made to play an important part in school life. The instruction is characteristically modified to suit the temperament of the different peoples included in the State. In Jammu province, especially in those parts where military service is one of the main occupations, the instruction is of a fairly severe kind- drill, deshi kasrat, exercises borrowed from the military school at Ambala, stick drill, Indian clubs, dumb-bells, etc. In Kashmir province, drill and kasrat are less assiduously practised, and country games are the favourite occupation. In both provinces the schools possess parallel bars, to which, in the case of larger schools, the horizontal bar is added. Orders are often given by the whistle. Sometimes there is a school band, and the exercises are done in time to the band. I found this the case in the two C.M.S. Schools (at Srinagar and Anantnag) and at the State High School, Srinagar. The formation of such bands is to be encouraged.

59. I have only three minor suggestions to make:-

- (1) The curriculum in deshi kasrat is not carried sufficiently high in primary schools and hence must tend to be rather uninteresting. Even small boys can quite well do the simpler dands, and the whole of them could be done in the 4th or 5th primary class. (The hanuman dand is almost universally done wrong.) I did not see any of the acrobatic feats, such as kulhants, which are sometimes taught after the dands; and I consider these are rightly omitted.
- (ii) In purely vernacular schools, the orders may be given altogether in the vernacular, or combined, as is often done, with the whistle.

- (iii) English gymnastics are not necessary in primary schools. There is of course no harm in them. But ground exercises and drill are quite sufficient; and the supply or renewal of apparatus is a needless expense.

60. Discipline:- Discipline is excellent- of a mild but quite efficient kind. Monitors are employed. The boys discipline themselves and take their places in a quiet and orderly manner. The religious exercises and drill with which the day commences probably have a good effect in producing habits. The boys wear safas, especially in the larger schools, where the different colours of the safas denote different sections of the school. Simple uniforms are often worn. These uniforms are sometimes very effective; I would mention especially those adopted at the State middle school at Muzaffarabad. At other schools (e.g. Drugmulla and the schools on Raja Hari Singh's jagir of Langet) the pupils wear an ordinary costume of plain white, which is very suitable. Sometimes the uniforms verge on the grotesque. This is to be avoided. Jockey-caps are not the best headdress for school boys.

61. The school rooms are liberally supplied with moral texts- often the work of the boys. This, so far as it goes, is a good plan. P (23) In vernacular schools, the texts should always be in the vernacular. I found a few unsuitable texts or mottoes and pointed these out on the spot.

62. Social Service. Fire brigades have been started at several schools (notably the Jammu State high school and the middle school at Kathua). In view of the prevalence of destructive fires, this is very useful; and I hear the boys at Samba have done good work. The Rev. C.E. Tyndale-Hiscoe has instituted a regular system of social service in the CMS high school. This has met with marked success and induces a spirit of manliness among his pupils, who have done much service in saving from drowning, etc. His system is combined with the inculcation of moral and physical courage, e.g. in cholera outbreaks, boating accidents, etc. In this respect his school holds a position probably unique not only in India but in a far wider field. Insistence on swimming is particularly necessary in a country where a large part of the population pass much of their life on the water.

School Hygiene.

63. The Conference of September 1915 made certain recommendations regarding school hygiene. Two proposals have accordingly been formulated. The first is to appoint two Assistant Surgeons on R 130-230 for the supervision of the Colleges and schools of Jammu and Srinagar cities. It is understood that this has been accepted in principle; but financial conditions have not permitted its realisation. The second is to place the Assistant or Sub-Assistant Surgeons at 15 centres in Jammu province and at centres in Kashmir province in charge of the medical examination of the schools at or near those centres. In consideration of this, each Assistant Surgeon will receive a monthly allowance of R 30 and each Sub-Assistant Surgeon one of R 15. This proposal too has been accepted, but for similar reasons, cannot be put into effect. The boys in the schools appeared to me very healthy and I saw but few signs of illness or physical defect; further, it is unlikely that, in the mofussil, examination will be followed up by treatment *and hence an elaborate examination of pupils is not likely to result in much practical benefit.* But there is considerable scope for instruction in the prevention of cholera and plague; and first aid should form an interesting and useful subject in the tracts which provide recruits. I would therefore suggest that, while examination of pupils, as proposed, is carried out in schools at the two provincial headquarters, the work of the Assistant and Sub-Assistant Surgeons at outlying places, apart of course from the treatment of obvious cases of illness or defect, be concentrated on the following points:- (i) the inspection of school buildings with a view to measures being taken for the improvement of ventilation, the removal of defect etc.; (ii) lectures (illustrated so far as possible by lanterns) on domestic hygiene, the methods of preventing and combating epidemic disease, and the treatment of common ailments (iii) first aid. In selected places a little ambulance drill might be added. There is considerable scope for St. John Ambulance work here and I am sure that the Executive Committee at Simla and Delhi will be glad to render assistance and advice in furthering it. I was glad to see that a record of measurements, weight, etc., is kept at the State school at Baramulla.

P. (24) 64. There is one special recommendation which I would

make. No visitor to the schools of the Kashmir province can fail to be painfully impressed by the prevalence of Favus among the pupils. The disease seemed to be very widely spread among the people of this province. Its treatment in the schools would probably serve as a good object lesson in the villages generally. It might be found possible to distribute materials for making a dressing, together with instructions for poplticing and applying the remedy. The instructions would have to be precise and, with a view to avoiding injury to the eyes, the dressing would probably have to be done in the presence of the teacher. The existence of this complaint also emphasises the desirability of insisting upon general habits of clearliness among the pupils.

65. In addition, then, to the scheme already approved by the Durbar for giving allowances to medical officers, I would recommend as follows:-

- (i) Individual examination of pupils should ordinarily be confined to those places where treatment can readily be made available.
- (ii) Elsewhere the efforts of medical officers should be directed mainly to the inspection of buildings, illustrated lectures on hygiene and first aid.
- (iii) The St. John Ambulance organisation may be further utilised.
- (iv) Personal cleanliness among pupils should be insisted upon.
- (v) Favus may be treated at the schools.

Fees and Scholarships.

66. Fees:- Elementary education is free both in primary and in higher schools. All girls' schools are free. In secondary and collegiate institutions for boys fees are charged on a sliding scale according to the class in which the pupil is reading and also according to his parents income. The scale is as follows:-

Monthly income of parent.	Fee chargeable in high and middle classes.				
	I	II	III	IV	V
Rs 25 or less . . . .	...	...	...	...	...
Rs 25-100 . . . .	050	060	070	080	0100

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	I	II	III	IV
R. 100-200 . . . . .	0 10 0	0 12 0	0 14 0	1 0 0 1 4 0
Rs 200 or over . . . . .	1 4 0	1 8 0	1 12 0	2 0 0 2 8 0

There are, however, many exemptions. Education in mofussil middle schools is free. In the State high school, Srinagar, the annual fee-collection is only about ₹ 275. At the Prince of Wales' College the fees are ₹ 2 in the intermediate, ₹ 4 in the B.A and B.Sc. and ₹ 6 in the M.A and M.Sc. classes. But the total fee collection was ₹ 7,400 during the last year, or only about ₹ 2-10 per student. The fee at the Sri Partap College is ₹ 2 throughout, and last year the total collection of fees and fines amounted to only ₹ 2,149.

P. (25) The annual fee collections in government arts college in British India average ₹ 80.5 per student, and in arts colleges of all kinds ₹ 69 per student. In government high schools in British India the figure is ₹ 25 a year. General table IV in the returns for Jammu and Kashmir does not show fee-collections separately. But it is probable that the total collections are very small.

67. The low fee rate is responsible for several results. (a) The State expenditure on collegiate secondary education is disproportionately high. (b) There is an influx of British subjects, attracted mainly by low fees or complete exemption, into institutions situated along the border. An actual majority of the students at the Prince of Wales' College are from British India; and in three of the mofussil middle schools of Jammu province I found no less than 153 British subjects. (c) A number of pupils are seeking higher education whose conditions of life hardly justify such ambition. At the Sri Partap College I was told that the parents of many students are persons who earn ₹ 10 or ₹ 15 a month. It is difficult to know what these students will do when their education is concluded. But they are naturally encouraged to seek this form of education by its cheapness. It would be more to their advantage if they were encouraged to enter some form of professional or industrial training.



68. The Durbar would, I consider, be well advised if they were gradually to introduce a stricter fee system into their collegiate and secondary institutions for boys, while retaining fee primary and technical education and education for girls in all grades. Even when the facilities for mass education are increased, there is no reason why the tax-payer should be burdened with practically the entire cost of higher education, especially when its benefits are to a large extent reaped by pupils who are not State subjects; and the amount derived from fees will form a useful addition to the funds available for education in general. My specific recommendations are the following:-

- (i) Pupils of collegiate and secondary institutions who are not State subjects should pay a full fee averaging ₹ 8 a month in colleges, ₹ 2-8 in high classes and ₹ 1-8 in middle classes.
- (ii) Pupils of these institutions who are State subject should pay a more adequate fee, which might gradually be raised to about 50 and then to 75 per cent. of the rates just mentioned. The introduction of this change in mofussil schools may reasonably be more gradual than at headquarters.
- (iii) The graduated scale according to incomes of parents should be simplified and gradually abolished, its place being taken by a generous system of free-studentships for pupils who combine outstanding merit with poverty and are State subjects, while all others pay fees at uniform rates. The number of free-studentships should be generous but strictly limited to a percentage of the total number of pupils in each institutions.
- (iv) The graduated scale according to classes (which is also prevalent in British India but has recently been partially abolished in some provinces) is illogical and should be gradually abolished, so that uniform rates will be charged in all college, high and middle classes respectively.
- P (26) (v) A logical outcome of these recommendations, though one of a less urgent nature, would be the levy of a small fee in standards IV and V of those branch primary schools where English is taught as a preliminary to middle and high education.
- (vi) General table IV should show fees as a separate column.

69. The system which has hitherto been pursued was suitable for a country where all education was in a backward condition. Circumstances have now changed and higher education is popular. The change proposed may appear calculated to inflict some hardship on pupils. But its introduction, at least in the case of State subjects, should be gradual. If it results

in the diversion to technical instruction of a number of pupils who are not likely to profit either mentally or materially from a course of literary education, it will have conferred a solid benefit upon them. There need be no apprehension that it will unduly lower the numbers in high schools and colleges. The C.M.S high school, Srinagar, charges a moderate fee- the average rate is about ₹ 1 throughout the high, middle and primary Departments and the annual collection about ₹ 6,000; and yet the school is popular and keeps up its numbers. Again, the change may appear to constitute a break in the generous policy of the Durbar and to run counter to the idea that education is a thing which should be given and not sold. But the present policy is generous to a class rather than to the community; and the change would be thoroughly justified from the point of view of sentiment if an estimate of the fee collection in each year were added to the expenditure side of the educational budget over and above any sum which the Durbar may decide upon as an annual addition to that budget.

70. Scholarships:- In 1971 the amount spent on public scholarships was ₹ 21,710. This was equivalent to 3 per cent. of the total expenditure from State funds on education. ( In British India during the same year the expenditure on scholarships was equivalent to 3 per cent. of the public expenditure.) The allotment for scholarships in 1972 was as follows:-

Name of scholarships	Total amount	Rate of scholarship
Prince of Wales' College	2,620	₹ 1 to ₹ 5.
Sri Partap College	2,360	-do-
High Schools	4,260	₹ 1 to ₹ 4.
Middle Schools	4,052	₹ 2.
Muhammadian scholarships	3,200	As 4 to ₹ 1
Rajput scholarships	3,200	As 4 to ₹ 2
Pathsala scholarships	1,296	₹ 2 to ₹ 4
Technical Institute	3,000	-do-
Dogra scholarships at Technical Institute	864	4 at ₹ 15 & 1 at ₹ 12.
Hindu Girl's schools	700	As. 2 to Re. 1.
Muslim Girls' schools	250	-do-
<b>Total</b>	<b>25,802</b>	

P. (27) The scholarships are attached to particular institutions save the Muhammadan and Rajput scholarships, which are distributed according to tashils. The award is decided in all cases with regard both to merit and to poverty. Merit is judged on the result of the public examinations— the upper primary, the middle and the university entrance. In colleges and high schools the Principals and the headmasters make recommendations; and, in high and lower schools, the Inspector forwards his proposals to the Minister for sanction. Scholarships are tenable only in State institutions. A student who is not a State subject is not eligible for a scholarship on his first admission; but such a student can subsequently earn a scholarship by merit. Sometimes the scholarships are divided clearly into merit scholarships and poverty, scholarships. Muhammadans, in addition to their own caste scholarships can participate in merit, but not in poverty, scholarships.

71. The amount spent on scholarships is sufficient in proportion to the total expenditure on education. As the latter increases, it will be necessary to enhance the provision for scholarships. There are only three recommendations which I would make:-

- (i) The first is some small increase in the amount earmarked for Muhammadans. This is justified by the size and poverty of the community and its educational backwardness. It would not be excessive if the sum were increased by Rs 2,000 a year. This could best be utilised in giving scholarships of solid amount to Muhammadan pupils in high schools, colleges and the technical institution and in the creation of a number of very small scholarships in primary schools, each of which need not exceed a few annas and which will serve for the purchase of books and encourage the boys to remain till they reach the top classes.
- (ii) I would also suggest that scholarships and free-studentships be strictly confined to State subjects.
- (iii) The system under which scholarships are tenable only in State schools is justified by the fact that these schools can generally impart better instruction. I suggest one exception. Boys from Ladakh Baltistan and Gilgit prefer the Islamia high school at Srinagar, because their parents lay great stress on their religious education. In view of the peculiar conditions of these tracts and in order to further the Durbar's policy of training local people to man the lower grades of the service, it would be well to permit these boys to hold State scholarships at the Islamia High school. There is no need to allow this concession to go further, although there is no objection to the foundation

by the committees of aided schools of scholarships for their own pupils out of their own funds, if they can afford this. I would gladly have recommended some concession in the case of the C.M.S high school. But I hesitate to suggest any further relaxation of the existing rule.

The Training of Teachers.

¶ (28) 72. Of the total of 962 teachers in the State, 207 are trained. The training of teachers of English is carried out wholly at Lahore, that of vernacular teachers partly at Lahore and partly at Srinagar. There is a training class for Hindu widows at the Gurmat Kanya pathshala at Jammu. Inspecting officers are required to give instruction during their visits to schools. In particular, the Muhammadan Inspector gives instruction to mullas.

73. The stipends offered for training at Lahore are two of R 40 each for the B.T. classes, four of R 16 each for the junior and senior Anglo-vernacular classes, two of R 14 each for the senior vernacular classes and ten of R 12 each at the Lahore normal school. It will probably suffice for the present if the training of Anglo-vernacular teachers continues to be carried on in British India. I observe, however, that in 1971 only seven teachers were sent to be trained at the Central Training College and the normal school at Lahore. Want of accommodation prevented the sending of others. This trouble is likely to be chronic. I would therefore advise that efforts be made to have teachers admitted at the Training Colleges at Allahabad, Lucknow and Jubbulpore. Every opportunity should be taken for sending teachers of the State and aided Anglo-vernacular schools, as well as likely graduates for the State, to these institutions. No maximum number of stipends should be fixed, but the number annually awarded should be made to depend upon the likely candidates who offer themselves, the requirements of the schools, the vacancies in the training colleges and the resources of the State. If it is found impossible to obtain admissions to colleges in British India, it may become necessary to open a small class or college in the State. This, however, should be done only if the present arrangements become impossible, as it will entail considerable expense. Probably the cheapest and most practical way would then be to attach a class to one of the two State colleges.

74. The number of primary teachers who should be annually trained depends upon the length of time over which the expansion of schools is spread. It has already been shown (paragraph 35) that, if this period is taken as ten years, 110 teachers should annually be produced so as to give one trained teachers to each new school. To this would have to be added 26 to provide against wastage in existing schools; and there will also remain a balance of 447 untrained primary teachers who are at present employed. On this calculation at least 200 trained teachers would have to be turned out annually; and this would involve an enrolment of 400 at the normal school. This number could be reduced, by curtailing, the period of training, at least in the case of those who have had a few years experience as teachers. I strongly advise against such a course. It is better to have a nucleus of really efficient teachers than a full number inadequately trained. Moreover, for several reasons, the expansion of the normal school so as to meet all requirements is impossible. Although the number who annually pass the middle examination exceeds the number of annual admissions to the normal school which this would involve, it is doubtful whether so many as 200 a year would choose the teaching profession. The difficulty and cost of so suddenly expanding accommodation at Srinagar would be insurmountable; and there are several reasons (such as the higher cost of living) P. (29), which militate against the establishment of a normal institution at Jammu. There is always the doubt whether the pace of expansion can, in a country where much of the population is scattered over difficult hill tracts, be maintained after a certain stage has been reached. The overcrowding of normal classes is to be deprecated, since this means less individual attention and deterioration in instruction. Finally, it is possible that the resources of the State may not permit the opening of the new schools in so short a period as ten years. In that case, there would not be appointments for the trained teachers to fill. In view of these reasons, especially the last, I am constrained to advise that, while facilities should be largely increased, this should be cautiously done, in such a way that, should adverse conditions at any time seriously curtail expansion, the excess product of the normal school can be absorbed by existing schools where the teachers are untrained.

75. This can be done by (i) continuing and if necessary increasing the number of stipends tenable at normal schools in British India, (ii) increasing the staff and stipends at the normal school, (iii) utilising the better middle schools for training.

(i) Stipends tenable in British India:- Other Local Governments, besides that of the Punjab, may be approached for the admission of State teachers or candidates to normal schools. In view of the fact that I do not recommend a normal school for Jammu, special facilities for this means of training may be offered in that province.

(ii) The normal school:- This is a well organised institution. A model and practising school is attached and full use is made of it. The teachers or candidates execute bonds for five years service. But the number of stipends (at present only 20) should be increased to at least 100. This is the minimum for immediate purposes; and, if possible, the number should be gradually further increased. I understand that there will be difficulties about residential accommodation. A hostel is an important adjunct of a normal school, and it is to be hoped that, as funds become available, efforts will be made to provide a good site and erect a building. In the meantime, the majority of teachers under training will have to reside in the city. This, I am told, they can easily do. As expenses of board, etc., will be less for those who do not reside in the hostel and as a considerable number of pupils who have just left school and not yet got employment may be expected to seek admission, the stipend of R 10 (which is liberal) may be ~~expected to be~~ experimentally reduced to R 8 in some cases, the old rate being retained for students who reside in the hostel, who come from Jammu province, or who have already served for three years as teachers. The proportion of these two kinds of stipends may be kept elastic; for purposes of calculation they may be taken as equal. Two teachers may be added to the school. These may be vernacular teachers of experience. They are shown below as on R 40, the highest pay attainable in the proposed vernacular teachers' service. If one could be placed outside the grades on R 50, it would be preferable. Rupees 1,000 may be added for extra menials and contingencies, and R 500 for travelling allowances. The cost will

then be as follows. ( The item asterisked represents the residue of the present cost as shown in the budget estimate for 1972, exclusive of the cost of the four principal P(30) teachers proposed and the stipends and all charges incurred in sending students to Lahore.)

	R
Headmaster (R 100 -60-150).....	1,800
Second master (R 125) .....	1,500
Two Vernacular masters, each R 40	960
Other staff, contingencies, etc at the present	2,960
Additional menial staff, contin- gencies, etc.	1,000
Travelling allowances. ....	500
50 stipends at R 10 .....	6,000
50 Stipends at R 8 .....	4,800
	19,520

Thus the average cost of training will be about R 195 per year per pupil.

(iii) Training classes in middle Schools:- The system of using middle schools for training classes has been very variously regarded. Often condemned, it is now much used and valued in the United Provinces. The fact is that the system depends entirely on the excellence or the opposite of the schools utilised. A judicious selection may be made of 15 middle schools. The staff at each of these may be permitted to form a training class of five pupils, who would be specially under the care of the headmaster, a teacher on R 20 being added to the staff so as to afford some relief. The pupils would be boys of the school or of neighbouring schools who have just passed the middle examination. Probably stipends of R 5 will suffice. A small allowance of R 50 a year may be given per school for reward to the staff in case the number of successful pupils is satisfactory. The cost will be as follows:-

15 additional teachers at R 20 each, per mensem .....	3,600
75 Stipends at R 5 each, per mensem	4,500
15 allowances of R 50 per annum for rewards. ....	750
	8,850

Thus the average cost of training will be R 118 per year per pupil.

76. I have assumed throughout that all pupils admitted to training will have passed at least the middle

vernacular. But it is a matter for consideration by the Durbar whether in the case of training classes attached to middle schools, the following arrangements may be adopted as an alternative in the case of promising pupils. A boy who is in the highest or one of the two highest of the middle classes of an Anglo-vernacular middle school might drop English and, in consideration of his stipend, devote the time thus saved to study, under the headmaster or one of the assistants, of the methods of teaching, to attendance at model lessons and occasionally to teaching under supervision. I have seen somewhat similar arrangements work successfully.

77. The scheme suggested above will permit of the annual training, at a total cost of R 23,370 and an average cost of about R 162 a year, of 175 pupils, thus providing some 87 trained teachers annually. This will be inadequate P (31) for a repaid expansion of primary education; and, if a repaid expansion is possible, the provision of further facilities for training should be regarded as one of the first charges upon the funds available for education.

78. As regards the class of person to be trained and taken into the service of primary schools, it is at present very common to find residents of the head-quarters towns, many of whom have passed the Matriculation, performing the duties of village school masters. It is generally considered that the products of the vernacular middle schools make the best primary teachers and I was not surprised to hear the headmaster of the normal school declare that these prove his best pupils. Again, the village child should be taught by a villager, not by a townsman. It is of course impossible to secure for each village school a teacher who is a resident of that village. But this should as far as possible be done, and every effort should at least be made to secure that the village child is taught by a member of a class not far removed from that to which he himself belongs.

79. The proposals made may seem not fully to provide for the wants of the province of Jammu. These, however, will be ment if the following precautions are taken. (a) A majority of the stipends offered at normal



schools in British India may be awarded in Jammu.' (b) The stipends tenable at Srinagar may be given to residents of Jammu at the rate of ₹ 10. (c) A slight majority of the training classes may be opened in Jammu province.' Moreover, as already shown, the expansion of primary education is more urgently needed and more easy to effect in the province of Kashmir.

80. The recommendations of this section are the following:-

- (i) The number of stipends for Anglo-vernacular teachers should be increased as opportunity offers and be made tenable at Allahabad, Lucknow and Jubbulpore as well as at Lahore. If vacancies are not procurable, the State may find it necessary to open a training class at one of its colleges.
- (ii) The number of stipends for vernacular teachers should be continued and if necessary increased, and steps should be taken to make them tenable at places other than Lahore.
- (iii) The increase of the Normal School, Srinagar, so as to enable it to receive 100 pupil teachers at a time and thus produce 50 trained teachers in each year. This will increase the cost of the institution to ₹ 19,520 a year. The present cost (exclusive of the charges incurred in sending students to Lahore) is ₹ 8,710. The increase will be ₹ 10,810 a year.
- (iv) The establishment of 15 training classes for primary teachers at middle schools, which will admit 75 pupil teachers and produce about 37 trained teachers in each year. This will cost ₹ 8,350 a year.
- (v) So far as possible, residents of villages, who have passed through the vernacular middle course, should be admitted to stipends and employed as primary teachers.'

P. (32) 81. The Durbar are anxious to give a practical bent to the education imparted in the State. The facts that the recipients of collegiate and secondary education are now numerous, that the prospects of State employment are limited and that other careers are not obviously at hand for those who have had a higher education, render this consideration doubly important. Moreover, the home-industries of Kashmir are famous; and they should at all costs be safe-guarded against decay and encouraged to seek a wider field for their markets. Finally, the country is suitable for agriculture and the production of fruit, silk, osiers and other commodities. The problem of practical education is accordingly one of the most urgent and important with which the Durbar have to deal. Contd...46...

82. The only institution in the State which gives a definitely practical training is the Amar Singh Technical Institute at Srinagar. I was particularly impressed with the good work which is being done there and with its possibilities for the future. I shall make some recommendations regarding it. But it is obvious that, if full impetus is to be imparted to the productive and industrial activities of the State and if relief is to be afforded in the over-competition for office which may be anticipated, reliance cannot be placed on any single institution and a wider scheme of training must be formulated. Institutions of other kinds, local practical schools, and practical instruction even in the common schools will be required. The subject may be treated under these heads.

83.(1) Institutes:- Well equipped schools or colleges are necessary for professional training and may also suitably undertake a certain amount of instruction in some handicrafts. Technical education is partially provided for at the Amar Singh Technical Institute, which likewise trains in certain trades and crafts. The professional preparation of teachers is also partially provided for at the normal school and elsewhere, and is treated in the foregoing section.

There are no facilities for medical education. It is the general opinion that there is no need for facilities for legal education. The following recommendations accordingly refer to the Technical Institute and to the establishment of a medical school.

84. The Amar Singh Technical Institute:- This institution is well situated and has good buildings. It contains a sub-overseer class, the pupils in which study a two-years course and can at present confidently look for employment in the engineering departments of the State. A commencement has been attempted with mechanical engineering, but there is no machinery. I am told there is scope for such classes. Courses are also offered in trades and crafts- building, house painting, smithing, machine construction, pottery, basket weaving and wood carving. Carpentry, drawing, moulding in plaster and modelling in clay are also taught as incidental to other courses or

separately. This list may sound rather ambitious for a recently founded institution. It is well, however, that various experiments should be tried in the first instance; and all the branches chosen appear to be useful or promising. There is need of artisans-builders, house-painters, carpenters, etc. Training in any craft which involves a knowledge of artistic design (such as P (33) wood carving or pottery) is likely to be successful under the supervision of Mr. F.H. Andrews, the experienced principal, and among a people so naturally artistic as the Kashmiris. I saw excellent designing—all from nature. Basket weaving is likely to have a future in Kashmir owing to the suitability of the soil for growing willows. A specialist, Mr. A.E. Abbey, has been engaged for this work; and I understand the proper species of willow has been planted. At present the pupils are using the common willow which is unsuitable for good weaving.

The institute contains 157 pupils. Of these, 115 are Hindus and 42 are Muhammadans. There are two remarkable points about the school. First, the Hindus have enrolled themselves and are doing work which they have never attempted before and which is ordinarily done by Muhammadans. Second, only 26 pupils are the sons of craftsmen; and of these, 25 are Muhammadans. A possible result of this may be that the Hindus, having learned the elements of the trade without attaining the hereditary manual skill of the Muhammadans, will bring their intelligence and money to bear on certain crafts which have hitherto been a Muhammadans monopoly. This may benefit the Hindus and possibly the crafts. At the same time, manual instruction is likely to bear best fruit among those who are habituated to the crafts in question. For this and for other reasons I recommend some special encouragement for the children of actual craftsmen.

85. The following recommendations are made regarding this institute:-

- (i) Workshops are required, even for the present courses taken in the institute. They are estimated to cost about R 25,000.
- (ii) The courses in trades and crafts should ordinarily occupy at least four years. Experience in other places shows that it is difficult to keep the sons of artisans under training for so long. Hence the stipends awarded may be very small in the first instance and increase

year by year. A portion of the stipend should be withheld and interest should accumulate on it. This withheld portion, together with the interest, should be forfeited if the pupil leaves before the conclusion of his course. This plan has been found efficacious elsewhere.

- (iii) The sons of craftsmen should be encouraged to enter the crafts classes. Special scholarships should be awarded to them. Thus, Mr. Andrews advocates the admission of some of the skilled wood-turners round Anantang for training in design and construction.
- (iv) In view of the paucity of Muhammadans pupils, I recommend some special scholarships for Muhammadans.
- (v) Where the children of craftsmen are illiterate, some simple instruction in the 3 R's may be given them.
- (vi) Some promising ex-students of the institute might be given employ in the institute.
- (vii) In view of the difficulty which has been experienced in finding a satisfactory glaze for pottery, one or more promising students might be sent to the pottery class at the Bombay School of Art, which has been very successful. Such students should execute bonds to return and give instruction in the Institute.
- (viii) Mechanical and electrical engineering may be seriously started. The cost however will be considerable- not less than a lakh of rupees capital and ₹ 15,000 recurring, even for a modest beginning. Hence before action is taken the Durbar would do well to consider very carefully the requirements of the State in the way of expansion, and the probabilities of employment. Perhaps electrical engineering offers the most hopeful field.

I would again repeat that this is a very promising institution and that money spent on its improvement and expansion will be well spent.

86. Medical school:- It is generally thought that there is room for a medical school in the State. Such an institution would (at least in the first instance) train sub-assistant surgeons. The cost would largely depend upon the question whether such a school could be attached to any existing hospital or would require the establishment of a new hospital. Probably a good deal could be done with one lakh for capital expenditure. The average recurring cost of a medical school in British India in 1911-12 was ₹ 19,623.

.....

87. (2) Practical schools:- The experiment might be tried of starting at selected centres a few practical schools for boys who have passed the upper primary or some higher standard. I call these practical schools for want of a better term. They would comprise agricultural and trade schools. The course offered at each school should be closely correlated with the industry of the place. The chief industry of Kashmir is of course agriculture. Silkworm rearing is almost universal in some areas of Kashmir. A knowledge of carpentry is generally greatly wanted in the larger villages. Paper-making is already a local industry. Basket-weaving and paper-pulp are possibilities.

88. Agricultural schools for cultivators:- An experiment has recently been tried in Bombay Presidency and three such schools have been started. The school at Loni has been at work for a sufficient time to indicate that the experiment is likely to be successful. I discussed this scheme and the possibility, of having similar schools in Mammu and Kashmir with the Home Minister and the Director of Agriculture. It is unnecessary here to go into the details of the Bombay scheme. Information can be obtained; and the deputation of an officer to spend a short time at that school would be desirable. Suffice it to say that the staff of the school consists of an agricultural graduate on R 75-5-100, an assistant obtained from the Education department on R 40-2-60, a field-man from the subordinate agricultural service on R 20-2-30, and two menials; that the boys admitted have passed the 4th vernacular standard and are aged 13 or 14; that they are lodged in a hostel and fed; that the cost in the second year was some R 7,500 and the cost per pupil R 180; and that the course of two years comprises manual and 'literary' work (the latter including reading and writing, arithmetic applied to agriculture, nature study, geography, agricultural village life and citizenship) in equal proportions. The school is managed wholly by the Department of Agriculture. Special pains are taken to admit the sons of larger agriculturists. The place is made as attractive and practical as possible.



which most urgently requires teaching in all schools in outlying towns and villages is carpentry and recommends that special instructors be sent out, who have been trained in the Technical Institute, whose place could subsequently be taken by the local carpenter if he showed improvement. No doubt the carpenters trained in the Technical Institute will find work both in Srinagar and elsewhere. But the interests of the local carpenters and their children would perhaps be better served either if they were induced to undergo a short course of training at the Institute itself or if one or two small ~~see~~ school of carpentry could be set up in convenient centres. Such a school need not be expensive. A hired house in the first instance and probably R 2,000 a year would suffice.

91. Schools for basket-weaving, etc:- The possibility of establishing these may be borne in mind. But the treatment of the subject is in an experimental stage and for the present instruction may well be concentrated at the Technical Institute.

92. (3) Instruction in the common schools:- The common schools can be used in two ways in any scheme for practical education. In the first place, if small schools of carpentry, etc, are established, they might be attached to (P 36) existing middle schools- a plan which would secure some kind of supervision. The same might possibly be done in the case of schools of agriculture, though here the difficulty would arise that these ought to be ~~we~~ under the department of agriculture. Crafts classes on a very small scale could be started in middle schools at very small cost if any of the staff have a taste that way, or by the entertainment of an instructor. I actually saw such a class at the State middle school at Baramulla, where pupils were cutting out metal and making chains and simple articles of jewelry. The parents of the boys had not pursued these occupations; but the practice is at least a good manual training and might lead some to turn their attention to practical occupations.

In the second place, the primary and to some extent the higher schools may be used, not indeed to teach agriculture, but to give a bent to the minds of pupils which would interest them in agricultural matters.

The Director of Agriculture, with whom the Home Minister and I discussed the question, suggests the inclusion in the curriculum of primary and middle schools of nature lessons, including lessons on fruit-trees, etc. The teachers would be practically trained at the normal school by an agricultural officer attached to the school for that purpose. The schools would be inspected by an officer of the Agricultural Department. School gardens would also be started at primary schools and the lessons made as practical as possible. The Home Minister considered that the experiment should first be made at selected schools. I entirely support these proposals and would merely add the warning that such nature lessons cannot be regarded as instruction in agriculture or expected to yield any other result save an intelligent interest on the part of the pupils. It is difficult to give an estimate of the cost of such a scheme. But the following steps would be necessary:-

- (a) An agricultural officer would have to be added to the normal school staff.
  - (b) It is preferable that such lessons be delivered orally. If, however, this is felt to be beyond the capability of the teachers at present, it may be necessary to place lessons before the pupils. Such lessons are not likely to be studied carefully, unless they are included in the readers. This would involve the production of new readers at least for primary classes III IV and V, and later on for the middle classes if that were found desirable. Probably the production of new readers is any way desirable (see paragraph 49). If the expense is found to be deterrent, then the teachers might be provided with a scheme of lessons such as they have learned to deliver at the normal school; any way they would have to deliver very simple oral lessons in classes I and II. Models of lessons are contained in Fuller's Agricultural Primer and in the readers produced for Assam, though the lessons in the latter are a little difficult. A syllabus of lessons is contained in Rural Schools in the Central Provinces. Of course any lessons framed for Jammu and Kashmir would have to be accommodated to local circumstances.
  - (c) School gardens would be necessitated; and it would be well if a few good fruit trees could be planted in the gardens as on object lesson-
- ( P. 37) even at the risk of the pupils appropriating the fruit before it is ripe.



- (d) Some simple appliances would be required.
- (e) Eventually, an agricultural officer might be required to inspect this teaching, though, of course, not to the exclusion of the regular inspecting officers. It might suffice if the instructor at the normal school made occasional visits to selected schools in order to see that his ex-pupils were conducting the lessons properly.

I do not definitely recommend the inclusion of any trade-teaching in primary schools. Experiments in small central schools or at middle schools may be awaited before any such scheme is considered.

93. Apart from the special recommendations regarding the Amar Singh Technical School, the suggestions in this section may be summarised as follows:-

- (i) Medical school, at a cost of 1 lakh capital and about ₹ 19,000 recurring.
- (ii) One or more agricultural schools for sons of cultivators, at a cost of ₹ 7,500 each recurring. The instruction would include horticulture, sericulture and cattle-breeding, and different schools might specialise in different subjects.
- (iii) School of carpentry, at a cost of ₹ 2,000 a year.
- (iv) The development of nature study and other practical forms of instruction in the primary and middle schools.

#### Education of Girls.

94. There are 16 girls schools in the State and 1,661 girl pupils. The percentage of those at school to the school going female population is 9.83. At the 1911 Census it was found that 9.1 per cent. of the female population was literate. The people are highly conservative regarding the purdah system; and the problem of girls education is here, more than elsewhere in India a social question. I was unable to elicit suggestions about its further expansion and I feel it difficult to make recommendations on this subject.

95. At the same time, it can hardly be supposed that the expansion which has recently taken place in higher education among the male population will fail to awaken some demand for education among women of the same class and afford an opportunity for progress. There are only six

Centres at which girls schools have as yet been established and out of the 16 schools, 12 are at one or other of the two provincial headquarters. I would recommend an organised attempt to open primary girls schools at those places in the State where boys high or middle schools exist and where there are as yet no girls schools. These places appear from the lists to number 23. In some of these places it is possible that a girls school will have no success whatever. But perhaps it is not too optimistic to suppose that 16 new schools could thus be founded in the near future- that is, the existing number of schools would be doubled. The average annual cost of a State primary girls school is ₹ 860. ( p. 38) The cost of such a commencement would accordingly be ₹ 13,760. It would be best to hire accommodation in the first instance.

96. The problem in the smaller villages is more difficult. The supply of female teachers is quite inadequate for any wide expansion and it likely long to remain so. Small girls do not, as they do in British India, attend the boys schools. Indeed, save at the Baramulla State School and the C.M.S School at Srinagar I found that Hindu and Muhammadans girls will not read together in the same institution. Above all, the idea of giving any education to girls appears to be totally lacking. This idea is the first thing to be fostered. I am informed that some of the Private pathsahalas and makhtabs are attended by girls, although I saw no girls in the institutions of this kind which I visited. It is my experience in other parts of India that Muhammadans appreciate a knowledge of the Koran in their daughters. The experiment might be tried of giving a small capitation grant for girls who attend, not necessarily in the same house with boys, ~~attended~~ pathshalas and makhtabs. A similar experiment might be tried at boys ~~attended~~ schools where there is a pandit or a maulvi. Here also it might be arranged that the girls attend either at a different time, or in a different building. If they can be induced to accompany their small brothers to school, a good deal of difficulty will be avoided; but perhaps that would be expecting too much in the first instance. The instruction given would have to be very slight at first; but gradually an elementary knowledge of the 3 R's ( as imparted in the 1st and 2nd primary classes) should be made a condition of the grant. A capitation of ₹ 2 a year

for each girl who remained in reasonably regular attendance for twelve months and R 4 for each girl who, having attended two or three years, was able to pass a simple examination in secular subjects, would not be excessive. The villagers would probably not have the same objection to pandits and maulvis which would attach to ordinary male teachers. There are 12 aided pathshalas and 20 aided maktabas. If each of these could collect an average of 20 girls and if elementary classes could be opened in connection with an equal number of State primary schools, the cost would in the first instance be only 22,560 a year. Gradually some of those elementary classes might grow into regular primary schools for girls.

97. Small prizes in money or in kind may be given to girls who regularly attend such schools or classes and the number of scholarships may be from time to time increased. The Durbar might allot a sum of R 1,000 for this purpose.

98. It is also a matter for careful consideration how far private agencies can be utilised in carrying out the measures suggested above and any others which may appear feasible. At present there are only four aided girls schools. The participation of the Anjumans in the scheme of education through maktabas would be particularly useful. The G.M. Society which already maintains a good school at Srinagar and another at Anantnag, has the advantage of being able to supply ladies for supervision and teaching. These bodies might be approached; and, if they are willing to make yet further efforts, it would be worth while to offer them liberal grants.

99. It is particularly important to secure local opinion and assistance in the management of girls schools. This is done in the case of State schools by the ( p. 39) formation of committees, which have generally (though not always) proved helpful.

100. The conference of September, 1915, considered that the curriculum for girls schools requires careful revision with a view to render instruction more practical and useful. A committee has been formed to prepare a scheme. This is a move in the right direction.

101. As regards the training of teachers, the conference considered that any proposal for the establishment of a female normal school would be premature. They suggested purdah arrangements at the male normal school for occasional lessons in method, etc. This, so far as it goes, may be useful. But it can hardly be regarded as sufficient. A promising departure is the widows' training class attached to the excellent Gurmat Kanya pathshala at Jammu. There are 7 widows in this class. Each receives a monthly stipend of R 3 a month. Perhaps a similar class could be opened at one of the State girls' school or at the C.M.S aided school at Srinagar. For teachers of ~~higher~~ higher qualifications, the State may depend upon the training classes in British India. It is to be hoped that the Durbar will soon be in a position to send some State subjects to be trained at those places. It would be worth while to give liberal stipends. This whole question is a particularly vital one if girls' education is to progress. Action should be taken along whichever<sup>so</sup> of these lines may seem most promising from time to time. It is difficult to frame any financial estimate but a sum of R 1,500 might be earmarked for this object.

102. Though the facilities for educating girls are small, the system adopted has some satisfactory features. There is a separate Inspectress of Girls' schools; and her work is well spoken of. The headmistresses are generally capable and alert. I saw some very fair needlework, though there should be more insistence on plain sewing. Good kasida work and also cooking are taught at the State school at Baramulla. The mistresses are for the most part adequately paid. I am not suggesting any separate service for mistresses at present, because the number engaged is small, and individual treatment of each case seems to be indicated.

103. It has been already pointed out that it is not necessary to teach Kashmiri in boys' schools. There is however a certain body of opinion which regards such instruction as desirable in the lowest classes in Girls' schools. Miss Fitze, the headmistress of the C.M.S Girls School, Srinagar, was particularly insistent on this point.

and says that they have already translated some of the ~~0000~~ Urdu text-books into Kashmiri. I asked what script should be used and was told that Urdu would be the most useful. With this I fully agree, though I suspect that, in the case of Hindu girls, there would be a demand for the Sharda script which is closely founded on the Nagri. The idea is probably worth careful consideration.

104 = The main recommendations regarding the education of girls are as follows:-

- (i) The establishment of at least 16 new primary schools at centres of boys' secondary education at an annual cost of R 13,760.
- (ii) Capitation grant of R 2 a year for each girl in regular attendance at a pathshala or a maktab and R for girls passing a simple secular examination after two or three years' study. The cost might be put at R 2,560 a year in the first instance.
- (iii) Additional prizes and scholarships, R 1,000 a year.
- (iv) The utilisation of private agencies in starting schools and classes.
- (v) A special curriculum for girls schools.
- (vi) The establishment of a widows' training class at Srinagar and the grant of stipends to State subjects for attendance at training institutions in British India. R 1,500 a year might be allotted.

The amount suggested for expenditure may appear altogether inadequate. But it is intended to serve only for a beginning and should be regarded as a first call upon the State resources.

#### Education of Muhammadans.

105. That the Muhammadan community in Jammu and Kashmir is educationally backward is a fact that requires no demonstration. The following figures merely analyse the nature of its backwardness. Muslims form 75.9 per cent. of the population of the State; in the Kashmir province the proportion rises to 94 per cent. Only 15 per mille of male Muslims and nil per mille of female Muslims were found literate in A.D 1911, against 38 and 1 per mille for the whole population. Only 39.55 per cent. of the pupils in public institutions are Muslims-though,

if private institutions are included, this proportion is raised to 50.65 per cent. Even in primary schools the percentage of Muslim pupils is far below what it normally should be; and, as we ascend the scale, this proportion grows still more attenuated, until it dwindles to less than 7 per cent. in colleges. It is only in private institutions that the percentage of pupils (33.43) exceeds the proportion of Muslims to the total population. An inadequate proportion of Muslim pupils in higher institutions is a feature characteristic of British India as a whole, and the reasons for the phenomenon are too well known to need repetition here. If however, the pupils in all kinds of institutions be considered together, it is found that the Muslims of British India, owing to the freedom with which they frequent primary schools, fully hold the numerical position which their proportion to the population would warrant. Apart from the economical and professional status of the Muhammadan community, the reasons which probably account for their paucity in the elementary schools of this State are two-fold. In the first place, higher education has proportionately outstripped primary education and Muhammadans have hitherto availed themselves but little of the advantages of the former. In the second place, the province of Jammu, which is historically prior to Kashmir as an integral part of the State and is the home of the ruling race, has, relatively to its population, received more generous treatment in the way of primary schools, while the larger proportion of Muslims is found in Kashmir.

106. The question of the education of Muhammadans in Kashmir has recently received attention from their co-religionists in British India. An association called the Muslim Kashmiri Conference has been started in the Punjab and has established some schools in Kashmir. In September 1913 a deputation of the All-India Muhammadan Educational Conference presented an address to ( P. 41) His Highness the Maharaja. Among the remedies which they suggested for the backwardness of Muslim subjects of the State were provision for religious education, free and compulsory primary education, assistance to enable the Islamic school to be raised to the collegiate grade, the grant of special stipends and scholarships for

Muhammadans, the employment of Muhammadans professors, teachers, inspectors, etc., and the appointment of a special Inspector for Muhammadan education. His Highness, in a sympathetic reply, pointed out that some of the suggestions made had already been adopted and that others were in course of introduction. In December 1913, the Honorary Joint Secretary of the Conference addressed a letter (since published) to Dr. Mitra, then Home Minister in the State, repeating certain of the contentions urged in the address and laying special emphasis on the employment of Muhammadans teachers, etc. These two bodies belong to British India. Muhammadans talked freely to me while I was in the State. I find that they fully appreciate the efforts which have been made on their behalf. At the same time, they are conscious of the backwardness of their community and are anxious to see still further measures taken.

107. The principal means taken by the State to encourage Muhammadan education are the following:-

- (a) Aid is given to the Islamia high school and to other Islamia schools. The aid given to the high school is Rs 3,000 a year and is reasonable in comparison with the assistance given to other institutions, though, for reasons already stated, grants-in-aid are generally insufficient.
- (b) Muhammadans have been appointed to inspecting posts. Of the six inspecting officers in Kashmir province, four are Muhammadans, including the Inspector himself and a special officer charged with the care of Muhammadan Education.
- (c) Scholarships to the amount of Rs 3,200 are given to Muslim pupils in high, middle and primary schools. Muhammadans can also participate in the open scholarships. A sum is also allotted for scholarships to Muslim girls-small, but commensurate with that allotted for Hindus.
- (d) Mullas have been attached to some 80 primary schools with a view to the teaching of the Koran in the lowest classes. Muhammadan teachers, mullas and others, are now working in 180 schools of the State and their number is reported to be 240 out of the total of 962 teachers.
- (e) Maktabs have been encouraged by small grants. At present only six maktabs in the Kashmir province have been so aided. It is hoped to aid six more during the current year. These maktabs

impart a little Urdu, as well as Koran-reading and Persian and serve as feeders to the second class in primary schools.

(f) The utmost freedom of religious exercises is accorded to Muhammadans in State schools and facilities are given for the conduct of prayer and instruction at the commencement of the day's work.

( P 42 ) These measures are beginning to have their effect. The total increase of pupils in public institutions between 1969 and 1971 was 4 315. Of these 2,895 were Muhammadans. In the same period, the number of Muhammadans in colleges has increased from 15. to 21 and in middle English schools (where they now form 34.8 of the total enrolment) from 628 to 1,521. The number in high schools has slightly fallen while the percentage has slightly risen; this is accounted for by a fall in the total number in those institutions, due to a change of classification. A remarkable feature is the large increase which has taken place in 1971 among the number of Muhammadans in private institutions; this has risen in a single year from 3,965 to 7,325. I was unable to obtain a satisfactory explanation of this increase, and can only suggest that the appointment of mullas in State schools and the aiding of maktabas have lent encouragement, to this class of school. The result is that while the total number of pupils in both public and private institutions has risen from 31,990 in 1970 to 35,736 in 1971, or by 3,796 the number of Muhammadans pupils has during the same period risen by a still larger figure, viz., from 13,480 to 18,129 or by 4,649. Of course the increase among pupils of private schools does not necessarily involve an increased measure of secular instruction. But the figures, taken as a whole, are distinctly encouraging and indicate that the action taken by the State has met with success.

108. Future policy will doubtless be guided by two objects- the attraction of Muhammadans to higher institutions and the continuance of the spread of elementary education among the community.

109. Higher institutions:- This question resolves itself mainly into one of scholarships, staff and grant-in-aid.



- (i) The proportion of scholarships reserved for Muhammadans is reasonable in consideration of their numbers in the institutions, but may well be increased in view of the size and poverty of the community. In the Sri Partap college, I found no scholarships specially so reserved. But, out of three Muslims at present in the college, two have State scholarships and one has a R 10 scholarship from the Muslim Kashmiri Conference. The establishment of a few college scholarships of R 10 for Muhammadans might have a good effect. Secondly with a view to encouraging Muslim boys to continue their studies in the primary schools, some very small scholarships would be useful in those Institutions, enabling the recipients to purchase books etc. Indeed, as a temporary measure, till the Muhammadans being to take a larger part in higher institutions, some enhancement of the amount set apart for Muhammadan scholarships seems advisable, the increased sum to be applied to scholarships of reasonable value which would carry a promising boy from the primary examination to the degree.
- (ii) The schools which I visited and of which I kept figures contained 437 teachers, of whom 112 were Muhammadans. In secondary schools, 24.5 per cent. of the teachers were Muhammadans; in primary schools 29.8 per cent. The total percentage for all schools appears to be greater. Only 12 of the Muhammadan teachers whom I saw were trained out of a total of 95 trained. Their pay averaged R 21.4 against R 33.1 in the case of Hindu teachers, viz., R 14.8 for primary schools. The main difficulty, consists in getting Muhammadan teachers of better qualifications fit for employment in higher institutions. (Even in the Islamia primary schools at Anantnag, I found a Hindu teacher employed, and the same thing is noticable also in Srinagar). This difficulty is not peculiar to Jammu and Kashmir. It is easy to make too much of the argument that Muhammadan teachers in the colleges and high schools will increase the number and the chances of Muhammadan students and that the Hindu teachers neglect and discourage them. It is, however, natural that a teacher should take some special interest in pupils of the same community are suffering from a sense of their backwardness and are striving after progress. It is also natural that, where Muhammadan teachers are appointed in responsible posts, Muhammadan parents and pupils should feel greater confidence I consider it would be well if a Muslim teacher of good qualifications could be added to each of the colleges as opportunity offers and, as soon as possible, to each of the larger high schools. It would be well too if one of the large State high schools in Srinagar could have a Muhammadan headmaster. A proportion of the middle schools should also have Muhammadan Headmasters. It will not be possible at present to obtain the services of State subjects for these purposes.

But numerous outsiders of the Hindu faith have been appointed to offices; and, however laudable is the desire of the Durbar to employ only subjects of the State, there seems a good case, in view of the numbers of His Highness's Muslim subjects, for relaxing the rule in the case of Muhammadan teachers until there is a supply of Muhammadan graduates in the State itself. Difficulty is to be apprehended in obtaining the services even of outsiders, unless they are promoted at once to the higher grades- a course, which bears hardly on those already in employ. This difficulty must be faced. It can best be got over by acknowledging that Muhammadan graduates at present cost more than Hindu graduates and giving the former personal allowances in addition to their grade-pay. These allowances may, if possible, be absorbed as the teacher rises to higher grades.

- (iii) Owing to the poverty of the community, some special concession by way of grant is justifiable in the case of Islamia schools, whether primary, middle or high. The Islamia high school at Srinagar, in especial, fulfils a distinct want, other high schools of the city being crowded. I have made recommendations regarding grant-in-aid in paragraph 29. A minor point regarding this school is its inadequate housing. A more suitable site and a better building would be very advantageous. I understand the Muhammadans favour the conversion of the Pathara Masjid to this purpose.
- (P. 44)

The expenditure involved in suggestions (i) and (iii) can best be shown in paragraphs 71 and 29 (scholarships and grants-in-aid). Suggestion (ii) may be roughly estimated as 10 allowances at an average of R 25 a month, or R 3,000 a year.

110. Primary institutions:- The scheme of appointing mullas to primary schools has been signally successful. In schools where mullas have recently been appointed, I found that the enrolment had often doubled or tripled immediately. If the mulla has previously had a maktab of his own, he brings all the boys along with him. This is probably a better plan than aiding the maktab save when it is situated at a place where no school exists. I further made enquiries to discover whether boys who thus enter the school continue at it. Of course a good many leave as soon as they have learned a little of the Koran and a minimum of Urdu. But about 50 per cent. persevere with their studies; and the figures are not worse than those for admissions of Hindus. I give two specimens of figures which I collected and which may be taken as typical.

School	No of admissions after the arrival of the mulla.	Subsequent history of the boys then admitted					passed the upper primary examination.
		Struck off	I	II	III	IV	
<b>Akingam -</b>							
Hindus .....	3	2	0	1	0	0	0
Muhammadans .....	23	10	2	10	12	0	0
<b>Kulgam-</b>							
Hindus .....	22	15	1	2	2	0	1
Muhammadans ....	29	14	3	6	6	0	0
-----							
Total Hindu	25	17	1	3	2	0	1
Muhammadans	52	24	6	16	6	0	0
-----							

In the case of Akingam the admissions recorded extended over a period of twelve months; in the case of Kulgam over a period of six months.

An important matter is the training of the mullas. The Inspector of Muhammadans education does this during his tours. Ordinarily, the mullas cannot do much else than teach the Koran. But in several instances I found them able to give good lessons in other subjects.

( P.45) The recommendations which I would make are the following:-

- §(1) Wide extension should be given to the system of appointing mullas. As an alternative, especially where there is no school at hand, maktabs may be aided. But the best result appears to be obtained where the mulla conducts a maktab and he and the maktab are incorporated together in the primary school. The pay of R 8 is probably sufficient for the present. It might be laid down that a mulla should be appointed wherever the headmaster is a Hindu and the Muhammadan population of the village is considerable. I understand this has been done in about 80 of the existing 300 schools. If the same is done in a further 100 of these schools, and in two-thirds of the new schools, it will be necessary to

appoint over 300 mullas, whose annual pay will amount to ₹ 76,800.

(ii) But, at least in distinctly Muhammadan villages, Muhammadan headmasters may in the future be appointed, provided a sufficient number of stipends are reserved for Muhammadans in the normal school and in the training classes. This should give satisfactory results; and it may be possible to save the pay of the mullas in many instances when this is done. I did not find a single trained Muhammadan teacher in the primary schools which I visited.

(iii) Part of the sum ear-marked for Muhammadan scholarships is expended in primary schools. Though I am generally opposed to the giving of very small scholarships, I think that, in primary schools, scholarships of annas 4 or even less a month, given in the third standard and upwards, would prove attractive to the poorer Muhammadans and would help them in the purchase of books etc.

The cost under suggestion (i) has been roughly estimated at ₹ 76,800 a year. Suggestion (ii) which is of considerable importance, should probably cost nothing in excess of the expenditure ordinarily involved in maintaining primary schools. The cost of proposal (iii) is included in paragraph 71 (scholarships).

III. There are other matters connected with Muhammadan education. These are treated in the sections regarding direction and inspection and the Technical Institute. Considering the number of Muslim subjects in the State, their backward condition and the desire which they are beginning to manifest for education, I think the suggestions I have made are very moderate. It would be highly disadvantageous both to the Muhammadans themselves and to the well-being of the State in general if the awakening of this desire were to produce a suspicion that the Muslim community is not receiving its fair share of the educational benefits which are now being conferred on the people at large. There is no doubt that the expenditure upon higher education at present mainly benefits the Hindus. The principal remedy for this state of things lies with the Muhammadans themselves. But it is the part

( P. 46 )---of the Durbar to see that a community which has lagged behind is given a reasonable start and to avoid even unreasonable inferences of partiality.

### The Education of other Special-classes.

112. I understand that, especially in the Uttarmachhipura tahsil, there exist a certain number of respectable but decayed zamindars, who, if facilities were offered them, would be glad to take minor posts under the Durbar. It might be considered whether some special school can be opened at a convenient centre to enable such persons to obtain a simple but useful education. Possibly a middle vernacular school would serve the purpose.

113. The Gujars, who are reckoned as numbering 328,000 in the State, present a special problem. Owing to their nomadic habits, it is difficult to arrange any educational institutions for them. Even if moving schools could be arranged, the scattered nature of the Gujars' dwellings on the uplands would probably render any such arrangement inefficacious. The only plan which I can see is to encourage the children of such as spend the winter months in the lowlands of the State to come to the ordinary schools during that time.

114. The low caste population is not very large. There are 52,000 Doms and about 20,000 leather-workers. The only school which I came across specially designed for the depressed classes was one managed by the American Mission at Kathua. It was particularly good and the boys appeared regular in attendance and well-taught. The State might encourage the establishment of such schools by the offer of grant-in-aid.

### Oriental Studies.

115. Kashmir is the home of a civilisation rather distinct from that of the rest of India. It possesses its own language and ancient literature; it contains archaeological remains of a distinctive type and produces pandits of learning. There is a department of Research, which, I understand, will soon be abolished or largely reduced. There is a pathshala attached to the State high school at Srinagar and there are other pathshalas which receive aid. Some of these prepare students for the Shastri and lower degrees of the Lahore Oriental College.

116. The question of the preservation of oriental learning (as apart from the study of the classics

in schools and colleges), is not directly connected with the educational system. As, however, I was informally consulted about it, I am adding a few words on the subject. The Conference of Orientalists which met in Simla in 1911 was of opinion that the ancient learning should be preserved. They were in favour of the encouragement of the pandit and the maulvi of the old type and considered they should be made as efficient as possible in their own way and that only then and in exceptional cases should the attempt be made to superimpose upon their knowledge the broader outlook produced by a study of modern languages and modern research. I understand that the Durbar have this matter under consideration and that steps will be taken to maintain some of the more learned pandit class in a position which will permit them to devote themselves to study and that encouragement will be given to the production of books. The proposals which have been made appear to be generally sufficient; and I would only add that if any scholar of the old learning exhibits very special qualifications, it might be worth while to send him with a stipend to the Saraswati Bhawan at Benaras or even abroad.

( P 47)

#### Direction and Inspection.

117. Education is included in the ~~pref~~ portfolio of the Home Minister. He is assisted by an officer called the Secretary to the Minister of Education- that is to say, this officer is an educational specialist and is Secretary to the Home Minister for educational matters, but not for other matters (public works, police, etc). He does a certain amount of inspection and largely performs the duties of a Director of Public Instruction.

118. There are also twelve inspecting officers. There is an Inspector in Jammu province, with two educational divisions under him. In each of these divisions there is an Assistant Inspector and an Assistant District Inspector. The Western Division consists of half the district of Jammu and the districts of Mirpur and Riasi. The Eastern Division consists of the other half of the District of Jammu and the districts of Jasrota and Udhampur. There is also an Inspector in Kashmir, with two Assistant Inspectors, a District Inspector and an Assistan

District Inspector under him. The Assistant Inspector aided by the Assistant District Inspector looks after the Baramulla and Muzaffarabad Districts. The other Assistant Inspector (sometimes called Frontier District Inspector) together with the District Inspector looks after the district of Anantnag and the frontier districts of Ladakh and Gilgit.

The headquarters of the Inspectors and the Assistant Inspectors of Jammu province are at Jammu. In Kashmir, the Inspector's headquarters are at Srinagar, those of the Assistants at Baramulla and Anantnag.

There are also an Inspector of Muhammadan Education (called Muhammadan Inspector) for Kashmir province and an Inspectress of Schools for the whole State.

There are 7 itinerant gymnastic and drill instructors.

Each Inspector is required to visit each high school in his division twice a year, each middle school once, and primary schools which come in his way. It would be well if each Inspector could devote yet more time to primary schools, and I understand that this is already recognised. An Assistant Inspector is required to see each middle school twice, each primary school once and to spend 15 days of each month on tour. A District Inspector is required to see each primary school twice and to spend 20 days of each month on tour.

119. The first impulse on comparing this staff with the number of schools is to pronounce it too large and too costly. The average number of public institutions be added, the number comes to about 32. The cost of direction and inspection is 9.6 per cent, of the total cost of Education (estimates for 1972) and 10.9 per cent of the direct expenditure on education (general table IV of 1970), against 5 and 7.9 per cent, respectively in British India. This state of things is at present inevitable owing to the paucity of schools. The nature of the country and the difficulties of touring in the Jammu province are such that the number of officers to institutions must always remain large. The disproportionate cost of inspection will be remedied, not by cutting down

( P 48)

expenditure on this branch (for, as will presently be explained, this expenditure ought to be gradually increased but by the natural spread of education and the consequent increased expenditure under other heads.)

120. A second criticism is that the staff is top-heavy; the proportion of Assistant District Inspectors being very small to the number of Inspectors and Assistant Inspectors. This is a natural result of the considerable expansion of secondary education and the comparatively slight expansion of primary education.

121. I was asked to consider whether it is desirable to appoint a single European officer to have charge of the general education of the State. I cannot recommend any such course at present because the cost of inspection is already high and should not be increased save where increase is necessitated by the addition of a large number of new institutions. Moreover, so far as I am able to judge, inspection is at present efficiently carried out. If, however, the programme of expansion which I suggest in primary education is pursued and the consequent increase which I shall presently recommend of the subordinate inspecting staff becomes a necessity, the work of the Department will grow more complicated and that of the Assistant District Inspectors will require more careful supervision. It will then become necessary to appoint a Director of Public Instruction who will not be prevented by any secretariat duties from touring freely through the State and who will co-ordinate, check and thoroughly report upon the work of his subordinates. Any such appointment, however, may be postponed until further expansion has taken place and until the increased expenditure on education would justify a further increase in the cost of supervision and direction.

122. But the carrying into effect of the programme of expansion in primary education will necessitate the gradual addition of subordinate inspecting ~~officers~~ Officers. As this expansion takes place a number of posts of Assistant District Inspector will have to be created—the number must be calculated with reference to the present number of schools and the present strength of the inspecting staff as well as to future expansion. Assistant Inspectors and the Inspector of Muhammadan education cannot be counted



for this purpose. But the four existing Assistant District Inspectors (including one District Inspector) may be taken into consideration. There may be a total of 1,400 primary schools. In the more thickly populated part of Kashmir province an Assistant District Inspector can probably look after 80 or 90 schools; in Jammu province, Gilgit and Ladakh and the Muzaffarabad District of Kashmir he can superintend considerably less. If 70 schools be taken as the average this will mean a total of 20 Assistant District Inspectors, of whom 4 already exist and 16 will have to be appointed. The annual cost of an Assistant District Inspector with staff, touring charges, postage, etc., is budgeted at R 1,290. The total cost of increasing the inspecting staff will accordingly be R 20,640 a year.

123. There are two other recommendations which I would put forward and which can be carried into effect without additional expenditure. One of these has to do with the method of recording inspecting notes and following them up by action. At present (under rule 19 of the rules regarding inspecting officers), extracts from the log-books of primary schools and a copy of the ( P. 49) inspection remarks in the case of higher institutions are sent to the Home Minister for orders. It is important that, in the former case, the extracts, together with the orders and in the latter case the orders be sent to the school and pasted in a prominent place in the log-book. Inspecting officers will then be able to see what action has been ordered and, if it has not been carried out, to bring the matter to the notice of the proper authorities. Inspection, if it is not inevitably followed by action where action is needed, is shorn of more than half its value. This is a matter which should be the concern not only of educational but also of revenue officers. The latter, with their local knowledge and local influence, are in an excellent position for ensuring the fulfilment of orders and for furthering the progress of education generally. Indeed, their hearty co-operation is essential to its proper growth, and the superintendence of the school system should be regarded as an integral part of their duties.

The second point is that it would give confidence to the Mussalman community if the head educational office contained at least one Muhammadan officer of good standing.

124. The suggestions, then, which I make under this head are:-

- (i) The gradual creation of 16 additional posts of District Inspector, to meet the expansion of elementary education, at a cost of R 20,640 a year.
- (ii) Insistence upon the recording of orders passed on inspection reports, with a view to their being brought punctually into effect.
- (iii) The appointment of a Muhammadan of good standing in the headquarters office.

Educational Services.

125. Teachers and inspecting officers at present draw many different rates of pay. In most cases the pay is attached to posts. This arrangement is always inconvenient, and I am told it has been found so here. Now that ~~the personal pay and the~~ numbers in the service are increasing, I would recommend the substitution of personal pay and the formation of services on graded pay, which will enable promotions to be made without transfer, will regularise promotion and will show officers how they stand. I think that the rates of pay may also be simplified- that is, they may be reduced in number, and incremental pay may be abolished (save in special case) and turned into fixed pay in each grade. My proposals on this head can only be of a somewhat rough nature, and they cannot be accepted as final. As the services further increase and as it becomes necessary to give higher rates of pay, modifications will have to be made.

126. The best organisation for a service is a time-scale followed by selection grades. I am told, however that a time-scale would be too expensive here for adoption as a general rule. I therefore suggest (see for the professors' service) ordinary grades followed by selection grades. In framing the proposals I have kept the following points in view. In the ordinary grade I have attempted to minimise the congestion and consequent slow promotion which characterise many educational services, by reducing the number of posts in the lowest grades.

( P.50) This does not seem to be necessary in the selection grades.

I have made the proportion of posts in the selection grades to the total number roughly as 1:6. I consider this the lowest possible proportion and should like to see it rise gradually, since the selection grades must provide for a certain number of officers newly or only recently appointed. It might be well if some rule were made (through not necessarily published) regarding the admission of new men-- and men who have worked their way through the ordinary grades, fixing the proportions; e.g., as 1:3 or in some other way safeguarding the interests of old and tried servants.

127. It will be convenient to divide the services broadly into (1) inspecting staff, professors, teachers in high schools, Anglo-vernacular teachers in high and middle schools, and teachers of Oriental languages, who will figure in the services numbered (i), (ii) and (iii) below, and (2) vernacular teachers in high and middle schools and teachers in primary schools, who will figure in the service numbered (iv).

In making these suggestions I do not overlook the fact that some of the branch primary schools contain Anglo-vernacular teachers. But the pay which they at present draw is not sufficient to differentiate them from the higher vernacular teachers. For the present, therefore, I consider it better to class them with the vernacular teachers.

128. In the first place I would exclude at present from any regular service the following classes:-

- (a) All professors or Principals on pay which is at present above R 250, and any non-professorial post at present existing on pay higher than R 300. This would exclude the Principal, the professor of economics and the proposed professor of English at the Prince of Wales' college and the Principal and the proposed professor of English at the Sri Partap College, together with one or two other posts which I need not specify. For the present it will be more convenient to keep these posts quite separate on their present pay, because some officers presumably are or will be serving on agreements. The number is insufficient to form a service.
- (b) All drill instructors:- These may be either kept on their present terms or formed into a small separate service, or graded with any other miscellaneous posts which may come to be created.

(c) All clerical posts:- At present these may be retained on existing pay. Eventually, if there is any large increase, a special clerical service may be formed. But I strongly recommend in the light of experience that clerical posts be not mixed up with teaching or inspecting posts.

(d) The posts in the Amar Singh Technical Institute. These are of a special nature, and for the present had better be retained with special rates of pay.

(e) The two librarians in the colleges, who may be retained on their present incremental pay.

( P. 51) (f) Mullas and vernacular teachers on R 8.

(g) Teachers in girls' schools.

129. The remaining officers can be conveniently divided into four services as follows:-

130. (i) Professors service:- This at present consists of the following:-

13 on	.....	200-25-250
1 on	.....	175-25-250
3 on	.....	150-25-250
4 on	.....	100 -25-150
2 on	.....	150-20-250
1 on	.....	100-10-150
*1 on	.....	50-5-75
1 on	.....	125-5-150
1 on	.....	100

There are also two librarians on R 50-5-75. together with the post marked\* should probably be kept separate. I understand it is settled that the professors on R 200 -25-250 shall rise by increments of R 25 for two consecutive years, remain on the pay so reached for three years and then commence to rise again. Hence they will advance up to R 500 in cycles of five years, attaining the maximum in 30 years. Promotion in this manner will be by seniority, so that a kind of service will be formed as follows:-

2 on	.....	R 500
4 on	.....	1350
6 on	.....	300
1 (and any newly appointed) on		200-25-250

The rest will remain on their present incremental pay and will, if sufficiently well qualified, be eligible for promotion to these higher posts.

I think there may be some difficulty in working the seniority rule and it may prove difficult to recognise merit. But otherwise this scale of pay appears suitable. Professors in the provincial services in British India are generally in grades rising from R 200 to R 700; but the posts on R 600 and R 700 are very few and cannot be attained save by a minority of officers, such as Principals and Inspectors. A good many posts of assistant professors and demonstrators are included in the subordinate services, generally on R100 or R 150 with the chance of rising to R 250 in those services or of ultimate promotion to the provincial services.

131. (ii) Inspectors' and higher teachers' service: The inspecting officer is more nearly allied to the school than to the college and it has for some time been realised that it is a good thing to recruit the inspecting staff considerably from the teaching staff. These two branches may therefore be graded together. I would place in this service all officers on pay ranging from R 50 to R 300, and I would add some higher grades mainly for inspecting officers. The number and pay of these are as follows:-

( P.52)

	R-
2 on	250-10-300
3 on	200-10-250
3 on	150-10-200
2 On	150-
2 on	100-10-150
6 on	125-
2 on	100-10-125
7 on	100
3 on	85
12 on	80-
4 on	70-4-90
4 on	75
3 on	70
18 on	65
8 on	50
1 on	65

For reasons presently to be shown, I would raise the number of posts at once to 100, though all these posts need not be filled. Eighty-five posts may, be placed in the ordinary grades and 15 in the selection grades as follows. (For the sake of convenience, the words selection and ordinary grades need not be used in published lists, but the former may be designed grades and the latter classes; and they may be separately numbered.)

Selection grades.

Grade		R
I.	1 on	500
II.	1 on	400
III.	2 on	350
IV.	3 on	300
V.	3 on	250
VI.	5 on	200

15

Ordinary grades.

Class		R
1.	5 on	150
2.	7 on	125
3.	10 on	100
4.	15 on	80
5.	20 on	70
6.	17 on	60
7.	11 on	50

85

( P.53) It will be observed that the ordinary grades are seven in number. This is found a convenient number in British provinces. The selection grades at present number six. It may one day be necessary to carry on pay up to R 700, in which case the R-350 grade may be gradually eliminated, and grades of R 600 and R 700 added. But it is not necessary to follow too closely the example of the British services (which themselves very considerably); and I have not attempted to do this either in the pay of grades or the proportion of posts in the grades. Thus, the ordinary grades in the arrangement which I suggest rise to only 150 instead of, as in some British provinces, to R 250, But the arrangement I suggest appears to fit in with the existing facts. The average pay in the selection grades will be 282.3, so that, as posts on higher



pay comes to be added, the average will compare not unfavourably with the average in provincial services in British India, which ranges between R 300 and R 400. Similarly the pay in the ordinary grades will average R 80 as against R 96 in some of the provinces. This is not inequitable, since the British provinces contain grades on R-200 and R 250. The grades here are differently arranged in order to suit existing facts, and the selection grades contain sufficient posts to include some of those which would, in British provinces, be included in the two highest grades of the subordinate services.

132. (iii) Anglo-vernacular teachers' service:- This will contain all posts on R 15 to R 45 which at present stand as follows:-

	R
4 on . . . . .	45
31 on . . . . .	40
11 on . . . . .	35
26 on . . . . .	30
37 on . . . . .	25
48 on . . . . .	20
20 on . . . . .	15

177

These may be arranged in seven grades as follows:-

Class 1.	15 on . . . . .	45
,,	2. 20 on . . . . .	40
,,	3. 25 on . . . . .	35
,,	4. 30 on . . . . .	30
,,	5. 35 on . . . . .	25
,,	6. 30 on . . . . .	20
,,	7. 25 on . . . . .	15

180

The present list also includes nine teachers on R 10. It is undesirable to include so low a grade in the Anglo-vernacular teachers' service. These nine posts may therefore be excluded, the men being for the present placed on outside pay, or similarly treated, and the services may be enlarged so as eventually to contain these posts as well as for immediate expansion. Thus, in the





(P. 54 ) services numbered (ii) and (iii), we have to provide for 85 posts on ₹50 or above, 177 posts on ₹ 15 to 45, and nine posts on ₹10; making a total of 261. As the result of these proposals there will be, in selection grades, 15; in ordinary grades of the inspectors' and higher teachers' service, 85; in the Anglo-vernacular teachers service, 180; making a total of 280.

133. The present average pay of the posts included in these services, the average which the proposed grading will produce, are as follows:-

	Present average.	Proposed average.
Inspectors and higher teachers service.	94.5	110.5
Anglo-vernacular teachers service.	26	28.3

The increase is conservative. The comparatively large increase involved in the selection grades of the inspecting and teaching service will probably for sometime be apparent only. It is not necessary at present to fill any posts higher than the ₹ 350 grade. But, quite apart from the individual deserts of officers, the decision to raise the pay of professors ultimately to ₹ 500 makes it essential to hold out a similar hope to the inspecting staff also. The work of the inspecting officer is far more wearing than that of a professor and his holidays are less. He deserves a higher emolument than the professor. One important should be added. In cases where personal allowances have been or may be accorded for meritorious work, etc, these allowances should ordinarily be continued or given in addition to the grade pay now suggested.

I am conscious that the Anglo-vernacular teachers service will not be a very satisfactory one. Similar services have not proved a success in British India. But we are faced by the fact that a large number of officers are on low ~~rates~~ pay; and this appears to be the best method of dealing with them. I have made the grading rather more liberal than is usual in some similar services in British India. But I advise that the numbers in this service be always kept low and be gradually diminished, posts being transferred from time to time to the inspect-



.....

inspectors' and higher teachers service and proportionately distributed among its grades.

134. (iv) The vernacular teachers' service;- The posts which have to be dealt with are as follows:-

	R
1 on . . . . .	40
3 on . . . . .	35
14 on . . . . .	30
10 on . . . . .	25
1 on . . . . .	22
42 on . . . . .	20
4 on . . . . .	16
256 on . . . . .	15
1 on . . . . .	14
79 on . . . . .	12
159 on . . . . .	10
<u>570</u>	

(P. 55) This list contains some Anglo-vernacular teachers in branch primary schools. The reason for including them among vernacular teachers has already been stated. There are also 82 posts on R 8. These consist of 68 posts for mullas and 14 otherz. The mullas will be retained on their present pay. The 14 other posts should be kept outside or absorbed in the proposed grades. For this reason, and for immediate expansion, I am including 580 posts in the proposed grades.

The difficulties of dealing with a number of posts on pay as shown above are obvious. I have endervoured in various ways to make a fairly scientific cadre affording a reasonable average of pay. I suggest that given below. Though it cannot be regarded as final, it will serve as a basis, which, with occasional modification will probably suit future requiremen's. The grades on R 15 and above do not fully provide for men already on those scales of pay. It will accordingly be necessary, in the first instance, to include 39 of the men drawing R 15 in the R 14 grade and given them personal allowances counting towards pension. Again, the posts on R 10, R11 and other low rates of pay will have to be gradually weeded out as trained men are forthcoming. I suggest selection grades-

Contd. ....78....

starting from the same scale as the highest ordinary grade. In view of the benefit which arises to lowly paid teachers from small increases of emolument, I suggest a large number of ordinary grades, so that promotion may be fairly frequent. As to the average pay, I can only compare it with that of board primary school teachers in British India. That was about R 14 in 1912. The average in Jammu and Kashmir is R 12.3. But the pay in British India has been increased in the last three years, and the service in Jammu and Kashmir includes a few Anglo-vernacular teachers in branch schools and vernacular teachers in secondary schools, where slightly better qualifications may be expected and a higher cost of living is involved. I have worked out the proposed average to R 15.5. I should have preferred to pitch it rather higher at once. But I understand that a more generous scale would not be practicable at present; the number of untrained teachers is large; the cost of living in Kashmir is low; and the local allowances tenable in the Kishtwar tahsil and elsewhere will make an addition to the emoluments.

It may be objected that the grades proposed make no definite distinction between trained and untrained teachers, which should form the basic distinction in any such classification. Hence we are faced by the fact that the proportion of trained teachers is too small to permit of any such distinction being made. The best I can do is to make the numbers in the ordinary grades rise gradually between R 10 and R 15 and then fall sharply between R 15 and R 20. Untrained teachers now in employ can be placed in the lower grades and some rule may be framed governing their promotion to the R 12, 13 and 14 grades. If it is found necessary to employ new untrained teachers (through it is to be hoped this will not be the case), these may be either placed on R 10 and R 11 in excess of the numbers in those grades (though) in that case the proportionate numbers in the grades should not be changed) or placed outside the grades altogether.

(P. 56) The grading I suggest is as follows:-

		R
Grade	I. 3 on . . . . .	.40
	II. 6 on . . . . .	.35
	III. 12 on . . . . .	.30

IV. 12 on	.....	25
V. 38 on	.....	20

80

Ordinary grades.

Class 1.	8 on	.....	.20
,,	2. 10 on	.....	.19
,,	3. 17 on	.....	.18
,,	4. 32 on	.....	.17
,,	5. 60 on	.....	.16
,,	6. 85 on	.....	.16
,,	7. 80 on	.....	.14
,,	8. 73 on	.....	.13
,,	9. 60 on	.....	.12
,,	10. 45 on	.....	.11
,,	11. 30 on	.....	.10

500

The grading is not quite smooth. But the ordinary grades may be regraded as divided into two compartments- one on R10 to R15, the other on R16 to R20. Further, the arrangement should be regarded as in some sort only temporary and intended to meet existing circumstances. As trained men become more freely available and untrained men are eliminated, class 11 may be wholly abolished and then similarly class 10, the posts being proportionately distributed among the remaining grades.

135. It remains to add a few comments and suggestions. The proposals I have put forward are not primarily intended to increase pay and, as shown above, they do this only very slightly. They are intended to regularise the services, so as to give more or less automatic promotion, with a chance for rewarding special merit, to let the staff know how they stand as regards prospects and to enable promotions to be made without the dislocation involved in unnecessary transfers, which are particularly undesirable in the case of village schools. Promotion in the ordinary grades would be mainly, though not solely, determined by seniority, promotion to the selection grades by merit alone. Save as will be presently suggested and until economic conditions render a general revision necessary, additions to the service would be made proportionately to existing numbers in the

(P.57)

grades. But this would not prevent an excess of officers placed in lower grades at any time against an equal number of vacancies in the higher grades. Such an arrangement, as likewise the giving of a few personal allowances, will be necessary in the first instance. Thus, in the higher services, those officers who are on incremental pay can go on drawing their increments till they reach the zenith of their present pay, and take their place in the appropriate grade; and, in the lower service, the selection and higher ordinary grades would naturally not be filled at once and excess numbers would be placed in the lower grades against an equivalent number of vacancies in the higher. Thus practically no additional expenses will be involved in the first year or two over and above what would have been incurred under present arrangements, and promotion will continue to be made on length of service and approved merit. It is, important however, that, in any lists of services which may be apublished from time to time, the proper number in each grade be shown together with the excess or deficit of officers placed in it. Thus, if there is a deficit of one in the highest selection grade of the vernacular teachers' service, the grade will be headed "Grade 1-R40, 3 posts-(3-1=2)". Similarly, if there is an excess of 10 in the lowest ordinary grade, it will be headed "Class 11-R10, 30 posts-(30+10=40)". This device saves confusion and the possibility of misunderstanding.

As to the future, there is no doubt that there will have to be revision from time to time. For the average pay is not in all cases satisfactory and is dictated by the present financial stringency rather than by the desire of officers. Gradual improvement may be introduced, without radically disturbing the cadre, by increasing the proportion of posts in the selection grades. Thus, as new posts are created, they may be placed alternately in the selection and in the ordinary grades, until the number in the former bears to that in the latter a proportion of 1:5 or even 1:4. This will postpone the necessity for any teachers' revision. As already stated the two lowest classes in the vernacular teachers' service may eventually be abolished- a course which will improve the grading and raise the average of pay- and in the distant future it may be found necessary to deal similarly with other low grades of this service or at least to

reduce the proportion of their posts.

136. The following is a summary of the cost of these proposals:-

	Present cost	Proposed cost.
(i) Professors' service	66,204	82,044
(ii) Inspectors' and higher teachers' service	96,390	1,32,600
(iii) Anglo-vernacular teachers' service.	55,224	61,128
(iv) Vernacular teachers' service	97,812	1,07,380
Total	<u>3,25,630</u>	<u>3,83,652.</u>

Thus the increase will eventually be R 68,022 a year.

#### Conclusion.

137. So far as possible, the principal recommendations made in this note have been summarised in the different sections. It will be convenient to summarise those which will involve additional expenditure.

Colleges.- Provision for professors residence and hostel supervision (paragraph 14.)

(P.58) Secondary Schools:- Improvement of the staff of branch schools (Paragraph 17).

Provision of adequate buildings at some schools (paragraph 26).

Enhancement of grant-in-aid (paragraph 29) by R10,000 a year.

Primary education:- Annual cost of 1,100 new schools (paragraph 34), R 2,64,000.

Capital cost of buildings at R 300 each and equipment at R 50 each (Paragraph 36,) R 3,85,000.

Provision of text-books (Paragraphs 51 and 92)

School hygiene:- Carrying out of policy sanctioned by Durbar (Paragraph 63).

Scholarships:- Increase of special Muhammadan Scholarships (Paragraph 71), R 2,000 a year.

Training of teachers:- Increase of number of stipends for Anglo-vernacular teachers (Paragraph 75).



Increase of normal school (paragraph 75) which at present costs R 8,710 (exclusive of the charges incurred in sending students to Lahore) and will eventually cost R19,520- a net increase of R 10,810 a year.

Maintenance of training classes (paragraph 75) R 8,850 a year.

Technical education:- Provision of workshops at Amar Singh Technical Institute (Paragraph 85), R 25,000 capital.

Establishment of mechanical engineering course at Amar Singh Technical Institute (Paragraph 85), R1,00,000 capital and R 15,000 recurring.

Other practical education:- Establishment of medical school (Paragraph 86) R 1,00,000 capital and R 19,000 recurring.

Maintenance of one or more agricultural schools (paragraph 88), about R 7,500 each a year.

Maintenance of a carpentry school (Paragraph 90) R-2,000 a year.

Development of nature study, etc. in primary and middle schools (paragraph 92).

Education of girls:- Maintenance of girls' schools at 16 centres (paragraph 95), R 13,760 a-year.

Capitation grants at pathshalas and maktabas (paragraph 96), R 2,560 a year.

Additional prizes and scholarships (paragraph 97). R 1,000 a year.

Training arrangements (Paragraph 101), R 1,600 a year.

Education of Muhammadans:- Increase of scholarship and grant-in-aid (see above) and remuneration to Muhammadan teachers (paragraph 109 and 110).

Appointment of mullas in about 800 schools (paragraph 110), R 76,800 a year.

(P.59)

Education of special classes:- Special school for zamindars (Paragraph 112)-

Grant-in-aid to schools for depressed classes (paragraph 114).

Inspections:- Appointment of 16 Assistant District Inspectors, with clerical staff, touring charges, etc. (paragraph 122) R 20,640 a year.

Reconstitution of services:- (Paragraph 136).  
R-68,022 a year

I have not ventured to put down the cost of some of these items as I cannot possibly estimate it. In several other cases where an estimate has been made it can only be regarded as rough and uncertain.

138. Exclusive of the items for which no estimate can be made the non-recurring cost proposed is R 6,10,000 and the recurring cost is R 5,23,442 per annum. In addition to this there are certain proposals on which the State has decided, such as the appointment of two posts of European professors at the ~~University~~ University of Wales and Sri Partap Colleges. The degree of urgency of the different items varies considerably. It is not possible for me to lay down a definite programme of expenditure, because I am not aware what resources will be available and some of the more urgent proposals will take a considerable time to carry through and their late completion should not stand in the way of the commencement of other schemes. So far, however, as the calls on the resources of the State are concerned the very modest proposals regarding the education of girls should be regarded as a first charge. The commencement of training arrangements should rank second. A very early beginning should be made with the proposals for the expansion of primary education. The increase of facilities for technical and other forms of practical instruction should also have an early place. It is desirable to give effect as soon as possible to the more important proposals regarding M,hammadan education. The reconstitution of services can be carried out in the first instance without great increase of expenditure and may safely be effected at once. These appear to me to be the most urgent matters among those which I have mentioned. But I will again repeat what has already been said in paragraph 9 of this note, namely, that the policy sketched out is a modest one. None of the proposals made is superfluous.

139. It was also stated in the same paragraph that the policy is not beyond the range of early realisation.

It appears that the State at present spends 5.64 per cent. of its income upon education. It is difficult to compare this with the state of things in British India. because, while the cost of education in Jammu and Kashmir is almost entirely borne by the State, a large proportion of the expenditure in British India is met from fees and other private resources. The expenditure from public funds in British India upon education is at present slightly greater than that in Jammu and Kashmir. But the total expenditure is largely in excess, being no less than 10.4 per cent. (In making this calculation receipts from Posts and Telegraphs and Railways have been excluded.). If the full programme is carried out the ultimate recurring expenditure on education in the State will amount to R 12,14,542 or 1.91 per cent. of the present income. This rate of expenditure will, however, not be attained for a certain number of years during which some expansion of State revenues may probably be anticipated. At the same time it would be well for financial reasons alone if the cost of a certain part of the higher education which is imparted could be met from fees. This would substantially ease the additional load thrown upon public revenues, facilitate the rate of progress and accelerate the expansion of education among the poorer classes.

(P.60)

140. The preceding note has naturally dwelt upon the short-comings rather than upon the good qualities of the system of education imparted in the State. I would therefore in conclusion repeat that the quality of education is generally satisfactory, indeed, it possesses some excellent features which might well be imitated elsewhere- the systems of religious and physical instruction, the staffing and equipment of many of the secondary schools, the genuine attempts by the staff to follow sound methods of instruction and the excellence of individual institutions such as the Amar Singh Technical Institute. These points have to be remembered when any criticism is made. Furthermore the system has been well adapted to the particular needs of the country, where it was inevitable that in its initial stage education should filter downwards and be made as easy of attainment as possible among those classes whose hereditary traditions rendered them capable of benefiting by it provided that its cost was not beyond their means. Now that education has been taken

root in the State and a desire for it is beginning to be evinced in the lower classes a new set of problems has to be faced, which the policy sketched out in this note attempts to solve.

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Simla, July 1916.



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