

REPORT
OF THE
BIHAR EDUCATION RE-ORGANISATION
COMMITTEE

ON

SECONDARY EDUCATION.



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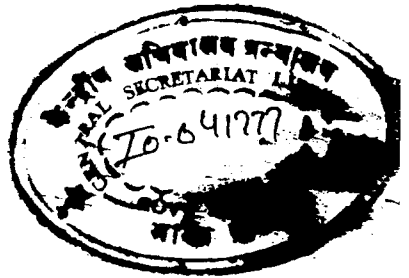
Report of the Bihar Education Re-organisation Committee on Secondary Education.

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Report of the Bihar Education Re-organisation Committee on Secondary Education.

CHAPTER I.

INTRODUCTION.

1. The Secondary Education Sub-Committee of the Education Re-organisation Committee, Bihar, was constituted by the Government of Bihar in their letter no. 2229-E., dated 3rd September 1938, under Government Resolution (Education Department), no. 245-E., dated 28th January 1938, appointing the Bihar Education Re-organisation Committee. The Sub-Committee consisted of—

Professor K. T. Shah (Chairman),

Mr. H. R. Batheja, Member,

Dr. Zakir Husain, Member,

Mr. K. G. Saiyidain, Member, and

Babu Badri Nath Varma, Member.

Mr. J. S. Armour was appointed in Mr. H. R. Batheja's place on the 14th March, 1939.

2. A questionnaire (appendix I), covering the entire field of Secondary Education had been prepared and sent out, under letter no. 68-ERC., dated 19th/27th September 1938, to institutions, organisations, or individuals likely to be interested in the subject; and their replies invited by the 27th October 1938.

3. An informal meeting of such members of the Sub-Committee as were in Patna on that day was held on the 27th October 1938, where the dates for the subsequent meetings of the Sub-Committee and the procedure for considering the reference was adopted. Accordingly, meetings of the Sub-Committee were held, under authority given in the Government letter no. 2229-E., dated 3rd September 1938, at the

Jamia Millia Islamia in Delhi, from the 16th to the 20th November, 1938, both days inclusive, and the following members were present :—

Professor K. T. Shah (Chairman),

Mr. Ghulam Saiyidain, (except the last day) and

Babu B. N. Varma.

Mr. Batheja was unable to attend owing to the illness of his wife, and Dr. Zakir Husain could not be present on account of reasons of health.

4. In these meetings, the Sub-Committee considered in detail the Secondary Education questionnaire mentioned above, section by section, and question by question; discussed the principal points involved therein, and took decisions on each. These decisions were embodied in notes which are the basis of the following report that the Chairman was authorised to draft.

5. As in the case of the Primary Education Sub-Committee, the desire of Government to expedite, as far as possible, the Report of the Sub-Committee, so that early action may be taken on its recommendations must be regarded as responsible for the Committee's inability to consult more fully those representatives of the public, experienced officers of Government, and other non-official workers in the cause, who had been good enough to submit replies to the questionnaire issued by the Sub-Committee. Forty-four people had replied to the questionnaire issued by the Sub-Committee. These answers have been carefully considered and analysed, and the names of those who replied are given in appendix II. Notwithstanding the careful consideration of the written replies, the Sub-Committee would have liked to meet some of those who had been good enough to send in their written replies in person; but they regret that, for reasons already stated, they could not find time to invite any of those who had replied to the questionnaire, to explain or supplement their views before the Sub-Committee.

6. The draft Report was circulated, chapter by chapter as each was ready, to the members of the Sub-Committee; and was considered in detail at meetings of the Sub-Committee held at Patna, beginning from the 4th of January 1938, and again on March 18, 1939. The Report was considered by the whole Committee at their meetings held at Patna on the 7th, 8th, 9th and 10th April, 1939, and adopted with necessary modifications.

7. It may be helpful to indicate in this place briefly the sequence in which the various questions relating to secondary education have been discussed in the Report. After this introduction, the next chapter (II) is devoted to an examination of the problem in general, the state of secondary education under present conditions, and a discussion of the basic purpose and objectives of such education, which distinguish it on the one hand from primary education, and on the other from the higher, literary, scientific and professional education, of the university standard. This chapter also explains briefly the general principles which have guided the Sub-Committee in making their recommendations for the re-organisation of the system of secondary education.

8. Having laid down the guiding principles and general considerations governing the re-organisation of the system of secondary education, the Report goes on to consider, in chapter III, the question of the stage at which education should assume the special characteristics of secondary education and that of its duration. Attention is also devoted in this chapter to the implications of these proposals for the education of girls and the backward classes, which present special difficulties.

9. The next chapter (IV) deals with schools, their buildings and the equipment appropriate to each type of secondary school. The same chapter considers the working arrangements in schools, the number of working days devoted to the actual work of instruction, and the holidays, vacations, etc., which are the usual features of organised systematic education.

10. Having discussed the general layout and working of the school, the next chapter (V) discusses, in general terms, the nature and characteristics of the curriculum. By way of illustration we have indicated the groupings of subjects in the different types of schools in order to show how it should be planned to systematise cultural and vocational values. Certain important characteristics of the curriculum, such as the introduction of a vocational bias in secondary education, of diversity in the courses to be provided, the place of language in education as a medium of instruction, of intercourse, and as a subject of special study, are more particularly examined.

11. While the children are at school, education has to concern itself with their physical training as well as their mental, moral, and social development. It is essential in this connection that recognition be given to the importance of

the school as a social centre which the existing system of education has tended to ignore. It will be the duty of the school not only to provide academic and technical training, but also to cultivate in every student the requisite modicum of good manners, tolerant outlook, trained habits of team-work and disciplined and strenuous activity on behalf of social causes. The next chapter (VI) deals with these problems of educational re-organisation.

12. The work of the school has been conceived, under the new system of secondary education, as based on collaborative effort, not as an external imposition of knowledge and skill by the teacher on the pupil. The teacher and pupil are both to be regarded as collaborating in the process of the latter's growth and development, as an individual and a social unit. Accordingly, the next chapter (VII) is devoted to the place, function and importance of the teacher, his qualifications and conditions of service, and his general status in the community at large.

13. The overwhelming importance attached, under the existing system of education, to examinations must be considerably reduced under the re-organised system as contemplated in this Report. But it is not possible to dispense altogether with examinations, as a test of attainment, a certificate of efficiency and capacity. The nature and conduct of examinations, their importance and the recognition to be accorded to the final result, are, accordingly, dealt with in the next chapter (VIII).

14. Such a test or examination, in so far as it implies a given degree of attainment by a particular pupil, is of very considerable importance in the actual life of the pupil after he or she has left school. Hence it is necessary to examine the relationship of the school to the other social agencies. This naturally raises the problem of the contact of the school with the public at large, with other organisations of public opinion, and with Government. These have been dealt with in the next two chapters, (IX and X), which relate to the management of the school, its control and supervision by the executive of the community, namely the Government, or its delegate, or the special agencies set up for the purpose.

15. The relations of the secondary school with the university on the one hand, and with other organisations of trades, professions or occupations and the public generally, as well as the co-ordination of that education with the different forms of advanced and specialised professional and technical education, are dealt with separately in chapter X,

16. The administrative organisation, of the whole system of public education in the Province, is examined in the next chapter (XI), including problems of control and supervision by the Provincial Government, either directly or through its delegate, local governing authorities, and the inspection of accounts; while the problem of finance, on which the realisation of the entire scheme depends, is considered comprehensively in a separate Note on Finance prepared by two of our members who had been specially authorised by a Resolution of the Committee to prepare and submit such a note direct to Government.

17. At the end of the Report, a summary of the findings, conclusions, and recommendations of the Committee is added in a separate chapter (XII).

18. The appendices contain the questionnaire, names of persons and organisations who have replied to the questionnaire, distribution of the existing facilities for secondary education as shown on the map attached, and the various types of secondary schools required in the Province.

CHAPTER II.

PURPOSE AND OBJECTIVE OF SECONDARY EDUCATION.

19. "While the condition of mass education must cause grave concern," said the Hartog Committee on the growth of education in India, nearly ten years ago, "Secondary Education is, by contrast, well advanced so that, although there are many defects in the system, it is already making a real contribution towards the building up of a directing class".

20. It seems difficult to agree with this view of the Hartog Committee; for whatever may be the case with regard to other provinces, so far as Bihar is concerned the progress of secondary education seems to be very slow, and still far from the level where a reasonably ordered and progressive community could be satisfied with the number trained up to the secondary stage. Since 1917, the progress of that education in the Province of Bihar and Orissa is shown in the following figures :—

BIHAR AND ORISSA.

Secondary Education.

Year.	Number of pupils.		Number of middle and high schools.
1917	...	72,891	483
1922	...	58,973	567
1927	...	101,799	730
1932	...	117,120	796 (Bihar).
1937	...	161,449	984 ,,

21. These figures include both middle and high schools, and relate to boys as well as girls. It should be borne in mind that, according to our conception of the status and standard of secondary education, the present middle schools can hardly be regarded as providing secondary education. High schools proper were only 208 in 1937, and the scholars in these 59,639. In proportion to the total population of school-going age, this is a disproportionately small number, being about 1.2 per cent. We cannot, therefore, endorse the opinion of the Hartog Committee that secondary education is well advanced in this Province, even on the very restricted conception of the purpose of this stage of education. The Hartog Committee has, besides, envisaged it to be education meant only

for the directing classes, and not the condition of enlightened citizenship and equipment for special vocation in life, which we in this Report have conceived it to be; and which should, therefore, be spread as widely as possible, with due regard to the needs of national economy.

22. From our point of view, therefore, the numbers going up for secondary education in this Province are by no means out of proportion to the total number receiving primary education of any kind, and infinitesimally small in proportion to the total mass of the population.*

23. In spite, however, of this very small number, of which proportionately a still smaller number actually completes the secondary stage of education, the products of this education do not obtain any fitting place in the social system, appropriate to their acquirements and capacities. As the Hartog Committee Report puts it :—

“ But these matters appear to us as of less importance than the main educational problem of how to provide varied forms of training for life and employment, suitable for the large numbers of boys of varied attainments and circumstances in the secondary stage.”†

24. The system of education may, therefore, be presumed to have failed in producing a body of young men and women, who, being suitably trained, would take their appropriate place in the national life, with advantage to themselves and profit to the community.

25. To understand the real purpose and ultimate aim of secondary education, we must try to understand the reasons which have brought about a comparative failure of the existing system, and note the defects from which it suffers. The reasons for the failure of the existing system may be found, partly in the history, and partly in the actual working of the system. Education in India started, as it were, from the top, aiming at the predominantly literary education of certain classes, and

*It is curious to note in this connection the verdict of the Hartog Committee : “ But the figures do appear to indicate that in Bengal, Bihar and the Central Provinces, the economic limit of the provision of new high schools has been reached ”. (Op. cit. p. 100.) Since they reported, the high schools seem to have more than doubled, as also the pupils in those schools.

† Hartog Committee Report (p. 104).

depending for its ultimate success upon the so-called "Filtration Theory". This theory assumed that if a number of students belonging to upper classes was educated to the final university stage, their influence would help to make the new education, and the knowledge acquired by them, filter through to the mass of the people gradually. In this conception of the purpose of public education, secondary education was necessarily designed so as to be only preparatory for the higher or university stage. By itself it seemed to have no purpose or objective worth the name, or to mark the completion of any definite stage. Even where it was treated as an end in itself, —i.e., where the pupils went up to the so-called school final examination,—it aimed at producing only one type of trained men, viz., those who were fit to go up to the still higher stage in the university, where education was of a predominantly, if not exclusively, academic, literary type. Education, therefore, imparted in the secondary schools was necessarily defective, both in its form and in its content; in its method, as well as in its objective.

26. In the first place, because this education was only preparatory to the university stage, and because university education was dominated by a desire to produce dutiful subordinates to aid the government in the task of holding and administering the country, it had necessarily to be literary and theoretical, rather than practical, technical or utilitarian, and divorced from any real contact with life as it was lived by the mass of the people, and out of harmony with the actual environment of the student. Too much emphasis was laid upon the cultivation of powers of expression, particularly in a foreign language—English—at the expense, very often, of any real substantial knowledge being obtained by those undergoing this education.

27. Because education was thus divorced from real life, and conducted in a manner so as to accentuate this lack of harmony between the educated person and his environment, he was naturally cut off from, and often became averse to, the general tenor of the life lived by his parents, friends or relatives. More and more did he become anxious to obtain for himself a place in a field for which he had no personal aptitude or attainment to justify such aspiration. The subtle process of mental and spiritual denationalisation of the educated section of the Indian people, which was implicit in the very design and motive force of this education, was continued, developed, and intensified by the exclusive ways of

life and thought adopted by the educated class. And so a sense of maladjustment, of lack of harmony and reality, began to permeate, not only the educational, but also the entire social system of India.

28. The excessive emphasis laid on the English language as medium of instruction and intercourse in the secondary stage, may also be regarded as responsible for the development of this attitude. A desire to imitate the alien ruling class in its habits and customs and outlook of life, which insensibly arose in the wake of this practice, led to a somewhat artificial life tinctured with a contempt for indigenous customs and habits; and the consequent alienation between the mass of the people and the educated class at the top. The actual needs and problems of the country were, therefore, not duly appreciated and understood by the ruling class, including those Indians themselves who would otherwise have been the natural leaders of the community. These insistent problems of national reconstruction were treated with indifference and lack of sympathy, which made for a progressive deterioration of the country's general economic and cultural position.

29. The individuals educated under this somewhat unnatural system would, perhaps, have escaped the greater portion of the mischief of that system, had they obtained, at the end of that education, a fitting place in the new scheme of things. But as education progressed in numbers, the scope of employment available proved to be progressively inadequate: and the problem of unemployment grew more and more acute. Lack of employment, which involves inability to find proper scope for the exercise of one's ability, aptitude, or acquirements, added a sense of personal futility, which was fatal to the individual, and ruinous to the community. Self-stultification began rapidly to develop in the individual, who thus found himself out of place; and a wave of social discontent followed in its train. The individual became demoralised for want of proper employment and adequate scope for the exercise of such abilities or attainments as he had, and his self-respect began to suffer in proportion. The predominantly negative character of the Indian nationalist movement, at least in the first years of its new awakening, may not unreasonably be ascribed to this original sin; while the greater part of the difficulties, which beset all efforts at rapid reconstruction and intensive development, may also be ascribed to the same cause.

30. The restricted or the progressively diminishing scope for the proper exercise of the powers and attainments of the

individuals educated in this system was mainly due to the uniformity of mould in which our system of secondary education was cast. Every one going in for that education was trained to be a clerk or a subordinate agent of administration, versed in some degree in fluent expression in a foreign language, but lacking in many other qualifications of a practical character. So long as the numbers to be educated were, or could be, kept within the needs of administrative and clerical services required by the foreign government, the inherent weakness and defect of this education were not so manifest as when the number of educated people exceeded these limits. The absence of any other alternative employment, and the lack of the requisite training for the purpose even if such employment were available, made the only available avenue of employment crowded beyond all possibility of remedy. Other lines of constructive work and activity remained neglected, resulting in incalculable loss to the country as a whole.

31. There were, no doubt, other factors, also, operating in the same direction. The increasing decay in indigenous industry and craftsmanship, due to the fierce, unequal competition from abroad; the inability or unwillingness of the new rulers of the country to re-create native industries, or establish new ones which could compete on a more even basis with their foreign rivals; their natural economic antagonism towards indigenous craftsmanship and arts which was in sharp contrast to the policy of protection, patronage and encouragement of indigenous artisans by the pre-British rulers of the country, all this still further emphasised the sense of all-round futility and stultification, which intensified the growing dissatisfaction with the existing system of education. Failure to utilise the talent of a growing mass of the people, who were not only unable to find employment in the only direction in which they were qualified, but whose mental and physical powers were beginning to get rusty on that account, could not but result in a serious social malaise and enormous, incalculable, material and spiritual loss to the community as a whole.

32. If the foregoing analysis of the defects of the existing system of education is at all well-founded—and the experience of the last 80 or 100 years cannot but prove it to be so—we have now to consider what the aims and objectives of the re-organised secondary education should be, so that we may be able to remove the main defects of the present system, and ensure the maximum benefit to the individual as well as the community.

33. The basic purpose of education in all stages may be summed up as training, developing, and shaping the individual, so as to cultivate all his innate powers and faculties, in harmony with the requirements of his social and physical environment. Individual aptitudes differ greatly from one individual to another, and a properly integrated system of education must take such individual differences into account in working out its detailed schemes and curriculum. At the same time, education must attend to the claims of the social unit of which the individual is a member. The educational system must, accordingly, so direct the powers of the individual, and organise the system of training, as to equip the individual for the fullest self-expression and self-realisation, and also to contribute effectively to the good of the community as a whole. In other words, we must design our system of secondary education, so as to produce well-educated individuals who would also be good citizens, ready and willing to take their proper place and shoulder their full responsibilities in the working life of the community.

34. This two-fold task of developing the student's individuality, and training him to be a useful member of a democratic society, is not intrinsically irreconcilable. If the educational system is so diversified that it takes into account all the material and spiritual needs of the community, and trains the student accordingly, thus equipping him for some congenial work in his later life, the present conflict between the claims of individual development and social efficiency can be largely eliminated. As has already been noted in another part of the Committee's Report,* secondary education, in our scheme of reorganisation, would be integrally correlated with the Basic education, which we have recommended as an essential adjunct of citizenship for all the children of the nation. At the other end, it will be correlated also with the higher, technical, professional, literary and scientific education of the university standard. But, essentially, we consider that secondary education should be envisaged as marking the termination of a definite stage of education, designed to equip people on the vocational side for certain definite lines of skilled activity, and providing general education and training through such activity. On the general and cultural side, it will aim at providing for students a training in enlightened citizenship, more broad and varied than the Basic education can be expected to provide.

**cf.* Report on Primary Education.

35. At the outset it may be mentioned that, unlike Basic education, secondary education cannot, in our present circumstances, be provided for the entire mass of the population. This is in no way denying the democratic ideal of an egalitarian society. But, under the existing circumstances and conditions of industrial society, as it is evolving in this country—and is likely to continue to evolve for some years to come—it seems to be utterly unlikely that the same proportion of the population which demands, and must have, what we have called the basic minimum of primary education deemed indispensable for the proper training of a citizen in a democratic community, will also demand secondary education. We, therefore, do not contemplate its provision on a universal basis, free from cost. According to Bertrand Russell*, it may be open to question if the large mass of population would be fit for such secondary education; and whether, even if there was a demand for it, we can provide such education to all the children up to the age of 16 or more when the secondary stage of education may be regarded as completed. Hence in providing secondary education some process of selection will be inevitable, if its benefits are to be made available for a reasonable proportion of the population in accordance with the needs of the national economy.

36. For the primary stage, we have devised a scheme of Basic education for the children of the nation which we consider indispensable for effective citizenship. Even though we have introduced there also a larger variety of subjects, and tried to make it more real and more in harmony with the actual life of the people, it still remains a basic minimum common to all. But, in the case of secondary education, that position must be reversed. The one great defect of the present system, as already noted, is that it proceeds on what might be called a single track, or presents a uniform, monotonous mould into

* Compare Bertrand Russell, "On Education", page 16: "This matter of democracy and education is one as to which clarity is important. *It would be disastrous to insist upon a dead level of uniformity.* Some boys and girls are cleverer than others, and can derive more benefit from higher education. Some teachers have been better trained or have more native aptitude than others, but it is impossible that everybody should be taught by the few best teachers. *Even if the highest education were desirable for all, which I doubt, it is impossible that all should have it at present,* and, therefore, a crude application of democratic principles might lead to the conclusion that none should have it. Such a view, if adopted, would be fatal to scientific progress, would make the general level of education a hundred years hence needlessly low. Progress should not be sacrificed to a *mechanical equality* at the present moment; we must approach educational democracy carefully so as to destroy in the process as little as possible of the valuable products that happen to have been associated with social injustice."

which all individuals seeking such education are cast, irrespective of their particular personal aptitudes, desires, or circumstances. Due provision for individual aptitudes, needs and circumstances can be made by introducing a far greater range of options in the courses, and by establishing different types of secondary schools.

37. Secondary education must be so organised as to cultivate amongst the students a keener sense of social and human responsibilities than would be the case if an exclusively utilitarian course of education is followed, using the term utilitarian in a somewhat narrow, practical sense. No education is worth the name which ignores cultural values, and fails to inculcate in the individual a proper appreciation of his place and a function in society. Even in the primary stage, as already mentioned, it is essential to provide a certain amount of cultural education which will have to be provided, if only to make every child aware of the social and human responsibilities incidental to the membership of a civilized, democratic, progressive community. In the secondary stage, this will have to be further stressed, because the full appreciation even of the utilitarian or practical subjects will not be possible, unless their cultural values or scientific bases are clearly explained and understood. Moreover, such understanding of the social and scientific implications of one's work is essential for intelligent and effective workmanship, and the proper discharge of one's duties as a citizen. For the very maintenance of a democratic organisation, such as we contemplate in this country, we must inculcate and emphasise a keen sense of social responsibility, which under any other form of social organisation may not be so important. Even though specialised vocational or practical subjects may be introduced from the very start of the secondary education, in the first two years of that stage, more emphasis will have to be laid rather upon their cultural aspects and implications, than on the utilitarian aspect. What we have described as the human and social responsibilities of citizenship in a democratic community, are not likely to be properly appreciated, unless cultural subjects are studied with reference to the practical requirements of everyday life, and the special needs of the vocational course selected, and *vice versa*.

38. Another principle of reorganisation, which follows from the two already mentioned, is that secondary education must be so organised as to meet the socio-economic requirements of the community collectively. In this way it would help to

provide for every individual educated up to this stage his or her proper place in the scheme of things. The heart-rending problem of growing unemployment amongst the educated classes, in so far as it is due to the lack of a sufficiently varied education of a practical nature, can be solved by reconstructing the educational system in such a manner that individuals will be able to find occupation and employment suited to their trained capacity. At bottom this does, indeed, involve a reorganisation of the entire economic system, and a reconsideration of our basic social ideals. To achieve this, we consider it essential that a well thought-out and comprehensive plan of provincial reconstruction and development should be prepared. This plan or programme of development must estimate in advance, within elastic limits, the number required for the various occupations and activities of life in the Province, on the assumption that the Province would pursue a policy directed towards securing the conditions for a fuller and richer life, in the cultural as well as material field, and would not be satisfied until the predetermined goal is attained. The Committee would, therefore, suggest that the opportunity to be presented shortly by the compilation of a census in 1941 should be utilised for the collection of material necessary for a detailed plan of provincial reconstruction and development, which would estimate the requirements of personnel in the various fields of national activity; and enable the educational programme in the secondary stage to be framed in conformity therewith.

39. If such a plan is drawn up, and personnel requirements are determined, it would be possible to adjust the scheme of expansion and reconstruction of secondary education to this plan. It would aim at providing the required number of trained individuals, and no more, for various occupations, and so would obviate the danger of any individual proving a misfit, or lacking occupation suited to his or her aptitude, ability, or training. At the same time, as we have already remarked, these individuals will have gained, during the process of their secondary education, sufficient acquaintance with cultural subjects, to make them not only better workers, but also better human beings, and, therefore, worthier citizens, fully appreciating their responsibilities in the civic life. It is impossible for us even to outline in this place the elements and ingredients of such a plan. But we assume that a plan of this kind will have to be prepared by experts, and the recommendations in this Report are made on the assumption

that, when such a plan has been made, the detailed reorganisation of education will be in conformity therewith.

40. We contemplate that as a result of the ideology inspiring our system of secondary education, not only will the standard of efficiency of the workers improve considerably, but our educated young men and women will acquire a greater sense of self-respect, both individually and nationally. The existing system of education has neglected the development of this quality; it will be the function of the reorganised schools to emphasise it duly.

CHAPTER III.

COMMENCING STAGE AND SPECIAL FEATURES OF SECONDARY EDUCATION.

41. We are faced at the outset with the question of the extent of the provision for secondary education which should be made in order to meet the requirements of the plan of provincial development which we have mentioned in the last chapter. If this can be rightly estimated the present problem of more persons seeking employment than the employment available will be largely eliminated. The problem of unemployment is the inevitable outcome of the inherent contradiction of the prevailing system of individualist profit-making enterprise. In a sanely ordered community, with a carefully prepared plan of a cultural and material development, there can be no misfit between the work to be done and the personnel to do it. In so far as the process of educational development does not keep pace with the process of national reconstruction and economic development, the former out-running the latter, adequate room for occupation may be lacking at any given moment, especially if individual predilections, and not definite, objective, qualifications, are to determine the employment of each individual. On the other hand, where economic development moves faster than the growth of higher education, the problem of suitable employment for trained talent would be reversed. The numbers seeking education, and yet securing immediate, appropriate employment for their talents, aptitudes, or attainments, will be far larger than those who today go in for secondary education, only to find, at the end of that stage, no occupation suited to their abilities.

42. It is not our intention to recommend any method of compulsion for asking the necessary numbers to meet the requirements of the plan and programme of development. The intrinsic attractions of the plan, and the certainty of finding employment at the end of such education, would, by themselves, be sufficient to provide all the inducement necessary for securing the required number to receive the benefits of such education. Any devices, which the authority providing such education may adopt for securing the necessary numbers year after year to give effect to the plan of development, would be of an indirect character. They may vary from school to school,

region to region, and even from class to class of the community. But, in essence, and for the larger proportion of those seeking such education, the system must be a voluntary one.

43. The programme of secondary education requires the training of such a proportion of the population as would be needed to undertake all the necessary activities needed for giving effect to the comprehensive plan of provincial development referred to above. As the programme expands and develops the numbers needed for this purpose would automatically increase. And so a time may soon come when even the ideal of requiring every normal child in the community to avail himself of secondary education may become practicable; and means may be found to realise it. But it may be added that, in so far as our conception of the basic minimum of education, provided free of cost for all carries general education up to the year 14, the need for sending up all normal children to the secondary stage of education would not be as urgent as in the case contemplated by the Hadow Committee with reference to education in Great Britain. In their conception, primary education stops at 11 years of age, when the process of mental development of the individual child cannot be said to have proceeded so far as to justify the abandonment of the principle of universal and compulsory education of every normal child. Under the recommendations, however, of this Committee, the basic minimum of education will be compulsory up to 14 years of age for every boy, and 12 years for every girl. Within a period of 10 *plus* 6 years in the case of boys, and of 20 *plus* 6 years in the case of girls, every child would have received the basic minimum of education provided free of cost on a compulsory basis. The method and content of that education would be so active and varied that the real development of the child undergoing it will be far deeper and richer, more practical and diversified, than is possible at present.

44. According to the scheme of educational reorganisation envisaged in this Report, the Committee contemplate that secondary education should, normally commence at the age of 12, or after completing the first five years of Basic education. In the case of those who have commenced their Basic education a year earlier than the normal commencing age, this would mean the age of 11. For effectively beginning the secondary stage, a given degree of mental development of the pupil is indispensable. The Committee consider that, in view of

the more enriched content of the reorganised primary education, the point of commencement for secondary education just mentioned would be quite adequate for any normal child. A good foundation would have already been laid during the first five years of the Basic education; and the general development, physical as well as mental, would be such that the higher, more diversified and more practical education of the secondary stage could be well begun at this point.

45. This, however, does not mean that those who continue the Basic education to its normal term of seven years will be completely barred out from any benefit of secondary education. One important distinction between the Basic and the secondary education, as we have conceived it in this Report, is that, while the former is compulsory and universal for all, without distinction of sex or class, the latter is necessarily selective, to some extent at least, under our present economic conditions, which may not be materially altered for years to come. But even admitting it to be selective to some extent, we do not intend it to be needlessly restrictive, as regards the number of people who can avail themselves of this stage of education. We, accordingly, consider that, even though every facility may be offered to those going up for secondary education to commence at age 12, no impediment should be placed in the way of those who would complete their normal period of Basic education, and have taken up some active occupation to reinforce their means, and seek admission to secondary schools at a more advanced age. In order to facilitate this, the course of instruction should be so organised as to cause the least possible dislocation to such students who would normally join in the third year of the secondary schools. We would, accordingly, recommend that the work in the first two years of the secondary school should generally correspond to the work done in the last two years of Basic education. This can be secured by postponing definite vocational training in secondary schools to the third year and after, and utilizing the first two years for education of a more general and cultural nature, without, however, sacrificing the requisite vocational bias.

46. Even though this work may be done in parallel institutions, it would be possible for those who are unable to divert themselves to the secondary stage at the age of 11 or 12, and those who completed the full term of the Basic education up to the age of 14 to work together in the third year of our reorganised secondary schools.

47. The secondary school under the new system will be a much more diversified institution, or rather, there would be many more types of the secondary school, than has been the case so far. Instead of being concerned mainly, if not solely, with preparing candidates for entrance to the university, it will seek to equip them with the training and experience necessary for shouldering the responsibilities of practical life at the end of their secondary schooling, in some trade, occupation, or calling.

48. We must now consider the basis of selection for those who are to join the secondary schools. There will be some who will desire to receive secondary education at their own initiative; others may be qualified by their special ability and attainment to obtain such education, with benefit to themselves and advantage to the community; or those who may be selected for the purpose for special reasons of social importance, such as students coming from the backward classes or tribes, and women.

49. In the case of those who themselves elect to go in for secondary education because they as a class have been accustomed to receive it and can afford it, the problem is not so difficult. They will, so to say, make their own choice, and pay the penalty of their own failure in case they prove to have made a wrong choice. Even in their case, some sort of a general test, the Committee think, would be necessary, in order to see that an unduly large number of those candidates should not be admitted who are not really likely to benefit by it; and who, by such a choice of their own, may needlessly block the way for more deserving, or more promising, students. If such persons seek secondary education without any intention to make it the end of their educational career, and so fail to utilise fully the practical alternatives provided, they would only make use of it as a gate-way to the still higher stage of university education. We need not, therefore, concern ourselves too much with the peculiar problem of this relatively small minority of the community seeking such education only as a step to higher education. It will hardly aggregate more than a tenth or even a twentieth of the number necessary to be drafted for social needs into the secondary stage of education.

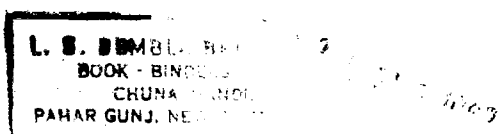
50. As regards those, however, who have to be attracted by special inducements, such as women, or children of classes not able to pay for secondary education, but who nevertheless

show sufficient capacity or aptitude to justify their admission to secondary education, the problem of selection is by no means free from difficulty. The difficulty is all the greater if they are to be selected, as the Committee think they ought to be, at about 12 years of age. Some sort of a qualifying test is, in their case, inevitable. We consider that the test should consist, not merely of a written examination, but also include a practical or oral test, to enable the testing authority to assess properly the degree of attainment and personal qualification of each candidate. This need not be a uniform test or examination applicable to the whole Province; it may vary in accordance with the kind of secondary education desired by the particular pupils, or in accordance with their individual aptitudes and tendencies. To avoid the danger of wrong selection due to any momentary handicaps from which some candidates might be suffering, the Committee recommend that entire record of the work of each child during the preceding years must be taken into account. The general impression of each child's work, conduct, and ability, formed by its teachers and other educational authorities who may have come into contact, must also be given full credit. This would secure that only those fitted by their ability or attainment to benefit from secondary education will be attracted into that field, especially if their financial circumstances do not enable them to go in for such education on their own.

51. Special facilities and attractions will have to be provided, if a sufficient number of girls is to be induced to seek secondary education. We think it unnecessary to labour the point that higher education for women is as important as for men, if social reconstruction and economic development are to proceed satisfactorily. The most considerable attraction is, of course, to be found in the lightening, if not in the total avoidance, of the burden of cost of such education for girls. But the existence of social prejudice which impede the higher education of women, and the influence of certain social customs, like early marriage or the seclusion of women, should also not be ignored. We cannot undo, by a stroke of the pen, the deep-rooted influence of these age-old customs, even when they are undesirable and harmful. And even if we could depend on dictatorial fiat for abolishing or neutralising such customs, it may be questioned if the forcible excision of such usage or institutions would really predispose the people concerned in favour of such education.

52. While not minimising the force of these latter considerations in any way, the Committee are persuaded that the most considerable obstacle in the way of the progress of education amongst women at any stage, and particularly in the higher stages, lies in the relatively high cost of such education. This cost consists not only in the fees charged, and in the price of necessary books and apparatus; but also in the charges of maintenance of each such individual during the period of education, not to mention the impossibility of making good the loss to the domestic budget, involved in the removal of girls—particularly in villages—from the home to the school. Some items of this cost, direct or indirect, will, of course, have to be borne in any case by the parents or guardians of the girls. But organised, collective effort may, nevertheless, succeed in providing facilities of free education for a sufficient number of girls and the provision of scholarships to pay for their books, apparatus, and even their boarding and lodging expenses. This will go a long way to make education in the higher stages for girls not only more attractive, but more likely to be sought after. The Committee hesitate to recommend that every girl going in for secondary education should be exempted from the payment of any fees whatsoever. But they feel convinced that, unless very liberal treatment is given in this behalf to girls, progress of secondary education amongst the women of this Province will not be at such a pace as is to be desired.

53. Another measure which will help in attracting a large number of girls to schools consists in the provision of separate institutions for women, with courses of study and training considered to be more appropriate and more useful to them in their normal life. The Committee recognise, apart from other considerations, the tremendous force of social prejudice and certain social institutions acting against the progress of higher education amongst women, and which would be infinitely intensified were we to depend on co-educational institutions only to realise the programme recommended. The Committee have recommended, in the section of their Report dealing with Primary Education, that every girl between the ages of 7-12 should attend the Basic school; and, in this section of their Report, they would further suggest that an adequate proportion of girls educated in such schools should be attracted to secondary education progressively, so that, within twenty years from the adoption of this programme, at least one-tenth of the girls educated up to the basic minimum stage are provided with the benefits of secondary education.



54. The Committee is, therefore, of opinion that, separate schools for girls at this stage are necessary and should be established as long as any section of the community desires such a provision for educating their girls during this stage of adolescence. In these separate schools, such subjects should be included as are of special utility to women, assuming that the normal occupation in life for the average woman would be to keep house for husband or children, and to aid in the general well-being of the family. Such training in house-keeping, mother-craft, nursing, etc., is, therefore, specially appropriate for women's schools. The Committee would, indeed, not like it to be assumed, as they are afraid it might be in the absence of a clear statement to the contrary, that boys should, on principle, be excluded from taking these subjects also. A certain amount of duplication of work may perhaps become inevitable, if, in the secondary stage, separate institutions are to be maintained for boys and for girls. But on balance, and at least in the initial period, such separate institutions would prove far more helpful in achieving our objective than would appear likely at first sight to the impatient reformer of our age-old social customs and institutions.

55. If separate schools are to be maintained for girls, reasons of economy and convenience in administration would require that these institutions be provided in convenient centres. But even so, considerable distances will be involved in attending secondary schools. The problem would, therefore, arise as to how to provide the necessary transport facilities, with comfort and safety for girls attending such institutions. Organisation and co-ordination of all transport facilities, conducted by the Province on a basis of public utility, would go a long way to solve this problem of providing a cheap, regular, safe transport for grown-up school-girls.

56. Another similar problem is that of suitable residence for girls attending schools at a considerable distance from their homes, and this must be solved through the establishment, at convenient centres, of girls' hostels under proper supervision and management. This would, no doubt, be an additional cost; but we consider it well worth incurring, if the progress of higher education amongst women is to be ensured. The Committee would also point out that such elements of additional expenditure from the public purse are likely to be exaggerated; but, if a special effort is made to provide these facilities on a large scale, it may prove in the result far less expensive than could be anticipated today. The Committee

would, accordingly, earnestly recommend that the *mère* consideration of cost to the authority providing such education need not deter that authority from fulfilling its obvious duty.

57. The last, but not the least, important of such means of special attraction to women, as, indeed, to all those going in for secondary education, will consist in the reasonable certainty of guaranteed employment, suited to the particular aptitude and ability developed by each individual child, which would be the inevitable consequence of a properly prepared plan in this behalf. Occupation for women would be more easy to find, under present conditions, than for men, since the field is still all but virgin as regards the employment of women in such walks of life as teaching, nursing, public health, social welfare, and the like. We do not feel called upon to mention all the likely occupations which may be served by women in the plan of provincial development referred to above. All that we need point out is that the possibility of immediate, appropriate, and profitable employment available to educated women, without any violence to the existing social customs, habits, and outlook of the people, will prove far more effective in breaking down or weakening those very customs, institutions, and prejudices, and advancing the progress of education amongst women, than any other attraction that we can think of.

[58. What has been said so far as regards the special case of women, the most considerable single category demanding special attention, may be said also to apply, *mutatis mutandis*, in the case of those other categories, like the backward tribes or communities, in whose case secondary education needs special attention. The Committee see no reason needlessly to lengthen the list of their recommendations, but would content themselves with the observation that these classes, too, would greatly benefit, if efforts in their behalf are made on somewhat the same lines as recommended in the case of women.]

59. Secondary education, as conceived in this Report, is not secondary in the sense in which it is generally understood at present. In India, secondary education includes, generally speaking, both the middle and the high schools; and has so far been really meant, as the Hartog Committee has observed, chiefly, if not exclusively, to be a gate-way to the university for those who have a chance to complete it. It is education for the directing or governing class. Under our scheme of reorganisation, however, we are diversifying it to such an extent, that entrance to the university will be only one of its

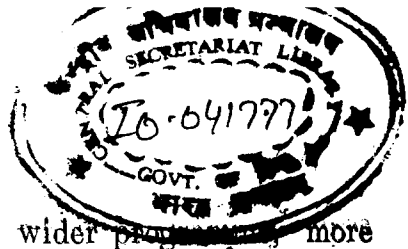
several objectives; and only a small proportion of the students receiving it would actually proceed to the university. For the large majority of people who complete that stage, it would be the natural termination of their regular education.

60. Although it is neither universal, nor free and compulsory, secondary education, commencing at 12 years of age, and affording a large variety of activities of a utilitarian character, will, and must, attract a much larger number than is the case today. If Basic education is made universal, as we have recommended it in our Report on Primary Education, far larger numbers would become educated up to that stage than is the case today. Consequently larger and ever-growing numbers would naturally seek entrance to secondary schools. If the Province is, at the same time, pursuing a policy of intensive development, it would need also more and more people with higher qualifications to join in the task of this development. Hence the numbers seeking this education of a higher stage would be far larger than is the case to-day. Against the present figure of less than 60,000 students in all the high schools in Bihar, we may have quite easily five to ten times that number in this stage of education, most of whom will continue to the end, when the entire scheme is in full blast. Those who are attracted to secondary schools will, at the end of this stage, necessarily find themselves more usefully employed than is the case, under present conditions, with those who now receive the so-called secondary education.

61. The Committee, however, hope that, even though secondary education will not be given free of any cost to those who receive it, the proportion of cost of secondary education recovered from pupils by way of fees will not be a very large amount. At the present time, the cost of secondary education (high schools only) is Rs. 44.4 per pupil in this Province. Of the total cost of secondary education Rs. 26,57,275, the following are the main sources:—

Fees	...	...	...	59.9 per cent.
Government grant	...	...	...	29.2 per cent.
Local bodies	...	...	...	Nil
Other sources	...	...	...	10.9 per cent.

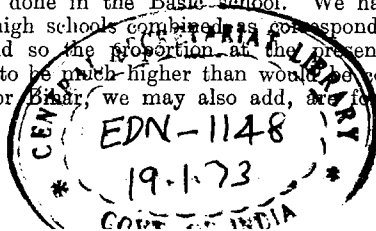
62. We consider, however, that owing to the large increase in the number of pupils expected to go in for secondary



education, and with a very much wider programme, more numerous and diversified schools than is the case today, the net total cost to Government will be very considerably increased. The Committee are not in favour of an excessive scale of fees being charged, especially from those who are selected for admission to these schools on the ground of their individual ability or of social need, if secondary education is to be availed of by a reasonable proportion of the population. Government must, accordingly, cast about for ways and means to meet this increasing burden. The Committee have, in the last chapter of this Report, put forward suggestions which, they earnestly trust, would receive the careful consideration of Government.

63. Exactly what proportion and number of pupils will be attracted to the secondary stage of education as thus conceived cannot be stated definitely in advance. For this purpose, the Committee would recommend that a proper survey be made of the resources and obligations of the Province, of its requirements in men and material necessary and available for the process of development up to a predetermined stage, so as to give some definite idea of the numbers who ought to be provided with such higher, specialised, practical education, and its cost to Government. This means, in other words, a comprehensive plan made expressly for the purpose. On this basis we may assume that about a tenth of the population receiving Basic education may have to be attracted to secondary education. The needs of provincial economy will not, the Committee think, be met, if a much smaller proportion is attracted. At the present time the proportion of those in secondary schools (including both middle and high schools) in the six important provinces of India, is given in the note below, with comparative figures for England and Wales for 1923-24. Bihar, relatively more backward in regard to education under the present system, will have a proportionately larger scope for increase. On the basis of these figures, we feel justified in assuming that this Province will have to provide at this stage of education for a proportion as high as that stated above.

NOTE.—The following statistics, relating to 1935, will serve to give some comparative idea of the relative proportions of pupils in primary, and in secondary, institutions. The latter, it may be added, include both the high schools and middle schools, though a considerable proportion of the work done in the middle schools, will, under our proposals, be done in the Basic school. We have, however, taken the number in middle and high schools combined, as corresponding to those undergoing secondary education; and so the proportion at the present time in that stage of education would appear to be much higher than would be correct to include in that category. The figures for Bihar, we may also add, are for the combined Province



64. So long, however, as secondary education remains to be paid for, at least in part, by those who receive it, the chances of this proportion being reached by voluntary effort of the individuals themselves are, no doubt, very slight. Given the of Bihar and Orissa; but the proportion will not be materially different, even if taken for the separate Province of Bihar proper :—

Name of Province.	Number of pupils in recognised—			Proportion of columns 2 and 3 compared to column 4.
	High schools.	Middle schools.	Primary schools.	
1	2	3	4	5
Madras	174,753	31,709	2,800,170	7·3 %
Bombay	113,294	29,598	1,206,882	11 %
Bengal	304,663	176,303	2,378,750	20·2 %
United Provinces ..	95,040	144,917	1,249,424	19 %
Punjab	147,331	483,786	1,469,642	32·9 %
Bihar and Orissa ..	62,574	105,284	904,808	18

According to the statistics given in the Hadow Committee Report, Volume II, page 281, of the population in the age period 11—16, only about 7.5 per cent were in secondary schools. Of the total number of pupils leaving elementary schools, only 12.3 per cent continued their full time education, i.e., 8.3 per cent in secondary schools, 1.1 per cent in junior technical and commercial schools, 2.9 per cent in other full-time institutions for higher education, while 74.4 per cent left elementary schools to take up employment, and 13.3 per cent left for other reasons. These proportions have been very considerably altered since the Hadow Committee made their report. According to the Education Year Book, 1939, during the year ending March 31st, 1937, 347,496 boys and 334,024 girls left the public elementary schools for the purposes and in proportions mentioned below :—

Secondary schools.	Junior technical, etc. schools.	Other full-time institutions.	Total.
BOYS.			
419,806	10,293	7,966	60,065
12%	3%	2·3%	17·3%
GIRLS.			
369,270	5,855	8,707	50,832
10·8%	1·8%	2·6%	15·2%

These figures relate to England and Wales only.

economic ability of the people of Bihar, there is reason to apprehend that only a very small proportion will be able to avail themselves of the benefit, if it remains so costly as it is even today. On the other hand, the needs of provincial economy, would not be met, unless the proportion of those educated up to the completion of the secondary stage is very considerably raised. There are, besides, classes of the community and sections of the people, who have, up till now, for various reasons, remained comparatively aloof, or excluded from the benefit of secondary education, not because they have consciously desired to do so, but because they have been prevented by force of circumstances. They would have to be specially attracted; and, when so attracted, they would materially add to the number to be educated in the secondary stage.

65. If we desire that such a large number of students drawn from all classes and sections of the community, should avail themselves of the benefits of secondary education in its varied form as conceived in this Report, and if, at the same time, the authority providing this education requires that a part, at least, of its cost be provided for by fees, we would find that the two desiderata are in some ways mutually incompatible. Given the limited ability of the people of this Province and their economic circumstances, it seems to be unavoidable that a large number, who would otherwise benefit by this education, and would thereby eventually contribute to the enrichment and development of the Province, would be debarred from receiving such education if a fee is charged for it. The cost of all the apparatus and accessories of such education and training, like books, stationery, instruments; and the cost of maintenance of the children at school during this stage, will be a formidable additional factor for most parents to provide, without taking any account of the contribution which the children's labour would otherwise have made to supplement the slender family budget. Taking all this into consideration, the Committee feel it necessary to recommend that fees should be as low as possible. At the same time, Government must provide direct, material inducement for those poor children who are qualified, and have a special aptitude for the kind of work done in the secondary stage. Exemptions from fees, provision of free books, etc., special scholarships to meet at least part of the cost of this education, and even additional attractions by way of free lodging and board, free transport and clothing, may be necessary to secure the requisite number of women, or backward class pupils.

66. The total length of period necessary to devote for a proper completion of this stage of education must necessarily vary according to the subjects studied or work done. Speaking, for purposes of illustration, of a general, literary, commercial, or scientific course of education, the Committee think a five-years' total course commencing at the age of 12 would be sufficient to equip the student for admission to the university, or entering appropriate callings. We expect that by the end of this period the students should be able to attain at least the present Intermediate standard. In the case of commercial or other utilitarian subjects, the period will be determined by the special needs of the vocational course taken up by the students; and should be continued till they have achieved reasonable proficiency in it. The actual length of period to be devoted must be determined by those experienced in the different lines of vocational activity. The Committee would, therefore, recommend that, before putting their recommendations into operation, Government should make the necessary preliminary investigation through qualified experts, and adopt such length of courses as may be recommended by them in each case.

67. As regards the first two years of the secondary stage, we have already remarked that this period should be devoted, as far as possible, to subjects of general cultural value, with due regard, however, to the vocational bias for leading up to the specialised, practical subjects or activities provided in that type of school. The former class of subjects may be instanced by History, Geography, Mathematics, Elementary Science, Social Studies, and the like. We consider that the teaching of these subjects, can be so oriented that, without abandoning the cultural value implied in them, it would also help in the understanding of the later specialised courses. Not only in teaching but in the detailed organisation of courses also these general subjects will be studied with special reference to the vocational bias of the courses concerned. Thus in a commercial secondary school both History and Geography will deal more with the commercial aspect, while in a science course, History will include the study of the life and work of the great scientists and Geography will emphasise in particular the physical aspect. In the school of languages, likewise, History course will include the study of the cultural and linguistic achievements of the people. It is, of course, a matter of special excellence in the teacher appointed to discharge this duty to see that the cultural and practical values in each such subject are combined in proper proportions. The problem of finding

suitable teachers, duly trained for this difficult work, has been already emphasised while dealing with the problem of Basic education. The Committee would emphasise it once again in this connection, as being even more important, because of the greater complexity and variety in the work to be done.

68. The secondary education, as we conceive it in this Report, will, as already remarked, be far more diversified than is the case in the present-day high schools. In special schools for the purpose, it would be mainly literary and academic for those who want to take up the higher, technical, literary, scientific, or professional education at the university. But this literary or scientific education on the theoretical side will be taken advantage of, the Committee believe, by a limited portion of the population seeking such education in general. For the rest, amounting to 90 per cent, of those who seek, or are brought into, secondary education, new branches of work, new types of activities, and courses will have to be provided so as to meet all the requirements of a varied curriculum.

69. We cannot, in this Report, indicate all the varieties, and options that may have to be added, not only because we do not feel ourselves competent for the purpose, but also because we cannot, at this stage, estimate adequately the aggregate requirements of the Province. For purposes of illustration, we may, however, mention in very broad outlines, two or three groups of such alternatives, which will serve to indicate the range, duration, and character of the education provided in this stage. We have already spoken of the general literary or scientific education, which would be sufficient for purposes of admission to the university. In the chapter devoted in this Report to a fuller consideration of the curriculum, we have mentioned the subjects which will be included in this type of schools for achieving the purpose in view. Similarly, as regards the number of sciences, both applied and theoretical, that may be taught in the secondary institutions, we may mention such groups as those relating to the sciences of Health and Medicine; of Engineering (Civil, Mechanical or Electrical); of Chemistry and Physics, as applied to industry and agriculture; Commerce, Domestic Science, mother-craft, care of children, nursing (an adjunct of the science of Health and of Medicine), sewing, knitting, tailoring, or embroidery, may also be included in the same group, even though they may be confined normally to women. A special type of secondary schools may have to be provided for subjects of commercial importance, e.g.,

secretarial work, account-keeping, organisation of administrative work, whether in public departments or private business, all kinds and grades of clerical work in banks, business houses, public corporations and Government departments. These will help still further to diversify and make interesting an adequate curriculum of practical value. Special schools for public administration—municipal, local, or central—are particularly necessary to produce the right type of official needed to be recruited for efficient conduct of public business. Technical subjects will provide, perhaps, the largest list, and may prove most useful to those who receive such education as well as to the community providing it. Wood-work, carpentry and joinery, metal work, building trades and furnishing, equipping and decorating public and private buildings, leather-work, dyeing, printing, spinning and weaving, repair work in all kinds of modern mechanical equipment, dairying and poultry-raising, manufacture from forest produce like grass, fibre, etc., of baskets, paper, etc. These are some of the obvious instances for technical subjects which suggest themselves for this purpose. The list can be considerably widened as the requirements of the provincial plan develop.* A tentative list of types of schools to be established to suit the occupational needs of the Province is given in appendix III.

70. In order to bring out the changed orientation of education under this scheme, the Committee recommend that the nomenclature of the schools should be revised, in accordance with the new conception as well as the framework of the various stages of education, as contemplated in this Report. It would be far more appropriate, for instance, to describe what has been called primary education as Basic education, and the institutions which provide it as Basic schools; and high schools may be appropriately designated as secondary schools of arts and science, of agriculture, engineering, commerce, handicrafts, mechanics, languages, etc.

71. The number and variety of schools, of equipment, of instructors, and actual experience or practical training which will have to be provided if this system is to be complete and satisfactory, must depend, not only upon the resources of Government, but also upon the peculiar circumstances, and requirements of the different regions within the Province, the different classes of the people served, according to their inherited skill or traditional environment, and upon the exigencies

*Cp. The Hartog Committee Report, p. 112, paragraph 35 for a list of such subjects taught even under present conditions.

of the main plan of provincial development to which we have referred again and again.

72. This kind of work is not altogether unknown even under existing conditions. One of the reasons, however, why this work does not either yield the full degree of satisfaction that it is calculated to give, or leaves a considerable proportion of those receiving its benefit unable to find any appropriate employment, is a lack of proper co-ordination in the work of these various institutions, and the requirements of the Province in regard to such particular occupations. Each provides a limited range of subjects of a different kind, without any correlation *inter se*, or with the general public life of the country. This is due to the fact that the different types of schools or institutions are under different authorities in one and the same Province, because of the seeming difference in the nature of the work each does, and they are consequently affiliated to the Government department concerned. Industrial schools, for instance, are under the Department of Industries, just as medical schools are under the Department of Medicine and Public Health, while the average type of literary or scientific school is under the Department of Education. The more varied the scope and range of secondary education, the more varied are the departments which would seem to be concerned with these different types of institutions. This necessarily makes them lack co-ordination and harmony, which are, the Committee believe, indispensable for the success of a comprehensive scheme of public education. Educational institutions, no matter what the kind or degree of work each actually does, must be under one co-ordinated central authority, though the actual extent of the authority exercised may differ according to the conditions of the Education Code. But the general principle must be maintained, viz., that uniformity of control and supervision, as well as of basic policy, is indispensable, if the system is to succeed to the maximum degree expected of it.

73. The mere fact that, under the existing constitution, Provincial Governments work under a system of collective responsibility, and that, therefore, at the top everything will be necessarily co-ordinated because of the collective responsibility of the entire cabinet, will not guarantee the purpose the Committee have in view. Uniformity of fundamental policy may be achieved, and embodied in an organic law on the subject, because of the collective responsibility of the cabinet at the top. But the co-ordination in general administration, the methods of

control and supervision over all educational institutions, cannot be provided simply by a uniform basic policy. The Committee, accordingly, recommend that all types, categories, or stages of educational institutions, should be co-ordinated; and should be placed under one central department of Government, viz., the Department of Education, so as to ensure the fundamental requirements of unified policy, control, and supervision. A more detailed scheme of administrative arrangements will be outlined in the appropriate section of this Report.

74. The normal course of education in the secondary stage as already mentioned, will, broadly speaking, extend over five years. It will apply to those who commence this stage of education at 12 years of age, or after completing the fifth year of Basic education. In the case of those who commence this education after completing the full term of seven years of Basic education, it may be permissible to complete it in three years. This will mean a total period devoted to education up to the end of the secondary stage, of 5+5, or 7+3 i.e., ten years in all.

75. Commencing at 7 (or 6) years of age, this would mean the completion of secondary education at the age of 17 (or 16). Given the low expectation of life in India, it is important that this training period should be as compact and limited as possible, without detriment, of course, to the efficiency of education and training received during this period. With a more thorough background of secondary education that we have envisaged, it would be possible for students to start work of the university standard immediately after completing the secondary school course. If to this is added, say 3 years, for taking the degree at the university, it would mean a total period of education up to the University standard of 13 years which may be completed at the age of about 19 or 20 years.

CHAPTER IV.

SCHOOLS, THEIR BUILDINGS AND EQUIPMENT, WORKING DAYS, HOLIDAYS AND VACATIONS.

76. Having considered the period at which secondary education, as defined in this Report, should commence, and the general principles which are to guide it, let us next consider the main outlook and characteristics of the school where this education is to be imparted.

77. The importance of properly constructed and adequately equipped school-buildings cannot be emphasised too much if we desire that the scheme of secondary education, as proposed herein, should be effectively carried out. In view of the more varied character of schools needed for carrying out secondary education, and consequently the more elaborate equipment necessary than in the case of the Basic schools, it may at once be stated that educational institutions in this grade cannot be quite so simple in structure and working as may serve the purpose of the Basic school. With the viewpoint with which the Committee have outlined their scheme, even the Basic schools will have to be much better equipped than is the case under existing conditions. But their buildings need not be quite so elaborate, as must be the case with regard to the secondary institutions. We are, on the other hand, convinced that elaborate, ornamental, pretentiously planned structures, of the kind becoming popular in the more advanced and richer western countries, will be neither within our means, nor would they be absolutely necessary for the work to be done in these institutions. The only general features, therefore, which we would emphasise these school-buildings should possess, must be roominess, adequate provision of space for oral instruction as well as practical work, the two not being in the same room at any given time, library and reading-room facilities, laboratory or workshop, and sufficient space for games, sports, exercises, and social activities.

78. Secondary schools will not obviously be available in all villages. We would consider our entire programme of planned development launched well on the road to achievement, if we can attract a reasonable proportion of the total school-going population into the secondary system. These schools would have to be located more sparsely according to the relative population of regions within the Province, as well as in accordance with the local environment and conditions. But, even

so, their number will have to be very much greater than is the case at the present time; and this number will be determined from time to time according to the needs of the industrial development of the Province. These schools may be said to correspond to the high schools of today; but they will include work done, in part at least, both in the middle and in the high schools, in technical, agricultural, medical schools, and others of the same category; all comprised in the generic term secondary education.

79. The plans for the structure and general appearance, including the layout, the distribution of the various class-rooms, library, laboratory, workshop, and offices; the grounds for games, sports, and other activities for the physical development and general welfare of the pupils, as also for their social activities, must be worked out by some special body experienced in the building requirements of schools, and also conversant with the architectural and engineering side of the problem. On this basis, we would recommend that Government should get prepared a few standardised plans, with due regard to local conditions and the general requirements of school-life, as laid out in this Report. This would standardise the structural features of such institutions, and also help to economise in their cost. Standardisation of plans and material goes a long way, not only to simplify work, but also to economise cost. Equipment necessary for the different types of schools with reference to the kind of courses or work to be done must, likewise, be standardised; and the same procedure may be followed in their case as well. The equipment in schools will also differ according to whether a school is intended mainly for boys, or for girls. The subjects suited for girls' schools, will all need special equipment for such schools, though, perhaps, it would be far more standardised than in the case of the boys' schools. We cannot, in this place, offer any general remarks with regard to such technical or specialised equipment. All we can say is that it must be provided if the institution is at all to carry on its work satisfactorily, and the entire system, as reorganised, is to function as desired.

80. We consider, further, that there is no need to have any very considerable portion of such school equipment to be imported from abroad. With a very little additional effort all that will be needed for a proper equipment of every kind of these institutions, for every class of students, and every type of work, could be found within the country itself. And if it is not found possible immediately, we must make it one of the first items in our general programme of development to provide

all our educational needs ourselves, and thus to economise cost and find work for the unemployed. If Government would undertake, either by themselves or in collaboration with other Provincial Governments, to have manufactured such equipment on a large scale, with the aid of up-to-date mechanical and other devices now available, they would find that the cost of such equipment would be infinitely reduced; and that one of the most considerable impediments in the widest possible spread of secondary education, namely its excessive cost in the shape of high prices of books and apparatus, etc., needed for it, will be very considerably reduced.

81. Equipment will, of course, vary, as already observed according as a particular institution is either devoted to special work in industrial craft, or agricultural practice, or commercial organisation, or is an institution mainly concerned with girls' education. The Committee feel persuaded that in spite of the economic handicap of this Province, generally speaking, it would not be advisable to combine, in one and the same school, more than one generic type of practical work or bias, so that there may not be needless dissipation and mixing up of occupations or work. This does not mean that only one single occupational study should be cultivated in one school. All the connected branches and associated work may be included. Thus, for example, in a secondary school of a commercial bias, short-hand, book-keeping, type-writing, and the care as well as repair of the machines; correspondence and filing of all commercial documents; some idea of the mechanised equipment of modern office organisation, must all be included. Or again, in a girls' school, cooking, including kitchen equipment of all kinds; the relative economy of different kinds of fuel; sewing machines as much as the primitive thread and needle; embroidery frames; spinning and weaving tools and implements, mechanism for preparing tinned or preserved food, provisions, may be added. We should also make arrangements in girls' schools for instruction in child-training, so that girls who have received secondary education would be competent to look after children of the pre-school age, and so solve the problem of pre-school education in a large measure.

82. In order to carry this out effectively, however, it is necessary to think out in advance very carefully a provincial plan of distributing such institutions in accordance with the conditions of local environment. This means that, while, on the one hand, the largest possible variety of such institutions will in course of time be available throughout the Province,

not too many institutions needlessly repeat or duplicate the work done by other institutions within the same district, or within easy reach of the same population served for this purpose by two or more similar institutions. This does not mean, of course, that in a regional unit there should not be more than one institution of a like kind devoted, more or less, to the same generic type of work. It only means that, in accordance with the needs of the region, the institutions carrying on this kind of education should not be duplicated, and the resources available should be utilised with forethought and economy.

83. Let us next consider the average time-table and working hours of the schools. As in the case of the Basic education, the school year should normally consist of about 250 days, with a margin of variation of not more than 5 per cent at either end. This means a normal school year of not less than 235 and not more than 265 working days. This period may, however, be distributed throughout the calendar year in accordance with the convenience of each locality, each type of educational institution, the category of work done therein, and the population each has to serve. One of the minor impediments, which render the progress of secondary education under present conditions very slow, is the general disregard shown to local convenience in the determination of the length of the school period, and the layout of the general school year throughout the Province. It is unnecessary to insist on a dead level of monotony in the length and distribution of the school period in a year, especially if, as would appear hereafter more clearly, the present system of frequent examination is replaced by just one examination at the end of the secondary stage. The actual routine of the school need not be very much interfered with, because of the necessity of conforming to a uniform period in regard to examinations. Schools or educational institutions must, therefore, be left considerable discretion in the matter. They must have autonomy to determine their school period in accordance with local conditions and convenience that they alone are the best qualified to judge. Even the determination by the central authority of the standard length of the school year is rather by way of convenience, than as a rigid rule from which no variation is to be permitted.

84. The school year will, of course, be broken, at convenient points, with relatively short intervals, say of a fortnight or ten days each, in the middle of the year, followed at the end by a relatively longer interval of a month or six

weeks of the long vacation. The regular weekly holidays and other public holidays obtaining in the Province, would of course, be observed, in addition to the vacation. We have allowed a minimum of 235 working school days, which provides an ample margin for the exercise of discretion by the school authorities.

85. The purpose of the larger breaks is not only to allow some change of work and scene, so as to avoid monotony and lifeless routine but also to carry on various extra-curricular activities which form part of a living school. We think these are necessary and advisable to be carried on during the off-school period. Vacations, long or short, may be utilised, not only for recreational purposes, but also for a better understanding of the world around, and a better appreciation of the conditions of life, prevailing outside the school. An attempt at utilising, in the manner just mentioned, the periodic vacations or holidays should, indeed, not give the impression of a further imposition of additional, though different, work upon the pupils. All work during such periods must necessarily be voluntary. If it is made attractive and interesting enough, we need apprehend no difficulty in getting all pupils, or at least an overwhelmingly large proportion of them, to join in such extra activities of the institution. We would particularly desire, for the better fulfilment of the objective we have in view, that such vacations or periodic holidays should, as far as possible, not occur in all parts of the Province at the same time. The working of educational institutions, as well as the general life of the people in one part of the country, should be open to observation by pupils and teachers from another part when the latter are on a holiday. This would permit better appreciation as well as a sense of solidarity amongst the pupils concerned. The holidaying teachers and pupils may then not only come to know better their fellow-teachers and pupils in other parts of the Province, but also join in their work, interchange ideas, compare experiences and achievements, and so add to the value derived from education.

86. In addition to such fairly considerable periodical holidays and vacations, there will be special holidays. These will be holidays, in accordance with the customs and usages of the people, and in accordance with the importance of the festivals to be observed during such holidays. Such special holidays, even when they are not exclusively sectarian or communal, offer the possibility of promoting a better understanding of the social life of the people, and its intrinsic solidarity.

On every occasion of a special, sectarian, or communal holiday, again, some effort must be made to explain properly and sympathetically the nature of the occasion for which the holiday has been given, its use or purpose, its social and national significance, in order to promote inter-communal understanding. We cannot repeat it too often that the proper utilisation of occasional, periodical, and special holidays has yet to be fully appreciated in this country. We would, accordingly, suggest that some general scheme should be worked out for the proper utilisation of these occasional holidays.

87. Occasional holidays of this kind in India do, of course, vary, not only from province to province, but also from community to community. In one and the same region, therefore, there may be holidays which interest differently different communities. With a view to promoting a sense of solidarity of the people, every attempt should be made to utilise these sectional or communal holidays to make the pupils realise the historical occasion and the social meaning of such holidays, so as to make them understand the sentiments associated with them, especially if they belong to communities other than one's own. It is only by a proper understanding of the festivals or occasions of rejoicing of every community that the young mind would insensibly develop a sense of unity and fellowship. The Committee would desire, wherever possible, that communal holidays should be made public holidays throughout the Province, if the occasion is of sufficient solemnity or rejoicing for any considerable community, and their numbers are sufficient, either in the Province or in the country, to justify their universalisation.

88. The educational importance of occasional holidays may also be further emphasised, if, throughout the Province, some public holiday of universal acceptance is observed, wherein all communities may join, irrespective of differences of creed. This would help to emphasise further, not only the solidarity of the people, but also the social unity, or at least cordiality amongst them. Hitherto such a common holiday has been provided by occasions like the Durbar Day, or the King-Emperor's Birthday. But they have no roots amongst the people in general, nor do they strike any chord in their social or cultural heritage. The same may be said, only with greater emphasis, of such other universal holidays throughout India as are provided by the Easter or Christmas holidays. They are holidays enjoyed by the whole country, simply because they are the holidays of the governing class, and have no other

meaning or significance to the people of this country. Elsewhere, a single day for example the 14th July in France or the 4th July in the United States is regarded as a National Day of rejoicing, in the one case because on that day 150 years ago the Bastille, the visible symbol of monarchical despotism, fell: and in the other case, because on that day nearly 170 years ago the Declaration of Independence was proclaimed, and the existence of the United States as a separate sovereign people came into existence. There is no reason why in this country we should not be able to agree upon a similar day of universal celebration throughout the country, irrespective of communities, creeds, or classes. The 26th of January has, for instance, been selected in the provinces where the Congress ministries are in office as a day of general rejoicing. This is the day on which the first proclamation of the desire of India to attain National Independence was made in 1930. Whether or not this particular day is agreed upon for the purpose the Committee have in view is immaterial. All that the Committee desire to emphasise is that some day should be agreed upon for universal celebration irrespective of differences of class, creed, or community, wherein all children can join along with their parents and teachers, friends and relatives, in common rejoicings, because the day is significant of some national event in which all are equally concerned, and to preserve the memory of which all are equally resolved.

89. In this connection we may mention that a special period, say about a week, may be set apart every year during the academic period, which may be described as the Labour Week. During this period teachers and pupils in educational institutions should be required to join with the community around them in carrying out some important form of manual or social work which may be useful for the school itself, or may interest the community around them. One obvious purpose in setting apart such a period, and emphasising this kind of association in the active work of the community, is to emphasise the unity and solidarity of the entire community irrespective of classes or sects, and the identity of interests and purposes between the school and the people around. Another objective is the much needed emphasis on the dignity of labour through such work.

90. The work selected for this purpose must be useful either for the school itself, or for the people around, preferably the latter, as, by this means, the collaborative value of all social work will be emphasised, and the sense of unity with the people around will be stimulated. Further, the

people in general will also come to appreciate, by this means, the utility of the school in their midst, and the education it provides much better than is the case today when the school stands out as something outside, if not altogether, alien to the people amidst whom it is located. The children, finally, who engage in such work along with their elders and teachers, will have a special satisfaction of their own in doing things in real life, and on a wider scale, where the concrete value of the work done is normally recognised, and where the results are much more obvious than in the ordinary school routine.

91. This work, the Committee further recommend, should be organised on some deliberate plan thought out in advance. It must be made applicable throughout the Province, though its actual time and duration may vary from region to region. In one and the same district, however, it is advisable that all schools should take this period simultaneously, so that the principal objective mentioned above may be more clearly demonstrated. But these are matters of detail which, the Committee consider, are beyond their province. They would, therefore, recommend to the authorities concerned to work out independently these details with sufficient room for adjustment from time to time as the growing experience may necessitate.

92. As regards the utilisation of holidays, the Committee are convinced that the real object of organised holidays will not be served, unless they are used to promote extra-curricular activities. These latter have as much bearing upon the general mental development of the pupils, and the cultivation of their physical and mental powers and interest, as the normal activities of the school. Though essentially voluntary in character, they must nevertheless be able to secure the participation of the largest possible proportion of the school population by their very attractiveness. We consider it, therefore, essential that a programme of utilising periodic holidays and vacations be drawn up at the commencement of each academic year in every school for encouraging and carrying out extra-curricular activities, which may not find the same scope in the normal academic session. Some collaborative work of common interest and utility, e.g., joining in harvesting operations, should be included to emphasise the identity of interest between the school population and the community around. Tours of an educational character, involving visits to places of historical or religious interest, of scientific significance or with literary and cultural associations, may be organised, to provide not only a

wider and more real view of the country and of its history, but also a better appreciation of the habits, customs and social heritage of the Province.

93. To facilitate such tours of an educational character during vacations, all public authorities concerned with the transport facilities in the country, whether under the Central Government, or under the Provincial Government, should join and provide the special concessions needed to enable these tours being carried out economically and with advantage to the students. We would like to stress the value of tours on foot, i. e. hiking by school children as much as possible during their longer holidays. During the course of these tours, opportunity must be taken to hold inter-school debates or discussions on subjects of common interest, so as to promote a better understanding of matters of topical and social importance, and viewpoints of people living under different conditions, within the same province, or having different faiths. In every such activity the teachers, or some of them, must be directly associated, and the function must be a collective school function even though only a part of the school may have joined in any given function.

94. Other extra-curricular activities, which would make the school a more vital part of the community in which it is located, as well as to make its work more effective and better understood, may be found in organising local societies in each school for purposes of debating or dramatic performances, for organising exhibitions or sales of work, or such other local occasions which have both a social and educational value. Cinema or dramatic performances, lantern lectures, exhibitions of school work, radio talks, public lectures, games and sports organised by the school authorities or students' gymkhanas, and, above all, social gatherings of parents on the School Day proper, which should be instituted in every school, must form regular features of the normal working of every educational institution wherever possible.

95. Every school, again, must have its own self-governing institutions, like a co-operative school-shop, reading-room, club, gymkhana, parliament and the like which must be managed by the students themselves in order to familiarise them with and train them in the forms and methods of self-government. For a democratic community, as we hope India of the future to be, nothing is so important as these institutions to inculcate

self-discipline, initiative, and a sense of responsibility. Teachers and other school authorities should take every step to popularise, encourage, and promote these first steps in the art and science of self-government. We would also recommend a proper organisation of students' union in every school. Many matters affecting the general management and working of the school can be well settled in consultation between the school authorities and representatives of the students' unions or councils. There is no natural, inherent, inevitable, antagonism between the students as a body and the authorities responsible for the conduct of the school. The sentiment of opposition or hostility, still noticeable in certain parts of the country, is the outcome, partly, of our unhappy past in recent years, wherein the school authorities often stood out as an alien body against which the students felt an unconscious urge to revolt, and partly of a mistaken conception on the part of teachers of their duty to their students and the community at large. This, however, is rapidly disappearing; and it is to be hoped the change desired here will be soon accomplished.

96. In many schools such extra-curricular activities are being already carried on, but the point of contrast between the present method of carrying on such activities, and the one which we suggest ought to be adopted hereafter, is that, while today these activities are being carried on as if they were something outside the normal work of the school, or, at any rate, not quite an integral part of the school work, we would suggest that these activities be regarded as an integral part and parcel of the general educational programme to be carried out by each school. Regular time must, therefore, be found, so that all teachers and students could take part in these extra-curricular activities. The weekly or monthly time-table must, therefore, show, and the record of the whole year must also indicate, to what extent these activities were carried on by each individual institution, and how far the ultimate objectives have been achieved.

97. These activities, we need hardly add, are intended, not merely to emphasise the importance of the school work and enrich the process of education, but also to discover the latent aptitudes of each individual pupil in any particular activity. They are, in other words, opportunities for self-realisation and self-expression by the pupils for any kind of special skill that they may possess, and so their value and significance be better understood and appreciated.

98. The Committee consider it inadvisable to prescribe any rigid time-table for the normal school-work every day. This is a matter to be settled by the school authorities in accordance with local conditions and the convenience of the community served. In general, however, we may say that the ordinary school-day should not exceed 5 hours, with a little break in the period so as to permit of food being taken, and a change being introduced in the monotony of work, in order to sustain the interest and attention of the pupil.

CHAPTER V.

MAIN FEATURES OF THE SECONDARY SCHOOL CURRICULA.

99. Let us now consider the curriculum in general. The Committee do not desire, even if they were competent, to lay out in all its variety the curriculum appropriate to each category of school coming within this section—general, cultural and scientific—preparing candidates mainly for the university stage, or medical, engineering, agricultural, mechanical, commercial, or other such semi-vocational institutions, preparing candidates for certain definite occupations. All that they feel competent to discuss, in this section of their Report, is the general characteristics of the curriculum, and the principles that ought to guide the authorities framing it. It has well been observed by the Hadow Committee in its report dealing with *The Education of the Adolescent* :—*

“ A well-balanced educational system must combine these two ideals in the single conception of social individuality. The general aim should, therefore, be to offer the fullest possible scope to individuality, while keeping steadily in view the claims and needs of the society in which every individual citizen must live. The system of education in vogue in any highly civilized community at any given time is only one aspect of the national life, and is conditioned and influenced at every point by contemporary social and economic factors. Further, the school is only one of many forces that go to mould the intellectual, moral and physical character. The home, the general social environment, the churches, the State and the voluntary organisations, all have a share in the process.”

100. In framing the curriculum, accordingly, two general considerations have to be borne in mind which affect the entire system of education. While it is the fundamental aim of all education to develop the inherent powers and faculties of each individual, and provide him or her with means as well as opportunities of self-expression and self-realisation, it must likewise be the aim of any system of public education to see

*Op. cit. p. 101, section 102.

to it that the demands of social life and work are also duly met by activities of educated individuals.

101. There is nothing inherently incompatible in these two considerations vis-a-vis one another. In a properly framed curriculum, carried out by those who fully appreciate the underlying principles, it would be possible to realise both these considerations at the same time, and promote the individual as well as the social objective of education. While we do not desire to emphasise too much the claims of excessive specialisation in the secondary stage, we are anxious to rescue education from monotony, which has hitherto made it a mess of failure, disappointment, and discontent.

102. The guiding considerations, therefore, for the authority laying down the curricula for the various categories of schools or institutions in this stage would be (a) that the curriculum should be in harmony with the physical environment of the child and the material circumstances of its parents; (b) have due regard to the actual development of each child's individuality, and the aptitude displayed by it during the period of Basic education, and (c) that it should have proper regard to the social environment as well as the needs of the community in which the child has to live. The physical environment and material circumstances of the parents have to be considered, not only because these go a long way in determining the nature and extent of the child's initial equipment for education and outlook; they are also necessary to be considered because they have a close bearing on the child's later career in life. We do not wish, indeed, that a static society should be stereotyped in India wherein every child follows in its father's footsteps; where domestic business and traditional occupation of each group are assumed to be the only avenues open to the educated child; where there is no room for any initiative, originality, or enterprise for an educated person to branch out into new fields. But, at the same time, we cannot overlook the fact that by far the largest majority of individuals are influenced by these factors; and if their education at the secondary stage ignores such considerations, it would not prove as realistic as it is intended to do. And the same also applies to the social environment of the person educated, as a determining factor of great importance. We do not endorse in its entirety the existing stratified society; but we realise that if education is conducted without any reference to the actual existence of social strata, however illogical and unsuitable, we might make the rising generation

so utterly out of sympathy with its social surroundings that education, instead of being a help and a stimulus, would only be a burden and a hindrance.

103. These varied requirements would be fulfilled, generally speaking, if the curriculum is so designed as to provide a certain minimum of common cultural subjects, enriched by a large variety of optional subjects and practical work, which will vary with the different requirements of the different types of institutions doing this work.

104. The curriculum as a whole should, again, be so constructed that it is an integral, self-consistent whole, not overcrowded with disjointed or irrelevant subjects. It must, accordingly, be so organised and planned as to arouse and maintain the personal interest of each child, and yet ensure a proper degree of accuracy in the development of the child's mind. In our reorganised secondary education we should be careful to avoid the mistake made by many American schools where the collecting of certain number of credits in many haphazardly chosen and disconnected subjects or branches of subjects has come to be identified with education. Finally, it must be so conceived and laid out as to display a proper regard for local needs and circumstances, and also to stimulate each pupil's capacity through a liberal and generous provision of opportunities for practical work and self-expression.*

105. The various branches of the curriculum being planned as an integral whole will necessarily require that the several subjects be mutually coherent. In the early years, at least, no excessive specialisation should be stressed in the curriculum before the child's mind is sufficiently ripe for it. Specialisation will, no doubt, have to be introduced in the secondary stage. But even the special subject should be so treated that it generally becomes an instrument of the education of the individual. The essential unity of the entire curriculum must never be lost sight of either by the pupils or by the teachers. Life is one, and its problems, however varied in appearance, are at bottom interconnected. The proper organisation of the curriculum will, therefore, require, a careful correlation of its various parts; it would also demand a conscious correlation between the requirements of the individual and of society at large. One of the serious defects of the existing arrangement is that it induces an artificial compartmentalisation of subjects which seem to have no relation

*Cp. section 106 of "The Education of the Adolescent".

one to the other. Mathematics and Science, History and Geography, the Languages *inter se*, may be cited as examples of mutually complementary subjects, having a close bearing upon one another.

106. Though specialised work may be done by specialist teachers, it would be necessary to organise a system of regular conferences amongst the members of the staff. This would enable the teachers to maintain the integrity of the curriculum as a whole; and, at the same time, to provide opportunities for each to put forward his own viewpoint, to understand the criticism of his colleagues, and appreciate their suggestion with regard to the place of his own subject in the curriculum and in the general process of education. The pupil would also realise that the subjects are mutually complementary, and fit into a common whole.

107. We trust that if secondary education is imparted on the lines we have indicated, it will have a beneficial effect on the work and intelligence of those who are trained in these schools. The difference between an illiterate artisan working at some operation by the ordinary traditional rule-of-thumb methods, and the person trained in the craft in such a secondary school is this: whereas the former may perhaps conduct the several operations involved in his work as so much mechanical routine, without a notion of the *raison d'être* of any single operation any more than of the entire piece of workmanship, the latter should understand all the elementary laws underlying the various operations, and processes, and the place of his activity in the general scheme of things. Such a person is more likely to show originality and initiative, daring in conception, design in planning, skill in execution, judgment in adapting the product to the tastes and requirements of those around him. If all these subjects are treated so as to bring out their mutual relationship, not only will the time of the school be very considerably saved, and economy obtained in its working in consequence; but also the basic ideas underlying each activity will be brought out in their proper relief, and the process of learning will become genuinely educative.

108. In order to plan the subjects properly and make the pupil keenly and closely interested, careful attention must be paid by those who draft the curriculum to the successive stages of growth in the mental and physical development of the child. Each stage in the working out of the syllabus should correspond, as far as possible, to each successive stage in the growth of the

pupil's mind. In a subject like Mathematics, for instance, it is not difficult to realise the implication of this observation, since at every succeeding stage the work done in the preceding stage has to be borne in mind. The process of unfolding the science comes quite naturally from stage to stage, and at each stage it is connected with all those that have gone before. In subjects, on the other hand, like History and Geography, it is a little more difficult to observe this principle. Care must, therefore, be taken in advance, to see that the syllabus is so compiled as to secure, not only the proper training and education of the child, but also the proper formulation of the ideas which it is intended to instil in the mind.

109. In drawing up the curriculum, we must take into account, again, the three foci round which the Basic education has been built up, namely, the physical environment of the child, his social environment, and his craft activities. Apart from certain changes due to the psychological development of the child, these three fundamental centres remain unchanged at the secondary stage also. Education has to carry further the important process of adjusting the growing student to his manifold physical and social environment, and train him for his work in life. Amongst the subjects which are to be taught at this stage, General Science would occupy a position of importance, both because of its cultural value, and its close relationship with all kinds of practical problems and activities which arise from the child's physical environment. Elementary Physics and Chemistry can be made interesting even to an ordinary villager by being connected with and interpreted in terms of the most common phenomena of daily life. Botany and Zoology, shorn of learned technicalities or nomenclature, have the same interest. Similarly, Mechanics, Mathematics and Meteorology can and should be made more actively interesting than is the case today, provided they are related to practical life problems which are within the range of the student's interests and understanding.

110. If the social environment is to be properly understood, the introduction of a suitably integrated syllabus of social studies (History correlated with Geography, and a certain amount of Civics) would go a long way in giving an appreciation of the social background, and of the factors which help to mould and re-shape it. The subjects of general or cultural importance will help to develop the personality of the child, and make him a more useful citizen. A carefully planned and properly organised system of school activities, centring

round the life of the people amidst whom the school is placed, would also serve to impart a sense of social adjustment and unity with one's fellow-beings, which is indispensable in our modern civilisation with its growing trend towards collaborative effort.

111. These subjects of a general character will, of course, be continued throughout the period of study in those institutions which prepare pupils for admission to the university, and which will, however, form a type of schools by themselves, and cater for that class of the public which has been accustomed to provide higher, professional education for its children. This, however, does not mean that such subjects will be entirely ignored in those other schools which are of a more practical character.

112. The present curriculum in secondary schools is, indeed, on the whole, far too academic. It almost entirely ignores the practical and utilitarian aspect of secondary education stressed in this report. The cultural subjects are generally so taught as to have only two objectives, viz., either admission to the university stage, or service as clerk or subordinate. Thus treated, they naturally fail to yield anything like the full cultural value of which they may be capable. In our opinion, therefore, these cultural subjects, whether in the general or in the specialised institutions, will have to be so taught, that, besides yielding their maximum cultural value, they would throw new light on the practical subjects taught in the schools, and thereby widen the interests of the pupils. Such students would be much better educated in the real sense of the term, and their capacity to fit in with the scheme of things existing around them would be much greater, than under present conditions.

113. In this connection, we are anxious to make it clear that the antithesis usually made out between the cultural and the utilitarian values of the different branches of education and of various studies is really based on a misconception. There is no inherent opposition between these two, nor is it necessary to assume that in cultivating the one we must necessarily ignore or under-rate the other. The two are closely connected, and this a good teacher, in a properly organised school, will have no difficulty in bringing out. Woodwork, for example, or gardening, may, at first sight, appear to have a purely utilitarian value. And yet the artistic and aesthetic values cultivated through a proper execution of woodwork, the

disciplined skill necessary to achieve its finish, the proper appreciation of form and colour and general harmony, will bring about a truly cultural growth, even though in appearance the utilitarian motive will be preponderant.

114. Whatever the subject taught, or activity carried on, attention must be paid to the cultural value of the tradition and history of the Indian people. History and Civics have been hitherto taught in this country in such a manner as not to inspire respect, reverence and love for our tradition and culture. Every effort must be made to undo this tendency and to make the children in the school appreciate genuinely the true richness of Indian tradition and Indian culture. This does not mean, of course, that such an appreciation would stand in the way of intelligent criticism of one's own intellectual or cultural heritage. The study of History should not be a mere blind laudation of the past, without a proper evaluation of its defects and shortcomings. Similarly, the study of Civics must not uncritically lead us to accept all institutions, customs and usages without explaining their place in the entire frame-work of the social system, and their shortcomings. But a genuine appreciation of all that is valuable in Indian culture, all that it has derived from the various cultural streams, Hindu, Buddhist, Muslim, European, is an essential requisite in the intellectual and emotional make-up of a properly educated Indian.

115. All this, however, rests eventually with the teacher. A born teacher, with genuine sympathy with his own tradition and culture, and yet with a sense of proportion in dealing with such subjects, will inculcate love and reverence for one's own, without, however, making one blind to the faults or defects of what is regarded as one's own. The teacher would not rest content with mere enumeration of facts and their memorisation, which is the common characteristic of our schools, but would replace it with a system of independent and intelligent inquiry, which will arouse and maintain a spirit of sympathetic criticism and make appreciation, where it comes in, firm, genuine and sustained. Then alone would we have succeeded in truly educating our people.

116. Apart from a common minimum of subjects of compulsory study, which will be found in all secondary institutions, there must be a large variety of optional and additional subjects to fit in with the foregoing consideration. Optional or additional subjects may not be needed for passing any final test; but they are each necessary for its own special objective.

'Additional or special subjects of study, or branches of activity, may be taken up by the more promising and ambitious pupils, not merely to show their greater excellence in study, but also to round up the subjects of their own main interest by collateral branches or associated activities or with the object of catering to the development of some special interest or capacity in the pupil. It may serve as an aid to some special form of self-expression which would promote greater fullness of life in the individual so educated. The basic requirement of secondary education being to train the special aptitude of each individual pupil, with a practical or utilitarian objective in view, the optional and additional subjects should, of course, be so treated as to harmonise with the special subjects or activities or work.

117. At this point we may add that the inclusion of additional or optional subjects will require certain technical or administrative difficulties to be faced. Framing of a time-table, for example, will be more difficult if due importance is to be given to these additional or optional subjects, and yet the integrity of the main work of the school is not to be prejudiced. There is also the consideration of the cost of varying equipment and staff, necessary for proper instruction and training in such subjects. In proportion as additional or optional subjects require attention during the normal school-time, and in proportion as they cannot be attended to in off-school time, the authorities responsible for framing the list of activities for the school will have to secure the co-operation of parents and guardians, as well as of the general community. The entire school staff must also join to see that time as well as facilities are available for the proper cultivation of these additional and optional subjects.

118. The time-table of the schools cannot obviously be framed according to a rigid, prescribed pattern. For purposes of administrative convenience, a certain degree of fixity will, no doubt, have to be observed. But a margin of elasticity will be found useful, particularly if certain types of activities are carried on in groups, not necessarily coinciding with the ordinary classes in the school. Groups of those interested in any special, optional, or additional activity, which is not necessarily and compulsorily a part of the normal school routine, may work together, irrespective of distinctions between the different standards or classes. The juniors and

seniors meeting together in pursuit of the same interest, which has no binding force in them of an examination, or mark-list, or any such compelling, mechanical consideration, will really help to intensify the process of education.

119. In connection with such extra work, additional time and labour will have to be devoted by teachers as well as by pupils, by parents and guardians, as well as by the community at large. The latter must not consider its duty done merely by providing the necessary institutions and their needful equipment of men and material and apparatus. If the community at large is to be really interested in the process of education throughout this stage, it must see to it that every phase of education is intimately associated with its aspirations, activities, and interests.

120. The distinction, it may be added, between optional and compulsory subjects need not necessarily run on any ground of class or sex. On the principle of social and civic equality in a democratic community, it would be desirable to keep every activity of the school, in instruction, games and sports, social activities, or other work, equally open to all classes and both sexes of pupils. As already mentioned, the object of additional and optional subjects is to avoid over-emphasis on utilitarian considerations. Lines of demarcation based on sex or class have, therefore, no significance in this regard. On the other hand, the insistence on certain subjects and activities as compulsory has the same justification, viz., the provision of a certain common measure of cultural values in the secondary stage of education. Reasons of convenience, however, may necessitate a certain distinction being made between the curriculum designed mainly for boys' schools, and that principally for girls' schools. This, needless to say, is not intended to imply any differentiation between the citizens of the opposite sexes. It is merely a recognition of the existing customs and usages and differences of normal functions, and attempt to see that the general process of girls' education, in its broadest sense, is not arrested needlessly by the dead-weight of social prejudice, which it would be futile to ignore. But no other grounds of distinction such as the difference in economic classes, hereditary occupations, or castes, need find the slightest recognition in designing different curricula.

121. The following list of compulsory as well as optional or additional subjects is appended, not as being exhaustive or final, but only as illustrative of the foregoing arguments:—

Compulsory subjects—

Languages and Literature;
 Social Studies (History, Geography and Civics);
 General Science; Elementary Mathematics.

Optional subjects—

Additional (or second) Languages;
 Mathematics, of a more advanced type;
 Science.

122. In order that knowledge thus received may be abiding, and the development of the personality fuller and more expressive, education in the secondary stage should obviously be conducted through the mother-tongue of the pupil. A proper knowledge of the mother-tongue is thus of the utmost importance. In all kinds of secondary schools, therefore, and during its entire period, it is necessary to make an adequate study of the mother-tongue, so as to be able to use it as an instrument for the acquisition of knowledge and the lucid expression of ideas.

123. In the case of those whose mother-tongue is not the principal language of the people of this Province, viz., Hindustani, some provision will have to be made to teach them the language of the Province along with their own mother-tongue. An additional subject will, thus, in their case, have to be added, consisting of the provincial language, which they must study side by side with their own language. As regards Hindustani, every Bihari will be expected to know both the scripts in which that language is commonly written, Hindi as well as Urdu. In the language readers, it would be advisable to include, besides literary passages in Urdu and Hindi, as the case may be, common passages in Hindustani. The question, we believe, is being considered in detail by the Hindustani Committee; and so we need say no more on the subject in this place.

124. So far as the question of the medium of instruction in the secondary stage is concerned, there may be no doubt that Hindustani, the language of the Province, must be that medium.

The adoption of the provincial language as the universal medium of instruction in all classes in the secondary stage would ensure that the instruction imparted and the training given is as thorough as possible. It would also help to promote a spirit of national solidarity. The Committee would only note here that at the stage of Basic education due attention has been shown to the claims of the mother-tongue of such sections of the population as the Oriyas, or the Bengalis, who do not speak the prevailing language of the Province. In this more advanced stage, the insistence on a uniform medium of instruction, Hindustani, in all schools is necessary, if we desire instruction to be conducted on truly national and practical lines.

125. As Hindustani is the common language of this Province, we need not consider such questions as to how far the mother-tongue or the home language of any considerable section of the people of this Province is adequate for efficient instruction in any subject in the secondary stage. This does not mean any indifference to the claims of such other languages, especially if they are as rich as Bengali. Room may be found for them in the optional or additional group of studies by including these as additional or second languages to be studied as optional subjects. The Committee recommend that one additional language be made compulsory, in secondary schools, and, in certain types of schools, it be English. For example, schools preparing students for science courses in the university, this may be particularly desirable. On the other hand, some other Indian or European language may also be included on an optional basis. If there are local languages whose claims to consideration must be recognised, the suggestion just made, of including them in the optional or additional group will meet the case.

126. Beyond this, no further recognition of other languages need be permitted as a definite part of the curriculum. The Committee do not think any injustice or indifference would be involved in this recommendation to linguistic or cultural minorities like the Oriyas, or the Bengalis. Each of these people is free, under our previous suggestion, to develop its own language.

127. In this connection we would lay special stress on the part which a properly organised library can play in the life and work of a secondary school. Books of history and biography, of travel and adventure, of drama and poetry, or simple stories and historical novels, may be interesting and educative for the average adolescent mind. We cannot

emphasise too much the need for an adequate library in every school if the process of education is to be really complete. The library must not be regarded as only a piece of ornament, or formal equipment. It must be a living part of the entire organism, where all classes of pupils and teachers pass regularly some portion of their working day, and which is utilised by them, as often as possible, as part of their daily life.

128. The Committee do not desire to offer remarks in detail with regard to the other compulsory subjects, like General Science, Geography, Civics or Social Studies, to use the comprehensive term. But it must be remembered that History and Geography are subjects of such intense human value, that the teachers of these subjects would have to be special adepts in their own subjects to be able to make them live. The educative value of the study of History lies in an appreciation of the perspective of organised society and of social development, and the interconnection of the various currents that have affected and shaped modern life. The study of History would have been futile, if it could not show, to the average mind, even at this stage, that the present is but the irresistible and inevitable outcome and development of all that has gone before, and a presage of the future we may hope to attain. The spur to exertion for betterment and reconstruction is perhaps provided by no other subject so effectively as by History. The Committee accordingly believe that the interconnection and mutual dependence between the past, present, and the future, which is the significant lesson of History, can only be taught if a broad view is taken of the entire outline of human evolution. This would imply that History taught at this stage should not be confined merely to the study of one's own country, but should also give some idea of the developments associated with the history of the world.

129. The same must be said of Geography, which has hitherto been treated in the curriculum in a somewhat step-motherly fashion. Study of the maps, globes and travel-tales and stories of adventure and discovery, make their own appeal to the pupil's mind at this stage. Geography must, therefore, be an exercise, as well as an excitement; a lesson, as well as an adventure, cultivating an acquaintance with real life in all its variety of climate and appearance, all its amazing wealth of physical detail and material utility, linking the civilised world of commerce into one mass, notwithstanding the oceans that separate, and the mountains that make insurmountable barriers. Countries and places of interest must not be mere names to be learnt by heart, but they must be

associated with some definite phenomena of direct human interest for the student. The correlation with History as well as with civic life will help to promote a broad view of culture and civilisation, and tend to break down some of the intellectual barriers which divide peoples from each other at present.

130. As regards those significant but intangible parts of the curriculum, which are concerned with the inculcation of good manners, habits of cleanliness and discipline, of courtesy and considerateness, the Committee do not feel it necessary to make any specific recommendations because a good deal of this ground should have been covered during the period of Basic education. The school, we have insisted again and again, is a social centre, which, in the ordinary course of its social and academic work, will provide the necessary training in these directions as a normal part of its function. Regularity in attendance, cleanliness in clothing and appearance, politeness in speech, will not be effectively inculcated if they are made matters of rigid school discipline, to be enforced by means of some definite sanctions of punishments or rewards. They are much more truly and abidingly inculcated by the general tone and atmosphere of the school, if only the teachers and other authorities connected with the school insist, in their own behaviour and intercourse, with the pupil as well as the world outside, on their observation. The authorities concerned with the general supervision of schools, whether they are the inspectors appointed by the Government, or visitors on behalf of the community in which a given school is placed, must note these items in the actual working of the school, and use every opportunity to see to it that these are regularly cultivated as a by-product of school life and activities.

131. The provision of moral instruction, and the development of the moral consciousness of the pupil, must be regarded as one of the fundamental duties of every system of public education. The Committee are, however, fully aware that such education is not, and cannot be, imparted by any definite lessons or instruction, to be provided for in a regular timetable or curriculum of school work. It is the outcome of the teacher's personal character and ideals and his method of handling every subject and activity that occupies the school time, and fills the largest part of the growing consciousness of the pupil. The organisation and work of the schools, as well as the personal influence of the teacher, must make moral education an unconscious part of each lesson given, of each activity pursued, so as to inculcate moral values integrally into the character of the pupil.

132. The same, however, cannot be said of religious instruction, conceived in its somewhat narrower aspect, i.e., teaching of a creed, dogma, or ritual, of the different religions. The Committee are aware, no doubt, that there is a considerable and strong feeling in favour of providing religious instruction in schools. The existing system has often been condemned in India on the ground that secondary education, as now-a-days imparted, was calculated to make people indifferent to their religion, and thus to make them godless in their beliefs as well as their relationship to the world around them. But the variety of religions professed in the country, and other factors arising out of this variety, make the problem of providing systematic religious instruction as part of the system of public education extremely difficult and complicated. Under the existing conditions in India, the Committee are afraid that the introduction of regular religious teaching in public secondary schools is beset with great difficulties; and if the State were charged with this duty, it may open the way to many conflicts and clashes. What the schools maintained at public cost can be expected to do is to provide facilities for such instruction arranged by the community concerned, in the shape, for example, of the allotment of a room for such instruction or time set apart for the purpose after regular school work. Even this facility might be provided strictly on condition that the parents and guardians of the children concerned make their own arrangements to provide the religious instruction they desire; and on condition, further, that no such instruction provided in the public school, even at the cost and by the efforts of the parents themselves, shall be such in tone or content, as would militate against the spirit of harmony and tolerance that should prevail amongst the pupils. We conceive it to be one of the most important objectives of organised public education that a sense of solidarity and a community of interest be engendered between all sections of the population. Anything which tends to weaken that sense, undermine or frustrate it, must unhesitatingly be condemned.

133. "The purpose and object of physical education" says the second volume of the Hadow Committee Report on The Education of the Adolescent in special notes on the curriculum, "is not merely to improve the physical condition of the children and to secure the full development of their health and strength, but also to aid in the development of their mental powers and in the formation of character. Physical education,

therefore, has a physical effect on the body and an educational effect on the mind.”*

134. The Committee endorse these remarks, and recommend that physical training in all secondary schools be made universal and compulsory. The secondary stage of education comes at a period in the growth of the individual, when rigid habits of mind and body have not yet been formed. Left to the voluntary choice of each individual, it is not only likely that the systematic cultivation of the mind and the body, as implied in a compulsory system of regular physical training through prescribed exercises, games and sports, will be neglected; it is highly probable that, even if cultivated, the effect would be disjointed and unco-ordinated, having no real educative value for the individual or the community. It is unnecessary to specify in detail the various forms and methods in which physical training can be given in secondary schools. Indian tradition is rich in physical exercises which are good for the mind and body, and which, revived and modernised, will provide a suitable system of physical training for school children.

135. The Committee would interpret the term physical training in the most comprehensive sense possible, and include therein all kinds of physical exercises, including games and sports, calculated to minister to the physical development of the growing organism, and also to help to inculcate habits of resourcefulness, self-restraint, and teamwork, of organisation and discipline, of loyalty and command, which are indispensable in all progressive civilised society. We have no special predilection to any particular forms of indoor games or outdoor sports. But the Committee would recommend in general that, as far as possible, the material, accessories and equipment required for games, sports, or physical exercises should not be such as would need to be imported from abroad. All such material must be manufactured in the country itself, so that mere considerations of cost may not deter any school from providing them. If necessary, the Committee would even venture to recommend that public organisations or the Government departments concerned, should actively undertake, or at least encourage, the building up of the industries needed for providing these materials.

136. To obtain the best possible results from such systematic and universal physical training, on a compulsory

*Op. cit., pages 242-243.

basis, the Committee are aware, it would be necessary to have a sound body, properly nourished and maintained. We are, at the same time, also aware that the diet normally available for the children of this Province is inadequate and unsatisfactory, and needs to be materially supplemented if the best results are to be obtained from the physical training we have advocated. We would, accordingly, recommend that some provision be made, wherever any deficiency is noted, for feeding necessitous children in schools. The Committee are afraid that, in the absence of proper diet, regular physical exercises may possibly do more harm than good to the students concerned. Accordingly, even though they are aware of the additional expenditure involved in this recommendation, they repeat that without proper nourishment, it should not be reasonable to expect any great results from a system of regular physical training.

137. Such organisations as Boy Scouts or Girl Guides or *Bratacharis* should also become regular features of the collective school life and its corporate activities. They need not be the counterparts or branches of foreign organisations going under these names. But the psychological basis of such organisations, and the emphasis they place upon the development of particular aspects of character, cannot but be regarded as highly valuable. As such, every school should have such organisations, in which boys and girls of every age may join and work together. They help to develop a spirit of initiative and enterprise, which may not be developed to the same extent in other activities. It is, however, necessary to link them much more closely with some actual form of social service than has been the case hitherto, so as to provide character training in and through such situations as they are likely to meet with in their later life.

138. The place of the teacher in all such activities and organisations is entirely in the background. The organisers, officers and workers in such student bodies must be found only from among the students themselves. It would be much better, from an educational standpoint, that they make mistakes and learn from their mistakes, than that, by the constant presence and guidance of the teacher, they fail to display any initiative of their own, and manifest any enterprise.

CHAPTER VI.

ARTS AND CRAFTS AND VOCATIONAL BIAS IN SECONDARY EDUCATION.

139. The central feature of our proposals for the re-organisation of secondary education in this Province is a diversification of studies and a growing bias in favour of practical, utilitarian and vocational branches of study. In proposing the far-reaching change in the prevalent conception of secondary education, we are actuated by the belief that *all education at the secondary stage is vocational education*, in the sense that the mental and practical aptitudes of youth can be adequately developed only if they are given the chance to exercise themselves on some constructive activities which are congenial to them. The recent report of the Consultative Committee of the Board of Education on secondary education (generally known as Spens Report, p. 269) endorses these views in unmistakable terms:—

“ It is not always realised how much truth there is in the view expressed in a memorandum submitted to us by a distinguished American educational administrator, Dr. John L. Tildsley, of the New York Board of Education. ‘ There is no subject ’, he wrote, ‘ in the curriculum of any type of vocational school for any age of boy or girl that might not be liberalised while at the same time furnishing the highest degree of vocational effectiveness ’. Certainly, in any subject worthy of inclusion in a school curriculum it should be possible to lead the pupil to look beyond the immediate processes in which he is engaged to a wider human and social background. A subject which requires the extreme accuracy of working necessitated by many forms of workshop training can scarcely fail to provide a real moral and intellectual discipline. Any subject which is so taught as to perform this dual function, demanding a high standard of accomplishment and at the same time awakening in the learner a sense of its wider meaning, serves in a sense

the same end, whether in conventional terminology it is called academic or technical, liberal or vocational. Its effect is the same: 'the unfolding', to quote Dr. Tildsley again, 'of all the powers in the man, the making of them usable to the utmost degree in the special phase of production or the special phase of living in which he may chance to engage.'

We recognise that in the case of some boys and girls these activities may be of an unsuitable nature; and for them we consider the present type of school with certain modifications to be a likely means of education and self-expression. But, in the case of a majority of students, natural avenues for their self-expression and development must be sought in other types of work and activity, which will be, on the whole, much more practical than the present routine.

140. Secondary education being organised more and more on a practical or utilitarian basis, a majority of the schools will emphasise certain crafts, or technical subjects instead of seeking to divert all pupils into one blind alley. All such practical or specialised work should not be interpreted as direct preparation for the future career of the individual. Practical work is introduced in school, principally because it helps to stimulate manual skill and mental activity and to cultivate interests which last far beyond the scholastic stage. It is thus a most important factor in the general process of education in the best sense of the word.*

141. The Committee propose to retain also the present type of secondary institution, which is concerned principally, if not exclusively, with general education, and deals with subjects collectively described as "humanities". These must remain, because there is a section of the community which demands such education as preparation for a higher stage; and because the higher literary and scientific education, for which it prepares the students, is vitally necessary for the intellectual development of the nation. But, under the recommendations of the Committee, even these institutions of

*Cp. "The Education of the Adolescent", section 125: "Such form of education for older pupils is not only legitimate and reasonable, in view of the conditions of modern life, but for many pupils may also be the best for personal development, since it not infrequently releases the finer energies of mind, which a more general education would leave inert".

a general cultural character will handle the subjects taught and the activities carried on there, so that their practical value will be fully exploited. †

142. In schools organised expressly on a vocational, occupational, or utilitarian basis, the inspiration of the work done will be the particular craft or groups of occupations, for which pupils show a natural bent. On the other hand, in the general school dealing principally with the 'humanities', attention will be paid primarily to the cultural subjects as preparing the candidates for their education in the university. These subjects will form the special medium of self-expression for them. But even though these purely cultural subjects are principally attended to in some secondary schools—Languages, History, Science, Civics, Mathematics—they need not be treated as if they were devoid of all practical utility. Language is an indispensable asset in many lines of work like literature, journalism, commercial advertising, etc. History, Geography, Mathematics, even if primarily of cultural value, have a close bearing on the proper appreciation of many crafts and occupations. Woodwork, metalwork, pottery; spinning and weaving, agriculture and gardening, have all a historical background, a geographical significance, a mathematical basis, which cannot be disregarded without detriment to a thorough grasp of the technique of these crafts. The Committee, accordingly, consider it of the utmost importance that in secondary schools, while craft activities should be carried on with an eye to their cultural value and implication, cultural subjects should also be handled so far as possible from a practical stand-point.

†For clarity of nomenclature, it would be as well to add here some definition of the terms "Vocational" and "Practical bias" in education. The second volume of the Hadow Committee's Report on the *Education of the Adolescent*, (sections 125, 126) defines Vocational Education as follows:—

"We use the expression 'Vocational Education' as meaning a course of teaching and training which gives to the pupil's studies a definite direction towards the requirements of some particular calling or some group of callings."

* * * * *

"We propose to use the term 'Practical bias' to denote the emphasis laid in the school curriculum on practical aspects of certain subjects without involving work in the technicalities of any one specific trade or occupation."

We cannot improve upon these definitions, and so would endorse and accept them *in toto* for the purposes of this Report.

143. On this basis, the distribution of institutions in the secondary stage throughout the Province, would be a problem of no mean difficulty. The Committee do not consider it within their terms of reference to lay out a detailed scheme of such distribution. They have neither the material nor the local experience necessary for outlining such a scheme. It is the business of a special body commanding the requisite material and experience to work out such a concrete scheme on the basis of the recommendations. All that we need affirm is that these schools should be distributed throughout the Province, so as to meet the special needs and requirements of different regions and different classes. Pupils will not forget, as they do in most cases today almost immediately they leave school, much of what they learnt there, if the subjects taught in school had a real and definite place in their daily lives. This holds good even though we realise that in many respects schools in different parts of the Province will be working under similar conditions and with similar material.

144. It must also be remembered that, in schools specialising in certain local crafts, all the pupils cannot come from the same locality. Some of them will have to come from more distant parts of the Province, if they show sufficient aptitude, and have a fair scope for useful activity after receiving proper training for the same. In such cases, too, the problem of grouping or distributing such central and specialised institutions, so that due advantage can be taken of them all over the area, would have to be tackled in collaboration with other departments of the state and in accordance with the programme of provincial development.

145. Even in such institutions, as the schools mainly for girls and those principally for boys, each with a curriculum and a list of activities appropriate to its special character, it would be impossible to expect in every case that only the local girls or boys, as the case may be, should fill such a school. Particularly so will be the case for the girls' schools specialising in subjects and activities of domestic utility, house-craft, including cooking, elementary hygiene and care of babies, laundry work, household economy, cutting, sewing, and mending garments, the finer arts of music, dancing, painting, etc. In the earlier years of the plan, when girls have yet to be persuaded to attend secondary schools in adequate numbers, and the full number of schools has not been started, girls will come from various parts of the district to attend these central schools, and necessary arrangements will have to be made for the purpose by the State.

146. It is impossible for any educational system to provide specific training facilities to develop the special aptitude of each individual. But since we are dealing with very large numbers—such as the adolescent population of this Province—we may safely assume that there are broad general categories, or classes of aptitudes and abilities, into which the student population may be divided. They are, objectively considered, required for meeting the different needs of everyday life. Hence, while the Committee do not apprehend that the provision of such varied educational facilities as we have recommended would be beyond the means of the Provincial Government, they would not under-estimate the practical, administrative or organisational difficulties that lie in the way.

147. The Committee fully recognise the heavy handicaps under which India as a whole, and this Province in particular, labour. We are passing through an age of transition. During this period of transition, we are awakening to a new consciousness of our possibilities and resources, of our objectives and handicaps. Socially, politically, industrially, what was regarded only a generation ago as but the theme of idle vision has now come within the scope of “practical politics”. With this changing background of motives and objectives, all attempts at reorganisation and reconstruction, if they are to be successful, must look forward to the future and the forces which are reshaping present conditions. The emphasis, for example, which is being placed increasingly on introducing handicrafts in schools, as a means of better, more useful, and more lasting education, has a different significance for different minds. To the type of mind which looks upon India as for ever the land of the small craftsman, working by himself with simple tools, and for a very limited market, this emphasis is the outcome of a desire to prepare individuals for their occupations in life, and their place in the scheme of things. To the mind, on the other hand, which envisages this country as a highly industrialised and compactly organised community, this emphasis on education through crafts only means that it will be an instrument for achieving an abiding grasp of the basic principles of the science and technique involved in any such activity, a clearer vision, and more thorough-going education.

148. Besides this overwhelming handicap of the transition stage through which the country as a whole is passing, we have the additional handicap of an immense poverty. We are poor in every respect—material wealth as well as spiritual

strength. One direct consequence of that poverty is that it places beyond our means the provision of the right kind of education for the rising generation. This handicap of poverty must, however, be circumvented by concentrating on the economic regeneration of the Province. With its still vast and unexplored resources, Bihar need not be always despondent.

149. Lack of suitable teachers is another of our handicaps in regard to any scheme of wholesale educational reorganisation. Elsewhere in our Report, we have considered this problem of teachers in all its salient aspects, and made suggestions to remedy this grave handicap in our march to progress. The handicap, however, will be felt with increasing severity in proportion as we change the very basis and structure of our educational system. Lacking in an adequate number of trained teachers, even for the present day uniform system of education, we shall feel the lack all the more keenly when we diversify the system by the introduction of craft activities in secondary schools, for which we have not even a fraction of the teachers we shall need. Even such craftsmen as we have are not trained to express themselves in simple clear terms for imparting the technique of their crafts to their pupils. We have, indeed, no noticeable dearth of excellent craftsmen. But they usually work with traditional methods, and are unable to explain—even if they grasp it themselves—the meaning of every movement, the significance of every process, the end and purpose of every ingredient in the work they do. Good as demonstrators, they are poor as teachers. We must, therefore, create a new body of teachers, who are well versed in the science and technique of particular crafts, and also able to explain the underlying principles of their craft, and the place of every material used by them in the craft. In technical schools, with the strictly limited objective of teaching certain trades and occupations, it might be possible to carry on with the practitioners of these crafts as teachers; but when we are envisaging these institutions as secondary schools, having the same intellectual status and prestige as the academic, literary schools of the secondary standard, we will have to train teachers who are not only skilled in certain crafts, but have the requisite general, intellectual background for linking up their craft instruction with a study of its social and scientific basis and implication. Special training centres or classes for such recruits to the profession of teachers, with frequent opportunity for refreshing and increasing the amount of their knowledge and experience in the selected craft or special

activity, must be made an immediate part of the entire scheme of reorganisation. Then only will our recommendations have some chance of being carried out, and not held up for want of the adequate personnel needed to give effect to them.

150. The fact, again, that primary resources and the everyday requirements of the community are to be found practically in every district, operates as a peculiar handicap. There is no great scope in a Province like this for localisation of crafts, industries, or occupations. All are needed alike in every part, and each claims an equal prospect of success based upon the available market or the accessible raw material. We cannot, therefore, on grounds of economy, advocate a system of centralised special schools, each devoted exclusively to a particular set of crafts, mutually connected or complementary, so that the best training therein could be imparted to the largest number in these institutions on a most economical basis. For most of the activities, we cannot organise central provincial schools, where thousands of pupils could be educated and trained economically under the best available teachers, with the best possible equipment in tools, material, plant, and accessories. Provincial central schools for the highest grade of technical and scientific education in the different departments of arts and science may not be out of the question. But these other schools will have to be multiplied in every district, simply because the needs are common and resources are available in every region, though within a district we may seek to combine economy with efficiency by a proper measure of specialisation and centralisation. All these handicaps are, indeed, not insurmountable. But they make the problem, already no easy task, particularly difficult. We must think of and provide safeguards against them, in order to see that our efforts are not frustrated by lack of forethought.

151. The next problem in regard to this aspect of the question is the use of the product of such practical training. One of the bitterest criticisms against the existing system of secondary education is that it turns out finished products without any regard to the use to which such educated intelligence and ability could be put. The employment available is more limited in scope and prospect than the numbers and attainments of the products of the present day secondary education require. If the new system of reorganised secondary education is to avoid this reproach, there must be set up, almost from the start, some machinery for the immediate absorption of the products as they are turned out

from the educational institutions. One reason why, in the preceding argument, we have recommended the institution of such schools in every region within the Province, wherever resources and requirements of the people demand such an institution, is that, being in the midst of the people, and conducted with a full and living appreciation of their needs, the pupils trained in such schools would find a better response to their search for employment than would be the case if these same institutions were located at some central spot in the Province without much regard to local needs or requirements. Local demand for employment and the volume of available local talent for employment would then approximate more closely than would be the case if the school were conducted as some distant, impersonal, and therefore uninteresting entity, with which the people of the locality had no real concern. From the very commencement, those responsible for such training would train only such numbers, and for such occupations, as would provide ready openings for the talent and energy available. The planned programme of provincial development should emphasise the same feature; and so the actual benefit of the new education—and, therefore, its attraction—would be much greater.

152. Another suggestion, in the same direction, that the Committee would like to make in this place, for the immediate absorption of educated young men and women in actual work is that a standing machinery should be set up in every school, or at least in every district, to act as constant liaison between the world of employers and that of those seeking and qualified for employment. We have no hesitation in recommending that every secondary school might well serve as a labour exchange for duly qualified candidates for employment. It must keep a record of the training received by every pupil and when he has finished that stage, and can be certified as having completed successfully his process of education, the knowledge, experience and training he or she may have received during that period should be indicated, in some standardised and easily intelligible form, on his or her personal record, or leaving certificate. This record should be kept up-to-date by adding the relevant details of the actual employment secured by the pupil, and the credit achieved in the course of such employment. If a change of employment or employer has had to be effected at any time, the school record and register of available employment would serve the purpose. The school should keep a corresponding record of the employers seeking trained assistance in their

work; it must compile and keep up-to-date a list of useful employments open to the individual worker on his or her own. Whenever the school authorities come upon a likely or suitable candidate for the particular post, they would have no difficulty in recommending the qualified individual. The demand would thus be met from either angle at the same time. The same may be said of all other forms of specialised skill as clerks, secretaries, mechanics, etc.

153. If this mechanism is universalised in all such training institutions concerned with every department of occupational or practical life, if employers register their demands in this manner with the recognised institutions for work requiring special knowledge and skilled training and employ qualified labour available in these institutions, the problem of finding suitable remunerative employment for products of these institutions would not be so difficult as it is to-day. The Committee would invite Government to consider the ways and means of implementing this suggestion.

154. We have already indicated above the need for legislation to see to it that the system functions smoothly and automatically from both sides. The Committee are, of course, aware that, for the effective and universal functioning of such a machinery, the entire social system would have to be radically reorganised. All the requirements in regard to the work to be done and the men to do it would have to be carefully considered, planned, and co-ordinated, under some comprehensive, scientific plan of provincial reconstruction in advance. Legislation as well as administrative routine would have to play in this reorganisation a far greater part than might appear likely at first glance. Government, public bodies, and statutory authorities, as well as private employers of skilled labour and trained intelligence, would have to be required by law and executive practice to employ only those who have been certified by appropriate authorities to be duly qualified for a given job. In return they would be assured of a certain minimum degree of competence, skill and loyalty in their workers, which would add to the efficiency of their work, and so benefit the employers as much as the workers themselves. The employment would, of course, have to be on some standardised basis, which ensures a full measure of justice as well as economy to the individual employed and the organisation or individual employing him.

155. We cannot, in this place, go further into the details of this matter, which would be shaped in actual practice as is most

suitable by the very exigencies of the situation. But, in this connection, and while on the subject of finding employment for trained intelligence, the Committee would like to draw attention to the advisability of a system of apprenticeship in all trades, craft activities, or technical occupations. Even while the system of education and training for a given craft or occupation has not advanced to the final stage, arrangements should be made to provide each such pupil with a reasonable amount of actual, practical experience in the factory, workshop or cottage workers' homes. There he can learn, by daily and actual practice, the real processes of the trade, craft or occupation, and be familiarised with the conditions under which such work will have to be done later on. Every factory—or workshop-owner, every merchant or tradesman, every important worker in any craft, must be required to train a given number of apprentices in his factory, work-shop, craft, or occupation. The period of apprenticeship, the nature and extent of the knowledge and experience afforded in that period, the rights and duties of both parties, will have to be regulated by law. Every employer of apprentice workmen should be expected to provide some such employment for people duly qualified and experienced, in proportion to the scope available in his business, craft, or occupation, for such workers.

156. The Committee would not take it upon themselves to provide an exhaustive list of craft activities, or occupational training, which should be available in the several secondary schools in the Province. They have mentioned, by way of illustration, lists of the most commonly available craft activities which are suitable for such educative purpose. They would, accordingly, recommend that this part of the task, as also the task of preparing a detailed scheme of spreading out appropriate schools and institutions of this grade throughout the Province, in accordance with local needs and possibilities, as well as in conformity with the individual aptitudes of pupils seeking such education, should be referred to a special committee appointed by Government, if they accept the substance of our recommendations.

157. To sum up, we may point out that these schools will have to be started and maintained according to local needs and demands; that each school should not be restricted to one craft only, but should combine as far as possible, all the cognate activities concerned with a group of closely connected crafts; that secondary institutions dealing with crafts or activities likely to be of particular interest to women will have to be distinct

from those for men; that the common crafts and activities, e.g., wood-work, stone work, metal-work, housework, and all the domestic arts and graces, music and painting, pottery and repair work of all tools, plant and machinery, secretarial and clerical work of all kinds, will offer obvious instances of crafts and activities which could be cultivated with advantage in these institutions, if due attention is paid to the cultural possibilities and educative value inherent in each. Appreciation of colour, form and design, of line and symbol, of history and geography, of skill and beauty, could be inculcated as much through wood-carving and metal working, as through drawing and painting, music and dancing. Education would then become as broad-based, as it would be real and useful, as abiding and serviceable, as it would be social and inspiring.

CHAPTER VII.

TEACHERS AND EQUIPMENT.

158. No scheme of educational reorganisation can have the slightest chance of being successful, without the assistance of staff which is properly qualified both humanly and professionally. One of the greatest handicaps of the existing system of education in the Province is the lack of suitable teachers in the primary as well as the secondary stage of education. We have today (1936-37) in this Province 208 high schools; 198 for boys and 10 for girls, and 776 middle schools; 740 for boys and 36 for girls. There are 7,245 teachers in such of these two classes of schools as are not managed by Government, and which by far form the largest proportion. The aggregate monthly pay roll of these teachers is Rs. 2,76,124, or an average salary for these teachers of Rs. 38.1 per month. If, however, secondary education is reorganised so as to obtain, in a period of, say, ten years about 300,000 pupils, in about 2,000 secondary schools, scattered all over the Province, we shall need about 12,000 secondary teachers to teach various subjects. academic and vocational, which are to be introduced in the secondary schools.

159. These teachers will have to be far better equipped for their work, both intellectually and technically, and more respected and more influential in their social group than is the case today. The Committee do not believe that all this desideratum will be, or could be, obtained by merely increasing the salaries of the teachers. They are, nevertheless, of the opinion that the training of this personnel, and their emoluments on a reasonable basis, even though spread, over ten or twenty years, will involve considerable financial burden upon the provincial purse, which it may not be feasible for the Province all at once to shoulder.

160. The problem is far more complex and difficult than appears from the preceding statistics. It is not only that we need such a large force of qualified teachers; it will need to be annually replenished by something like 1,200 new entrants, to allow for wastage, withdrawals, superannuation, and the like. For this purpose we consider it as of the utmost importance that the teaching profession should be carefully organised, and no one be admitted into the profession who is not prepared to make it a life career. Teaching is today the second string

to the bow of many an aspiring graduate, who really intends, if possible, to go into law or business, or some more lucrative walk of life, and who makes of teaching but a stepping-stone to "better things". Such teachers cannot always be expected to pull their full weight, even if they are qualified and competent to do so. We would, therefore, recommend that every step be taken, by express provision in the Education Code, as well as by the administrative rules of the Department of Education, to see that all these non-professional, non-permanent elements are gradually weeded out, and teachers selected only from those who desire to make it their life career and are adequately trained and equipped for their work. It is not necessary for the Committee to lay down all the qualifications which are required in a good teacher, because the subject has been discussed threadbare in modern educational literature. But, as Government departments have to deal with larger numbers and quantities, and files often take the place of men and human problems, we feel that it will not be out of place to stress one or two rather obvious points. We are, for instance, anxious to bring home the fact that, while good academic and professional qualifications in teachers are no doubt very important, they are no more necessary than the essential human qualities which raise the teacher from the level of an instructor to that of a powerful cultural and human influence—qualities like sympathy and understanding for childhood, appreciation of the cultural values and traditions of one's country and community, broad-mindedness and toleration, enthusiasm for work and for all good causes, and a sense of humour, without which a teacher is apt to become fossilized by the mere pressure of his routine duties.

161. Besides these various qualities special mention may also be made of the value for the successful teacher of acquiring a good, and thorough knowledge of and interest in the local environment in which he lives and works. Again and again it has been emphasised by such authorities as the Hadow Committee* that teaching in the special subjects of the curriculum in a secondary school should have, throughout the course, some relation to local environment, and should be brought into close association with the every day surroundings of the pupils. Then only can there be any guarantee of teaching becoming real, and the benefits of that teaching

*Cp. "*The Education of the Adolescent*," inter alia sections 111, 114, 115, 122, and 132.

abiding, not only for the pupil, but also for the community as a whole. It will be the business of the Education Department, in making selection of teachers, to give as much weight to these intangible factors as to the more easily measurable qualifications, and to devise a proper method and technique for the purpose, including the valuable help of personal interview and the examination of the candidates, the record of their work, conduct and interest in schools and colleges.

162. The Committee desire that all appointments to the teaching profession should hereafter be made from those who possess the requisite qualification, and are specially interviewed for the purpose. Amongst those to be interviewed will be included candidates (a) who are either specialised graduates, or (b) have had specialised training in the art of teaching, or (c) have had experience of actual work in the Basic Schools, or (d) are specialists in particular crafts or vocations which are to be introduced in the secondary schools.

163: By this process of selection, the Committee believe, all the undesirable factors which now influence the initial choice of the recruits to the profession, whether they spring from the appointing authority, or from the individual to be appointed, will be avoided. Political patronage, communal sentiment, personal canvassing, will all be eliminated; and, generally speaking, only those really qualified, competent, and intending to make teaching a career for life, will be selected.

164. The Committee are aware, no doubt, that the communal sentiment, under present conditions, is too strong to be wholly ignored. There is, they recognise, a risk that if merit and merit alone, were to be the test for recruitment, certain educationally backward communities may find themselves kept out of their due share in this profession which for various valid reasons it may be desirable to give them. In the circumstances, therefore, the Committee recommend that the existing or guaranteed proportions of communal recruitment may be adhered to in this regard. But where the choice has to be made from a particular minority or backward community, care should be taken that only those candidates are selected who, from all relevant points of view, are the best representatives from amongst the candidates of the community concerned. This would, the Committee believe, guarantee sufficiently the legitimate claims of such important all-Indian minorities as the Muslims; and at the same time guard against the danger to efficiency implied in haphazard patronage.

165. The Committee, however, would set their face sternly against allowing any loopholes in the recruitment of teachers for jobbery, canvassing, or patronage. The slightest suggestion of any such factor having been at work in any case should be made an absolute reason for the immediate disqualification of any candidate against whom such an allegation could be proved.

166. In view of the large number of teachers which will be required, it would be necessary that they should be further trained, especially in those cases where they have knowledge of special subjects without the necessary experience in teaching. The training of newly appointed teachers, in special handicrafts or vocational subjects, is a further consideration which both the appointing and supervising authorities will have to bear in mind. It may be necessary for this purpose for the next few years to have masters of various crafts in each district, who will be required to give training in these subjects in important schools within their jurisdiction, not perhaps as full-time professional teachers, but as practising craftsmen who may devote a part of their time to this work. As a rule, part-time teachers are not desirable; but, in view of this particular difficulty, the Committee are prepared to make an exception in favour of such specialist instructors. Moreover, they might be unwilling or unable to devote the whole of their time to the work of teaching, especially because of the very modest emoluments that the profession would be able to offer. Further, masters of such arts or crafts would be unable to maintain a high degree of excellence, if they are permanently divorced from the regular practice of their particular art or craft. The practice which such teachers may obtain in the ordinary course of their school or teaching work would not suffice for this purpose, first because its range would be necessarily limited; and, secondly, because its product would not have to meet the fearless criticism and competition of the open market. On these considerations the Committee are agreed that a limited element of part-time teachers in arts or crafts may be admitted in the reorganised profession of teaching.

167. In order to maintain the efficiency and enthusiasm of the teaching service, we recommend the institution of special short period refresher or vacation courses, in particular subjects, vocational and academic, which the teachers may be given opportunities to attend. These may be organised by

the Department, either independently, or perhaps more conveniently in association with and under the auspices of the training colleges. Attendance at these courses should be compulsory for all teachers in rotation, so that, during the next five years, every teacher in service is given a chance to attend at least one such course to widen and deepen his knowledge and experience, and improve his aptitude for his profession.

168. We have tried, in our recommendations, to eliminate the personal vagaries of the appointing authority in the choice of teachers. But, in making appointments, and still more in making subsequent transfers or promotions, a considerable margin will have to be given to the head of each secondary school. He is not merely the chief administrative authority for the school. He is responsible for the co-ordination of the work between the various subjects, the various teachers, and the various classes, and the entire work of the school, including all its social activities, and extra-curricular work connected with the physical and moral well-being of the children. He is also the representative and spokesman of the school before the community at large, which will look to him for the successful and efficient conduct of the school. In these circumstances, if he has no voice in selecting individuals with whom he has to work, he would be materially handicapped, and the success of the school proportionately jeopardised. The Committee accordingly recommend that the head of every secondary school should be entitled to choose candidates from among those with whom he thinks he can work most satisfactorily, and who are most qualified, in his opinion, for the particular task for which he needs their services. Appointments should be made by the appropriate authorities from amongst the candidates so selected. For the benefit of private schools a list of eligible candidates should be maintained by the Department.

169. The local education authority, viz., the district or municipal education committee, will also be similarly entitled to have its say in selecting individuals for the initial appointment as well as for subsequent transfers and promotions, in regard to schools maintained by local bodies. As the needs of all districts or regions will be collated together to make the total number of vacancies available in any year in this profession, there would be no problem of finding too many hands for the work available; nor, conversely, too much work for the men available. As, further, every teacher once

appointed will practically be secure in his job and the standard emoluments attached thereto, this risk of transfer or impeded promotion on personal grounds would have no really deterrent value on the individual's work. The latitude, therefore, allowed to the head, the local education authority, and the Department of Education in the interests of particular communities, will not constitute, the Committee are persuaded, an impediment or obstruction, but rather will be a help to make the machine work smoothly and harmoniously.

170. The conditions of service for the teachers, their rights and obligations, their salaries and allowances, make the problem of reorganising the profession very difficult. It is undoubtedly true that, at the present time, the teachers do not receive reasonable and adequate remuneration for their services, even when compared to other departments of public service in India which require similar qualifications. They cannot, obviously, be expected to provide, out of their slender means, for widening and deepening their knowledge by extra reading or other cultural activities. The present average salary of a secondary school teacher in non-government schools has no relation to the expenses and the responsibilities the teacher has to bear. The first consideration, therefore, in determining the new scale of salaries payable to the secondary teachers must be a due correlation of salary with the standard of living, so that at least the most essential requisites of a decent and civilised life and of efficient work are adequately secured to every teacher. Then only would it be possible to secure loyalty to the profession permanently.

171. It is difficult to put down any specific figures representing this optimum condition in terms of money. But reckoning the cost of living for an average family of four at the very modest figure of Rs. 8 per head per month, a standard starting salary of about Rs. 15 per month seems to be the indispensable minimum to assure the conditions necessary for efficient work. We would suggest, therefore, that no qualified teacher be started at less than Rs. 50 per month in the secondary schools. Once appointed, the teacher should have every prospect of rising, in a normal span of 25 years' working life, by regular increments to Rs. 100 per month, at least, with further prospects. The Committee appreciate the fact that salaries in private schools are unduly low, and accordingly suggest that they should be made to conform as closely as possible to those in Government schools. Due provision

should be also made for leave, sickness, further study, or retirement on superannuation, say, at between 50-60 years of age. In view of the average conditions and standards of living in India, we consider it inadvisable that the higher salaries in the teaching profession should be kept at the present level. Any economy which may be necessary in the reorganisation of the profession must, accordingly, come by scaling down these higher salaries for the new entrants in those grades. The Committee, however, fully realise that if any reorganisation of salaries is carried out in the Education Department, without a corresponding reorganisation in other branches of public service, the interests of education itself will suffer as the required type of teacher will not be attracted. For social, economic, as well as psychological reasons, we consider it advisable to have no salary in the profession above Rs. 500 per month, the salary of the Minister of Education; while the majority of the senior teachers in secondary schools should stop at Rs. 150 per month. The Committee are aware that the scale indicated above will be low as compared to that now prevailing in other Government departments; but even so the average income assured by this means to the teacher would be something like three or four times as much as that of the average income, which, for by far the largest section of the population in this Province, is hardly Rs. 3 or Rs. 4 per head or Rs. 12 to Rs. 15 per family. But we consider this indispensable, if the service is to be properly manned, and the reorganised system of education to be effectively carried out.

172. The next important question in connection with the conditions of employment for teachers is the security of their tenure. Every teacher must be assured permanency of tenure, conditioned only by efficient discharge of his duties, and conformity to certain acceptable standards of good behaviour. Teachers, once recruited to the profession through the channels already indicated, must be secured against any arbitrary dismissal, suspension, or degradation. In the interests of discipline as well as individual efficiency, some check or control will, no doubt, have to be provided to see that the average teacher continues to perform his duties with a reasonable degree of efficiency. In the case of serious complaints against any teacher on the score of inefficiency or misbehaviour, the matter must be investigated into and decided by a special body that may be appointed by the Provincial Board of Education referred to in another chapter. The Department should also set up an agency for arbitration of disputes between the teacher and the management.

173. This may also serve to guard the teacher against political influence or jobbery. The progress of democracy and representative institutions, with their inevitable counterpart of frequent elections, is beset with the danger of the teacher being forced to respond to party organisations' appeal at the time of the elections, and party bosses' requirements in the conduct of these elections. This, however, will militate so seriously against the interests of the profession, as well as of the whole process of education, that we consider it essential that such misuse or abuse of political influence and power should be effectively checked.

174. The teachers must, however, be free to express their sentiments on all questions, social, political, religious, or professional; and, like other citizens, assured freedom of speech, thought, or association which are amongst the fundamental rights of citizenship. Upon the teacher, no doubt, rests a certain special responsibility, as being the model for those who come immediately under his influence; and it is particularly desirable that he should not inflict his personal views especially of a controversial character on his pupils. Though as a citizen, he is in guaranteed possession of these elementary rights of democratic citizenship, he would be expected in the exercise of these rights, to show a sense of proportion, a capacity for thoughtful restraint, which may, perhaps, not be expected in the same degree from citizens working in other professions or occupations.

175. The professional organisations of teachers, it may further be added, should be recognised and encouraged so that the habits of collective action and corporate responsibility may be cultivated, to the mutual benefit of the community and the teachers themselves. We consider it, therefore, highly desirable that teachers' organisations should be formed in every region, with the object of improving efficiency, and developing a sense of the solidarity of the profession. Each school should have a union of its own, which must be part of the regional union, which should in its turn be similarly linked up with the provincial union of all secondary teachers, somewhat on the lines of the National Union of Teachers in Great Britain. The Education Code must officially recognise the existence of such an organisation. Wherever matters relating to teachers as a body or individual scholastic institutions are concerned, whether of discipline, policy, or administrative detail, as far as possible all negotiations should be conducted through the representatives of such organisations, and agreements arrived at collectively and carried out accordingly.

176. Amongst the other conditions of the teacher's work, two or three minor points may be mentioned in passing. The hours of work, holidays, and vacations; assurance against the ordinary risks and liabilities of the teaching profession; certain privileges in regard to study leave, educational tours, library and other cognate facilities, must be carefully provided and regulated in the Education Code, or the Teachers' Charter, to which a fuller reference is made below. On the other hand, he on his side should be expected to be available for any general activities that the school may undertake for the benefit of the community. Extra-curricular activities connected with the school or relating to public welfare will absorb quite an appreciable proportion of the teacher's time out of school. This the teacher should be prepared to give ungrudgingly in the common interest.

177. The Committee are of opinion that, if the reorganisation of the profession, the regrading of salaries, and safeguarding of teachers' fundamental rights, are carried out as suggested above, they will go a long way to improve the social status of the teacher in the community. The teacher must be both a servant and a leader of the people amongst whom he works.

178. These rights and responsibilities of the teachers, their obligation *vis-a-vis* the pupils as well as the public, should be embodied in a Charter of Teachers' Rights and Responsibilities, enacted by the Legislature. By this enactment of the supreme legislative authority in the Province, the teacher's position, rights and responsibilities, will be reinforced; and his fullest sympathy, attention, and energy secured for the service of education. This Charter should guarantee the teachers' position in some such manner as the position of the Civil Servants is guaranteed today by the constitution, so as to make the profession immune from the effects of political changes and party disputes.

179. The rights of teachers, we need hardly add, involve, as a corollary, heavy and significant responsibilities. Their duties towards the pupils as well as towards the public should, therefore, be enumerated and defined in the same Charter as recognises their rights and codifies their privileges. The Committee, therefore, suggest that the corresponding rights of the pupils and the public should also find a place in the same Charter, so that antagonism between teachers and pupils may be avoided, and solidarity of interests established, not only

amongst the teachers themselves, but also between the teachers and the pupils on the one hand, and the teachers and the public on the other.

180. We have not made any detailed recommendations about the training of these teachers because the detailed reorganisation of this important activity can be rightly foreseen only when the plan of the secondary schools of different types has been fully worked out. But reference may be made to a few points of outstanding importance which must be incorporated into the scheme of teachers' training. In the first place, admission to training colleges should be generally confined to graduates who have duly qualified themselves in relevant subjects. But it would be worth while to consider whether a one year's course might be instituted for those teachers who have completed the full course of secondary education, and who are recruited for teaching the lower classes of secondary schools. Such a course might be specially needed for teachers in technical and vocational schools for whom the possession of a university degree is not really essential. Secondly, the curriculum of the training college should be modified in accordance with the new orientation of secondary schools, and arrangements should be made to give teachers adequate training in suitable crafts and practical pursuits in all such cases where practising craftsmen are not indispensable. Thirdly, closer relationship should be established between the training college and practising schools, so as to give practical teaching the necessary emphasis; and teachers should be confirmed and given the full status of trained teachers after two years' approved service in some recognised school. Finally, since instruction will be imparted through Hindustani in these schools, the training college should concern itself with the evolution of a proper technique of language teaching, should have all practice lessons conducted in Hindustani, and make other necessary changes in its organisation to enable the teachers to make it an effective medium of instruction.

CHAPTER VIII.

EXAMINATIONS.

181. One of the most vehemently criticised features of the existing system of education is the recurrence of annual and terminal examinations throughout the scholastic period. It is generally admitted that the system of examinations by written questions and answers is no reliable test of the real attainment and character of the individuals examined. The persons appointed to conduct the examinations and the mode in which they are appointed, the methods by and the conditions under which they value the results, the conditions and circumstances under which candidates prepare for these examinations, and the nature and consequences of the results, are all such as to make the value and reliability of these devices for testing relative merit extremely doubtful. But as they are the only means employed for assessing the value of the work of any school or students, all the energies of the teachers as well as the pupils are concentrated on preparing for them. All other important values and objectives of school life and work are consequently sacrificed in the interest of success in examination.

As the second volume of the Hadow Committee Report (*Education of the Adolescent*, p. xxi) puts it, on the authority of Plato:—

“ The life without examination is a life that can hardly be lived. So long as human beings continue to live in a competitive society, however closely regulated, some sort of a public selective process is indispensable.”

182. They also realise that, even from the psychological and sociological standpoint, examinations are, by no means, an unmixed blessing. As already remarked, they create a needless nervous strain upon the candidates during the period of examination, as well as while preparing hectically for the same. They cramp the candidates' individuality, and needlessly restrict his genuine desire to learn and make his own research. On the other hand, by the emphasis an examination necessarily levies upon individual competition, it inculcates a sub-conscious spirit of tacit antagonism with all the rest of one's fellows, and excludes a sentiment of group or co-operative activity, which, from a social standpoint, ought to be most encouraged. Candidates learn to be secretive, exclusive, dependent upon easy memorising, upon cribs and guide-books, which furnish them with ready-made answers in a

mechanical manner, without any desire to acquire real understanding of the subjects considered, and much less to collaborate with their fellows and act in concert to a given end. Social activity, however, in modern communities is essential. It is necessarily collaborative. The spirit, therefore, of excessive individualism, which is inevitably fostered by this method of examination, undermines, at the very start, the essential condition for the successful functioning of a modern democratic society.

183. From the standpoint of the schools, examinations recurring too frequently, and conducted on a more or less mechanical basis, are undesirable, not only because they distort the true object of all teaching, but also because they restrict the free growth and development of the school, and the possibilities of rendering social service to the community. When the system of secondary education is practically uniform, and converges to a single goal, such as is the case at present in India the evil may not be quite so great. But when we desire the system of education to be diversified, and establish schools for a large variety of vocational objectives, in which more emphasis is to be placed upon the development of character, practical aptitude, and habit of co-operative work than on passing mechanical tests, any single, rigid, uniform written examination will obviously fail to assess the real work of schools and the worth of their students. If, on the other hand, in spite of the diversification of schools, a uniform examination conducted by a central provincial authority is insisted upon, no institution would be able to develop freely on its own lines. Every attempt at special development in any particular activity, suited to the environment or the aptitude of the pupils in their charge, will either be ironed out, or cramped by the spectre of future examinations.

184. If examinations could be considered reliable tests of ability, there might be some justification for maintaining the present system. But recent research has shown that this is not so. A very exhaustive and authoritative investigation in the nature and content of examinations has been carried out under the auspices of the International Institute of Examinations Enquiry, and a report entitled "An Examination of Examinations," (by Sir Philip Hartog and Dr. A. C. Rhodes) published. By taking their sample tests from a number of public examinations, where thousands of candidates appear, they have shown the wide range of variations in the methods of testing adopted by the same examiners, and the consequent unreliability of the results from any public or private standpoint. Their conclusion is that the part played by chance or

individual idiosyncracies in the results of different examinations on which careers depend is inevitably a very great one. Even when all precautions were adopted, such as the appointment of boards of examiners instead of single individuals, and of moderators to consider special border-line cases, the committee above-mentioned did not feel that all chance of injustice and erratic judgment had been avoided.

185. In their own sample tests, every precaution was taken by the Hartog Committee during their investigations to see that the conditions of examination were all just as real and ordinary as in the existing system of examination. By this means, they wanted to eliminate the possible criticism that the investigation was conducted under artificial conditions not obtaining in the normal examination. All examination papers which were submitted to reassessment were those which had been actually presented at some public examination. Every mark made on the script by the original examiners was removed, before the answer books were circulated to the new examiners. The latter were all experienced examiners, and they were paid adequately, so that no element of indifference or irresponsibility should affect the results given by them. Even the time allotted for re-correcting the papers was the time demanded by the examiners themselves. This ensured that much less pressure was exerted upon the examiners in submitting the results than is the case under ordinary conditions. Their verdict may, therefore, be fairly regarded as expressing a deliberate opinion of the examiners themselves, rather than a hurried estimate made under artificial conditions. Notwithstanding all this, the net result was that in every one of the various examinations, whose answer papers were revalued, considerable difference was noticed in the marking by the new examiners of the same papers, as distinguished from the original marks given by other examiners who had originally examined those papers. Even the very same new examiners reappointed by the Hartog Committee after an interval showed variations in marking the very same papers that they had themselves examined.

186. The same Committee, after discussing examinations conducted by them under specially controlled conditions, remarks :—

“Of all the results recorded by the English Committee perhaps the most disturbing are those recorded in the investigation on the marking of School Certificate History scripts. It was found that when 14 experienced examiners re-marked

independently 15 scripts, which had all received the same moderate mark from the examining authority by which they were furnished, these examiners, between them, allowed over 40 different marks to the several scripts. It was found, further, that when these examiners re-marked once more the same scripts after intervals of from 12 to 19 months, they changed their minds as to the verdict of Pass, Fail, and Credit, in 92 cases out of a total of 210. Clearly a test of this kind cannot inspire confidence."

In the face of such controlled experiments, we cannot but endorse the verdict of this authoritative committee.

187. We, accordingly, consider the system of examination, with its frequency and mechanical tests, undesirable for reasons connected with the pupils, the schools, as well as the public. We realise, however, at the same time, that for a variety of reasons, it is impossible, notwithstanding these undesirable characteristics of examinations, to advocate their wholesale abolition. The committee which carried out the investigation referred to above also came to the conclusion that a policy of root-and-branch abolition of examinations would not be desirable. Examinations may serve a useful purpose as a test of efficiency, as a method of discriminating between candidates, and as an index of their having completed successfully a given course of training. The Hadow Committee in their report on "*The Education of the Adolescent*" also came to a similar conclusion :

"On the whole, we are of opinion that it would be desirable to make available a special examination of a type suitable for pupils leaving post-primary schools, for the following reasons:—

- (i) If no special examination were instituted for these post-primary schools, they would probably endeavour to aim, as some of them do now, at presenting considerable numbers of pupils for academic examinations such as the First School Examination and the Matriculation Examination, inasmuch as the certificates of such tests not only have at present an economic value for persons seeking employment, but also help to qualify for admission to institutions providing specialised instruction in commerce, technology and art.
- (ii) It seems to be the general experience of teachers that a well devised leaving examination exercises a beneficial effect on the work of the school, as it

sets up standards at which to aim, and provides an incentive for the pupils to remain at school to the end of the course.

- (iii) It has generally been found that children enjoy working for a well arranged examination test, which acts as a useful stimulus, provided of course that the examination syllabus is not allowed unduly to dominate the curriculum.
- (iv) Boys and girls are handicapped, both from the economic and the educational standpoint, unless they can produce some tangible evidence of their attainments. It seems highly desirable that pupils from post-primary schools should be enabled when seeking employment to enjoy advantages comparable to those possessed by pupils leaving 'Secondary' Schools at the age of 16 plus, who have passed the First School Examination.'*

188. Some of these reasons may, perhaps, not obtain with the same force in this country as they do in England. For instance, secondary or post-primary schools in England are free to prepare and present candidates for the different university entrance examinations, Matriculation examination, public service examinations, and other special tests, though they are not specifically designed for this end, nor are they recognised by any university or other educational body for the purpose. Our high schools, on the other hand, prepare students only for the Matriculation examination, which may be variously described in different provinces, but is essentially the Matriculation examination for admission to the university. This examination provides little or no indication of how far the successful candidate is qualified to undertake his normal civic responsibilities, or to enter any particular trade, calling, or profession.

189. In the recognised system of secondary education that we have recommended, we suggest that there should be a single provincial examination at the end of the course. This test should be adapted more intelligently to the requirements of different types of schools, and base its final judgment on a variety of data pertaining to the candidate's school record, as much as to the actual proficiency or mastery obtained by him in given lines of study, activity, or occupation. We accordingly recommend that candidates from these schools should

*Cp. 'The Education of the Adolescent p. 151, section 173.

submit themselves to the provincial examination at the end of the course. The object of this examination should be to select students who may be considered to be qualified for entering certain chosen trades, professions, or callings, or commencing apprenticeship therein; for sitting at any departmental public service examination, and thirdly, for continuing education in the university, or special schools of art, science, or technology. This examination should come only once at the end of the secondary course, and be common to the whole Province. The frequency of examination would thus be very much reduced; its nervous strain on the candidates, and cramping effect on the schools will also be less; and its educational value will be greater, because it will be intelligently adapted to actual teaching.

190. To make the examination less mechanical, the Committee further recommend that, though this examination may partly be conducted through written papers, it should be supplemented, in every instance, by assessing the actual record of the work and progress, as well as the teachers' impression of each individual candidate during the entire period of his schooling. This impression of the work, and character formed by the various teachers under whom they have worked, would also be valuable guide to correct the somewhat mechanical estimate formed on written papers. This may be available from the school records of each candidate, or may be found from the specimen of the practical work. If necessary, and provided satisfactory arrangements can be made, the written examination may be further supplemented by an oral test. Due credit will thus be given to real attainment and capacity as shown by the record of the pupil's work and factors other than the purely academic ones taken into consideration.

191. This provincial test, recommended by the Committee must be conducted by some central provincial authority, through boards or panels of examiners, selected from amongst those who have actual teaching experience, or special academic, or practical qualifications for doing this work satisfactorily. The Committee recommend that a Secondary Education Examinations Board for the whole Province be constituted, and be vested with powers to conduct the Secondary School Leaving Examination, as well as to grant certificates on the result of such examinations to successful candidates. This Board should consist of not more than 11 persons, of whom the Director of Education in the Province should be an *ex-officio* member and chairman. Not more than three

members of the Board should be nominated by the University, which has an important interest in the proper conduct of this examination. Of the remainder, three should be selected from amongst the headmasters of secondary schools, and the rest should be nominated by the Education Minister from amongst the representatives of the Education Department, distinguished educationists, and others interested in education including teachers, provided that at least one member of the Board is a woman, and one a Muslim. The Education Minister should make sure that every important interest and community, is duly represented on the Board; and, in case any important interest or community has been neglected, or has failed to obtain any representation, he should use his powers of nomination to make up for this deficit.

192. The functions of the Board thus constituted will be :—

- (a) to prescribe the courses of studies in academic and vocational subjects and outline the scope of other activities which are to be conducted in the secondary schools;
- (b) to lay down standards of attainment, and the normal amount and quality of work to be expected during the period of secondary education;
- (c) to prescribe standards or general lines for valuing the record of the candidates' work and teachers' impression.
- (d) to recommend books and other educational appliances and instruments needed for the purpose, and to secure the aid of factories, workshops, banks, business houses, shops, and other such establishments, in order to give practical training and experience in the various arts, crafts, industries, and agricultural occupations, in which the pupils are being trained;
- (e) to lay down the qualifications of examiners, and rules for their appointment, to ensure efficiency and reliability of examination work; and
- (f) to fix and pay remuneration to the examiners.

193. When the results have been declared, the Board will grant certificates or diplomas to candidates for having passed in any given subject, groups of subjects, or qualified for apprenticeship in practical occupations. The School Leaving

Examination certificate or diploma will also mention, besides the subject of study in which each individual candidate has passed, the degree of excellence obtained. The various degrees of credit must be standardised, so as to enable the future employers of such successful individuals, in public or private service, and the heads of institutions of higher education to have a definite idea of the attainments and capacities of such individuals. The diploma must also contain a summary of the individual pupil's progress and attainments, as indicated by the school record, and by the impression of the teachers formed through contact with and the work done by him. Finally, if any oral examination has been held, the nature and the result of the same should also be recorded in the certificate.

194. This certificate will then serve as a stepping stone for admission into business, trade or technical occupation. If any candidate desires to go in for any branch of public service (e.g. teaching, nursing, secretarial work, overseership, office superintendents, clerks, etc.) for which the qualification he has attained so far may be prescribed as the basic minimum, he would be entitled to obtain admission to the qualifying examination for such service on production of this certificate.

195. Every school may also have its own individual test for the particular activities which may not be included in the common examination held by the Board throughout the Province. A mention of these tests should also be made in the diploma or certificate, so as to make it as comprehensive a document as possible. The Board of Examiners should, likewise, indicate the nature and scope of such school tests, to be used by them for their own special activities, which can then be administered easily by the headmasters.

196. In this form, and under these conditions, a public examination, taken at the end of the course of secondary education, will act as a salutary check. It will afford a concrete and reliable means of evaluating the extent and nature of each candidate's attainment, capacity and character. We do not think this will be an absolutely infallible test. But we feel quite confident that, for all practical purposes, it will be a fairly definite, comprehensive, and dependable means of judging the merits of the candidates.

CHAPTER IX.

SCHOOL MANAGEMENT.

197. We have pointed out in a preceding chapter that the State will have to make provision for the secondary education of those who are intellectually fitted to receive it. Judging from the experience of other countries, it will not be unreasonable to anticipate that the number of such students will in course of time be between 5 per cent and 10 per cent of the total enrolment in all Basic schools. But the State will not be the only agency providing this education; there will be ample room for private and semi-private enterprise also. Individual private enterprise in so far as it is a purely commercial transaction, will, indeed, have to be properly controlled. Barring special exceptions, on grounds indicated in our Report on Primary Education, private enterprise should be excluded from the field of Basic education, which is to be provided free of cost by the State. But we cannot advocate and recommend the same course in regard to secondary education, not only because this is still not considered a free privilege of citizenship, but also because we have not the means at present of making it a free privilege of citizenship available to all on a compulsory basis. It should, however, be clearly understood that those responsible for the opening of private secondary schools must conform in every respect, not only to the basic policy laid down in this regard by the Education Code, but must also abide by every regulation of the Department of Education. Thus, for example, no secondary school under private enterprise would be recognised as eligible to send candidates for the Secondary School Leaving Examination, unless from the start it is founded and worked with a practical bias; provides a number of optional or alternative vocational courses, employs an adequate and qualified staff, guaranteeing conditions of their employment as required by the Charter of Teachers' Rights, is properly equipped with requisite material and apparatus, makes adequate arrangements for the practical training of its students, and ministers definitely to the needs and requirements of the locality and the people among whom it is situated. The actual conduct of the school, the time and manner of its holidays and vacations, the extent and variety of its time-table, the size and strength of individual classes, the number and frequency of its social activities and extra-curricular work, must all generally correspond to the lines laid down by the regulations of the Education Department.

198. The indirect attractions offered by such a private institution have in practice proved to be the most fruitful in attracting very large numbers to such schools, in provinces where this phenomenon of private, profit-seeking enterprise in education has reached the most alarming dimensions, and is fraught with the most menacing consequences. These attractions or temptations, e.g. rapid promotions, laxity as regards the standard of initial admission, or disproportionate attention to success in examinations, should be severely discouraged. In short, private enterprise permitted in this field should not be allowed to degenerate into an anti-social force.

199. While private enterprise in secondary education is thus to be controlled, semi-private ventures, of a non-profit making character such as missionary societies, or private registered associations formed to promote such education for particular sections of the community, should be encouraged to operate in the field of secondary education, according to the reorganised scheme. They would take off a substantial burden from the shoulders of Government, and render an invaluable boon to the community at large. In recognition of this service, Government may make grants-in-aid to these institutions to enable them to entertain an efficient staff, provide up-to-date equipment for the various activities and occupations carried on in them, supply expert advice in technical matters, and provide them with every opportunity to increase their efficiency through the use of such public agencies such as the transport service, medical and health service, museums, public libraries, and picture galleries, etc.

200. In regard to the fees charged, these institutions would, of course, be under the general law of the land in such matters. They would have, accordingly, to provide exemptions from fees for a certain percentage of suitable candidates who conform to their other requirements. Special facilities would also have to be provided for the admission and training of women and other backward sections of the community, if these are not otherwise ineligible. Likewise, they would have to submit to periodical inspections, audit of accounts, and other matters of administration placed under the authority of the school supervising agency created for the purpose. They would, of course, be expected to promote, through the instruction and training provided by them, the solidarity of the people of the Province, avoid and discourage anti-social or anti-national spirit and tendency, and in every other way open to them aid in the process of the revival of Indian culture, and respect for

Indian tradition. Subject to all these conditions, they may be left free to charge such fees as they consider appropriate for each grade.

201. There is not much scope for municipalities, and other cognate bodies concerned with local self-government, to conduct secondary institutions of the type recommended in this Report. Reasons of financial stringency are, of course, the only, though the most effective, consideration, precluding any great hope of progress through this channel. If, however, the financial resources at the disposal of these local authorities could be expanded, there could be no better agency for the conduct of these institutions, under the general control, supervision, and guidance of the Provincial Government, and in accordance with the requirements of the Education Code. If municipal enterprise in profit-yielding directions, even in regard to public utility services, is expanded; if additional tax resources are made available to them; or even if the Government grants specifically ear-marked for this purpose are given to them on a liberal scale, municipalities and district boards might quite reasonably undertake such ventures, and carry them out successfully.

202. The apprehension of such institutions in the hands of these local bodies becoming a sport of political parties is, indeed, not altogether groundless. But we trust to the gradual growth and strengthening of genuine political consciousness among the people of the Province to remove education from the pernicious influence of local or party politics. As the real task of actual self-government comes to be understood by the day to day exercise of government powers and authority, and the harm resulting from the conversion of the teachers into party agents comes to be appreciated, this danger will be progressively eliminated.

203. Whether actually conducted by municipalities, district boards, registered societies, or private proprietors, every school must obtain recognition from the Department of Education. The authorities responsible for the starting and maintenance of the school must be regularly constituted bodies or responsible individuals, who can provide the required guarantee that the school will not be run for undue profit to the proprietors or organisers. The recognition should be granted on the report of inspection by a responsible officer of the Education Department. He must see to it that the school is one which is not only needed in the community in which it

is started, but its activities and conduct are in harmony with the requirements of the community. The inspection report must give a critical assessment of the ability of the staff, and also of the opportunities open to the school to do really useful work. It must indicate the conditions, if any, which are required to be fulfilled before recognition can be granted. Finally, before the Education Department extends its recognition, which would entitle the school so recognised to present candidates for the provincial examination, as well as be admissible to other privileges, the Department must be satisfied that those responsible for the conduct of the school will be able to fulfil these conditions, and carry them out within a prescribed period. No school should be recognised for more than five years at any time, and every new school demanding further recognition should, in the first instance, be not recognised for more than two years, so as to permit of a fresh inspection and report, after the school has been in actual operation for that period. As regards existing institutions, a review of their activities by an experienced inspecting officer will be highly desirable from time to time, if only to keep the school authorities up to the mark.

204. In order to achieve a desirable uniformity of teaching, we recommend the institution of a committee for text-books and other works of collateral reading or reference in school libraries, which should be empowered to select, prescribe and recommend text-books and other educational aids. If necessary, it may create an agency to prepare its own books for reading in schools, so that the ideals and outlook sought to be inculcated and developed can be most effectively cultivated. This provincial text-book committee, composed of twelve or fifteen members, selected from the professors of the University, headmasters of schools, inspectors and others interested in education, with due regard to the proper representation of particular communities like the Muslims, and of women, should be appointed by the Minister of Education for three years. A third of the members must retire by rotation every year, but they may be eligible for re-election. Such a body may well undertake the preparation and compilation of suitable books for secondary schools.

205. Handbooks of suggestions for the guidance of teachers and school authorities ~~may also be issued~~ by the same body, working in co-operation with the Department of Education. We consider such handbooks to be of great value, not only in exercising general supervision over schools, but

also in providing certain definite standards or forms, which it is desirable for individual teachers and school authorities to adopt. Being only " suggestions," it may be presumed that no dogmatic character will be attached to them, and they will be liable to being changed from time to time.

206. General supervision may also be exercised and stimulus given through the periodical visits of distinguished personages to selected schools in each district. These visits, though usually on formal occasions of public rejoicing or school festivity, could well be utilised for discussing general ideas relating to educational activities. Such visitors might make remarks in the visitor's books, which may be useful in assessing their work and guiding their development. Ministers, members of the Provincial Legislature or district boards, and other distinguished persons, should make a point of paying such visits and recording their impressions, so as to keep up to the mark all persons actively concerned with education.

207. Altogether these methods of supervising schools not directly under government management will be of the utmost value, if the staff entrusted with these functions has the requisite experience and sense of responsibility. So far as schools directly under the Government are concerned, the requirements of inspection, supervision, guidance, and control will be practically the same as in connection with the non-government schools. This task will continue to be entrusted to a paid and qualified inspectorate under the Department of Education. We consider it advisable that in every unit, say a district or a subdivision of a district, there should be at least one secondary school maintained directly by Government at its own cost. This should serve as a model and a standard to the rest of the schools in the same region, and be maintained with outstanding efficiency. Because the government school is directly under Government, it does not follow that it would be immune from public criticism, or be exempt from such undesirable factors as party politics, or personal patronage of those in charge of that school. If these undesirable factors are to be eliminated entirely, it is of the utmost importance that the regulations of the Department and the Code of Education be enforced and observed more rigidly than even in other institutions.

✓ 208. Special schools for particularly backward classes, such as hill-tribes, or habitually criminal classes of the society, must also be established, if these tribes or classes are to be

weaned from their anti-social habits, or their general backwardness. It is possible that, in this field, missionary enterprise may play a part. But, in the general national interests of the country, we would not suggest that this agency should be left to deal with such matters exclusively. We consider it, accordingly, obligatory upon Government to take steps to educate properly these classes of the community. The basic minimum of education should, of course, be assured to them as to every other section of the community. But, over and above that basic minimum, the absorption of these classes into some socially useful occupations must be arranged for by Government. In this connection, too, it is necessary to carry out a special investigation to decide what vocational bias should be given to their schools and also to devise appropriate crafts and occupations likely to be most suitable to the mental stage and inherited aptitudes of these classes, with a view to weaning them from their anti-social ways.

209. We would not recommend any special schools exclusively for such other classes of the society as may be covered in the common designation " Harijans ". We have already opposed the idea of the seclusion of such classes or communities into exclusive schools of their own. In the interests of national solidarity, as well as those of a democratic state, we consider it imperative that no restrictions be permitted in public schools, or schools recognised by Government, on grounds either of caste or creed, or economic classes. While recognising secondary schools, whether conducted by Government enterprise, or by any private individual or registered society, a stipulation must be distinctly made requiring the school authorities to make no distinction whatsoever on the score of the class, caste, or creed of pupils whom they admit to the benefit of their institutions. In so far as depressed classes or Harijan children may be intellectually or physically backward, they may obtain special treatment. In so far as education is lacking amongst them, and has to be specially provided in order to attract a sufficient number from amongst them to higher education, attractions in the shape of special scholarships, free studentships, etc., will have to be provided for them in a larger measure than perhaps may be the case with other classes more fortunately situated. But, except for this special concession, there should be no exclusive treatment for these classes, which would for ever maintain the stigma of a lower social status, and thereby endanger the solidarity of the people of the Province.

210. The same reasoning would apply also to special or exclusive schools for such classes, at the other end of the society, as may command much greater economic resources like the zamindars of this Province. The Committee do not view with favour the idea of "Public Schools" on the model of the corresponding institutions in Britain. By the very nature of their being, these are exclusively class-institutions, which must necessarily militate against the development of national solidarity. They would inculcate an outlook and habits, which would tend to be anti-social, so far as they would promote a spirit of exclusiveness. If particular classes in the community desire to have special schools for their children at their own cost, it would not be desirable to forbid them from instituting such special institutions. But, even in their case, it would be legitimate to insist—while recognising these institutions in the first instance, and inspecting them subsequently—that they should be in conformity with the standard pattern as regards the organisation and the functions of the school, and comply with all the requirements of the basic policy of this education as laid down in the Education Code. We should also insist on the same degree of government control, supervision, and guidance for these institutions, as in the case of other schools in the Province. In other words, every attempt must be made to prevent any kind of class feeling arising, which may militate against the solidarity or equality of the people of the Province.

211. Subject to these observations, we would recommend that the internal management of each school including the conduct of all its activities, the dealings between the staff and the pupils as well as between the staff and the management responsible for the school, the ordering of the time-table, the holidays and vacations, and of the ways of contact with the public at large, should be left to the school authorities concerned. In order to maintain the spirit of democracy and freedom of thought amongst the staff, it would be desirable to establish a central committee in every school for organising school activities, academic, practical and social. This committee may have some representatives of the pupils so that, in place of an artificial barrier between pupil and teacher, there may be good understanding and constant as well as willing co-operation between the pupils and the staff.

212. The total cost to Government of carrying out our recommendations in all these respects need not be estimated at this stage. But we must observe that if all non-government

schools are to maintain the standard of staff and equipment up to the level required by our recommendations, if they are to provide instruction and engage in extra-curricular activities which we consider necessary, Government will have to provide substantial grants in order to enable them to maintain the required degree of efficiency. Grants for purposes of an adequate and qualified staff, for library and laboratory and workshop equipment, for playgrounds and educational tours, or for educating particular classes of the backward population and women, will have to be apportioned on a generous scale, if the programme of secondary education, as we have envisaged it in this Report, is to be carried out. A fuller discussion of the financial implications of the Committee's recommendation is left to a note by a Sub-Committee of this Committee consisting of the Chairman and Dr. Rajendra Prasad.

CHAPTER X.

SECONDARY SCHOOLS AND OUTSIDE CONTACT.

213. We have designed the system of secondary education as a self-contained unit. It is obvious, however, that it has a definite place in the complete system of public education for the Province. We have, therefore, provided for proper links between different stages of education, so that all these should form a uniform continuous process. We now propose, in this chapter, to indicate the relationship of secondary education to certain outside public bodies which are connected with education.

214. The Provincial Government has naturally a close and significant relationship with education. It lays down the fundamental policy, enacts the Education Code, and carries out a complex system of recognition, inspection, control and guidance of private as well as State schools. The contact of Government with the system of secondary education is not only that of an outsider interested in control, supervision, or guidance, and laying down the specific requirements which have to be met in order that the system may be worked. It is the contact of the authority most vitally interested and most competent to fulfil its interests, not only in the actual working of the system of education, but in the life of the whole Province as well. Accordingly, in the special machinery provided under the Education Code or in administrative organisation such as the provincial Advisory Council of Education, we have recommended that direct representation should be accorded to the representatives of schools and teachers, as well as those concerned with the management of the schools. These will, of course, have no control over the fundamental policy in relation to public education, but all problems arising out of it as well as the conduct and management of the actual activities carried on in such schools will be dealt with by that body. We have similarly provided for direct and adequate representation of the teaching and managerial interests connected with schools in the special Board of Examinations, which is to test and report upon the results of the process of education. We have likewise recommended that arrangements should be made, if necessary, by legislation, or at least by administrative regulations, to secure the fullest scope of employment, for the

alumni of this system of education, as soon as they complete their course of education and training, and have been so certified accordingly by competent authority. The system of apprenticeship, to which a reference has been made before, and which will be developed a little more fully in the pages following, must also be provided for by legislation enacted by the Provincial Legislature. In giving effect to such legislation, Government will have to lay down that, in all their departments and in all the grades of the services, recruitment will be made only from among men and women suitably trained under this system of education. For such employees, apprenticeship would be served during the period of two years' probation that will be required of every public servant before being confirmed in Government service. It would expect organisations of employers, as well as individual employers, to restrict recruitment to their service to those who are appropriately qualified for the purpose.

215. Finally, Government will, of course, have the most direct contact, not only through its machinery of inspection and audit of accounts, but also through representatives of the public in the legislature, or other similar elected bodies. The latter being residents of the various localities in the Province may well be required, as part of their duties as representatives, to keep themselves in direct touch with the educational institutions in their area. If necessary, they should be entitled to report to Government upon any points that call for comment, complaint, or suggestion. We have, in fact, recommended it as a regular feature of the new system of education that men of any eminence within a school area should be encouraged to visit such schools, and take part in the public or social activities of such institutions, so as to maintain a live and constant contact between the public and the school authorities. By these means, we hope to see education becoming a vital force, in which every citizen takes a keen personal interest, and which is responsive to public opinion and needs.

216. Next in importance to Government, the University has a stake in the success of secondary schools and the general system of secondary education as a whole. It has, in the first place, to draw its own raw material from these schools—if the phrase may be used—for being further developed by it. It should be open to the University authorities to organise their own entrance examination even for those who have successfully passed the Secondary School Leaving Examination. All those schools within the Province, which have candidates who

would like to pursue their studies further in the University, must, in some form, be affiliated to, or recognised by, the University for the purpose. The University recognising or affiliating these institutions may prescribe its own conditions, and regulations for awarding recognition or affiliation.

217. The Committee are of opinion that, in so far as this function is common both to Government and to the University, it would be more economical as well as efficient if the two main authorities—the Government and the University—collaborate in this matter. Government will in any case have to maintain a costly and extensive system of inspectors. There is no need for the University to duplicate that machinery. With a few special instructions and occasional inspection by their own officers or representatives, the University can easily maintain all the necessary check and supervision over schools which it may be necessary to maintain. But for everyday purposes it would be more convenient as well as efficient to leave the detailed regular inspection of schools to Government inspectors.

218. The University has been accorded a place, under our recommendations in previous sections of our Report, in the Provincial Board of Education, as well as in the Provincial Board of Examinations. Through these, the University would have every opportunity to influence lines of fundamental policy, as regards the courses of studies and practical work which every candidate aspiring to be admitted to the University would have to pursue. It would not be advisable for the University directly to prescribe courses of study for secondary schools. After all, the University is concerned only with those schools which prepare candidates for the special advanced studies which the University provides. For all other classes of schools, which may come within the generic system of secondary education, the University has not the same degree of direct interest or concern. We would, accordingly, suggest that it is unnecessary for the University to have general powers of prescribing the courses of study, conduct of examinations, and the like. All that the University is entitled to see is that the students admitted to its course are sufficiently grounded in the elements of the special studies which they intend to take up so as to warrant their acceptance of the School Leaving Examination certificate as sufficient qualification for admission to the University entrance examination which the University should organise in every faculty. For the rest, the Committee trust to the control of general policy and supervision over schools, vested in the provincial Advisory Council of Education, and

the Board of Examinations, in which the University has been accorded adequate representation. In so far as matters pertaining to the actual sphere of university work are concerned, the Committee have no doubt, the opinion of the University representatives will receive all its due weight. This test for admission to the University will be organised according to the needs of the different Faculties in which the University provides specialised, advanced, technical, professional, or cultural education. The University entrance examination will be for the sole purpose of selecting candidates for admission to the University. It will have no such function as providing a kind of a stopping stage for the commencement of the actual struggle of life. That function will now be performed by the School Leaving Examination as already recommended. The University will then be free to shape its test for admission of candidates in its several Faculties in its own way, and conduct it by means of its own examiners.

219. The interest of secondary schools in the various trades, industries, occupations, professions, etc., being carried on in the Province, is very direct and important. The large majority of their *alumni* will find employment, and therefore opportunity of self-expression, in these trades, occupations, professions, etc. We consider it, therefore, essential that a living and regular contact be established between organisations representing various trades, professions and occupations, e.g., Chambers of Commerce, of Industry, etc., on the one hand, and the authorities concerned with the conduct and management of the schools on the other. The representation which we have recommended should be provided for public organisations through nominations by the Minister of Education to the Provincial Board of Education, as well as to the Board of Examinations, may not seem quite adequate for this contact to be effective. Unless and until employers of skilled labour, or organisations of such employers, are perfectly satisfied that their requirements in regard to skilled labour will be adequately provided for in the curricula, and met by those passing the school leaving test in particular vocational courses, they will not be willing to recruit for the ranks of their services from such people.

220. They must, therefore, have some definite say in the nature and conduct of the practical courses that the secondary schools will include in their normal curricula. The nature of such activities, the extent of actual practical work under them, the equipment and opportunities of practical experience

provided, should all be decided in consultation with them. The latter not only have the best opportunity of judging the most efficient way in which practical experience and training can be given in such matters, but also are the best fitted to adjudge the value of such training imparted in the schools. The central committee of every school should, therefore, co-opt some members from amongst the local organisations of employers, or individuals engaged in various industries and occupations. Their advice and co-operation should be constantly sought in making the courses of study and training more in conformity with their requirements. These representatives would, in their turn, be expected to provide the students trained in their particular departments with the necessary apprenticeship, or practical experience and training, in the various farms, factories, workshops, which it may be necessary to provide in order to complete and round up the education of a vocational or a practical character. In assessing the results also some scope should be allowed to the representatives of these organisations, though the Committee do not feel themselves called upon to recommend in detail the actual manner in which such voice may be given to them. We have also recommended the institution of apprenticeship as a necessary universal preliminary for regular employment in the various trades, industries, and professions. For this purpose Government will have to make rules, in consultation with the organisations of employers, or the heads of independent professions, so that the additional training and experience available during the period of apprenticeship may be made real and abiding. The period of apprenticeship and the opportunities which would be provided for full-time employment later may all be regulated in consultation with these organisations by Government, and may be prescribed in the shape of regulations made under the law relating to apprenticeship.

221. In addition to these institutions within the area for direct consultation and living contact with such representatives of trade, industry, commerce, etc., means will also have to be found for interesting the public at large in the working of the schools. We have already mentioned the desirability of regular visits by distinguished people within the Province or district to the schools in their midst, from time to time, on occasions of school festivities or social gatherings, or even without any special function connected with the school. These visits need not interrupt the regular routine of the school.

Besides such visits, we would also recommend the regular institution of a parent-teachers' association in each school. In this body, both parents and teachers should meet on equal terms at regular intervals, so as to have the wishes and desires of the parents and guardians, as well as problems and difficulties of parents and of teachers in dealing with the pupils, fully ventilated, their mutual view-points properly explained, and mutually acceptable lines of action decided upon. Such associations either do not exist at all, or have not been fully utilised where they exist. Wherever experiments of this nature have been tried, the success is by no means so ample as to justify an inordinate confidence in voluntary action in this regard. By some means, therefore, whether of departmental regulations or unofficial stimulus, this association should be made a living force, daily and directly interested in the conduct of the school and the success of its pupils, so that the process of education will come to be looked upon as a collective social responsibility. A regular week in a year, for instance, may be assigned to the activities of the parent-teachers' associations, not only to provide occasions for happy social reunions, but also for discussing problems connected with the administration and the working of the schools, on the academic as well as on the practical side. Lectures by eminent educationists, or other distinguished individuals interested in public education, should be organised on these occasions to bring home to the parents and teachers their joint interest and responsibility in matters of public education.

222. These are not the only means for establishing direct contact and providing living interest on the part of the public at large in the success of the schools. As education spreads in an ever-widening circle among the people at large, the interest of the public will grow automatically; and as it is made more real and interesting to the people, they will naturally show much greater interest in the schools of their area. When that is achieved, the difficulties and obstacles which seem too formidable to-day will be greatly eliminated.

CHAPTER XI.

ADMINISTRATIVE REORGANISATION:

223. The problems of administrative reorganisation, connected with the authorities directing public education, are both complex and delicate. The number of people going in for education of all kinds and grades, will be enormously increased, running ultimately into millions in the Basic stage, hundreds of thousands in the secondary stage, thousands in the more advanced university, technical or professional stage. These numbers alone would make the problem of administration extremely difficult. Moreover, the viewpoint about public education, its objective, and the method as well as content of education, has to be radically recast. Education through purposeful activity to develop the mind as well as the body of the child in the Basic stage, education of a diversified character, with practical bias and craft activity, in secondary schools, and consequential changes at the university stage, will need the most sympathetic treatment from the administrative authorities controlling the execution of the general policy of education.

224. There is, in addition, a further difficulty caused by the advance of the democratic sentiment in institutions of government. However inexperienced the people at large may be in the crucial task of self-government, viz., the actual administration of social services like education, they will not consider the democratic principle as being realised, unless they can see and feel the power and authority of government in their own hands. The realisation of a due sense of responsibility, which would be content to hand over the actual work of education to those specially qualified for the task, reserving to the representatives of the people, or their chosen ministers, only the ultimate control, will take time to come. People must first be accustomed to the sense of power, and then only will they understand its immense responsibility.

225. In the transitional stage, we shall have to put up or fight with many evils, which, in the more advanced democracies accustomed for generations to self-government, do not occur in such abundance, or with such impunity, as is likely to be the case in a new democracy like ours. We cannot, of course, in apprehension of its possible danger, reject the

principle of democratic government or ministerial responsibility. But we must take precautions, wherever we think the danger imminent, to counteract the possibility of misuse or abuse of political power in inexperienced hands. In the matter of public education this danger is as great as in any other field of self-government. We must recognise the place, not only of the Provincial Legislature in prescribing the guiding principles of policy, and the main line of administrative organisation needed to give effect to that policy, but must reckon with the force of local sentiment of district boards, of municipalities and other local self-governing authorities.

226. The new machinery must, accordingly, be so framed as to give sufficient regard, in principle as well as in appearance, to the wishes of the sovereign people, their representatives, and the Ministers, and yet, in actual conduct of the machine, it must be made proof against the ignorance, prejudice and the consequent malpractices or abuses commonly associated with democratic organisations. To devise a suitable administrative machinery, or to re-adapt the existing administrative organisation for this purpose, it is necessary to consider the situation as it exists today, and then indicate the ways and means of its reform.

227. At the present time, the authorities mainly concerned with the entire service of education are :

(i) The Minister of Education, who is a member of the Provincial Council of Ministers, as also of the Provincial Legislature. Government being founded on the principle of collective responsibility of the executive government to the representatives of the people in the Legislature assembled, the ultimate authority of the people is duly secured in regard to public education, as in all other concerns of actual administration, through this authority, the responsible Minister. He is the head of the entire Department, responsible for the basic policy as well as administration. The latter must needs be in the hands of subordinate officers in the Department of Education, as well as other officers of the service. But the supreme control over these officers of Government and public servants must be vested in the responsible Minister.

(ii) The Secretary to Government in the Department of Education. He is usually an officer of the Indian Civil Service, who has had varied experience of administration in the districts, as well as in special departments of Government at headquarters, but not particularly of education as an

organised social service of immense importance. His is a guaranteed position, in virtue of his membership of the Indian Civil Service. Apart from the ordinary conventions, traditions and rules of service discipline, he has no direct responsibility in the sense that his constitutional superior, the departmental Minister, can be said to have to the Legislature, and, ultimately, to the people who had elected him. He is, besides, a frequently changing officer, changing, not because of the requirements of education, but in virtue of the conventions governing the Indian Civil Service officers. He, therefore, has and gains no special experience of public education, either in regard to policy, or in regard to the technique of that great service. His main duty is to forward the representations or communications received from the Director of Public Instruction; and to act as the formal mouth-piece of Government in communicating orders or instructions to the Department. One or the other of these two officers, the Secretary or the Director of Public Instruction accordingly appears to be a fifth wheel in the coach.

(iii) The Director of Public Instruction, as he is styled today, is the departmental head, and, if the expression may be used, the chief executive officer in regard to education. Under the Education Code, he has certain administrative powers over the inspecting officers in divisions and districts as also over the officers of the Education Department. He is usually selected from the Educational Service, but this does not mean that he has necessarily actual experience of teaching in schools. Nor need he have had any special training in the art and science of education. His functions today comprise the carrying on of the day-to-day routine of administration, to apportion grants under the law and the code obtaining in that behalf, and to advise Government on general questions of policy. To carry out these comprehensive functions efficiently and adequately, it would be desirable to have a person with actual experience of school work, as well as appropriate qualifications in education; and to avoid the unnecessary delay which now occurs because of a certain overlapping of functions between the Director and the Secretary, he must be given a status and duties which would give him the status of the Secretary to Government in this Department.

(iv) The inspectorate, constituted out of a special branch of the Educational Service will be concerned with the detailed inspection of the recognised schools. The work is mostly of a routine character, carried on by men who are "mechanists." in their line, and familiar with every detail of the school

routine. Elaborate codes of regulations and precedents are available to guide the inspectors in their work, to advise them on points to be noticed and stressed at the time of inspecting any school, and even the nature and scope of their report. It is necessary that they should also have the fullest insight possible into the technique of education, and so serve as sympathetic guides and friends of the schools they inspect and report upon. They have a certain official position in the education committee of the local authorities which are concerned with education. To a degree, they can also act as checks upon as well as advisers to these authorities, should the latter be disposed to abuse their powers or position.

(v) The strength of the Educational Service in all grades is in proportion to the present needs of the work. But the proportion of properly trained teachers is very inadequate. This deficiency is likely to be intensified as the recommendations made herein are given effect to. We shall require, besides, a wholly different type of teacher in the Basic as well as the secondary schools, if the policy we have recommended is adopted. The specialist teachers of craft and vocational subjects will have to be added to the staff. Not all these teachers will be direct employees of Government. In Basic schools, they will be under local authorities and to a large extent in secondary schools they may be under registered societies, missionary bodies, or private individuals. Only a limited proportion will be directly in Government service. The average teacher in the Basic as well as the secondary school will have to be much better trained and practically experienced than his present-day prototype. The organisation of this training in the various stages will have to be properly and scientifically devised. After a given time, the proportion of untrained teachers must be steadily eliminated; and the profession thoroughly reorganised on the basis, not only of the service affiliation, but also of the bond of interest and sympathy.

(vi) The conditions of service, which are today very unattractive as explained elsewhere, will have to be radically recast. Scales of pay must be revised, so as to assure a decent living to all qualified teachers. Where teachers are not directly in Government service, these conditions of pay will have to be secured to them by the terms of the Education Code, by departmental regulations, the Charter of Teachers' Rights and by adequate grants for the purpose. The grant-in-aid code will have to be accordingly revised in the light of

the new conditions imposed upon all recognised schools, or those seeking recognition under the new system. . At the same time the excessively high salaries and allowances now available to the higher rungs of Government service, must be cut down proportionately, though the Committee do not consider that the economies resulting from this source will go a long way to meet the very large burden which will be involved as a result of their recommendations being adopted. Other rights, conditions and amenities of the service, recommended in another chapter, must, likewise, be fully secured to the teacher, so that the work of teaching be made really attractive and interesting.

(*vi*) The local authorities, village unions, municipalities and district boards, now connected with the task of education, are open to serious complaints in respect of corruption, and the introduction of political considerations in the administration of schools, appointment or removal of teachers, and their employment for purposes of electioneering of all sorts. Members of such bodies concerned with education are seldom experienced, or even interested, in the art or science of education, or its administration as a great social service. They are at best professional politicians or local worthies, who may have all the good will in the world in the cause of education, but who are not qualified to understand its real problems. That is why they themselves become a prey to such of the teachers or other educational officers as want to make a business of it. The control and supervision exercised by these bodies over the schools in their charge is accordingly very unsatisfactory. Their interference in school affairs is often not for the real benefit of education, though individuals might be advantaged by such action.

228. We cannot, however, for these considerations, either eliminate local authorities from any direct share in the task of public education, or force upon them any disproportionate measure of control from above. In the last analysis it is the people of the district who will, in one form or another, have to pay for the service; and it is but fair that they should have a say in the kind and quality of the education and training their children will receive. They are also the best situated to exercise real supervision and control over the authorities of the schools in their midst. If the work of these schools is organised in harmony with the requirements and sentiments of the people of the locality, it cannot but call forth the latent interest of the people, and make them contribute their best for

the success of the schools. All the extra-curricular and social activities we have recommended will also be facilitated if the living interest and active co-operation of the leaders of the local people are enlisted in that behalf.

229. On a careful review of all these factors and considerations, the Committee recommend :

The establishment of a Provincial Advisory Board of Education to enable the Minister to exercise his powers properly as recommended in the Report on Primary Education. This will be a semi-representative body, likely to bring public opinion to the notice of Government, and interpret the policy of Government to the public at large. In form, the Board may be advisory, but its "advice" should in effect be of a binding character. The Minister of Education being *ex-officio* President of the Board, its status and authority would be indisputable, while its action will always be open for criticism or defence in the Legislature, the best ground for such propaganda.

The functions of the Board would be :—

- (a) to superintend the carrying out of the basic policy of public education throughout the Province, in all its stages and aspects;
- (b) to control and supervise the scholastic institutions, whether those directly in charge of the Department of Education, or those under local authorities, registered societies, or private individuals;
- (c) to provide financial aid, wherever that is needed, in accordance with the principles of the Code of Education, and the regulations of the Department of Education;
- (d) to control the recruitment of teachers in schools, and other branches of the Educational Service;
- (e) to deal with matters of discipline and organisation; and other similar matters.

230. We have already discussed the improvement in the status and function of the inspectorate and need not repeat ourselves on that point. They must be men of assured status, who would have an unassailable position, so that they may be able to make their reports fearlessly. At the same time, they will be expected to act, not so much as fault-finders with the schools or teachers, but rather as their guides and friends, who

would help to co-ordinate all agencies for educational work, and all kinds of activities carried on in the school. They must also be men who would be sufficiently progressive themselves in their own line to look with sympathy upon new ideas and experiments in education, and should be able to attract suitable individuals to carry out those experiments or ideas. The inspectors would be under the Director of Education so far as the departmental discipline is concerned; but they would be responsible for the work they have to do in connection with the schools and public education in general to the Provincial Board of Education.

231. As regards the headmasters and other teachers in schools, we have already spoken about the conditions of their service, salaries and pensions, and other rights and privileges which need to be properly assured, if the educational service is to be efficient and satisfactory. All private work supplementing the slender income of the teachers, which is to-day inevitable, e.g., private tuition, must be discontinued, provided that the pay and prospects of the teachers have been improved and they are relieved of constant anxiety, and are certain of their position.

232. The academic and practical qualifications demanded of the teachers would also have to be much higher than those now necessary for this purpose, considering that the secondary school would be of a much more advanced and specialised type, with more arduous work expected of the teacher than is the case with the high school teachers of today. The recruitment of teachers has also been discussed in an earlier chapter. In making appointments, credit should be given for all kinds of useful social work or service done by the candidate, e.g., for the spread of mass or adult education, in addition to the training in special subjects or crafts in which the candidate offers himself.

233. The place of local authorities, municipal or district, in regard to education has been defined in an earlier chapter, as also in the section of the Committee's report dealing with Primary or Basic Education. We consider it advisable that these local authorities should have direct contact with and interest in the conduct of the schools, particularly in regard to their extra-curricular activities, which will not be a success unless the local authorities are given a proper stake in the success of the educational system. We have also recommended that, to avoid some well-known

abuses due to inexperience of democratic institutions, the district inspector of schools should be given an assured place on the local education committee. We, likewise, suggest that the special education committee of the district boards, which has been recommended in the Report on Primary Education, may be associated in the supervision, control, and guidance of the secondary schools as deputy on behalf of the Government. The educational inspector of each district will, of course, have a definite place on this education committee, as also other educationists of all communities interested in the progress of education.

234. By the changes suggested in this Report, the reorganised machinery of administration will be equal to the new burdens proposed to be placed upon it, and have a greater interest in and sympathy with the task to be undertaken,

CHAPTER XII.

SUMMARY OF RECOMMENDATIONS.

Secondary Education.

1. After noting the aim and purpose of secondary education under the existing system, and the statistical progress of that education in this Province, the Committee have considered the objections urged against the growth of this education.

2. On this, the Committee have come to the conclusion that the proportion of those going in for secondary education is extremely small, due mainly to the lack of any guarantee of employment for those thus educated, and also to its being too literary in character, divorced from real life, and attaching excessive importance to the study of English. The system accordingly is pronounced to be a failure so far as the masses are concerned, whether or not it was a purpose of its authors to educate the masses.

3. The schools providing secondary education were all cast in a uniform mould, designed only to prepare the aspirants for higher education in the university. There was no variety suited to differences in individual aptitude, environment, or circumstances.

4. The decay of indigenous industry, and the slow, imperceptible change in the Indian economic system, necessitates a reconsideration of the aims and purpose of secondary education. The main purpose of all education is to train, develop and shape the individual, so as to cultivate all his innate faculties in harmony with his social and physical environment. In addition, there is also the consideration of the requirements of society taken collectively, which demands that educated individuals be also good citizens, ready to shoulder their responsibilities in the working life of the community.

5. These two aims of secondary education—viz., the development of the individual personality, and the requirements of the community—are not impossible to reconcile,

provided we diversify it, not only in accordance with individual aptitudes, but also in accordance with the varied needs of the community.

6. For this purpose it would be necessary to prepare a comprehensive plan of provincial development, both material and cultural, in order to make an estimate of the number necessary to educate up to the end of the secondary stage, as required by the several branches and phases of the plan.

7. In order to secure these numbers, however, there would be no need to apply the principle of compulsion as in the case of primary education. The latter is treated by the Committee as an indispensable minimum of education, which every citizen should have, and which, if the individual cannot afford to pay for, the State must provide free. The former is, in the last analysis, a kind of selection of individuals deemed fit for higher category of work needed for their fuller self-expression, as well as for the better fulfilment of the social purpose and the plan above-mentioned.

8. Secondary education, accordingly, should neither be compulsory nor free to every one, though certain sections of the community, like women or backward tribes, may need special attention, if a fair proportion of them is to be educated up to this stage.

9. Secondary education should commence at the age of 12 (or 11), for those who are found suitable, on completion of their fifth grade in the Basic education, for such higher education; or who themselves desire to continue their education in that stage. It will also be open to those who have completed the Basic education in the full 7 years' course, and are anxious to continue into the higher stage. The latter may be allowed to commence their secondary education sometime after completing their Basic education, and to carry it on side-by-side with any occupation they may have adopted for purposes of earning a living.

10. This means that secondary education will be for a select proportion of the community, though not restricted to any particular section of it. It is linked up with Basic education by devoting the first two years in the higher stage to general cultural subjects, or treating practical, vocational subjects from a general cultural standpoint, in the same way as in the last two years of the Basic stage. The total course of secondary education will be of five years, so that the secondary stage may be completed at about 16 or 17 years of age, normally speaking.

11. The Committee have designed secondary education to be a varied system provided for different individual aptitudes and circumstances, both social and economic. The present type of predominantly literary school will not be altogether dispensed with, but will be one of several types.

12. Secondary education being selective, and having to be paid for in a majority of cases, it would be necessarily costly and beyond the means of an overwhelming proportion of the people of this Province. The Committee, however, desire that special efforts should be made to spread secondary education amongst women, and other backward sections of the community. Every possible attraction should be offered to promising girls to induce them to take to secondary education. Separate schools for girls, special subjects suited particularly for them, necessary transport as well as residence facilities, guaranteed employment, and exemption from fees, are amongst the attractions, which, the Committee consider, would suffice to secure a reasonable number. The same may also be said to apply to backward tribes.

13. Secondary education is at the present time relatively much costlier to the authorities providing it. Though the aggregate cost will be still further increased considerably if our recommendations were adopted, every effort should be made to reduce the unit cost.

14. The number of secondary schools required in any given area and the different types of such schools would depend upon local conditions. They should be distributed in the several regions of the Province accordingly. All these different types of schools must be under the control of the Education Department.

15. Though secondary schools of different types will be distributed throughout the Province in accordance with local needs, several types of such schools will necessarily be common to all districts. A few central provincial schools may, however, be maintained for the whole Province directly by the State, as they may be beyond the means of individual districts.

16. School buildings must be constructed in accordance with a standard plan, to be worked out by an expert committee, with due regard to local requirements and conditions. Generally speaking, however, the buildings must be spacious, with adequate provision for oral instruction and practical work, library, reading-room and laboratory, as well as sufficient room for games, sports and social activities.

17. The equipment and accessories needed for the various types of secondary schools need not be imported. Efforts should be made to produce and supply such equipment and accessories from indigenous sources and material. Large scale production of these would enable them to be supplied on a comparatively very much lower cost.

18. The average school year should consist of 250 days, with a margin of variation of five per cent either way. The normal school-day, as well as holidays and vacations, should be regulated according to local conditions, at the discretion of the school authorities. Every effort should be made to utilise at least the longer vacations for furthering the programme of education.

19. Special or communal holidays should be utilised to promote goodwill and harmony of the different sections of the populace. A single national holiday, in which all classes and ages could join, should be instituted for universal celebration; and a Labour Week should be added to make the pupils and teachers take active part in some work needed by the community, determined in advance.

20. Other extra-curricular activities carried on during holidays, include tours to places of interest, or inter-school debates and discussions, for facilitating which, cheap and adequate transport should be made available.

21. To familiarise secondary school pupils with institutions of self-government, there should be attached to every school a school parliament, co-operative society, club or gymkhana, which should all be managed as far as possible by the pupils only.

22. All extra-curricular activities should be made an integral part of the school work, so as to enrich the process of education, and discover more fully the latent aptitudes of the pupils.

23. In framing the curricula for the several types of secondary schools, two basic principles should be borne in mind, viz., the development of the pupil's personality, and the fulfilment of social utility. Other considerations may also influence the framing of these curricula, but these would be predominant.

24. Throughout the secondary schools of all types, a certain minimum of cultural subjects must be combined with the specialised subject or subjects to which any particular school may be devoted.

25. The several parts of the curriculum must form an integral whole, so that the different subjects are mutually complementary. Regular staff conferences should be held so as to promote the unity of the curriculum.

26. Those preparing the curricula for secondary schools must also remember that secondary education extends over a number of years; and so the successive stages in the mental growth of the pupil must be duly provided for by the successive parts of the curriculum.

27. The curriculum must have due regard to the social and physical environment of the pupil, as also to Indian culture and tradition. Even though the secondary education, as we design it, will be more and more practical and vocational, the Committee do not consider there is any real antithesis between cultural and utilitarian subjects.

28. Though the curriculum as such may not include the specific items for cultivating good manners and behaviour, these, too, ought not to be neglected. Moral instruction, likewise, though not a subject for a set curriculum, can be provided effectively by the personal influence and example of the teacher.

29. The Committee consider it to be no part of the duty of the State to provide religious instruction at public expense, though facilities may be provided for such parents or communities as desire this instruction for their children to provide it at their own cost.

30. Physical education of children in secondary schools is equally important. Indigenous games, sports and exercises are both varied and adequate for body-building purposes. It is unnecessary, therefore, that costly foreign equipment for adequate physical training of school children be imported from outside.

31. The object of practical work in secondary schools is not so much a direct preparation for the future career of the particular individual as to offer the most effective means to stimulate manual and mental activity which would deepen and widen the process of education.

32. The medium of instruction in the secondary stage must be Hindustani, though facility may be provided for those whose mother-tongue is not Hindustani to acquire properly their own mother-tongue also.

33. The teacher's place is of the utmost importance for properly carrying out our recommendations. Special attention would, therefore, have to be devoted to preparing and providing the requisite type of teachers.

34. During the transition period, there may be special difficulties, both technical and administrative, in carrying out these suggestions, but it would not be impossible to overcome them. The severe handicap of poverty amongst the people, the lack of qualified teachers, and the difficulties caused by an unvaried economic life throughout the Province are more serious obstacles; but they too may be overcome by the progressive development of the Province in accordance with a comprehensive plan.

35. The employment of pupils duly educated in the several walks of life they have chosen for themselves would be facilitated by introducing a Labour Exchange for every region; and by a proper, up-to-date record of the qualifications and experience of the pupils, and the requirements of their would-be employers.

36. A universal system of apprenticeship for all departments of practical work will help still further to solve the problem of unemployment.

37. The Committee have repeatedly emphasised the need for properly trained teachers. Large numbers of them would be needed to give effect to the recommendations, and suitable arrangements must accordingly be made to prepare them adequately for their task.

38. Every teacher must be familiar with the local environment, and be sympathetic towards the people he serves. He must be recruited from amongst those who have had particular training for teaching, or are graduates having specially studied given subjects, or have worked in Basic schools, or are specialists in particular crafts.

39. Subject to a guaranteed proportion, if any, reserved for particular communities, all political considerations must be excluded from the appointment of teachers. Selected candidates should be made to undergo the required probationary training, while those actually doing teaching work should be provided from time to time with refresher courses.

40. The headmaster of a school should have a voice in the choice of the individuals with whom he is required to work as colleague, as also the local education authority of the district or the town.

41. The rights of teachers to security of tenure, minimum salary, regular promotion, freedom of speech and association, as also suitable provision for superannuation, should be guaranteed by a special Charter of Teachers' Rights, which should also include his responsibilities.

42. The teachers' organisations, on the lines of the National Union of Teachers in Great Britain, should be recognised; and, wherever possible, dealings with teachers as a body should be made through such an organisation.

43. Examinations in the existing system are frequent, mechanical, unsatisfactory as tests of the actual attainments of the candidates, and interfere unduly with the work of school.

44. The experience of those who have made a critical study of examinations also goes to show that they are unreliable as means of testing individual aptitude or proficiency.

45. With the introduction of a diversified system of secondary schools, a uniform test or examination becomes impossible.

46. Nevertheless, some form of examination or test is indispensable. The Committee recommend that there should be one provincial examination at the end of the course, varied according to the different types of schools.

47. The written examination should be supplemented by the record of each candidate's work throughout the period of secondary education, as also the impression formed by his teachers of his general attainment and character.

48. This examination should be conducted by a Board of Secondary Examination to be specially constituted in that behalf, and charged with definite functions as indicated in outline in this Report.

49. On the declaration of the results, the Board should grant a certificate to each successful candidate, with sufficient indication of the candidate's attainment and aptitude, which may help the candidate in securing employment.

50. This single provincial examination at the end of the course does not exclude special school tests which may be held by each school at its own convenience from time to time.

51. As secondary education is not to be provided universally by the State, considerable scope will be left to private enterprise in this field. This enterprise, however, is not free

from objection; but in the hands of non-profit-making bodies like local governing authorities, missionary societies, or other associations specially devoted to education, private enterprise may be most serviceable in promoting the growth of secondary education.

52. Secondary schools, by whomsoever instituted or conducted, will need to be carefully controlled and supervised by Government in regard to their main activities, the fees they charge, and the education they provide.

53. Every school must, however, be recognised before it functions at all. This recognition must be accorded by the Director of Education after a proper inspection and report. It may be given for two years in the first instance to a new school, while no school should be recognised for more than five years at a time. The right to recognise a school will serve as an excellent instrument to make effective the power of supervision and control by Government over these schools.

54. The Department of Education should provide hand-books of suggestions for teachers. The habit must be likewise fostered amongst distinguished citizens in a given area to visit the schools within that area from time to time, and make their suggestions for improvement, if any be needed.

55. Schools maintained directly by Government will be in the immediate charge of the Department of Education, and be governed by the Code of Education, which must be universally enforced.

56. Special schools will have to be provided, very likely at government expense, for defective children, as well as for those backward classes and tribes which need to be specially attracted into secondary education.

57. The Committee are not in favour of separate schools for Harijans, nor, as a rule, exclusively for richer classes as such.

58. The internal management of a school must be left, subject to the provision of the Education Code, to the authorities which have set up and are maintaining the institution.

59. The Committee have made no definite estimate of the cost of giving effect to these recommendations, nor of the ways and means to provide the necessary funds. This, however, is considered in a separate note on the financial aspects of our recommendations, prepared by two of our colleagues.

60. In the reorganised system of secondary education, it would be necessary to provide means of regular contact with outside organisations.

61. Government would have, of course, the most direct relations, even with schools not immediately in their charge, by way of supervision and control, as also for providing employment to pupils who have completed the course. Its machinery of inspection and audit, as well as rules for the recruitment of teachers and their rights and responsibilities, will be sufficient for this purpose.

62. The University is also materially interested in at least those secondary schools which are devoted to language, literature, and such cultural or scientific subjects as require to be cultivated for admission in the University. In so far as there is common ground between Government and University, as regards examination of secondary school candidates desirous of entering the University, that function should be centralised, due regard being paid to University requirements. For this purpose, the University has been accorded its due representation in the Provincial Board of Education, and is also entitled to institute its own special entrance test.

63. Secondary schools should also have a direct and constant contact with organisations representing trades, professions, or occupations, if only to secure suitable employment for their pupils duly trained.

64. Contact with general public, particularly of the region in which a school is situated, is likewise essential in order to make the new education more real and interesting.

65. Owing to the probable increase in numbers as well as the change in the method of education the problem of reorganising the directive authority is both complex and difficult. It is also further complicated by the introduction of the democratic principle in governmental machinery. The transition stage, too, has its own difficulties in reconciling the democratic principle with efficient administration.

66. After describing the present administrative arrangements, beginning with the Minister of Education and going down to the various local authorities administering education, the Committee recommend the institution of a Board of Education in the Province, whose constitution has been outlined in this as well as the Report on Primary Education. The functions of this Board will be advisory as well as executive.

67. The importance of the school as a social centre of direct interest to the people amidst whom it is situated is repeatedly emphasised.

68. The rights and duties of district and municipal authorities concerned with education are also similarly defined, the powers of inspection, supervision and control being in every instance reserved to Government.

69. Due regard is thus provided for the democratic element in Government without sacrificing administrative efficiency in the reorganised system.

K. T. SHAH	...	...	<i>(Chairman).</i>
SACHCHIDANANDA SINHA	...	...	<i>Member.</i>
RAJENDRA PRASAD	...	...	Do.
J. S. ARMOUR	...	...	Do.
A. S. KHAN			
(Principal, Science College, Patna).			Do.
ZAKIR HUSSAIN	...	...	Do.
GHULAMUS-SAIYIDAIN	...	...	Do.
K. D. NAG	...	...	Do.
BADRINATH VARMA	...	...	Do.
*AMARNATH JHA	...	...	Do.
B. MUKHARJI	...	...	<i>Member-Secretary.</i>

*Signed subject to Note of Dissent attached.

NOTE OF DISSENT
ON THE
SECONDARY EDUCATION REPORT
BY
PROFESSOR AMARNATH JHA.

I sign this Report as I am in general agreement with most of the recommendations made herein. But as to paragraphs 122—125, I desire to express my strong dissent in regard to the use of Hindustani as the compulsory medium of instruction. Even at the risk of being unfashionable, I must express my view that I am not aware of the existence of any such language as "Hindustani". I am aware that frantic efforts are being made to give birth to a hybrid monster. But it is in my view a very serious mistake to impose this artificial and unnatural language on a whole people. I am not able to understand why we should fight shy of the plain truth that there are two languages, Hindi and Urdu, each with a distinct tradition and literary history. I am all in favour of giving instruction in the secondary stage through the medium of either Hindi or Urdu. They are both literary languages and either the one or the other is understood by every section of the community. I am also in favour of every student being required to have a knowledge of both the scripts. But it is the merest madness of a blind and false nationalism to imagine that Ghalib and Tulsidas wrote the same language. I must confess also that the question is not merely a linguistic one, and frankly state my fear that in actual practice Hindi will be discarded and Urdu will be encouraged because of the apprehension of trampling on the rights of the minority community.

I should have liked the Committee to make more specific recommendations in paragraph 98 in regard to the hours of school work. I have long felt that one main reason of the defective physique of school boys is the present duration of school work. It is fatal to the health for a boy—as indeed for the adult—to have a hasty meal at 9 in the morning, rush to school and thereafter to remain practically without any nourishment until about 4 in the afternoon. It would be much better from every point of view if the hours of school work were altered as follows: 7—12 in summer; 8—1 P.M. in winter. I know that it is a large problem. But I feel it must be faced.

AMARNATH JHA.

The 5th June 1939.

APPENDIX I.

No. 68-E. R. C., dated Patna, the 19th—27th September 1938.

From—B. MUKHARJI, ESQ., M.A., B.L. (CAL.), M.A. (EDN.)
(LEEDS), Member-Secretary of the Education Re-
organisation Committee, Bihar,

To—All Members of the Legislative Council and Legislative
Assembly, all Members of the Patna University
Senate, all Members of the Board of Secondary
Education, Principals of all Colleges, all Inspectors of
Schools, the Inspectress of Schools, Headmasters of all
High Schools, Headmistresses of all Girls' High
Schools, Lady Principal of the Bankipore Girls' High
School and of the B. N. R. Training College, and
Registrar of Examinations, Bihar.

I am directed to send herewith a copy of the questionnaire, issued by the Bihar Education Reorganisation Committee, and shall be grateful if you will assist the Committee with such answers as you may choose to give. The present questionnaire is confined to secondary education; it is not meant to be exhaustive: you can deal with any matters relevant to it. Nor are you expected to answer all the questions included therein. It is particularly requested that your reply should reach my office on or before the 27th October 1938.

BIHAR EDUCATION REORGANISATION COMMITTEE.

QUESTIONNAIRE.

SECONDARY EDUCATION.

I.—Purpose.

1. Taking the system of secondary education as a whole, what, in your opinion, should be the main purpose in organising that system?
2. Would you indicate, in general, the basic principles that should guide the general scope and character of this education?

3. How far is the development of individuality of each candidate, and the inclusion of a proper sense of self-respect facilitated or obstructed by the present system of secondary education, and to what extent would the position be improved by the changes you advocate?

4. To what extent is the reproach against the existing system of education justified that it produces only clerks, or self-complacent individuals not adequately equipped to face the realities of life?

5. How far is it practicable and necessary to make a comprehensive survey of the resources (human as well as material) and obligations or possibilities of the Province, so as to absorb automatically every person duly trained up to the secondary stage, who desires to find an occupation in some suitable work affording such person remuneration equal to the needs of middle class living in this Province, so as to avoid *ab initio* the possibility of the so-called educated unemployment?

II.—Objectives.

6. What should, in your opinion, be the objectives to be kept in view in organising the system of secondary education throughout the Province?

7. How far is the aim of secondary education satisfied if the system is designed entirely with a view to providing instruction for preparing candidates to go in for higher, university, technical, or professional education?

8. Would you consider the goal of this education to consist in preparing the candidates at the end of their course of secondary education for taking up the responsibilities of everyday life?

9. How far are the two objectives mentioned above in the two preceding questions mutually incompatible, or reconcilable?

How can the difference between the two, if any, be reconciled, and either or both objectives be attained by the same general system of secondary education?

10. To what extent would the course of instruction and training provided in this stage of education have to be different according as one or the other objective mentioned above is the guiding factor in organising that system?

11. Would you suggest any other objectives? If so, what guiding considerations should be held in view, besides those mentioned above, in organising the system of secondary education?

12. Assuming that a good secondary education is the utmost that the bulk of the population can ever hope to receive, what room would you provide for that modicum of liberal general education which may be taken to be the distinguishing mark of the citizen in a civilised modern community?

13. How far would you insist that the provision of a sound secondary education to every boy and girl in the community be regarded as one of the fundamental rights of citizenship which should be made available to everybody willing and able to receive it, either wholly free of charge, or at the lowest possible cost to the recipient?

14. What device would you provide as an appropriate means of recognising the successful completion of that course by any individual?

15. What value should, in your opinion, be attached to the diploma or certificate vouching for the successful completion of secondary education so as to be of service in practical life, or for continuation of higher studies to the successful candidates?

16. How would you secure that this value be universally attached to the diploma or certificate mentioned above?

III.—Age and General Position of Candidates.

17. What, in your opinion, should be, generally speaking, the age period of the candidates coming under the system of secondary education?

Would the commencing age for secondary education, and the total period devoted to that education, differ according as the recipient is a boy or a girl?

18. What would be the minimum basic requirement of knowledge you would insist upon for any one to be admitted in any institution for secondary education?

19. Bearing in mind certain social customs or institutions, such as the prevalence of early marriage or the seclusion of women, would you suggest any special device—amounting even to indirect if not direct compulsion—to be adopted in order to secure that any given proportion of the community should enjoy the benefit of secondary education?

20. Would you suggest, and if so why, any differentiation in the courses of study or institutions devoted to secondary education according as the pupils are boys or girls?

21. Assuming the period you have recommended to be devoted to secondary education, what additional period would you suggest as suitable and necessary to be devoted to still higher and more specialised studies for such as elect to go to the University in pursuit of more advanced cultural, technical, or professional studies? How will the aggregate period devoted to studies under this scheme up to the end of studies or training in the university stage compare with the total working period in life left to such a person?

IV.—Curriculum.

22. What, in your opinion, should be the total length of the period devoted to secondary education? How would that period

compare with (a) the period devoted to primary instruction, and (b) to the requirements of practical life under our existing social and economic conditions?

23. What steps would you suggest for linking up or co-ordinating these two sections of our educational system so as to make a compact whole, as far as possible?

24. Is there any means whereby the period to be devoted to secondary education may be economised without in any way sacrificing considerations of adequate and efficient education?

25. Would you insist upon any general characteristics of the curriculum, taken collectively, which should be prescribed for secondary education as a whole, in view of the guiding principles of that education as well as the objectives to be held in view, as indicated above?

26. What in your opinion should be the stages (or standards) into which this section of public education ought to be divided? How would you correlate the several standards into which the total period of such education is divided?

27. Taking the curriculum collectively, what importance should be attached to including in the curriculum (a) cultural subjects, e.g., language and literature, history and philosophy, science and mathematics; and (b) subjects of practical utility, e.g., book-keeping or elementary training in mechanical repair?

28. To what extent is the curriculum, in your opinion, disproportionately loaded with subjects of cultural rather than of utilitarian character?

How far would you regard that feature, if it exists, to be undesirable?

29. What importance would you attach to the inclusion of subjects like History of India or a proper appreciation of the literature and artistic achievements of this country in the curriculum?

30. What means would you suggest for inculcating sympathetic appreciation of the Indian social system, and of the Indian national tradition or ideals in the minds of the pupils during the stage of secondary education?

V.—School Subjects and School Vacations and Holidays.

31. How would you organise a school year in reference to secondary education?

Would you prefer one continuous year broken only by a weekly or other public holidays, or have more than one semestral division in the normal academic year?

32. What other subjects would you include in the curriculum for secondary education on a compulsory basis or an optional basis? Please give an outline of such a complete curriculum.

33. To what extent would you consider the inclusion of purely optional subjects, not absolutely needed for passing any test by way of rounding up and completing the education of the pupil, as a basis for specialised knowledge in this particular subject?

34. Would the instruction in such optional subjects be in addition to the other subjects, or each exclusive by itself or in a group?

35. Would you outline the scope and nature of any optional or facultative subjects that you think should be included in the normal curriculum of secondary education taken collectively?

36. How far would the inclusion of optional subjects (or groups of such subjects) cause obstruction from the administrative standpoint in the conduct or organisation of secondary education?

37. What do you regard to be the justification of introducing optional subjects during the course of secondary education?

How far is specialisation possible or desirable during this stage?

38. What subjects (or groups of subjects) in your opinion may be taken as optional?

Would you insist upon making any subject to be absolutely compulsory during the stage of secondary education taken collectively?

39. Would you suggest the line of option to be given should run according to any definite mark of division, such as sex, or hereditary occupation, or social status (e.g., caste)?

40. Would you advise that any course of religious or moral instruction be included in the system of secondary education at all? If so, what do you consider to be the legitimate place and means of such instruction?

41. What is the value of periodical holidays, called vacations, in a system of education?

42. Would you suggest that the usual vacations in the course of an academic year be utilised, so as to intensify the work of educating without breaking the sense of holidays implied in a vacation?

43. What means would you suggest to facilitate, during vacation, organised educational tours for the pupils under the guidance of their teachers or other school authorities?

What steps would you advocate to make such educational tours a regular integral feature of the educational system in the country, and how would you provide for the necessary cost of such travel, keeping the same at the lowest level possible?

44. What measures would you advise should be taken in order to provide adequate amusement and recreation for the pupils, so as to make their studies more interesting and at the same time indirectly helpful in the cause of those studies?

45. What do you consider should be the place and means of organised recreation and amusement for the pupils in the general programme of education taken collectively?

46. How should a normal school day be organised?

What length should it consist of? What activities should it be occupied with?

VI.—Language.

47. How far do you think it desirable and legitimate to insist, from the standpoint of national unity, as also from that of the thoroughness of the instruction imparted, that the sole medium of instruction in the secondary stage of education should be the language of the Province, especially in such a fairly homogeneous Province as Bihar, and in view particularly, of the fact that the students trained in the Basic minimum of education, as proposed under the reorganisation scheme, would have acquired a working knowledge of Hindustani which is also the mother-tongue of the largest proportion of the people in Bihar?

48. How far do you consider the mother-tongue of the candidates (or of any section of them) in this Province to be suitable for adequate and efficient instruction in any subject in the course of secondary education, even if any language other than the provincial is recognised for the purpose?

49. How far is it possible and necessary to provide for such recognition of the mother-tongue of any considerable minority in the organised system of this education in the Province, whether the minority be linguistic (e.g., Bengalis or Oriyas) or communal (e.g., Musalmans or Indian Christians)?

50. During the course of secondary education would you provide any additional or second language as a compulsory or optional subject of instruction?

51. If you consider the inclusion of a second language to be necessary, what would be the kind of such language to be preferably included e.g., a classical Indian or Eastern language; or a classical European language like Greek or Latin; or a modern European language like English, French or German?

52. How far do you consider it desirable that Hindustani, the language of this Province and also the common national Indian language, should serve as the ordinary medium of intercourse between all communities in this Province?

53. Assuming that Hindustani, the mother-tongue of the people of Bihar, is adopted as the medium of instruction, how far any considerable and concentrated minority whose mother-tongue is sufficiently developed for the purpose, should be allowed the facility of instruction in this stage through their own mother-tongue, without prejudicing the position of the common national Indian language as the universal medium of intercourse amongst all students during the stage of secondary education?

54. What room would you provide for other Indian or foreign languages in the ordinary curriculum during this stage of public instruction?

55. From what standpoint, or with what objective, and in what method, would you provide for tuition in languages, including the mother-tongue, additional or second language, and for optional languages?

VII.—Arts and Crafts.

56. What are the subjects of practical utility which you would include in the normal curriculum during this stage of education, either on a compulsory, or on an optional basis?

57. How would you secure that any subject of practical utility should be so treated, the instruction or training should be so imparted, as to be of immediate service to the successful candidates who have completed the secondary stage of education?

58. To what extent is it possible to make instruction in all branches of the curriculum revolve or centre round any single subject of practical utility? Assuming such a course is adopted as a matter of fundamental policy, what obstacles do you perceive in carrying out that policy, and how would you overcome them? What advantages do you think are likely to result from such a policy?

59. To what extent would you consider subjects like drawing and painting, music and dancing, acting, etc., as subjects of practical utility? How far is any acquaintance with such subjects indispensable for a really sound and liberal education?

60. What other arts or crafts would you specially provide for as subjects for instruction in course of secondary education?

61. How far should the inclusion of handicrafts, artistic or mechanical—with or without any commercial utility,—be regarded as being in consonance with the rapid industrialisation of this country or ambitions in that behalf of Indian public leaders?

62. Do you consider it desirable as well as practicable to aim at realising any proportion of the cost of such education from the sale of the products of handiwork in such schools?

VIII.—*Physical Training of Secondary School Students.*

63. How far would you consider *compulsory physical training* should be adopted during the stage of secondary education?

64. What amount of time you think it necessary to allot every week as a regular feature of the system?

65. How far should attention to games and sports be made a regular feature of the system of education during this stage, whether on a compulsory or a voluntary basis?

66. Bearing in mind the economic and social conditions in this Province, what games and sports would you recommend as particularly desirable with a view to develop character and inculcate a spirit of sportsmanship amongst the pupils in this stage of instruction?

67. Would you suggest that during this stage of public education any measure of military training be included, either on a compulsory or on a voluntary basis?

68. Is it necessary to have on a provincial scale any institution corresponding to the Boy Scout or Girl Guide, or their Indian counterparts conforming to our local conditions and sentiments?

Would you make such institutions, if you recommend them, to be a regular, compulsory feature of every secondary school, and, if so, why?

IX.—*Examinations.*

69. How far do you consider the prevalence of examinations, or periodical tests, of students to be defective or objectionable in regard to—

- (a) the frequency with which they occur;
- (b) the actual conduct of the examinations; and
- (c) the nature and importance attached to the results?

70. Would you suggest any changes in regard to the frequency of examinations, and the mode and time of conducting them, or the personnel appointed to hold them?

71. How far, in your opinion, are the results in examinations a just criterion of—

- (a) the proficiency attained by any candidate;
- (b) the production of intelligent and helpful citizenship amongst the successful candidates; and
- (c) the public appreciation of the institutions preparing such candidates?

72. What measures would you advocate to avoid or modify the needlessly and yet inevitable mechanical character of the present system of examinations?

73. If you would dispense with examinations, what other tests would you substitute for marking the attainment of a given degree of proficiency by any candidate?

74. How would you suggest these alternatives or substitutes be carried out? By what authority? In what manner? And with what frequency of time?

75. How would you mark the degree of proficiency attained by each candidate under any system of test that you may impose in place of or along with examination?

76. How far would you make promotions from class to class and stage to stage as absolutely conditional upon success in periodical examinations, or any other test imposed?

77. Would you leave any margin of discretion to the teaching authority, or any other authority, in according promotion from class to class in a manner otherwise than by success in examination?

78. How far, under present conditions, is mass examination of candidates—in contrast with individual test—inevitable?

79. If you prefer individual tests, would you outline the manner in which such tests can be designed and carried out, without disproportionate outlay in time, money or energy, and with dependable results?

80. How far would you make it compulsory for any boy or girl presenting himself or herself for such examination or test to undergo the prescribed course of studies at any recognised institution giving secondary education?

81. Would you allow any "private candidate", who has not been regularly trained in any recognised institution, to appear at any such examination or test, and, if so, under what conditions?

82. How far is it inevitable, under present conditions, particularly in regard to the education of girls in the so-called higher social class that such education be permitted if imparted away from school or at home?

83. To what extent would you consider it desirable to devise any specific measures to counteract this feature of our present social system?

84. Apart from the special disabilities of women implied in the foregoing question, how far would you recognise education at home, as contrasted with that in a recognised school, to be sufficient for purposes of presenting oneself at a public examination?

85. How far does the prevalence of the custom of early marriage operate against the spread of higher education amongst men or women in this Province?

86. What steps would you recommend to counteract the forces of such customs with a view to spreading higher education more fully amongst the men and women of this Province?

X.—Schools.

87. Would you suggest that any predetermined proportion of the population must be made to undergo complete secondary education, as part of a plan of nation development, and as a national minimum in their case?

88. If you consider it advisable to prescribe such a minimum, what methods would you adopt to secure the required number of individuals being brought under the secondary stage of education?

89. Do you consider the existing distribution of secondary schools in the Province to be adequate for the needs of the Province?

90. How would you suggest the number of secondary schools to be distributed over the Province, so as to make the advantage of secondary education accessible to the required proportion of population?

Would you advocate any measure of compulsion being adopted in their case?

91. To what extent do you think it advisable to make secondary education free from any payment by way of (a) fees, and (b) books and other means of study?

92. How far do you consider it advisable that secondary schools be started, managed, controlled, and supervised exclusively by Government through a provincial Department of Public Instruction?

93. What do you consider to be the advantages and disadvantages of such a system? How far, in your opinion, is it desirable to hand over the institution, organisation, financing and management of secondary schools to municipal or other local authorities?

94. In the event of any such schools being conducted by a local authority, what measure of supervision, guidance or control would you retain in the Provincial Government to be exercised through the provincial Department of Public Instruction?

95. To what extent do you consider it desirable that institutions of secondary education be in the hands of semi-public associations or registered societies, including Christian and other missionary bodies?

96. What measure of control, supervision, or guidance would you reserve for the Provincial Government as regards secondary schools owned and conducted by such bodies?

97. How far would you consider it advisable that education in any stage—a public utility—should be entrusted in any way to private profit-seeking enterprise?

98. Is there any ground for apprehending that the possibility of private enterprise in this field may lead to profiteering at the expense of the community?

99. What limits, if any, would you advise to be set to Government authority by way of control, supervision, or guidance over secondary schools, not directly owned or managed by Government themselves?

100. In the event of secondary schools being conducted simultaneously by Government, local bodies, semi-public associations, or registered societies, including Christian or other missionary bodies, and private individuals, what value would you attach to Government maintaining only a model institution in each district or other suitable division of the Province, as a sort of standard to other workers in the same field?

101. What are the most effective forms of exercising Government supervision and control over secondary schools without undue interference with the actual conduct and daily administration of these schools?

102. How far do you consider the existing system of grant-in-aid to schools, managed by bodies or individuals other than Government, needs to be amended?

On what lines would you suggest changes to be made in the existing code for grant-in-aid?

103. How far is the device of prescribing courses and text-books, providing specially trained teachers from one central training school or college, and insisting upon regular periodical inspection of the work of each secondary school, its accounts and other activities, including the instruction of pupils, effective as a means of exercising control over non-government institutions?

104. Would you insist that secondary schools be also required to pay regular attention to inculcating in the pupils a sense of good manners, behaviour and social accomplishments, in addition to ordinary instruction?

How would you suggest such education should be imparted?

105. How far can the schools be made fruitful preparatory grounds for the future citizen of a democratic state?

106. In what way can the school serve as a social institution?

107. How would you develop the sense of corporate life and social utility among pupils in the secondary schools?

108. What institutions—scholastic or otherwise—are suitable for such an objective? (e.g., sports, gymkhanas, co-operative societies, debating unions, dramatic associations).

How far would any of the examples given help to inculcate a sense of civil responsibility and privileges, and familiarity with the principles, forms and methods of self-government? How far would it be desirable to accord formal recognition to such school-bodies and the privileges and responsibilities they are accustomed to?

109. How far is the process of recognition by Government, or any other semi-government authority of any school useful for providing a measure of control over such a recognised institution?

110. Should regular visits be paid by public personages, apart from the usual official inspection, to schools in the Province, with a view to influencing the activities in the schools in a proper direction?

111. How far do you consider the conditions in this Province suitable for establishing Public Schools in the English sense of that term?

112. What classes of the community are likely to avail themselves of such a facility if it were provided?

113. How far is the Public School of this type liable to be abused, e.g., by developing an undue class consciousness or superiority complex? What measures would you advise to be adopted from the start to guard against such possible abuse?

XI.—Schools and the University.

114. How far is contact with the University necessary and desirable for secondary schools to maintain?

What are the ways in which such contact can be healthfully maintained?

115. What would you regard as the legitimate sphere and extent for the University to exercise its supervision over secondary schools? How far do you consider it proper that the University should prescribe qualifications of teachers in secondary schools, standards of examination, and courses for studies leading up to such examination, either exclusively on its own authority, or in co-operation with Government?

116. Do you consider it advisable to split up the University examination at the end of the secondary stage into two, viz., one called the School Final Examination, and the other called the Matriculation Examination, the latter only qualifying for admission to the University, and the former serving as entrance to trade, profession or occupation for which the successful student has been duly qualified during his secondary school stage?

117. Would you favour the institution of a Secondary School Leaving Examination Board to discharge the functions indicated as possible to be allotted to the University in regard to secondary schools? If so, what constitution would you prescribe for such a Board? What relationship would you provide for as between that Board on the one hand, and, on the other, the University or the Provincial Government, and how would you provide for the finance of that body?

XII.—*Schools and Contact with Organisations representing Trades, Professions or Occupations.*

118. What steps would you advise to be adopted to provide for regular contact between secondary schools, and organisations representative of trades, professions and occupations, which are in any way interested in the work or the product of such schools?

119. How would you secure that on the one hand the needs of such trades, professions or occupations for adequately trained personnel would be regularly met by the schools; and, on the other hand, the needs of the schools for proper staff, equipment and practical training for their *alumni*, during the scholastic period, be met by help from these trades, professions or occupations, without undue strain upon the public purse?

XIII.—*Schools and the General Public.*

120. What steps would you advise to be adopted for maintaining a regular contact between schools and the general public?

How would you secure the continued and active interest and association of parents in the work and activities of the school?

121. For what category of population do you consider it necessary to have special schools, other than the "Public Schools" mentioned above?

122. How far is the presence of special schools for separate communities, or classes, if any, open to abuse from the stand-point of the unity of the peoples of this Province?

123. What regulations would you suggest be adopted to preclude the easy possibility of separate communal or class or sectarian schools being instituted in any area in the Province?

To what extent do you consider it essential that all secondary education and training be cast into a common, uniform mould, so that no arbitrary, artificial or unwanted divisions be introduced to undermine the solidarity of the people in the Province?

124. How far is special treatment in secondary schools necessary for particular trades or crafts?

Would you advocate separate trade schools being maintained in each convenient and suitable area?

125. Do you consider it desirable to have separate and exclusive secondary schools for women?

126. What would be the social and psychological reaction of such a separation of the two sexes into mutually exclusive institutions?

127. What dangers do you apprehend, or objections you have, against a system of co-education of boys and girls in secondary schools?

128. What particular branches of knowledge or training do you regard so peculiarly appropriate for women as to necessitate the institution of separate schools exclusively for women?

129. What special provision, if any, would you make for the education of defectives, aboriginals, depressed classes, Anglo-Indians, or the domiciled community?

130. Do you apprehend any danger on racial or communal lines? While trying to avoid these dangers, how would you safeguard the guaranteed rights of cultural or racial or provincial minorities?

131. How far do you think it practicable to insist upon each owner of a mine, factory or land, employing more than a given proportion of labour (skilled or unskilled), to maintain one or more secondary schools for the purpose of that mine, factory, or *zamindari*?

132. What means would you adopt to see that the schools so maintained conform to the general pattern, provide for the required degree of control and supervision by Government, and at the same time give to the *alumni* the required special education and training?

XIV.—*Employment of Products of Secondary Education.*

133. How far do you consider the device of universal apprenticeship suitable as a means of solving the problem of employment of duly trained labour?

134. Would you recommend any restriction on the employment of persons not educated up to a given level in regard to specific trades, professions, or occupations, which require a given degree of minimum skill or knowledge?

135. What machinery would you advise be instituted for a regular contact between employers' organisations (including Government) and the school authorities for the purpose of securing regular employment of the scholars as they are turned out from schools on completion of their appointed course of studies?

136. Would you allow any voice to such an organisation as is contemplated in the preceding question in framing the courses of studies, the mode of training and other activities of the secondary schools?

XV.—*Teachers.*

137. How far is the available supply of properly trained teachers inadequate to the requirement of secondary education?

What steps would you adopt to secure an adequate supply from time to time of properly trained teachers?

138. Have you any remarks to offer as regards the conditions of service for teachers, with special reference to :

(a) their average scale of salary ;

(b) conditions of work ;

- (c) general social status ;
- (d) security of tenure ;
- (e) rights of complaint and appeal against injustice or unfair treatment ;
- (f) holidays or vacations ;
- (g) promotions and transfers ;
- (h) discipline ;
- (i) pension or other provision for superannuation ;
- (j) freedom of thought, speech, association and organisation ; and
- (k) other rights of teachers ?

139. Would you recommend that a comprehensive Code or Charter of the Teachers' Rights as adumbrated above be prepared and enforced by law in the Province?

140. How far do you think it advantageous to have regular organisations of teachers with a view to ventilating the peculiar difficulties or grievances of the teaching fraternity, the difficulty of their work, and other matters requiring publicity?

141. What control or supervision do you think it desirable to provide in the Provincial Government over these Teachers' Guilds or Unions in order to see that they do not become close corporations or strive for monopolistic control over the education of the people?

XVI.—Organisation and Administration of Secondary Education.

142. Have you any remarks to offer on the existing machinery of administration of the Department of Public Instruction?

143. Who are the various authorities concerned with that Department, and what are their respective functions?

144. To what extent is the institution of educational inspectors helpful for the efficient working of the general policy and programme of secondary education?

145. Is the overlapping of authority in framing the basic policy for public education, in preparing general programmes in accordance with the policy, and in giving effect to the same, likely to cause needless delay?

146. To what extent is the presence of a Minister responsible to the popular Legislature helpful in framing and carrying out a progressive policy of educational reconstruction?

147. Have you any remarks to offer on the organisation of the Educational Service, its recruitment, remuneration, and work?

148. What steps would you devise to secure continued interest of the general public, and of any special interest particularly concerned with it, in secondary schools in given areas?

XVII.—*Finance and Education.*

149. What is the extra cost to Government likely to be incurred for giving effect to the recommendations in regard to secondary education, both recurring and non-recurring?

150. What will be the total cost, besides that incurred by Government, on secondary education to the community as a whole?

151. How would you meet the deficit, if any, in the normal education budget, so far as secondary schools are concerned, based on these recommendations?

152. How far is it advisable, in the general interests of provincial development, to levy fees for instruction and training, in public secondary schools, of such a degree as to make the parties seeking such education bear an appreciable, if not the whole, proportion of the cost of such education?

153. Would you lay down by law any *maximum* fee to be charged in any secondary school regardless of the authority or body conducting the school, with due regard to local circumstances and the ability of the class specially served by a given school?

154. To what extent is it desirable to authorise the Education Ministry in the Province to raise special educational loans for providing buildings, libraries, laboratories, play-grounds and other capital equipment needed for the efficient working of a modern secondary school? What means would you devise for the repayment of such loans? What rate of interest would you consider permissible for such loans?

155. Are you in favour of a standardised (contract) budget for the Education Ministry, more or less fixed for a given period (e.g. five years) with the right to appropriate all savings and to devise special expedients for adding to the receipts of the Department out of sources other than the grant from Government? (*N.B.*—This applies only to regular recurring expenditure.)

156. What steps would you suggest for minimising the cost of secondary education to those receiving it (or to their parents) in respect of text-books, papers, etc., needed for such education?

157. To what extent would you insist on providing—

- (a) scholarships, or
- (b) freeships,

for facilitating the spread of secondary education to the required proportion of the population? How would you provide the funds for such grants?

SUPPLEMENTARY QUESTIONS.

1. What, in your opinion, are the chief defects of secondary education in this Province?

2. Do you believe that the system is too literary, too individual, or too sectional, and that it leads to unemployment? If so, in what way does it fail to solve the economic problems of earning a livelihood and serve the larger interests of the community and the nation? Please state broadly the lines on which the reorganisation of secondary education should be carried out in order to remove the defects pointed out by you.

3. How far do you think the Sadler scheme of secondary education which was partially introduced in this Province by setting up Intermediate Colleges has succeeded in removing the defects of secondary education?

4. Do you approve of the control of secondary education by a Board of Secondary Education? If so, what should be the relation of the Board with the University, on the one hand, and Government on the other? Have you any suggestions to make in regard to the functions, composition and powers of the Board?

5. Should the Board of Secondary Education have an inspecting staff of its own, distinct from that of Government? If so, what would be the cost of the proposal?

6. What should be the medium of instruction for Secondary Education for (a) the Natural Sciences, (b) the Social Sciences, and (c) the languages and other literary or semi-literary subjects? What script or scripts should be used?

7. Please state in the light of your answers to the preceding questions and your general views on primary and higher education, what should be the length of the secondary education course if it is to be divided into two or three sections to provide for the varying needs of those who proceed for university degrees and those who desire to go in for vocational training. Please state the points at which the division should take place.

8. Is it necessary to retain classes IV and V of the primary standard in the present organisation of a high school? Is it desirable to have a high school consisting only of classes VIII, IX, X and XI or should every high school include the middle classes, VI and VII? If you have got any other scheme of school organisation please describe it.

9. Do you think it desirable and practicable to provide for the teaching of subjects like Elementary Economics, Civics, Biology, General Science and Hygiene, etc., at the secondary stage? If so, which of them would you like to make compulsory?

10. What provision would you make for the teaching of a craft or vocation, or for manual work at the secondary stage?

11. Can the present course be lightened in certain subjects even after adopting vernacular as the medium of instruction?

12. Is it desirable and practicable to have a special or separate syllabus for particular classes of students, e.g., girls, Harijans, aboriginals, etc.?

13. What extra-curricular activities should be encouraged in a secondary institution in order to promote the physical welfare, civic ideals and the economic well-being of the masses? Would you advocate some sort of compulsory social service like Mass Literacy or Village Welfare Work as a condition precedent to admission to a public examination like the Middle School Certificate and the Matriculation examination? Will it, for instance, be feasible to require every candidate for these two examinations to produce a certificate of having educated 5 or 10 girls, or adults of his locality up to the lower primary or middle standard before he can be allowed to sit for the examinations?

14. Is it practicable and desirable to organise a school day, say, in two or three shifts, and in such a fashion as to promote the maximum use of school equipment, furniture and buildings and leave the pupils free to help their parents in their business outside school hours?

15. Do you regard the present school year in this Province as suitable? If not, how could you change it? Is it possible to organise the year in special areas so as to leave the pupils free to help their parents in seasonal field work or the State by rendering social service?

16. Assuming that vernacular becomes the medium of instruction, is it desirable to have single-language or multi-language schools?

17. Classics are at present taught in separate sections in high schools and in all Tols and Madrasas. Does this system, in your opinion, make for unity or efficiency? Is it desirable that the classical scholar, in order to appreciate fully the value of Indian culture, should be compelled to study both Hindu and Muslim classics? What would be the effect of this change on the evolution of the Hindustani language?

18. What relative importance should be given to the teaching of the different vernaculars of this multi-lingual Province? Should one common vernacular be made obligatory on all pupils taking the secondary course?

19. Should the school insist on providing common lunch, a common uniform and a system of orderly movements with a view to promoting *esprit de corps* amongst the school pupils?

20. Should a school provide opportunities for partial employment of students with a view to bringing secondary education within the reach of students who do not wish to depend upon private charities? If so, please suggest some vocations which may be helpful in this respect.

21. What should be the standard aimed at for school buildings? Do you prefer *pucca* or *kutchæ* buildings? How would you finance their construction?

22. It has been said that the present system of distribution of grants in this Province favours the small, inefficient and uneconomical schools. If you are in favour of larger schools, how would you modify the system so as to favour them?

23. Should the high schools be classified into classes A, B, C and D with a view to promoting emulation and stimulate efficiency?

24. Are the present training facilities for men and women secondary teachers adequate and suitable? If not, how would you improve them?

25. Are you in favour of converting all middle vernacular schools into middle English schools?

26. Will you provide vocational or professional training as a part of the ordinary high school course or in special schools?

27. Are you in favour of mixed schools like farm schools, factory schools or handicraft schools in which partial general education may be given along with the training appropriate to the vocation in which the pupil is actually engaged?

28. Is the present system of approving text-books for use in schools with the help of a Text-Book Committee suitable? If not, what modifications would you suggest? If the present organisation is unsuitable, what other alternative organisation would you recommend specially with a view to avoiding canvassing by publishers?

APPENDIX II.

List of persons who replied to the questionnaire.

1. Mr. R. Ghosh, Dhanbad.
2. The Right Rev. the Bishop of Chota Nagpur, Ranchi.
3. Babu Chakreshwar Kumar Jain, M.L.A., Bihar.
4. Babu Punyadeo Sharma, M.L.C., Bihar.
5. Principal, Training College, Patna.
6. Principal, St. Columba's College, Hazaribagh.
7. Babu Durga Prasad, Professor, Training College, Patna.
8. Babu N. C. Chatterji, Professor, Training College, Patna.
9. Inspector of Schools, Patna Division.
10. Inspector of Schools, Tirhut Division.
11. Inspector of Schools, Bhagalpur Division.
12. Headmaster, Patna Collegiate School, Patna.
13. Headmaster, Zila School, Gaya.
14. Headmaster, Zila School, Hazaribagh.
15. Headmaster, Zila School, Palamau.
16. Headmaster, Zila School, Purulia.
17. Headmaster, Zila School, Chaibassa.
18. Headmaster, T. K. Ghosh's Academy, Patna.
19. Headmaster, Miller High School, Patna.
20. Headmaster, B. N. Collegiate School, Patna.
21. Babu Ramayan Saran, Pataliputra High School, Patna.
22. Headmaster, Theosophical Model High School, Gaya.
23. Headmaster, Model Institute, Arrah (Shahabad).
24. Headmaster, Rural High School, Tilothu (Shahabad).
25. Headmaster, High School, Chandi (Shahabad).
26. Headmaster, K. P. High School, Dighwara (Saran).
27. Headmaster, Seyani High School, Dighwara (Saran).
28. Headmaster, D. A. V. High School, Gopalganj (Saran).
29. Headmaster, S. P. S. Seminary, Sonapur (Saran).
30. Headmaster, Khrist Raja High School, Bettiah (Champaran).

31. Headmaster, Marwari High School, Muzaffarpur.
32. Headmaster, J. M. High School, Kamtaul (Darbhanga).
33. Headmaster, Prince of Wales High School, Khagaria (Monghyr).
34. Headmaster, Secondary Training School, Bhagalpur.
35. Headmaster, St. Mary's High School, Samtoli (Ranchi).
36. The Rector R. C. Mission and Headmaster, St. John's High School, Ranchi.
37. Headmaster, J. K. High School, Rajmahal (Santal Parganas).
38. Headmaster, Raj High School, Pakur (Santal Parganas).
39. Headmaster, Girwar High School, Daltonganj (Palamau).
40. Headmaster, Mrs. K. M. P. M. High School, Jamshedpur (Singhbhum).
41. Lady Principal, St. Margaret's Girls' High School, Ranchi.
42. Lady Principal, C. M. S. Girls' High School, Deoghar (Santal Parganas).
43. Physical Instructor, Patna Division.
44. General Secretary, Maithili Sahitya Parishad, Laheriasarai (Darbhanga).

APPENDIX III.

TYPES OF SCHOOLS.

The different types of secondary schools which may be required for this Province are the following :—

- (a) College preparatory secondary schools (of Arts and Science).
- (b) Secondary schools of classical languages.
- (c) Teachers' training secondary schools.
- (d) Agricultural (including veterinary) secondary schools.
- (e) Medical.
- (f) Engineering (civil, electrical, mechanical).
- (g) Mining.
- (h) Commercial.
- (i) Domestic science and home craft.
- (j) Industrial.
- (k) Fine arts (music, painting, etc.).

The College preparatory schools may be further subdivided into those specialising in Arts subjects and those specialising in Science subjects. It may not, however, be possible to have a large variety of separate schools specialising in one kind or class of course only, and provision may have to be made for more than one kind of course in the same school. For instance, the College preparatory school may have a section specially devoted to the teaching of the classical languages (Sanskrit, Arabic or Persian) as well. The types enumerated above represent, therefore, more accurately the types of courses for which provision may be needed.

COURSES OF STUDY.

The curriculum for all these types of schools will include a certain minimum of common subjects having cultural and social value. The study of these will be largely concentrated in the first two years—grades VI and VII—and the courses in these will be generally parallel to those of the last two years of the Basic course, the difference being one of emphasis. The course in the last three years will differ according to the vocational bias in each type of school. But here again some subjects which are of fundamental importance ought to be common to all classes of schools. These will be the mother-tongue of the students and Hindustani, which is the common medium of intercourse and exchange of ideas in the country. The following groupings may enable students to choose subjects necessary for the particular course they want to study.

COMPULSORY.

1. Mother-tongue.
2. Hindustani.

Four subjects to be chosen out of the following groups not more than two of which will be chosen from any one particular group :—

Group A.

- (a) One modern European language.
(English for the present.)
- (b) History.
- (c) Mathematics.

Group B.

- (a) One classical language (Sanskrit, Arabic, Persian, etc.).
- (b) Physics and Chemistry.
- (c) General Science. (Physics, Chemistry and Biology.)
- (d) Geography.
- (e) Elementary Politics.
- (f) One modern Indian language other than the student's mother-tongue.

Group C.

- (a) Botany.
- (b) Geology.
- (c) Economics.
- (d) Logic.
- (e) Additional paper in the classical language taken under group B (some particular branch of study, e.g., Grammar, Jyotish, etc., in Sanskrit).
- (f) Biology.
- (g) Additional Mathematics.
- (h) Drawing and Painting.
- (i) Mensuration and Surveying.
- (j) Physiology and Hygiene.
- (k) Domestic Science (including nursing, cooking, furnishing, laundry work).
- (l) Commerce.

- (m) Pedagogy.
- (n) Music.
- (o) Mechanics.
- (p) Agriculture (including Pisciculture and horticulture).
- (q) Animal husbandry.
- (r) Building construction.
- (s) Metal and wood work.
- (t) Sculpture.
- (u) Pottery and toy-making.

Those who do not want to proceed to higher studies may be allowed to take up one additional subject from group C which may be connected with the special type of course they may have chosen and, if necessary, they may be allowed to stay a year or two more to finish and round up their studies and acquire proficiency in the practical work connected with the course chosen. Or they may have a more extended course in the subjects chosen under C, as in the case of those choosing Pedagogy and Commerce as one of their subjects.

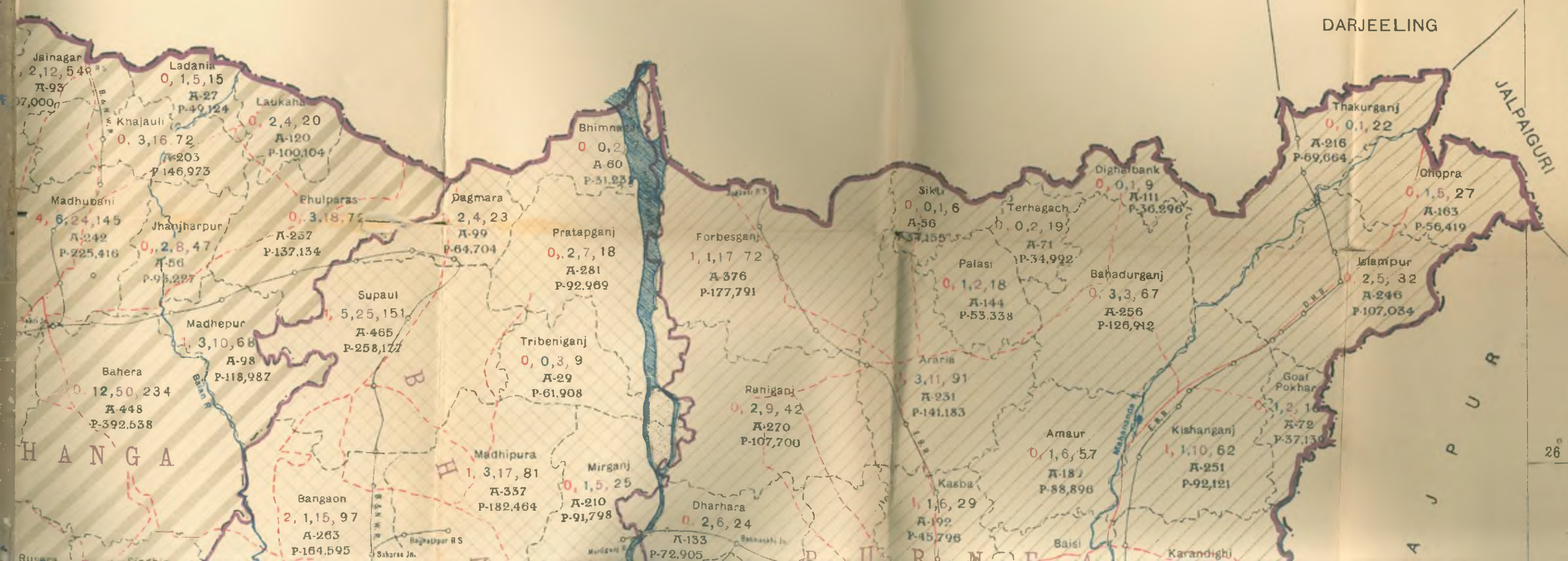
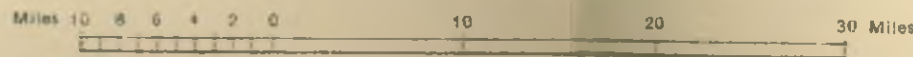
The syllabus will have to be prepared carefully to serve both classes of students—those proceeding to higher degrees and those stopping at the secondary stage.



MAP SHOWING THE DISTRIBUTION OF
 PRIMARY, MIDDLE AND HIGH SCHOOLS
 BY POLICE STATIONS
 IN
BIHAR

ON 31-3-1938

Scale 1 Inch to 10 Miles



P

A

L

27

DARJEELING

JALPAIGURI

HANGA

AJUR

26

ROUVI
N C E
G O R A K H P U
S
E
A
D
G H A Z I P U R
A R E S



0, 1, 5, 1
A-310
P-105,768

Jogapatti
0, 1, 8, 12
A-85
P-58,903

Bettiah
2, 12, 23, 79
A-303
P-225,497

0, 3, 3, 19
A-62
P-57,991

1, 2, 9, 49
A-116
P-102,725

Adapur
0, 1, 8, 46
A-111
P-99,997

Ghorasahan
0, 1, 6, 24
A-85
P-77,343

Sonbarsa
0, 1, 6, 21
A-69
P-71,480

Belamuc
0, 1, 12, 43
A-108
P-93,718

Sitamarhi
2, 4, 29, 93
A-195
P-252,762

Sursand
1, 2, 10, 29
A-65
P-64,999

Katea
0, 1, 7, 26
A-100
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A-42
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Buxar
1, 2, 13, 34
A-280
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Jagdispur
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Naubatou
0, 1, 8, 46
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Sandesh
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Bikram
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Rajpur
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A-35
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Sahar
0, 1, 8, 48
A-38
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Patiganj
0, 1, 8, 26
A-72
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Masaunh
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A-151
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Hilaa
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Chandi
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Sarmera
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Piro
0, 1, 8, 48
A-38
P-63,323

Jahanabad
0, 1, 8, 26
A-72
P-54,006

Masaunh
0, 4, 14, 94
A-151
P-103,451

Hilaa
1, 1, 14, 72
A-98
P-80,489

Chandi
0, 2, 14, 55
A-99
P-80,139

Asthanwan
0, 1, 3, 19
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P-26, 000



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DARJEELING

JALPAIGURI



D I N A J U R
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Ref. No.	Name of District	Name of P. S.	Area in sqr. mile	Population
I	Saran	Dighwara	45	35,037
II	Muzaffarpur	Bairagnia	42	42,498
III	Darbhanga	Madhwapur	40	42,390
IV	Bhagalpur	Nathnagar	60	33,937
V	Patna	Punpun	47	33,847
VI	do	Ekangar Sarai	71	36,757
VII	Gaya	Town Gaya	8	88,005
VIII	Shahabad	Arrah Town	6	48,922
IX	Manbhum	Kenduadih	23	55,314

EAST BENGAL

WEST BENGAL

PALAMU

RANCHI

SINGHBHU

Ranka
0, 1, 0, 12
A-387
P-37,205

Daltonganj
2, 4, 9, 44
A-240
P-86,834

Barwadih
0, 0, 0, 10
A-219
P-20,250

Bhandaria
0, 0, 7
A-228
P-10,057

Garu
0, 0, 0, 5
A-234
P-8,459

Latehar
0, 1, 0, 23
A-260
P-43,554

Balumath
0, 0, 1, 15
A-431
P-54,706

Chandwa
0, 0, 2, 13
A-235
P-26,145

Barkagaon
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A-486
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Mandu
0, 0, 1, 12
A-344
P-47,078

Gumia
0, 1, 1, 12
A-258
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Mahuadanr
0, 1, 2, 25
A-266
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Bihunpur
0, 0, 2, 17
A-237
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Lohardaga
1, 1, 12, 70
A-474
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Mandar
0, 2, 8, 31
A-200
P-58,133

Rangra
0, 0, 1, 15
A-174
P-54,437

Chainpur
0, 3, 7, 79
A-407
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Ghaghra
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A-207
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Bero
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Sonahatu
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A-146
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Sisai
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A-281
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Lapung
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A-117
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Karra
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A-199
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Bundu
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A-103
P-32,882

Gumla
1, 4, 29
A-208
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Khunti
1, 4, 10, 47
A-339
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Tamar
0, 2, 5, 35
A-482
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Raidih
0, 0, 5, 33
A-198
P-31,519

Basia
0, 4, 6, 64
A-296
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Torpa
0, 1, 6, 46
A-276
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Paikot
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A-223
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Simdega
1, 0, 6, 55
A-296
P-51,637

Bano
0, 1, 6, 44
A-212
P-40,349

Chakradharpur
1, 2, 8, 51
A-596
P-133,335

Kurdeg
0, 2, 3, 42
A-194
P-35,230

Kolebira
0, 1, 5, 59
A-397
P-61,721

Thethaitangar
0, 3, 2, 35
A-234
P-36,052

Bolba
0, 0, 0, 12
A-115
P-11,245

Chaibasa
1, 8, 35, 139
A-1,311
P-335,644

Ref. No.	Name of District	Name of P. S.	Area in sq. mile	Population
I	Saran	Dighwara	45	35,037
II	Muzaffarpur	Bairagnia	42	42,498
III	Darbhanga	Madhwapur	40	42,390
IV	Bhagalpur	Nathnagar	60	33,937
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PERSONS PER SQUARE MILE



(ACCORDING TO CENSUS REPORT 1931)

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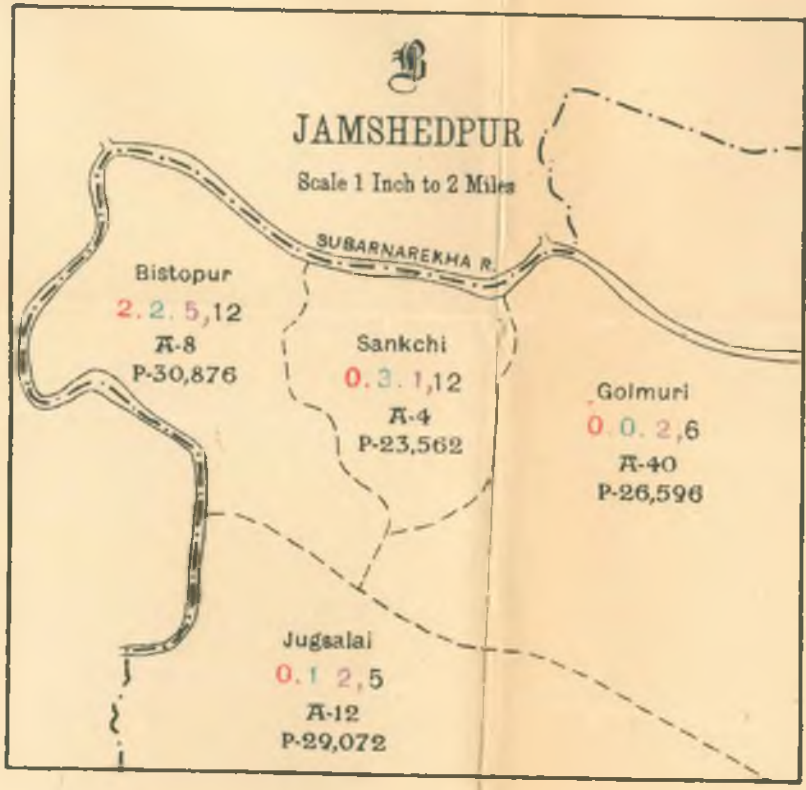
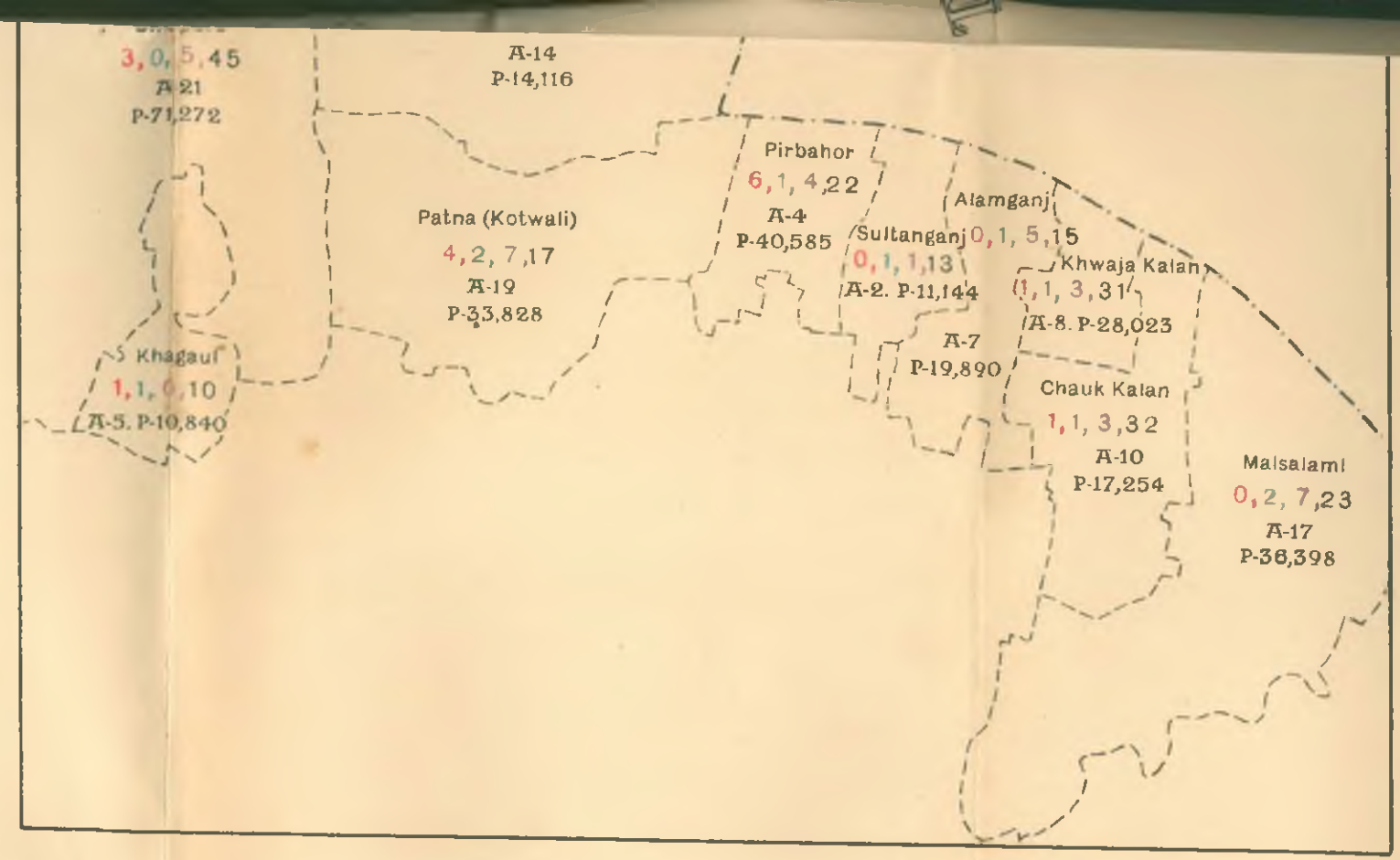
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REFERENCES

BOUNDARY:—PROVINCE, DISTRICT.	—
“ POLICE STATION.	—
MAIN ROAD:—METALLED, UNMETALLED.	—
RAILWAY LINE WITH STATION.	RS
RIVER, CANAL.	Canal
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NOTE:— FIGURES FOR AREA AND POPULATION HAVE BEEN TAKEN FROM POLICE STATION LIST OF BIHAR PUBLISHED IN 1936

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