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W. W. HORNELL, C.I.E.



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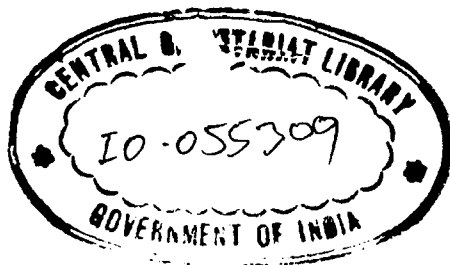
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PROGRESS
OF
EDUCATION IN BENGAL.
1912-13—1916-17.

FIFTH QUINQUENNIAL REVIEW.

CHAPTER I.

Introductory.

Area.—In accordance with the orders of the Government of India the statistics of Native States have not been included in this review. Excluding the area of these states this review deals with education in an area of 78,699 square miles.

2. **Population.**—According to the census of 1911 the total population of the Presidency (excluding the population of Native States) is 45,483,077, viz., 23,365,225 males and 22,117,852 females. Of the total population, 20,377,793 are Hindus ; 23,989,719 are Muhammadans ; 129,518 are Christians and the rest (986,047) belong to other communities.

3. **Numbers in towns and rural areas.**—According to the census of 1911 the total number of towns in the Presidency of Bengal is 119 and that of villages 119,732. The population in the former amounts to 2,945,622 and in the latter to 42,537,455.

4. **Number of district boards and municipalities.**—In the Presidency there are 25 district boards and 114 municipalities including the Calcutta Corporation. The population in district board areas is 42,022,655 and in municipal areas 2,869,681.

5. **Children of school-going age.**—The number of children of school-going age calculated at 15 per cent. of the total population is 6,822,461, viz., 3,504,784 males and 3,317,677 females. The Government of India have recently discontinued the practice of this calculation and have adopted in its stead the percentage of pupils at school calculated upon the total population. On the basis of this calculation the figures would be :—

(1) Percentage of men and boys at school to the total male population	...	...	...	6.92
(2) Percentage of women and girls at school to the total female population	...	...	...	1.36
(3) Percentage of pupils at school to the total population	...	...	...	4.21

CHAPTER II.

THE EDUCATIONAL SYSTEM.

Statistics of Management.

6. **Public and private institutions.**—The returns for 1916-17 show the Bengal Presidency as possessing 48,373 educational institutions, viz., 38,489 institutions for the education of men and boys, and 9,884 institutions for the education of women and girls. The figures for 1911-12 were 42,939, viz., 35,665 institutions for men and boys, and 7,274 institutions for women and girls. Thus the increase during the quinquennium was in institutions for men and boys 2,824 or 7·9 per cent., in institutions for women and girls 2,610 or 35·9 per cent. The increase is distributed through all classes and grades of institutions except special schools, but it is most marked in primary schools.

7. **Departmental standards.**—The number of institutions for both sexes which conformed to departmental standards in 1916-17 was 46,104 as against 40,559 in 1911-12. This means an increase of 5,545 or 13·6 per cent.

8. **Public and private management.**—Of the 46,104 institutions conforming to departmental standards, 3,353 or 7·3 per cent. were under public management. The balance 42,751 or 92·7 per cent. were under private management, 35,788 or 77·6 per cent. being aided.

9. **Primary, secondary and special schools.**—The number of primary schools was 41,966, of which 3,027 or 7·2 per cent. only were under public management. Secondary schools amounted to 2,756; of these 150 or 5·4 per cent. were under public management. Out of a total of 1,331 special schools, 155 were under public management, and of these as many as 134 were institutions for the training of teachers.

10. **Colleges.**—The returns show 51 colleges, but this figure includes 3 law departments which, though they are attached to arts colleges, are shown as distinct institutions. Of these 51 colleges, 21 were under public management. Of the 33 arts colleges included in the returns 9 are under public management, and of the 24 under private management 13 are aided.

11. **Management summarised.**—The position as regards management may be summarised as follows :—The proportion of institutions of all classes under public management to those under private management was 1 to 13. The majority of the institutions were under private management, but the larger proportion of these were in receipt of aid from public funds.

THE EDUCATION BUDGET.

12. **Receipts.**—The sanctioned estimate for the receipts of the Education Department in 1916-17 was Rs. 9,05,000. The estimate for 1912-13 was Rs. 6,84,000. This means an increase in four years of Rs. 2,21,000. The increase is mainly due to the rise in the number of pupils in schools and colleges.

13. **Expenditure.**—The Education Budget for 1916-17 provided Rs. 88,30,000 for expenditure during that year. The budget provision for 1912-13 was Rs. 78,45,000. In other words, the amount of public money available for expenditure on education, exclusive of the amounts spent by district boards and municipalities out of their own funds, increased by Rs. 9,85,000 in four years.

THE EDUCATION DEPARTMENT.

14. **The Indian Educational Service.**—On 1st April 1912, the date on which the Presidency of Bengal came into existence, the Indian Educational Service cadre of the Presidency contained 46 appointments on ordinary rates of pay and 3 on special rates of pay. Since then two new posts on ordinary rates of pay have been added to the cadre. A new post for the

principal of the Bethune College has also been added on a special rate of pay, as also a temporary post on the ordinary rate of pay for five years. On 31st March 1917 the Indian Educational Service cadre of the Presidency contained 48 posts on ordinary rates of pay, 4 posts on special rates of pay, and 1 temporary post on the ordinary rate of pay. Six of these posts were vacant on that date.

15. **Temporary allowances for the Indian Educational Service.**—Three officers are now drawing temporary allowances—their respective values are Rs. 200, Rs. 150 and Rs. 150, sanctioned in consideration of the delay which has occurred in the matter of the improvement of the service. These allowances were granted during the quinquennium.

16. **The Provincial Educational Service.**—On the constitution of the Presidency of Bengal the Provincial Educational Service cadre contained 140 posts, including one on a special rate of pay for the principal of the Eden High School for girls at Dacca. Twenty-six permanent appointments and one temporary appointment were created during the quinquennium, while four appointments were abolished. The strength of the Provincial Educational Service on 31st March 1917 was 163 posts, viz., 162 permanent posts and one temporary post.

17. **The Subordinate Educational Service.**—The strength of the Subordinate Educational Service on 31st March 1917 was exactly the same as it was on 1st April 1912, viz., 806 appointments. During the quinquennium 41 appointments were created and 41 were abolished. Owing to the financial stringency which has obtained since the war began, the posts created in the course of the last three years were fixed to meet actual requirements. This has led to a depreciation in the average pay of the service.

18. **The Lower Subordinate Educational Service.**—On 1st April 1912 the Lower Subordinate Educational Service cadre contained 760 appointments. On 31st March 1917 this cadre contained 734 posts. Two posts were created during the quinquennium and 28 posts were abolished.

19. **Posts outside the graded services.**—On 1st April 1912 there were 342 officers not included in the cadre of either of the four services referred to above. Of these 19 were drawing salaries of Rs. 200 a month or upwards, while 323 were drawing salaries ranging from Rs. 15 to Rs. 150 a month. One hundred and seventy-three appointments were created during the quinquennium and one was abolished. Thus on 31st March 1917 there were 514 officers not included in the cadres of the Indian, Provincial, Subordinate and Lower Subordinate Educational Services, and of these 32 drew salaries of Rs. 200 a month or more and 482 drew salaries ranging from Rs. 15 to Rs. 175 a month. In addition to these there were 393 posts for teachers of *guru*-training schools (including *mianji* or *muallim*-training schools) and model girls' schools, carrying salaries ranging from Rs. 6 to Rs. 30 a month.

20. **Personal allowances for the Provincial Educational Service.**—Pending the results of the recent Royal Commission on the Public Services of India special personal allowances of Rs. 150 a month each were granted to five officers of the Provincial Educational Service.

21. **Local allowances for headmasters and assistant headmasters.**—During the quinquennium a local allowance of Rs. 50 a month was granted to all headmasters and headmistresses of Government high schools, who are members of the Subordinate Educational Service. In addition to this each assistant headmaster and assistant headmistress of a Government high school who belongs to the Subordinate Educational Service now receives a local allowance of Rs. 20 a month. Headmasters and headmistresses of Government middle English schools draw local allowances at the rate of Rs. 30 a month, while headmasters and headmistresses of Government middle vernacular schools are now enjoying local allowances at the rate of Rs. 20 a month. Some of the headmasters and headmistresses of Government middle schools who are drawing these allowances are not members of the Subordinate Educational Service. These allowances have proved a great boon to a deserving and underpaid class of Government servants; they have also done a good deal to strengthen the sense of responsibility in the selected holders of these important posts.

22. **The office of the Director of Public Instruction.**—A separate cadre was formed during the quinquennium for the assistants of the office of the Director of Public Instruction.

23. **Unpopularity of the educational services.**—The educational services are unpopular and reasonably so. So far as the staff of Government colleges is concerned, those graduates of Calcutta University who, on the strength of their M.A. and M.Sc. degrees and possibly some small amount of experience, are appointed early in life to a professorship in the Provincial Educational Service have no great cause for complaint, but this service also contains certain professors who hold European academic qualifications, secured in some cases at the cost of considerable struggle and hardship, which have profited them little, if at all, in the matter of pay and prospects. These officers have a grievance. Then there are the men whose qualifications, had they been fortunate, might have procured them, to start with, appointments as professors in the Provincial Educational Service. These men begin as lecturers on Rs. 125 in class IV of the Subordinate Educational Service—in the past many began on Rs. 100 in class V of that service. They are doing practically the same work as professors, but failing professorships in appropriate subjects becoming vacant, the only prospect that they have is to climb slowly and laboriously up the Subordinate Educational Service. In this service the lecturer has to compete with inspecting officers, school teachers and others, so that even if he does work of real distinction in his subject, it is difficult, if not impossible, to give him exceptional promotion.

But the anomalies and disadvantages which beset the collegiate staff are nothing as compared with those which dog the path of the inspecting and school teaching officers of the Education Department. With regard to these Mr. Gunn, Inspector of Schools, Dacca division, writes :—

“The low initial pay of the Subordinate Educational Service, the Lower Subordinate Educational Service and the ungraded services offers little or no inducement to competent men to join the Department, and now-a-days it is practically impossible to recruit men on a miserable pittance of Rs. 15 a month. The initial pay should be raised and the disproportion in the number of posts in the Lower Subordinate Educational Service and the Subordinate Educational Service should be adjusted. Officers holding posts in ungraded services are worse off than those in the Lower Subordinate Service. Their position is almost the same as that of men serving in private institutions. The main causes of grievance of the Provincial and Subordinate Service men are these :—

- (a) the number of posts in the lower grades being disproportionately large, the chances of promotion are so few that an officer beginning his service at the lowest grade can hardly hope to reach a place even in a middle grade at the close of his career,
- (b) there is no correspondence between the rank held by an officer and the salary he receives, as there is in other departments.

DIRECTION AND INSPECTION.

24. **Direction.**—During the period under review an additional appointment in the Indian Educational Service was created for an Assistant Director of Public Instruction for Muhammadan Education, but the post of Additional Assistant Director of Public Instruction in the Provincial Educational Service was discontinued.

25. **The inspecting agency.**—The table below shows the strength of the inspecting agency in each division at the end of the quinquennium :—

DIVISION.	Inspectors and second inspectors.	Assistant inspectors (including those for Muhammadan education).	Deputy and additional deputy inspectors.	Sub-inspectors.	Assistant sub-inspectors.	Inspecting mauvis.	Assistant inspectresses.	Inspectresses.
Burdwan ...	3	5	21	73	19	2	2	} 1
Presidency (excluding Calcutta).	3	4	11	44	9	3	2	
Calcutta ...	1	...	2	3	...	1	1	} 1
Dacca ...	3	4	18	54	7	...	2	
Chittagong ...	2	3	9	34	2	...	1	} 1
Rajshahi ...	1	3	14	41	2	...	1	

In addition to the officers mentioned in the above table there were on 31st March 1917, 11 assistant sub-inspectors and 142 inspecting *pandits* (including inspecting *maulvis* and *munshis*) or *guru*-instructors who do not render qualifying service.

26. **Cost of direction and inspection.**—The total expenditure on direction and inspection during the year 1916-17 amounted to Rs. 10,57,988 ; five years previously it was Rs. 9,11,390. The cost of direction in 1916-17 was Rs. 1,51,448, while that of inspection was Rs. 9,06,540.

The secondary education improvement scheme.

27. Except for the grant of local allowances to headmasters and headmistresses and to assistant headmasters and assistant headmistresses mentioned in paragraph 21 above, the quinquennium has seen no improvement in the lot of the teachers in Government schools. A revised scheme for the improvement of secondary education in the Presidency of Bengal was submitted to the Government of India in August 1916—this was merely an amalgamation and adaptation of the proposals which were submitted in 1908 to the Government of India at their request by the Government of Bengal and the Government of Eastern Bengal and Assam.

Executive and judicial officers and education.

28. There is nothing to record. The relations between educational officers and executive and judicial officers continue to be excellent. A definite status has been assigned to district magistrates and subdivisional officers in connexion with the managing committees of Government schools, but in addition to this the reports of all the divisional inspectors speak of the regular visits to schools of executive officers of all grades and testify to the value of these visits.

DISTRICT AND LOCAL BOARDS AND MUNICIPALITIES AS LOCAL EDUCATION AUTHORITIES.

29. **Educational responsibilities of district boards.**—The powers and duties of district boards were fixed by the Bengal Local Self-Government Act of 1885 (Bengal Act III of 1885) and by the statutory rules framed thereunder.

30. **The orders issued by the Government of India in 1916.**—In a letter No. 873, dated the 19th September 1916, the Government of India laid down certain general principles regarding the powers of local bodies in respect of primary education and of the control which should be exercised by Provincial Governments over the educational expenditure of these bodies. In view of the principles enunciated by the Government of India, as also on account of the altered conditions of primary education, the statutory rules framed under the Local Self-Government Act require revision. The matter is now under the consideration of Government.

31. **Powers of local boards.**—In some districts local boards have been given powers relating to educational matters. But in no case do these powers involve anything more serious than authority to pay grants to primary schools out of such funds, if any, as the district boards may have made over to them for this purpose.

32. **The funds which the district boards can devote to education are wholly inadequate.**—When the Local Self-Government Act of 1885 came into force and district boards were formed, the income assigned to them for expenditure on education consisted of the revenues derived from pounds and ferries and Government contributions for educational purposes. In 1913-14 the Public Works Cess was made over to district boards and the Government contributions were subsequently withdrawn. A part of the Public Works Cess is now sometimes assigned to education, but it is reported that the amounts so assigned are

generally small. At any rate the funds which the district boards do devote to education are wholly inadequate. It is true that district boards receive annually large allotments from Imperial grants, but they are required to disburse these amounts in accordance with schemes of expenditure prescribed by Government. The income from pounds and ferries on which a district board has to depend largely to meet its educational charges has in many cases decreased. In those cases in which this income has remained stationary or increased, it has been largely utilised to defray medical expenditure, which is also a charge on the pounds and ferries revenue. There is not therefore—apparently there cannot be—any elasticity in the district boards' arrangements for financing education. Briefly the present position is that the great majority of boards cannot on their present resources open or encourage the opening of any more primary schools, while in some districts there is a danger that even the miserable grants which are now being paid may have to be reduced.

33. Want of punctuality on the part of district boards in making educational payments.—The system of payment is not uniform in all districts and complaints have been made that district boards are not regular in making their educational payments and that in some cases there has been considerable and quite unnecessary delay. The boards are not alone to blame for this unpunctuality. Delay sometimes occurs in the preparation of bills in the offices of the local inspecting officers. Now that the Imperial allotments have been permanently fixed for each district, there is no reason why payments should not henceforth be made regularly and punctually every quarter.

34. Schools in district board areas and total district board expenditure on education.—On 31st March 1917 there were under the management of district boards 84 secondary, 2,824 primary and 7 special schools; these schools were attended by 6,932; 129,091 and 415 pupils, respectively. There were also within the jurisdiction of the boards 2,180 secondary, 36,723 primary and 869 special schools under private management. Of these, 878 secondary, 31,170 primary and 428 special schools received aid from district boards. On 31st March 1917 the aided schools had 1,094,397 pupils on their rolls and the unaided schools 360,018. During the year 1916-17 district boards spent Rs. 22,25,748 on education. They spent Rs. 4,13,033 on schools under their direct management and Rs. 14,63,903 in grants-in-aid to other schools within their jurisdiction. As regards the balance, Rs. 2,05,511 went on buildings, furniture and apparatus, Rs. 49,048 on inspection, Rs. 53,213 on scholarships and Rs. 41,040 on miscellaneous charges. The corresponding figures for 1911-12 were Rs. 13,66,214; Rs. 1,58,827; Rs. 8,35,933; Rs. 2,23,491; Rs. 48,845; Rs. 40,028 and Rs. 59,090, respectively. The increase is wholly due to the Imperial allotments which were placed during the quinquennium at the disposal of district boards for expenditure on primary education.

35. Educational responsibilities of municipalities.—The Government order of 1902 in accordance with which municipalities were required to spend 3·2 per cent. of their income on primary education has been withdrawn. Some municipalities have since this withdrawal spent above this limit, but there are instances of municipal boards having spent below it.

Both the Imperial and Local Governments have agreed that the educational activities of municipal bodies should be confined in the main to primary schools, and that municipal funds should not be utilised for secondary education, until full provision has been made for primary schools. In accordance with this principle certain statutory rules under the Municipal Act have been drawn up with a view to confining, as far as possible, municipal expenditure on education to primary schools. The rules are under the consideration of Government.

A municipal area is as a rule small and the schools with which the municipal commissioners are concerned are generally few. There is no representative of the Department on the municipal council and consequently the Department has less influence in a municipality than it has in a district board area. The educational budget of the municipality is, however, communicated to the deputy inspector and his proposals for the distribution of aid to schools in the urban area are generally accepted by the commissioners.

The inadequacy of the funds available as compared with the demand for primary education is even more marked in municipal than it is in district board areas.

36. Schools in municipal areas and total municipal expenditure on education.—On 31st March 1917 the municipalities in Bengal had under their management 9 secondary and 8 primary schools, educating 2,826 and 380 pupils, respectively. There were also 378 secondary, 1,863 primary and 273 special schools under private management in their areas. Of these, 115 secondary, 1,527 primary and 117 special schools received aid from these bodies. The number of pupils attending these institutions was 94,108, while the unaided institutions educated 96,773 pupils. During 1916-17 the total expenditure of the municipalities on education amounted to Rs. 2,07,539. Their expenditure on schools under their own management was Rs. 7,195 and their grants-in-aid to schools within their areas Rs. 1,76,617. They also spent Rs. 23,537 on inspection, scholarships, buildings, etc. The corresponding figures for 1911-12 were Rs. 1,52,293 ; Rs. 4,553 ; Rs. 1,26,528 and Rs. 21,212. respectively.

The Corporation of Calcutta.

37. During 1916-17 the Corporation of Calcutta expended on schools for Indians Rs. 40,799 against Rs. 34,688 in 1911-12. They gave Rs. 6,867 to secondary schools ; Rs. 22,782 to primary schools, and Rs. 7,138 to special schools, and indirect expenditure amounted to Rs. 4,012. These figures do not include the grants given to free libraries and the amounts surrendered by the Corporation by way of exempting educational institutions from rates and taxes.

Private agencies.

38. Christian agencies.—Of the total number of educational institutions in the Presidency which conform to recognised standards, 92·7 per cent. are under the management of private agencies. Prominent among these agencies are Christian missionary societies.

39. Indian associations.—Mention may also be made of various associations which have been formed in different parts of the Presidency. The most prominent of these associations are the *Anjuman-i-Hemayeti-Islam* of Barisal, the Provincial Muhammadan Educational Conference, the *Anjuman-i-Mufidul Islam* of Madaripur, the *Anjuman-i-Islamia* of Serajganj and the Muhammadan Associations of Rangpur and Chittagong. All these are reported as having taken a lively interest in all matters concerning the advancement of Muhammadan education. The *Suhrid Sabha* of Faridpur and the *Hitashadhini Sabha* of Tippera are mentioned as having devoted attention to the education of girls and women. The Uttarpara *Hitakari Sabha* continued to do good work by awarding scholarships to deserving girls and *zanana* women. The *sabha* receives a small grant from the Education Department.

CHAPTER III.

THE UNIVERSITY AND ARTS COLLEGES.

The University of Calcutta.

40. **The University and the post-graduate-teaching.**—The function assigned to the Universities by the Education Despatch of 1854 was that of holding examinations and conferring degrees. Although the institution of professorships was contemplated for branches of learning not elsewhere provided, the Universities were “not so much to be in themselves places of instruction as to test the value of the education obtained elsewhere.” The Government of India when appointing the committee which examined the question of the establishment of the Universities suggested that the existence of the Presidency College rendered University professorships unnecessary for Calcutta, but that there would be no objection to the foundation of such as might be required for Madras or Bombay.

The recommendation of the Commission of 1902 was as follows :—

“We think it expedient that undergraduate students should be left in the main to the colleges, but we suggest that the Universities may justify their existence as teaching bodies by making further and better provision for advanced courses of study. The University may appoint its own lecturers and provide libraries and laboratories.”

The Commission considered the objection that the college teachers would thus be limited to the routine of undergraduate classes, but thought that the recommendation while restricting the opportunity in one direction opened a wider field in another ; for in working a central school of science or philosophy or literature, the University would naturally endeavour to utilise as far as possible the services of the best teachers of its own colleges. The Commission anticipated that if the teaching functions of a University were fully recognised, assistance might be expected from private liberality. They also suggested that Government aid might be given by direct subsidy, by lending the services of its own professors, by enabling the Universities to obtain the services of professors in private colleges and by providing laboratories, etc. While therefore the Act of 1857 did not provide among the duties of the University that of teaching, one of the main changes effected by the Act of 1904 was to enlarge the functions of the Universities which were henceforward considered to have been incorporated for the purposes among others of making provision for the instruction of students with power to appoint University professors and lecturers.

I give below a table which shows the number of University lecturers and assistant professors working in Calcutta for each year from 1908-09 to 1916-17, when the present post-graduate scheme came into force.

Number of M. A. and M. Sc. teachers in Calcutta.

(Other than those in affiliated Colleges.)

YEAR.	Number of University Lecturers.	Number of Assistant Professors.	Total.
1908-09	2	...	2
1909-10	22	...	22
1910-11	21	...	21
1911-12	26	...	26
1912-13	54	...	54
1913-14	45	3	48
1914-15	30	14	44
1915-16	28	18	46
1916-17	21	25	46

In 1907 the Scottish Churches College, Calcutta, obtained affiliation in one portion of the prescribed philosophy course and in one portion of the prescribed mathematical course. In 1908 the Presidency College obtained affiliation in one branch of English, in one branch of mathematics and history and

economics. Subsequently the affiliation of the Presidency College was extended from time to time, so as to include successively physics, chemistry, philosophy and more recently botany and physiology. The classes in pure mathematics at the Scottish Churches College disappeared in 1912 owing to the death of Mr. G. S. De who was the most experienced professor on their staff. Meanwhile the number of candidates for instruction in the M. A. and M. Sc. courses continued to increase. The following table shows the number of students in the M. A. classes of the University from 1908-09 to 1916-17:—

YEAR.	Number of students.			
1908-09	19
1909-10	60
1910-11	115
1911-12	209
1912-13	375
1913-14	1,066
1914-15	1,119
1915-16	993
1916-17	1,172

I now give a table which analyses the number of students in the University post-graduate classes subject by subject and year by year.

Post-graduate students.

(In the University Classes.)

SUBJECT.	1908-09.	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	1914-15.	1915-16.	1916-17.
English ...	...	...	...	16	72	220	296	332	381
Economics ...	2	9	22	57	54	156	162	97	113
Philosophy ...	...	...	...	...	48	203	211	171	194
History ...	12	38	69	103	83	193	180	165	168
Sanskrit ...	5	13	17	25	14	26	25	19	22
Persian ...	...	...	...	...	2	2	3	5	7
Arabic ...	...	...	...	...	...	1	2	5	5
Pali ...	...	...	...	...	3	4	6	3	2
Comparative Philology ...	...	...	4	5	...	1	...	...	...
Botany ...	...	...	3	3	...	13	12	1	...
Pure Mathematics ...	...	...	...	...	38	247	222	195	280
Total ...	19	60	115	209	375	1,066	1,119	993	1,172

It was felt by the University authorities that the systematic teaching of the large number of students in the M. A. classes of the University involved the employment for this purpose of some whole-time men at least. But here a difficulty arose. A capable scholar, if he was required to devote himself exclusively to M. A. teaching in the University, looked for some security of tenure of office, but under the regulations a University lecturer could be appointed for a term of two years only. In the circumstances the University fell back on the device of appointing assistant professors under section 3, chapter IX of the regulations. Such officers could be appointed for such period as the Senate might in each individual case determine. With the growth of the system it was also found necessary to employ the University professors to supervise the work done by the lecturers in their respective departments.

The entire agency for M. A. and M. Sc. teaching in the University as apart from its affiliated colleges for the period from 1908 to 1917 may be summarised as follows:—

- University professors—whole-time officers of the University appointed for a fixed term.
- University assistant professors—whole-time officers of the University appointed for a fixed term.

- (c) University lecturers, viz. :—(1) some whole-time officers appointed for two years, (2) some part-time officers, generally professors in local colleges, appointed and re-appointed for terms of two years.

The position at the beginning of the academic session 1916-17 was that there were 326 M. A. and M. Sc. students in the Presidency College, 23 in the Scottish Churches College, and 1,258 in the University classes. The University classes were under no system of real organisation or control. While as regards the staffs of the affiliated colleges only those teachers who were employed in the colleges in the actual teaching of M. A. or M. Sc. classes had any share whatever in or influence over the post-graduate work.

Towards the end of 1916 a committee constituted as in the margin was appointed by the Government of India. The Committee submitted their report in December 1916 and

The Hon'ble Justice Sir Ashutosh Makerji.	Professor Brojendranath Seal.	
Hon'ble Mr. W. W. Hornell.	Rev. Dr. Howells.	
Dr H. H. Hayden.	Professor P. C. Ray.	
Mr. G. Anderson.	Professor C. J. Hamilton.	
	Mr. W. C. Wordsworth.	

as the result of their recommendations there has been substituted for Chapter XI of the regulations as it used to stand a revised chapter which provides a special organisation for post-graduate teaching in Calcutta. Under this organisation the post-graduate teaching in Calcutta is now done only in the name and under the control of the University and for this purpose two Councils have been constituted, namely, the Council of Post-Graduate Teaching in Arts and the Council for Post-Graduate Teaching in Science.

The revised chapter XI states that the staff for post-graduate teaching in Calcutta shall consist of—

- (a) teachers appointed and paid by the University ;
- (b) teachers whose services are on the application of the University lent from time to time by the local or Imperial Government or by private institutions and who, during the time they work under the University, are university officers ;
- (c) teachers in colleges whose attainments specially qualify them for post-graduate instruction and undertake at the request of the University for a remuneration decided on by it to deliver courses of lectures on selected topics ;
- (d) persons engaged in other than educational work who undertake at the request of the University for a remuneration decided on by it to deal with special subjects in which they are authorities.

It may also be noticed that under the new system students who desire to obtain instruction in the M. A. and M. Sc. courses must be registered in the Senate House as University students but that such students may attach themselves to the colleges from which they graduated or where this is not possible to some other college in the city. The applications of students who desire to attach themselves to a particular college have to be forwarded to the University by the head of the college concerned. Students who do not attach themselves to a college must apply direct to the University which is supposed to satisfy itself that such students are residing under proper conditions.

41. **M. A. and M. Sc. Classes at Dacca.**—The Dacca College is affiliated up to the M. A. standard in English only, but there are University lecturers in history, economics, physics and chemistry.

There are 115 students studying the M. A. and M. Sc. courses in the Dacca College.

42. **Affiliated institutions.**—The affiliated colleges are of different kinds but the arts colleges in the Presidency of Bengal may be taken as typical. The Bengal colleges number 33 and are classified as follows with reference to management. The total number of pupils educated, the total

cost per pupil and the number of students per teacher are given against each head of management.

			Number of arts colleges.	Number of students.	Cost per student per annum.	Number of students per teacher.
			Rs A. P.			
Government ... ..	...	...	8	3,662	231 1 1	19.1
Municipal ... ..	...	...	1	160	113 11 5	16
Privately managed, aided	...	...	13	5,973	90 7 8	29.4
Privately managed, unaided	...	...	11	8,683	55 9 0	40.2
Total			33	18,478	102 2 9	29.8

43. **Examinations.**—The following table shows the results of the University arts and science examinations for the past six years :—

YEARS.	INTERMEDIATE IN ARTS.			INTERMEDIATE IN SCIENCE.			BACHELOR OF ARTS.			BACHELOR OF SCIENCE.			MASTER OF ARTS.			MASTER OF SCIENCE.		
	Candidates appeared.	Candidates passed.	Percentage of success.	Candidates appeared.	Candidates passed.	Percentage of success.	Candidates appeared.	Candidates passed.	Percentage of success.	Candidates appeared.	Candidates passed.	Percentage of success.	Candidates appeared.	Candidates passed.	Percentage of success.	Candidates appeared.	Candidates passed.	Percentage of success.
1911-12	4,108	1,995	48.5	1,113	554	49.5	1,265	758	59.9	284	168	59.1	261	153	58.6	56	35	62.5
1912-13	4,420	2,124	47.9	1,073	728	67.8	1,948	1,217	62.4	406	265	65.5	276	165	59.7	56	35	62.5
1913-14	5,246	2,333	42.5	969	597	61.6	2,502	1,453	49.8	425	231	54.3	406	219	53.9	81	47	58.0
1914-15	5,871	2,952	50.2	1,035	612	59.1	3,006	1,428	47.5	493	241	48.8	523	317	60.6	94	55	58.5
1915-16	6,994	2,739	45.7	1,315	604	52.7	3,336	1,723	51.7	528	366	69.3	591	252	42.6	127	57	46.1
1916-17	6,575	3,031	46.1	1,571	848	53.9	3,839	1,895	57.1	487	304	62.4	655	309	47.1	165	88	53.3

The Dacca University Scheme.

44. This scheme was drafted by a committee constituted under the Government of Bengal Resolution of the 27th May 1912. The Bill for the incorporation of this University has not yet been introduced into the Legislative Council, but the final scheme has been approved by the Secretary of State.

Arts Colleges in the Bengal Presidency.

General Statistics.

45. **Number of Colleges.**—There has been no change in the number of Government or municipal colleges in the Bengal Presidency during the quinquennium, but the number of aided colleges increased from 10 to 13, while that of unaided colleges fell from 14 to 11. According to the returns the total number of arts colleges on 31st March 1912 was 33.

46. **Classification of colleges according to management.**—Of the 33 colleges shown in the returns for 1916-17, 8 were under Government management, 1 was under municipal management, 13 were aided and 11 unaided against 8 ; 1 ; 10 and 14, respectively, shown in the returns for 1911-12.

47. **Classification of colleges in the several divisions of the Presidency according to grades.**—Of the 33 colleges in the Presidency 23 were of the first grade and 10 of the second grade. Calcutta alone had 11 first grade and 3 second grade colleges. In the Burdwan division there were 7 colleges of which 3 were of the first grade and 4 of the second grade. Excluding those in Calcutta there were 4 colleges in the Presidency division,

of which 3 were of the first grade. In the Dacca division there were 4 colleges—all of the first grade. There were 2 colleges in each of the Chittagong and Rajshahi divisions and of these 1 was of the first grade and 1 of the second grade, respectively, in each of these divisions.

48. **Students.**—The total number of students on the rolls of all the colleges on 31st March of the last six years is given below :—

On the 31st March 1912	...	...	10,980 students.
Ditto 1913	...	...	12,896 „
Ditto 1914	...	...	14,746 „
Ditto 1915	...	...	15,921 „
Ditto 1916	...	...	17,226 „
Ditto 1917	...	...	18,478 „

The total number of students in arts colleges increased during the quinquennium under review by 7,498 or 68·3 per cent. It increased by 891 or 32·1 per cent. in Government colleges ; by 82 or 105·1 per cent. in the single municipal college ; by 2,651 or 79·8 per cent. in aided colleges and by 3,874 or 80·6 per cent. in unaided colleges. It is worth noting that during the year 1916-17 only 20 per cent. of the students were educated in Government colleges, while 80 per cent. were educated in private colleges. In 1911-12, 25 per cent. of the students were being educated in Government colleges.

49. **Students by communities.**—Of the total number of students on 31st March 1917, 16,255 were Hindus, 1,639 were Muhammadans, while 584 belonged to other communities. On 31st March 1912, the figures were 10,009 ; 810 and 161, respectively.

50. **Staff.**—On 31st March 1917, there were in all the arts colleges of the Presidency 620 professors, lecturers and demonstrators, etc., of whom 18 were returned as trained, and 62 were returned as not possessing University degrees. In 1911-12 the staff was represented by 456 professors, lecturers, etc.

There was an increase of staff all round and the average proportion of students to teachers was 29·8 to each teacher. Comparing the figures for 1916-17 with those of 1911-12 it is found that every teacher had 24 pupils on an average to teach five years ago. In spite of the fact that the staff was so considerably strengthened there has been no appreciable general improvement. In fact the improvements have been rendered practically nugatory by the increase in the number of students to be taught. The institution of a general tutorial system is still a pious hope and the proper supervision of students outside the actual college hours is out of the question. It is always the same cry “No money”. Even more serious is the absence of any determination on the part of the public to face the problem.

Of the total number of 191 professors, lecturers, etc., in Government colleges, 26 were members of the Indian Educational Service, 90 of the Provincial Educational Service and 68 of the Subordinate Educational Service, while 7 held posts outside these services.

51. **Expenditure.**—The expenditure incurred on arts colleges during each of the last six years is shown below :—

		Rs.			Rs.
1911-12	...	13,56,372	|	1914-15	18,06,536
1912-13	...	15,59,239	|	1915-16	17,78,940
1913-14	...	16,13,511	|	1916-17	18,84,996

The total expenditure during the year 1916-17 was Rs. 18,84,996. Towards this expenditure Provincial revenues contributed Rs. 6,49,416 or 34·4 per cent., fees Rs. 10,71,061 or 56·8 per cent., and other sources Rs. 1,64,519 or 8·8 per cent. In 1911-12 the total expenditure was Rs. 13,56,372, of which Rs. 4,74,179 or 34·9 per cent. came from Provincial revenues, Rs. 6,46,481 or 47·7 per cent. from fees and Rs. 2,35,712 or 17·4 per cent. from other sources. From these figures it appears that during the quinquennium the expenditure from Provincial revenues increased by

Rs. 1,75,237 or by 36·9 per cent., that from fees by Rs. 424,580 or by 65·6 per cent., while the expenditure from other sources decreased by Rs. 71,193 or by 30·2 per cent. The total expenditure on arts colleges increased by Rs. 5,28,624 or by 38·9 per cent.

52. **Cost of Government colleges.**—The total expenditure on Government colleges for 1916-17 was Rs. 8,43,645, an increase of Rs. 1,90,517 over the figures for 1911-12. In 1916-17 Government spent Rs. 5,14,595 on these colleges, while Rs. 3,12,871 came from fees and Rs. 16,179 from other sources. The corresponding figures for 1911-12 were Rs. 3,99,308, Rs. 2,39,908 and Rs. 13,912, respectively. Thus the expenditure from Provincial revenues increased during the last five years by Rs. 1,15,287 or 28·9 per cent., that from fees by Rs. 72,963 or 30·4 per cent. and that from other sources by Rs. 2,267 or 16·3 per cent.

53. **Cost of aided colleges.**—The total expenditure on aided colleges for 1916-17 was Rs. 5,44,242, an increase of Rs. 2,01,557 over the figures for 1911-12. In 1916-17 Government contributed Rs. 1,26,973 to these colleges, while Rs. 3,03,242 came from fees and Rs. 1,14,027 from other sources. The corresponding figures for 1911-12 were Rs. 71,850, Rs. 1,59,572 and Rs. 1,11,263, respectively. Thus the expenditure from Provincial revenues increased during the last five years by Rs. 55,123 or 76·7 per cent., that from fees by Rs. 1,43,670 or 90·0 per cent. and that from other sources by Rs. 2,764 or 2·4 per cent.

54. **Cost of unaided colleges.**—The total expenditure on unaided colleges in 1916-17 aggregated Rs. 4,79,369 against Rs. 3,53,839 in 1911-12. In other words, the expenditure on these colleges increased during the quinquennium by Rs. 1,25,530 or 35·4 per cent. Towards the total expenditure for 1916-17 fees contributed Rs. 4,45,246 and other sources Rs. 34,123. The corresponding figures for 1911-12 were Rs. 2,44,801 and Rs. 1,09,038. Thus the expenditure from fees increased during the quinquennium by Rs. 2,00,445 or 81·8 per cent., while that from other sources decreased by Rs. 74,915 or 68·7 per cent.

55. **Buildings and equipment.**—The cost on buildings and equipment of colleges according to management for the last year of the quinquennium under review is shown in the following table :—

1916-17.			Provincial revenues.	Municipal funds.	Private sources.	Total.
			Rs.	Rs.	Rs.	Rs.
Government ...	...	...	3,312	...	1,864	5,176
Municipal ...	...	...	6,602	657	5,726	12,985
Aided ...	...	...	72,013	...	1,23,189	2,00,202
Unaided ...	...	...	7,996	...	75,866	83,862
	Total	...	89,923	657	2,11,645	3,02,225

The figures shown above against Government colleges represent the amounts spent departmentally on equipment only. They do not include the sums spent directly by the Public Works Department.

In recent years some colleges have built up adequate scientific laboratories and libraries. In the earlier years of the quinquennium large grants for apparatus and libraries were given to Government and selected private colleges. It is reported that the laboratories in some cases are still below the mark. The libraries of many colleges require overhauling.

56. **Cost of educating a student.**—The average annual cost of educating a student in a Government college in 1916-17 was Rs. 231. In an aided college it was Rs. 91, whereas in an unaided institution it was Rs. 56. The corresponding figures for 1911-12 were Rs. 250, Rs. 104 and Rs. 76, respectively. The Government share of educating each student in 1916-17 was Rs. 140 in Government colleges, Rs. 21 in aided colleges against Rs. 152 and Rs. 21, respectively, in 1911-12. The average annual cost of educating a

student in the Presidency College in 1916-17 was Rs. 343, while the annual average cost of educating a student in a *mufassal* Government college was for the same year Rs. 180. The minimum annual cost of educating a student in a private college was Rs. 25, the maximum cost was Rs. 207. The corresponding figures for Government colleges in 1911-12 were Rs. 304 and Rs. 167, respectively. There are some private colleges which maintain a standard of efficiency which is quite equal to that of any Government college.

Governing bodies.

57. There is no one type of constitution. Even in the case of Government colleges there were changes in the earlier and the later parts of the quinquennium. For example, the arrangement that prevailed in the Presidency College from 1910 to 1913 was modified for three years and subsequently reverted to. The Principal of the Rajshahi College complains that the governing body is a mere advisory council, while the Principal of the Hooghly College describes the governing body as meeting at frequent but irregular intervals to discuss and settle the smaller matters of college business.

Certain powers were, during the quinquennium, delegated to the governing bodies of Government colleges. It is hoped that with a certain measure of control these bodies will prove themselves useful. There are, however, difficulties. Theoretically the greater the local interest and control the better. Actually and in particular as regards all matters connected with appointments the central office is bound, seeing that all the colleges are staffed by members of the graded educational service, to scrutinise each proposal in the light of the interests of the services as a whole. Then again it is very undesirable to derogate from the position of the principal in the matter of college discipline, as would be done if all serious punishments were not placed in his hands but in the hands of the governing body. The principals of Government colleges have pointed out that they should have the power of suspending and expelling any student without previous reference to the governing bodies. According to the latest rules of Government this power is placed not in the hands of the principal, but in the hands of the governing body, whereas under rule 33 of Chapter XXIII of the Regulations for Calcutta University a principal may for the breach of college discipline (1) suspend a student for one month, (2) rusticate a student for any period exceeding one month and not exceeding the remainder of the academical year, (3) expel a student. This matter is under consideration. In spite of these difficulties there are great possibilities for good in the system of governing bodies for Government colleges and I have to acknowledge with gratitude the assistance which these bodies have proved. A non-official element has now been added to all these bodies.

Scholarships.

58. **A new and uniform scheme.**—The system of scholarships which was in vogue in East Bengal differed slightly from the system in vogue in West Bengal. During the quinquennium the systems have been unified and a new scheme has been sanctioned by Government. The main feature of this scheme is the addition to the list of scholarships of the Mohsin fund stipends which were created in the latter part of the quinquennium under review out of the funds set free by the transfer to Provincial funds of the cost of the Dacca, Chittagong, Hooghly and Rajshahi Madrassahs which were previously maintained from the Mohsin fund. The cost on account of general scholarships has not been affected under the scheme. In certain cases, however, the number and value of these scholarships have been increased or decreased in order to meet the requirements of the Presidency as a whole.

59. **Total expenditure on scholarships during 1916-17.**—According to returns, the total expenditure on scholarships held in arts colleges amounted, during the year 1916-17, to Rs. 1,48,393 of which Rs. 1,10,217 came from Provincial revenues. In 1911-12 the amounts were Rs. 1,28,695 and Rs. 1,06,489, respectively.

Grants to private colleges.

60. **Grants paid from Provincial revenues.**—For the year 1916-17 the Government of Bengal allotted about a *lakh* of rupees for the maintenance of private colleges. The following table shows the amounts allotted by the Government of Bengal in each of the four previous years, under review for this purpose :—

					Rs.
1912-13	...	...	...	...	85,780
1913-14	...	...	...	...	98,980
1914-15	...	...	...	...	103,480
1915-16	...	...	...	...	95,958

61. **Grants from Imperial allotments.**—The figures quoted above do not include the amounts allotted from Imperial grants which are noted below :—

					Rs.
1912-13	...	...	...	...	...
1913-14	...	...	...	...	17,400
1914-15	...	...	...	...	42,200
1915-16	...	...	...	...	58,994
1916-17	...	...	...	...	59,894

In addition to the special Imperial grants detailed above the Government of India annually allot a sum of Rs. 1,29,000 for the improvement of the buildings and equipment of the private colleges. The grant is distributed by Government on the basis of the recommendations of the Syndicate of the Calcutta University who appoint a special sub-committee to consider the distribution of the grant.

The Presidency College.

62. **Control and organisation.**—The college council has worked satisfactorily during the period. The value of its work lies in the fact that it enables the Principal to keep in close touch with every department. The Principal's duties have been considerably lightened by the creation in 1916 of two special appointments, viz., a bursar and a dean carrying allowances of Rs. 150 and Rs. 100 a month to be held by professors on the staff.

63. **Numbers.**—The number of students on the rolls of the College on 31st March of last six years was as follows :—

1912	...	973	1915	...	937
1913	...	902	1916	...	975
1914	...	923	1917	...	953

64. **Staff.**—On 31st March 1917 the staff consisted of a principal, 7 professors of English, 4 professors of philosophy and logic, 4 professors of history, 3 professors of political economy and political philosophy, 2 professors of Sanskrit, Pali and Bengali, 1 professor of Arabic and Persian, 3 professors of physics, 2 professors of chemistry, 5 professors of mathematics and astronomy, 2 professors of physiology, 2 professors of botany, in all 35 professors, 3 lecturers, 10 demonstrators, 10 assistants to professors and a gymnastic instructor.

65. **Affiliation.**—The College secured affiliation up to the M. A. stage in philosophy with certain special subjects and up to the M. Sc. stage in physiology in 1914 and in botany in 1916. At the close of the quinquennium it was still unaffiliated to the M. A. stage in pure mathematics; also in Pali, Sanskrit, Arabic and Persian. As the result of the Calcutta post-graduate scheme which was sanctioned after the close of the quinquennium the college now retains no affiliation beyond the B. A. and B. Sc. stage.

66. **Examinations.**—During the quinquennium under review 393 students were sent up for the I. A. examination of whom 290 or 73·7 per cent. passed. At the I. Sc. examination 368 candidates appeared and of these

293 or 79·6 per cent. were successful. At the B. A. examination 454 candidates appeared of whom 321 or 70·7 per cent. were successful. Four hundred and eighty-eight candidates appeared at the B. Sc. examination and of these 324 or 66·4 per cent. passed. At the M. A. examination 407 candidates appeared of whom 258 or 63·3 per cent. passed and at the M. Sc. examination 208 candidates appeared and of these 135 or 64·9 per cent. were successful.

67. **Residence.**—The governing body has recently ruled that Presidency College students shall no longer reside in unattached messes.

68. **Athletics.**—During the quinquennium the athletic record of the College has not been satisfactory. The students won some trophies, but failed to win many. At all times a few have been interested in athletics to the extent of taking part. The College has played football, cricket, hockey and tennis. It is hoped in the near future to make arrangements for the encouragement of swimming and running, hitherto almost neglected.

69. **Discipline.**—Discipline generally was good until 1913, when there were signs of the want of the best kind of loyalty, and one or two serious lapses into indiscipline. In 1914 the general discipline appeared to show a marked improvement on 1913, and the outbreak of war evoked much that was good in the College. By contrast, indiscipline then took on a definitely political form; there were arrests and hostel searches, not always submitted to in the proper spirit. In 1915 there was a difficult state of affairs, culminating early in 1916 in open defiance of authority which led to the temporary closing of the College and the Eden Hindu hostel. The following session the general conduct of the College was more satisfactory, but a large number of students were arrested at different times for political reasons, and the Eden Hindu hostel was subjected to one extensive search and several on a smaller scale.

The Students' Consultative Committee which was instituted in 1913 to bring the Principal into closer touch with the opinions and wants of the general body of students played an unworthy part in the troubles of 1916, and has been discontinued; its early promise of usefulness was not fulfilled. It is regrettable that the first attempt at a students' constitution has failed.

The Dacca College.

70. **General remarks.**—The Dacca College has now reached the limit of possible expansion in so far as numbers are concerned, and Mr. Archbold thinks that Government ought seriously to consider whether the time has not yet arrived at which some decision should be taken as to the future development of the institution.

71. **Numbers.**—There were 892 students on the rolls of the College on 31st March 1917 against 675 on 31st March 1912.

72. **Expenditure and cost per head of students.**—The total expenditure of the College in 1916-17 was Rs. 2,03,768, of which Rs. 1,35,308 came from Provincial revenues and Rs. 68,460 from fees. The total cost of educating a student was Rs. 232 towards which Government contributed Rs. 154.

73. **Staff.**—In 1916-17 the teaching staff of the College consisted of a principal and 9 professors in the Indian Educational Service, 16 professors in the Provincial Educational Service, 6 lecturers, 4 demonstrators and 2 lecture assistants in the Subordinate Educational Service and one gymnastic instructor.

74. **Affiliation.**—The College is affiliated up to the M. A. standard in English only, but there are arrangements for teaching history, economics, physics and chemistry also up to the M. A. and M. Sc. standards.

75. **Examinations.**—During the quinquennium under review 775 candidates were sent up for the I. A. examination and of these 391 or 50·4 per cent. passed. Two hundred and twenty seven students appeared at the I. Sc. examination, of whom 163 or 71·8 per cent. were successful. At the B. A. examination there were 766 candidates and of these 393 or 51·3 per cent. passed. One hundred and sixty-three students appeared at the B. Sc. examination and 111 or 68·1 per cent. passed. At the M. A. examination there were 58 candidates of whom 26 or 44·8 per cent. passed. Six appeared at the M. Sc. examination and 3 or 50 per cent. passed.

76. **Synopsis of main events.**—During the past five years there has been very considerable growth in the various departments of the College, but an inevitable check has been given by the outbreak of the war; 5 members of the college staff in the Indian Educational Service have left it to join military service. The difficulty under which the College is at present labouring is largely the result of uncertainty as to the immediate future in connexion with the establishment of the Dacca University.

The Rajshahi College.

77. **Numbers.**—There were 785 students on the rolls of the College on 31st March 1917, as against 522 on the same date in 1912.

78. **Expenditure.**—The total cost of the College during 1916-17 was Rs. 90,052 against Rs. 69,246 in 1911-12. The cost was defrayed as follows :—

		1916-17.	1911-12.
		Rs.	Rs.
From Provincial revenues	...	40,949	33,649
„ fees	... ..	38,875	24,786
„ other sources	... ..	10,228	10,811

The total annual cost of educating each student was Rs. 119 and of this Rs. 54 came from Provincial revenues.

79. **Staff.**—At the end of the quinquennium the staff consisted of a principal, 13 professors, 9 lecturers, 3 demonstrators and 1 laboratory assistant.

80. **Affiliation.**—The College is affiliated up to the B. A. and B. Sc. standards.

81. **Examinations.**—One-hundred and eighty-four candidates appeared at the I. A. examination of 1916. Of these 29 passed in the first division, 52 in the second division and 30 in the third division. Of the 46 candidates who appeared in the I. Sc. examination, 15 passed in the first division, 17 in the second division and 2 in the third division. Of the 139 candidates who appeared in the B. A. examination 80 passed, including 6 with honours and 6 with distinction. Thirty-nine candidates appeared in the B. Sc. examination and of these 28 passed, including 8 with honours and 10 with distinction.

82. **Improvements.**—Owing to increase in affiliation and to increase in the numerical strength of the College 2 professors in history, 1 lecturer in economics, 1 lecturer in Sanskrit and Bengali and 1 lecturer in English were added to the staff.

The new physical laboratory the construction of which was sanctioned in the previous quinquennium was completed at a cost of Rs. 56,503. A piece of land measuring 24 bighas was acquired for new hostels.

The Chittagong College.

83. **Introductory.**—The last ten years have seen remarkable changes in the Chittagong College. The quinquennium 1907-08 to 1911-12 saw its rise from a second grade to a first grade college and large improvements in buildings and in staff. During the quinquennium under review its position as a first grade college has been established.

84. **Numbers.**—The number of students on 31st March 1912 was 136. On the same date in 1917 it was 275.

85. **Expenditure.**—There has been no marked increase in direct expenditure from Provincial revenues. It has risen from Rs. 34,493 in 1911-12 to Rs. 37,949 in 1916-17.

86. **Affiliation.**—During the quinquennium the College has obtained affiliation in honours in mathematics to the B. A. and B. Sc. standards and in physics and chemistry to the B. A. and B. Sc. pass standards.

87. **Staff.**—The staff consists of a principal in the Indian Educational Service, 8 professors in the Provincial Service, 5 lecturers, 2 demonstrators

and 1 assistant to the chemical laboratory in the Subordinate Service and a gymnastic instructor.

88. **Examinations.**—During the quinquennium under review 194 candidates were sent up for the intermediate examination in arts and of these 142 or 73·2 per cent. passed. Seventy students appeared at the intermediate examination in science of whom 64 or 91·4 per cent. were successful. At the B. A. examination there were 137 candidates and of these 91 or 66·4 per cent. passed. Seventeen students appeared at the B. Sc. examination and 12 or 70·5 per cent. passed.

89. **Games.**—The College is without a playing field of its own. The *parade* ground is shared by the College with other local clubs. In consequence the number of students who play football, cricket and hockey regularly is small. The rest content themselves with attending the gymnasium, where compulsory classes are held and various games are played.

The Hooghly College.

90. **Numbers.**—The number of students on the rolls on 31st March 1917 was 230, including 22 Muhammadans, as against 183 including 15 Muhammadans on 31st March 1912.

91. **Staff.**—The staff at present consists of a principal in the Indian Educational Service, 7 professors in the Provincial Educational Service, 4 lecturers, 2 demonstrators, 2 laboratory assistants and 1 gymnastic master.

92. **Expenditure.**—The total cost of the College for 1916-17 was Rs. 48,854 and the cost to Government was Rs. 31,301, the balance being met from fees. The total annual cost per student was Rs. 216, of which Government paid Rs. 138. The corresponding figures for 1911-12 were Rs. 39,946, Rs. 26,851, Rs. 256 and Rs. 172, respectively.

93. **Affiliation.**—The College was affiliated up to the B. A. and B. Sc. pass standards in physics and chemistry and up to the B. Sc. honours standard in mathematics with effect from June 1913.

94. **Examinations.**—During the quinquennium 223 students were presented at the intermediate examination in arts, and 134 or 60·0 per cent. passed. One hundred and twenty-one students appeared at the intermediate examination in science, and 82 or 67·7 per cent. passed. During the same period 117 students were sent up for the B. A. examination and 78 or 66·6 per cent. passed; 18 students appeared at the B. Sc. examination and of these 13 or 72·2 per cent. passed.

95. **Athletic club.**—Although every student of the College is a member of the athletic club, the number of students who actually play the usual games—football, hockey and cricket—is small. This is owing to the fact that only a small proportion of them, that is, only those who reside in the hostels, get any opportunity of playing them regularly. The Principal reports that the want of a ground is keenly felt, as the College has no play-ground of its own.

The Krishnagar College.

96. **Numbers.**—On 31st March 1917, the number of students on the rolls of the College was 211, including 9 Muhammadans, as against 143, including 1 Muhammadan on 31st March 1912.

The Principal explains that though the population of Nadia is preponderantly Muhammadan, the smallness of the Muhammadan students is due to the general backwardness of the community and to the lack of affiliation in Persian. This lack has been made good since the close of the period under review.

97. **Staff.**—The staff consists of a principal, 7 professors, 1 lecturer, 1 part-time lecturer, 2 lecturer-demonstrators, 2 laboratory assistants and 1 gymnastic master.

98. **Affiliation.**—The college is affiliated—

For the degree examinations in English, Bengali, mathematics, physics, chemistry and history and Sanskrit (pass and honours).

For the intermediate arts and science examinations in English, Bengali, history, logic, mathematics, Sanskrit, physics and chemistry.

99. **Examinations.**—The results of the university examinations for the five years of the quinquennium are as follows :—

B. A.—75 appeared and 48 passed 1 with first class and 5 with second class honours.

B. Sc.—44 appeared and 27 passed, 3 with distinction.

I. A.—246 appeared and 144 passed.

I. Sc.—70 appeared and 41 passed.

100. **The development of the College.**—The College has for many years been in a state of unstable equilibrium. Until Government definitely pledged itself to its continuation, it was practically stationary. The number of students was small, largely owing to the restricted extent of the affiliated subjects. In the year 1916-17 the first step in the improvement of the College was taken by the appointment of an Indian Educational Service officer as Principal. Recently the governing body drew up a comprehensive scheme for the development of the College. The abnormal financial conditions brought about by the war make early realisation of the scheme impossible, but the governing body hopes that the people of Nadia will themselves contribute towards the realisation of the scheme.

The Sanskrit College.

101. **Numbers.**—The number of students in the English department which on 31st March 1912 was 99, stood at 238 on the same date in 1917. The Principal states that the maximum number that can be accommodated in the College as a whole has been reached.

102. **Expenditure.**—The total cost of the English department for 1916-17 was Rs. 26,004 against Rs. 29,340 for 1911-12. In 1916-17 the cost to Government was Rs. 12,999, the balance of Rs. 13,005 being made up of fees. In 1911-12 the corresponding figures were Rs. 25,695 and Rs. 3,645 respectively. The total cost of educating each student in 1916-17 was Rs. 105 and the cost to Government Rs. 53.

103. **Staff.**—The teaching staff of the English department consisted of a principal, 3 professors and 3 lecturers.

The figures shown in paragraph 144 of Mr. Prothero's review included the staff of the oriental department.

104. **Affiliation.**—The College is affiliated up to the I. A. standard in English, logic, Sanskrit, vernacular composition, mathematics and history; and up to the B. A. standard in English (pass), vernacular composition, philosophy (pass), history (pass) and Sanskrit (pass and honours). The students taking up honours in philosophy and history are allowed to attend lectures on those subjects in the Presidency College without any extra charge.

105. **Examinations.**—During the quinquennium under review the number of candidates presented to the I. A. examination was 260 and the number of those who passed it was 109. At the B. A. examination 212 candidates appeared and 124 passed.

106. **Library.**—The college library contains 3,766 rare Sanskrit manuscripts and 13,230 printed books. The annual grant for the library is Rs. 900. The Principal reports that the library is a unique feature of the College and that visitors from various parts of India, Europe and even America come for the special purpose of consulting its rare Sanskrit manuscripts. He regrets that want of space stands in the way of its expansion, and at present there is no room in the library where students and professors may read.

107. **The college building.**—The accommodation at the disposal of the Sanskrit College is inadequate and bad—the Sanskrit Collegiate School is housed on the ground-floor of the Sanskrit College building. The question of effecting any real improvement is one of considerable difficulty. The building is one of a line of old buildings, extending along the whole of the north side of College Square and accommodating the Hindu School, the Sanskrit College, and the Sanskrit Collegiate School. A certain tradition attaches to these buildings, but they are not adequate to present requirements. It is difficult to alter or add to them as they are. What is wanted is a complete scheme dealing with the whole position. This will require very careful

consideration and will involve considerable expenditure. As things are now it is particularly distressing to see the magnificent Sanskrit College library so badly housed.

The Scottish Churches College, Calcutta.

108. **Numbers.**—The College had 1,139 students on its rolls on 31st March 1917 as against 1,116 on 31st March 1912.

109. **Expenditure.**—The total cost of the College for 1916-17 was Rs. 1,56,259 and was made up of Rs. 24,000 received from Government and Rs. 1,32,259 realised from fees, subscriptions, endowments, etc. The total expenditure during 1911-12 was Rs. 2,03,378, of which Rs. 33,026 came from Government. The total cost of educating each student in 1916-17 was Rs. 140 against Rs. 84 in 1911-12.

110. **Staff.**—The staff consists of a principal and 28 professors and lecturers, etc.

111. **Affiliation.**—The College is affiliated to the University up to the B. A. pass and honours in English, mathematics, Sanskrit, vernacular composition, history, philosophy, political economy and political philosophy and B. Sc. pass and honours in physics, chemistry and mathematics. It was also, until the introduction of the present post-graduate scheme, affiliated up to the M. A. standard in philosophy and the M. Sc. standard in pure mathematics, although as explained in paragraph 40 no class had been formed in mathematics for some years.

112. **Examinations.**—During the quinquennium 859 candidates appeared at the I. A. examination; of these 559 or 65 per cent. were successful; at the I. Sc. examination 468 candidates appeared, of whom 416 or 88·8 per cent. passed. At the B. A. examination 1,019 candidates appeared, of whom 696 or 68·3 per cent. passed. Two hundred and eighty-nine candidates appeared at the B. Sc. examination and of these 202 or 69·8 per cent. passed.

113. **Residence of students.**—There are five hostels attached to the College in which 223 students reside.

St. Xavier's College, Calcutta.

114. **Numbers.**—During the period under review there has been a steady increase in the number of students. On 31st March 1917, there were 598 students on the rolls of the College against 305 on 31st March 1912.

115. **Expenditure.**—The total expenditure during 1916-17 amounted to Rs. 53,080, of which Rs. 12,600 was met from Provincial revenues, Rs. 38,127 from fees and Rs. 2,353 from other sources. During 1911-12 the total expenditure was Rs. 33,960, of which Rs. 5,400 came from Provincial revenues, Rs. 17,483 from fees and Rs. 11,077 from other sources.

116. **Affiliation and staff.**—The College is affiliated up to the B. Sc. standard of the Calcutta University with honours in chemistry. It has on its staff a rector and prefect of studies, a prefect of the college, 18 professors, 6 demonstrators and 1 bursar.

117. **Accommodation.**—Owing to the large influx of students the school classes have been transferred to a new and separate building.

118. **Examinations.**—During the quinquennium 464 candidates appeared at the I. A. examination of whom 194 passed; 382 appeared at the I. Sc. examination of whom 217 passed. At the B. Sc. examination 187 candidates appeared and 123 passed.

St. Paul's Cathedral Mission College, Calcutta.

119. **Numbers.**—On 31st March 1917, there were 207 students on the rolls of the College against 41 on 31st March 1912.

120. **Expenditure.**—In 1916-17 the total expenditure of the College was Rs. 32,675 against Rs. 8,860 in 1911-12. To this Government contributed Rs. 6,000 and the balance was paid from fees and other sources. The College is in receipt of a monthly grant of Rs. 500. This grant was increased after the close of the quinquennium.

121. **Staff.**—The staff of the College consisted at the end of the quinquennium under review of a principal, 11 professors and 1 demonstrator.

122. **Affiliation.**—The College is affiliated up to the B. A. standard in English (honours), Bengali, Sanskrit, philosophy, history, (honours) and economics.

123. **Examinations.**—During the quinquennium under review 199 students were sent up for the intermediate examination in arts and of these 131 or 65·8 per cent. passed.

In 1916 and 1917, 65 candidates appeared at the B. A. examination of whom 41 or 63·07 per cent. passed.

124. **Accommodation.**—The college ground provides a field for football, cricket and hockey, three tennis courts, and badminton court. There are a gymnasium and an open swimming bath. The hostel buildings are excellent. This college represents a real attempt to have a small college which is largely residential.

Jagannath College, Dacca.

125. **Numbers.**—In the previous quinquennium the number on the rolls rose from 268 to 521. During the quinquennium under review it rose from 636 on 31st March 1913 to 821 on 31st March 1917. The number of Muhammadans on the rolls rose from 35 on 31st March 1913 to 54 on 31st March 1917, as against 12 rising to 24 in the previous quinquennium. The numbers in the B. A. classes rose from 138 on 31st March 1912 to 309 on 31st March 1917.

126. **Expenditure.**—The College is in receipt of a monthly grant of Rs. 1,000. The total cost of Rs. 46,427 for the College during 1916-17 was made up of Rs. 12,000 received from Provincial revenues and Rs. 34,427 realised from fees. The total cost of educating a student was Rs. 67.

127. **Staff.**—At the end of the quinquennium the staff consisted of a principal, 15 professors and 4 demonstrators.

128. **Affiliation.**—The College has obtained affiliation in the B. A. standard in English (honours), Sanskrit (honours), Persian, Bengali, Urdu, philosophy, mathematics, history and economics (the last conjointly with the Dacca College).

129. **Examinations.**—During the quinquennium under review 862 candidates appeared at the I. A. examination of whom 461 or 53·4 per cent. passed. At the I. Sc. examination 142 candidates appeared and of these 88 or 62 per cent. passed. Six hundred and sixty-eight candidates appeared at the B. A. examination of whom 332 or 49·7 per cent. were successful.

Some General Remarks.

130. **What is a University ?**—The London University Commissioners recently wrote that of course any educational institution might be called a University. They then quote Dr. Rashdall as having said in his "Universities of Europe in the Middle Ages" that "the name has got to be associated with education of the highest type; to degrade the name of a University is therefore to degrade our highest ideal."

131. **How can university teaching be described ?**—Here again I must borrow from the London University Commissioners' report. In the year 1910 a selected body of His Majesty's Inspectors of Schools reported on the work done by the Workers' Educational Association. Among its other activities this association used to arrange courses at certain universities in England for selected bodies of workers who had been studying various subjects in the classes arranged by the association in the leading industrial centres. In commenting on the work of these classes the Inspectors recorded the following description of university teaching :—

"We may assume", they said, "that university teaching is teaching suited to adults; that is scientific, detached, impartial in character; that it aims not so much at filling the mind of the students with facts or theories as at calling forth his own individuality and stimulating him to mental effort; that it accustoms him to the critical study of the leading authorities with perhaps

occasional reference to first-hand sources of information and that it implants in his mind a standard of thoroughness and gives him a sense of difficulty as well as the value of truth. The student so trained learns to distinguish between what may fairly be called matter of fact and what is certainly mere matter of opinion, between the white light and the coloured. He becomes accustomed to distinguish issues and to look at separate questions each on its own merits and with an eye to their bearing on some cherished theory. He learns to state fairly and even sympathetically the position of those to whose practical conclusions he is most stoutly opposed. He becomes able to examine a suggested idea and see what comes of it before accepting it or rejecting it. Finally without necessarily becoming an original student he gains an insight into the conditions under which original research is carried on. He is able to weigh evidence, to follow and criticise argument and put his own value on authorities."

This was the criterion applied by the Inspectors not to work done by whole-time students of a university but to work done during brief periods of recess snatched by artisans from their lives of toil.

132. **The Education Despatch of 1854.**—Now let us turn to the Education Despatch of 1854.

"We have moreover always looked upon the encouragement of education as peculiarly important because calculated not only to produce a higher degree of intellectual fitness but to raise the moral character of those who partake of its advantages and so to supply you with servants to whose probity you may with increased confidence commit offices of trust in India, where the well-being of the people is so intimately connected with the truthfulness and ability of officers of every grade in all departments of the State.

Nor, while the character of England is deeply concerned in the success of our efforts for the promotion of education, are her material interests altogether unaffected by the advance of European knowledge in India; this knowledge will teach the natives of India the marvellous results of the employment of labour and capital, rouse them to emulate us in the development of the vast resources of their country, guide them in their efforts and gradually but certainly confer upon them all the advantages which accompany the healthy increase of wealth and commerce; and at the same time secure to us a larger and more certain supply of many articles necessary for our manufactures and extensively consumed by all classes of our population as well as an almost inexhaustible demand for the produce of British labour."

A very reasonable programme! It included (1) social stability and acquiescence in reforms; (2) efficient Government servants; (3) the development of the productivity of the country; (4) the development of India's demand for imports.

The programme was, however, unfortunately a mixture of utterly opposed ideals in education—ideals which tend in practice to be completely contradictory of each other. And what of the universities which were to be established in accordance with this programme? Well, they were to take the London University as their model and encourage a regular and liberal course of education by conferring academical degrees as evidence of attainments in the different branches of art and science.

133. **Orientalists versus Anglicists.**—When the British power was established in India the indigenous social order was weak but not destroyed. There was an upper caste of "governors" in many respects incompetent and corrupt but a definite social order of distinct characteristics and attainment. It was to the interest of that order to maintain its position and to prevent any attempt by the lower orders at self-qualification for the functions of the upper classes. The interest of the "governors" was therefore to encourage a selective education for the upper orders according to which, though the test were nominally open, any outside competitor would be in fact heavily handicapped. Now the upper classes had behind them a tradition of oriental learning and a practical monopoly of the means of imparting it. Their interest was then to urge the claim of oriental learning and to oppose European learning and above all the study of the English language. This is the significance of the Orientalist *versus* Anglicist controversy.

At first the Orientalists had it all their own way. The Calcutta Madrassah (established in 1782) and the Benares Sanskrit College (established

in 1791) were to provide Government servants possessing a knowledge of Muhammadan and Hindu law and science; and their students were to be recruited from the upper classes. In 1813 the Court of Directors sanctioned one *lakh* of rupees "for the revival and improvement of literature and the encouragement of learned natives of India and for the introduction and promotion of a knowledge of the sciences of India." The question arose what "sciences", and the question was referred to the Court of Directors. They replied that the sciences to be taught were the oriental sciences "the systems of ethics contained in the Sanskrit language."

134. **Lord William Bentinck.**—Then came the missionaries and private persons, philanthropists who interested themselves in the education of the people—Ellerton, an indigo planter of Malda, Robert May, the missionary of Chinsurah, Carey, Marshman and Ward of Serampore, Captain Steward of the Church Missionary Society, and David Hare, the watch-maker of Calcutta. The demand to learn English became more insistent. In Calcutta, Anglo-Indian teachers—chief of whom was Henry Louis Vivian Derozio—and Bengalis who had learnt a little English set up private English schools and gave instruction in English in the homes of the more well-to-do. In 1818 the Calcutta School Society was established. In 1823 the General Committee of Public Instruction was constituted and instructed among other things to attend to "the introduction of useful knowledge including the sciences and arts of Europe." The Orientalists fought hard. The Committee of Public Instruction was split into two irreconcilable factions—one faction—the Orientalists—contended for the continuation of the old system of stipends tenable for 12 or 15 years to students of Sanskrit or Arabic and of a liberal expenditure of money on the publication of books in those languages, the other faction—the Anglicists—protested against the waste of any further money on lazy and stupid "school boys" of 30 and 35 years of age, or on printing Sanskrit and Arabic books which no one wanted or bought. The Court of Directors supported the Anglicists, but the Orientalists fought on. By 1834 there was a deadlock; the two factions of the committee being so evenly balanced that nothing could be passed. Then came Macaulay and the reference of the question at issue to the Supreme Government. In 1835 Lord William Bentinck's Government wrote :—

His Lordship in Council is of opinion that the great object of the British Government ought to be the promotion of European literature and science amongst the natives of India and that all the funds appropriated for the purposes of education would be best employed in English education alone.

The triumph of the Anglicists was complete. The Supreme Government had decided that what funds were available should be expended on the education of the many in English and not on the education of the few in Sanskrit and Arabic.

135. **Lord Hardinge.**—On the 11th October 1844, Lord Hardinge issued a resolution.

"The Governor-General", so ran the resolution, "having taken into consideration the existing state of education in Bengal, and being of opinion that it is highly desirable to afford it every reasonable encouragement of holding out to those, who have taken advantage of the opportunity of instruction afforded them, a fair prospect of employment in the public service, and thereby not only to reward individual merit, but also to enable them to profit as largely and as early as possible by the result of the measures adopted of late years for the instruction of the people as well as by the Government as by private individuals and societies, has resolved that in every possible case preference shall be given in the selection of candidates for public employment to those who have been educated in the institutions thus established and specially to those who have distinguished themselves therein by a more than ordinary degree of merit and attainment."

Appointments to the higher or lower services were to be made no longer by pure nomination from a limited class, but on the basis of educational qualification.

136. **Mr. Thomason.**—Critics were not wanting, but Indians generally hailed the resolution with delight. Mr. Thomason, the Lieutenant-Governor of the Upper Provinces, expressed the opinion that "habits of subordination, honesty, self-exertion are even of more importance to success in life than

mere talent and erudition" and that these useful qualities would be more likely to suffer than to gain by a system which would tend "to make every clever boy believe himself an especial protégé of the Government and rely for his future position more on the favours of others than on his own exertions."

137. **The Hardinge schools.**—Lord Hardinge had in 1845 directed the formation of village schools in the several districts of Bengal, Bihar and Cuttack "in which sound and useful elementary instruction may be imparted in the vernacular language." In 1848 it was reported—I have quoted this in the chapter on secondary education—that the fate of these vernacular schools must be regarded as sealed. In 1853 Dr. Mouat, the Secretary to the Bengal Council of Education, referred to the utter failure of the scheme of vernacular education.

138. **The selective lottery established.**—The die was cast; the selective lottery had been set up—though no one realised it. The despatch of 1854 completed the system of each Presidency, by enjoining the establishment of a university, a university which was not to be in itself a place of education, but an agency to test the value of education given elsewhere, an agency which was to label every student of ordinary ability who had profited to a reasonable extent by the curriculum of school and college study which he had passed through.

139. **The basis of society.**—Society is based upon specialisation and division of labour; division of labour is based on individual differences. Individual differences are of two kinds, hereditary and acquired; the former are general, the latter specific. The problem of efficiency is how to arrange things in such a way that the acquired difference may be based on the hereditary; to arrange for example that the man who has a special aptitude for fine manual work should do that work and should not become a clerk. As each generation passes away, a number of places are left vacant. Infants are born and it is they who will have to fill these vacancies, each of which requires special powers, special hereditary aptitude, special acquired adaptation. The problem is how to sort these new workers, how to distribute them among the vacancies in such a way that the acquired difference of each may be based upon his hereditary difference. The problem is not merely to promote those who should go up, but also to degrade those who should go down.

140. **The task of redistribution.**—The task of redistribution falls on education. In the performance of this task education cannot proceed by means of such a system of apprenticeship as would be applicable to a caste system of hereditary occupation. It would be impossible to select lawyers by taking a number of boys and giving them a long period of training in a legal atmosphere and finally subjecting them to a test which would separate the fit from the unfit. Such a process would leave a number of youths stranded; moreover, the unfavoured professions would probably fail to get any recruits at all. The only solution is then a series of tests, of examinations which tend to multiply. "A series of sieves shakes the youth of the country, until at last only a few shaken and worn remnants remain, those who have survived successive general preparatory tests, not one of these tests bearing any direct relation to the ultimate subject of study." The system is designed to pick out those intended for promotion to certain favoured professions; it is to find out and place in the positions of responsibility the best of each generation.

141. **Education as a selective agency.**—The question whether it does so or not would take me too far afield. The point with which I am concerned is the effect on colleges and schools of the use of education as a selective agency. Colleges and schools react on the community which uses them.

142. **A narrow curriculum.**—The first effect is to narrow the curriculum and to bring all subjects studied under the influence of examinations. I am not going into the much debated question how far examinations are an un-mixed blessing; but no one can seriously question the general statement that even the average hardworking pupil studies what he is going to be examined in and nothing else. The literary course of an English Public School is innocent of science, in fact, if not in name. The scientific course of the English County secondary school may give a smattering of literature,

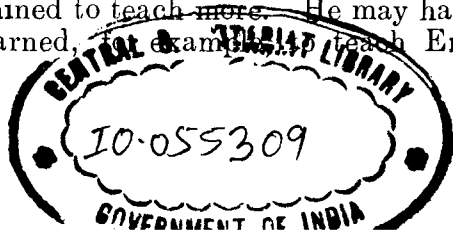
but it is a minor subject, a perfunctory task. Hence the phenomenon so common in modern life of the scientist who rather prides himself on his want of literary appreciation and the literary man who is rather tickled by his ignorance of science. And after all, what can an examination test? It can test knowledge, for knowledge is a more or less definite amount, which can be tested and expressed numerically. But a man's nature to-day does not equal his nature yesterday plus a few facts. To-day is one thing; yesterday was another, and to-morrow will be something else. A liberal education produces a man; it emphasises not knowledge not work, but growth. A technical education considers what a man can do; a liberal education considers what a man can be? What a man does can be tested by an examination; what a man is can only be tested by life.

143. **Mediaeval methods of study and examination.**—A book which has recently been published emphasises the fact that to the deductive methods of study which characterised the middle ages of Europe was largely due the educational system of those days. Certain credited authorities were implicitly relied on; a quotation from them proved the point. The bulk of argument consisted in deduction from generally acknowledged authorities. Study consisted in complete, verbal, quotable knowledge of those authors. The system of examination then in vogue was the disputation. The student was called upon to argue some point in the subject. His opponent took the opposite view. Now in argument of this kind the original authority is the powerful weapon. Hence came the verbal study of the book, for deep and full knowledge of the original was essential. Thus arose the mediæval method of study with its reliance on authority and its painfully minute investigation of authorities. Hence logical quibbles for arguments, showy rhetoric and little solid proof, thoroughness in a narrow range it is true, but still amazing thoroughness!

144. **The written examination and modern methods of study.**—The same author describes the effect of the written examination—an essential of the selective education system—upon modern methods of study. The examinee must know the whole of his subject, otherwise a question on some out-of-the-way topic might prove disastrous. Knowledge of originals is unnecessary, for a few well selected quotations will suffice to deceive the reader of the paper. A wide cram book is the best instrument of study; it covers the ground and is nowhere unnecessarily thorough. Could any one give an exposition of Akbar's policy in 20 minutes? Thorough knowledge is an actual handicap, for the more the examinee knows, the harder is it for him to select the essentials rapidly. Ignorance of detail can always be slurred over. An examiner cannot answer back. Hence arises a type of knowledge, wide, superficial, based not on originals but on text books. The difficulties are better known than the elements. There is nothing of which the examinee knows nothing—there is nothing of which he knows everything. Full knowledge is the knowledge which counts in life—the examinee should have nothing to do with it. His life study is the concealment of his own ignorance. If we complain nowadays of superficiality, of lack of good scholarship, of qualified ignoramuses and showy dilettantes, it is in the selective system of education that we must look for the cause.

145. **The law of minimum effort.**—For there is a law of minimum effort in the preparation for examination. A certain level must be obtained in certain subjects before a pass into a Public School can be obtained, a dentist's diploma, a doctor's degree or a place on the Civil Service list. The teacher may have special powers; the student special gifts; neither may use them. An English preparatory school may have a teacher with special gifts in French. He could raise the standard in the subject but it would not pay him to do so. The boys have only to pass in French; more than that gains no credit and it wastes time. The standard of examination in French depends on a thousand other schools. It is no use to be better than they are. The effect of the selective system is to produce a generally low standard, an effective minimum.

146. **The written examination and the teacher.**—But a teacher may not only have been trained to teach more. He may have learned to teach better. He may have learned, ~~to teach~~ to teach English or French orally, to



introduce practical work into the teaching of geography. Examinations take no cognisance of such improvements; they take up time and there is no return. Hence new methods which constitute general advances are discouraged. Trained teachers are not wanted; they are said to be "impractical." Of course they are, for the good teacher teaches too well for an examination, 90 per cent. of the candidates for which have been badly taught. The examination is adapted to the badly taught; by its very nature it favours bad teaching. The teacher's business is to drive into the boys certain facts, certain acts of dexterity reproducible in the examination. He is not asked to educate the boys; to influence the boys of his own initiative. His course is set for him; novelty of method is forbidden. A true teacher must teach his own course and teach it in his own way; if the course and method are expressive of the teacher himself, they will be real to his pupils. They cannot be so expressive under the selective system.

147. **The quality of the candidates determines the standard of the examination.**—Bengal would be spared a great deal of acrimonious and quite useless controversy, if it could only be generally realised that the standard of an examination always adapts itself in time to the standard of the majority of the candidates who appear at it. The more bad schools the lower will be the standard of the examination test to which they submit their candidates. The most "reactionary" Vice-Chancellor of an Indian University could not set himself to pluck year after year more than 50 per cent. of the candidates for the Matriculation examination. It is not fair that 50 per cent. should fail in one year and 80 per cent. in another. So 50 per cent. are plucked, where 75 per cent. should have been. The standard drops. More incompetents gain hope; more inefficient schools see a chance. The process is repeated, the standard drops again. Thus a multitude of inferior colleges and schools grow up, while the good institutions languish. Goodness beyond the standard of the examination is superfluous both in the school and in the boy.

148. **Lottery tickets for all.**—If the whole generation must be put through the sieve, so that the few may be selected for promotion in the social grading the number of colleges and schools must be very great, for every one must have his chance. It is a lottery for which the mere fact of being a citizen is the admission qualification. The lower classes want to rise; the upper classes want to maintain their position. The demand for education is a great and glorious thing. The citizens begin to feel that they are conferring a benefit on the State by accepting education. Why should they pay for what is accepted as a favour? The State gives the prize; the State is favoured by their entering for it; no one must be debarred by poverty from taking a ticket in the sweep stake.

149. **Gram.**—The difficulty is that a good school is a costly thing; a good college is even costlier. Few countries indeed can afford free secondary education and at the same time pay the price of good teachers. The demand of the parents is that their boys should pass the examinations. All cannot pass; therefore, the college or the school tends to sift its pupils early. The certain passes and the certain failures may be left alone. It is the doubtful pupils who get the energetic coaching. The selector, the State requiring servants, or the employer wanting employees, cannot bother about the quality of the school or college. The examination is the instrument designed to pick out the best student, they cannot go beyond that. An examination demands a certain type of teaching; but the better the teaching is, the more likely is it to conceal stupidity and make the mediocre student appear exceptional. Hence the more effective the teaching, the more it tends to frustrate the purpose of the examination. Hence the outcry against "cram." But "cram" is the direct result of the selective system. Kill the selective system and "cram" is dead. Leave it and neither training colleges nor better pay for teachers will touch "cram." The better the teacher, the better he will "cram."

150. **The selective idea in operation in India.**—These are some of the criticisms levelled against the use of education as a selective agency by many thoughtful men who never gave a moment's consideration to the special problems of education in India. They may be exaggerated. I have tried to

state one side of the case only but no one could deny to them at least a certain measure of cogency. But if this influence is a danger in England how much more so is it a danger in India. In England, before the selective idea began to operate, society was to some extent organised economically and otherwise. There was not the same enormous class of rent-receivers; there was a great diversity of openings throughout the British Empire and not the same mania for certain professions and Government service. Moreover, there was a public school and university system long before education had ever been thought of as a selective agency. Oxford and Cambridge Universities had existed for centuries and for centuries the sons of the aristocracy and the landed gentry had spent some of their boyhood and youth at such schools as Eton and Winchester and at Oxford or Cambridge. But in India the universities were created to be part of the selective agency. The university is in fact a gigantic lottery in which more and more aspire annually to take a ticket. The tickets must be cheap, for Government would surely not wish to exclude all but the wealthy. We blame the Indian student for being a slave of examinations and we sometimes contrast him with the young man reading for "greats" at Oxford in the full flush of his first enthusiasm for philosophy. A much closer parallel would be the Indian University student and the struggling boy who is cramming at Clark's College, London, for the English Civil Service Second Division Examination. If we do not blame the latter for cramming for the examination instead of acquiring culture, we cannot reasonably criticize the former.

151. **'The coming University Commission by R. N. Gilchrist'**—"The Calcutta Review," July 1917.—A recent writer in the *Calcutta Review* has stated that the Calcutta University satisfies no one; that it is universally distrusted by Indian and European alike; that its system of education is condemned practically unanimously by all engaged in university teaching; that its degrees rank in that select universe known as the university world as comparatively worthless; that it is troublesome for its students, to its teachers, to the Government and to itself; that it is an object of ridicule on the part of the press and the public—an organisation in fine so hopelessly awry that its reformation is a stupendous task for which a formal commission has had to be created.

One may grant all this and yet those Englishmen of the 19th century who fought for the system gave India of their best. It is easy to be wise after the event but as one rehearses the story, one feels that things could scarcely have been otherwise but that it is not fair to conclude that the results of the system of which the Calcutta University is the apex have been wholly bad. Good men have been produced under it and public life in Bengal has become at least vigorous. But much water has flowed under the Howrah Bridge since 1857 and other ideals are now stirring the minds of Indians and Englishmen alike. Every one who thinks seriously is discontented with Calcutta University as it now is and this is partly because his ideal is higher.

152. **The cultural aim has been swamped.**—What is then amiss? I think that Mr. Gilchrist puts the matter in a nutshell in the article from which I have just quoted when he says that the cultural aim has been swamped by other aims chief among which is the utilitarian. Man must live but he cannot live by bread alone. The Indian student must be given a chance of being convinced with Robert Lewis Stevenson that "to be wholly devoted to some intellectual exercise is to have succeeded in life" and the educationist in India with the din of strife ever in his ears has got to try and remember that "to employ education for the formation of the soul for any purpose other than its own direct good is to pervert the uses of education."

153. **The neglect of school education.**—Mr. Gilchrist quotes figures to show that no less than 28 per cent. of the total public expenditure on primary schools, secondary schools and colleges is spent in Bengal on colleges. These figures indicate, he says, that far too much stress is laid on University education as compared with school education both primary and secondary. I have suggested elsewhere that the organisation of a sound system of secondary and primary schools is an indispensable condition of any further social or political progress in this Presidency. I will not follow

Mr. Gilchrist and others into the futility of trying to base a system of real University education on the foundation of the existing secondary schools. What I do want to suggest is that the universities are doing work which not only should but which could be done by schools and that so long as this is so, it will be impossible so to organise our university teaching that the university teacher will have a chance.

If work up to the Intermediate standard is and must be, according to present criteria and under existing conditions, school work, and this is generally admitted, then does it not follow that the schools should, if and when possible, undertake it. No one would lose by this ; on the contrary, every one would gain. I have shown in the chapter on secondary education how terribly wasteful the present system is. A secondary school should be the place where the ordinary boy is trained for the less responsible vocations of life or for further technical training. The university should be for the student ; for one who has the capacity to take away from his university courses that mysterious something—we must call it culture—which will colour his life's work. It may have been a great day for India when Lord Hardinge made educational qualifications the basis of appointment to State service, but she cannot acquiesce indefinitely in all her educational institutions being regarded "as mills for grinding out Government servants." In the article on the Round Table from which I have already quoted, it is stated that this is the supreme truth which is now being taught the world—"that which occupies the mind enters into conduct, just as that which is near the heart invades the intelligence and what enters into conduct fashions fate." Perhaps the greatest problem which now lies before India is to devise some means by which, while the general level of intelligence is raised, her best intellect may be educated to the level of its opportunities. The last is the function of the universities. We cannot plead that we do not know what a university is. If we contend that a university which works in the spirit of the definition formulated above is not yet possible in India, let us at least honestly avow this, for thus alone can we hope to elude to some extent the gravamen of Dr. Rashdall's charge, that in degrading the name of a university, we have degraded our highest ideal.

CHAPTER IV.

SECONDARY EDUCATION.

Schools.

154. **Number of schools.**—The total number of secondary schools returned as in existence on 31st March 1917 was 2,649 as against 2,224 at the close of the previous quinquennium. In other words secondary schools increased by 425 or by 19·1 per cent.

155. **The doom of the secondary vernacular school.**—The 2,649 institutions above quoted include 698 high schools, 1,602 middle English schools and 349 middle vernacular schools. On 31st March 1912 the number of schools of these three grades was 497; 1,213 and 514, respectively. The outstanding feature of these figures is that while the number of institutions in which English is taught has risen considerably, viz., high schools by 201 and middle English schools by 389, the number of schools working on a vernacular basis has decreased by 165. The secondary vernacular school is no longer in demand. A knowledge of English is now-a-days regarded as the first necessity of life. Even primary schools look forward to the inclusion of English in their curriculum. The doom of secondary vernacular school is in fact sealed. This is not a new development. In 1848 an official report stated that “in the observation of local officers and from experiments the fate of vernacular schools must be regarded as sealed.” The increase in the number of high and middle English schools is not wholly due to the establishment of new institutions of these grades. It is due mainly to the raising of middle English schools to the high English school standard and of middle vernacular schools to the middle English school standard. In some cases middle vernacular schools have reverted to the primary standard or ceased to exist altogether.

156. **Proportion of aided to unaided schools.**—In 1916-17, 49·9 per cent. of the total number of English secondary schools were aided from public funds. In 1911-12 the number of aided high schools represented 40·04 per cent of the total number of high schools and in 1916-17 their percentage was 37·1. The fact that the proportion of unaided high schools is higher to-day than it was five years ago is significant.

157. **Schools according to management.**—The following statement shows the classification of schools according to management :—

	Under public management.	Under private management.
High schools	45	653
Middle English schools	48	1,554
Middle vernacular schools	46	303

Of the 45 high schools under public management 41 are under the direct management of Government, the remainder being under the control and management of municipalities. Similarly 5 out of the 48 middle English schools and 2 out of the 46 middle vernacular schools were Government institutions. The management of the rest was vested in district boards or municipalities.

The number of Government high schools increased during the period under review by 4. The increase is due to the separation of the Anglo-Persian departments of the Dacca and Chittagong Madrassahs and their establishment as separate high schools for Muhammadans, to the establishment of a special school at Hastings House, Alipore, Calcutta, and the provincialisation of the Jamalpore high English school, Mymensingh district.

158. **Number of English schools for boys per district in each division of the Presidency.**—The average number of English schools varies considerably in the different parts of the Presidency. The Dacca division heads the list with an average of 154 English schools per district; next comes the Presidency division (excluding Calcutta) with an average of 88·8; then

comes the Chittagong division with an average of 86·5 ; then the Burdwan division with an average of 77 ; and lastly the Rajshahi division with an average of 44·6. Calcutta has 75 English schools.

It is perhaps permissible on this point to quote the Bengal District Administration Committee.

“Two examples will illustrate the enormous differences which distinguish Bengal from the rest of Upper India and which stultify so many generalisations. The Madaripur subdivision of the remote rural district of Faridpur contains 15 private high schools, each with an attendance of about 400 boys. It further holds 19 private middle English schools. The Munshiganj subdivision of the Dacca district is even more richly endowed with private high schools. But in the whole of the United Provinces there are only 14 high and 15 middle English schools away from district headquarters. Five of the former and four of the latter are maintained by Government or local funds. The figures of attendance for all but two of the entire number are far below the average Bengal figures.”

Pupils.

159. **Number of pupils.**—On 31st March 1917 the number of pupils attending secondary schools of all grades, *i.e.*, high English, middle English, and middle vernacular schools was 399,682 as against 300,319 at the end of the year 1911-12. The following table distributes the numbers in the three classes of schools :—

YEARS.		High English schools.	Middle English schools.	Middle vernacular schools.	Total.
1911-12	...	142,003	125,440	32,876	300,319
1916-17	...	218,070	160,359	21,253	399,682

The total increase during the last five years amounts to 99,363. The figures for high schools show an increase of 76,067 or 53·5 per cent. and those for middle English schools an increase of 34,919 or 27·8 per cent. The figures for middle vernacular schools show a decrease of 11,623 or 35·3 per cent.

160. **Average strength of a high school, a middle English school and a middle vernacular school.**—The following table represents the average strength of the various classes of secondary schools at the close of the last two quinquennia :—

YEARS.			High school.	Middle English school.	Middle vernacular school.
1916-17	...	...	312	100	61
1911-12	...	...	286	103	64

161. **Girls in boys' secondary schools.**—The total number of pupils in secondary schools for boys includes 320 girls. Of these one was reading in a high school, 188 were reading in middle English schools, and 131 were reading in middle vernacular schools.

162. **Pupils in different stages of instruction.**—The number of pupils in the high and middle stages of English secondary schools at the close of the period under review was 99,309 and 96,071 (including 2 girls), respectively, making a total of 195,378 boys and 2 girls. The figures for the preceding quinquennium were 55,880 boys in the high stage and 60,581 pupils (including 2 girls) in the middle stage with a total of 116,459 boys and 2 girls in the high and middle stages of English secondary schools.

There has also been a slight increase in the number of pupils in the secondary stage of instruction in vernacular schools, the number on 31st March 1917 being 3,917 against 3,875 registered on 31st March 1912.

163. **Significance of the increase of pupils in the secondary stage of vernacular schools.**—The fact that though the number of pupils in middle vernacular schools declined by 11,623 the number of pupils in the secondary stage of instruction in those schools increased by 42 seems to call for some explanation. I think that the explanation is to be found in a tendency which has attracted the attention of Mr. Dunn, Inspector of Schools, Presidency division. He points out that though there has been in his division a considerable rise in all the stages of instruction in secondary schools the rate of

increase is more marked in the primary stage of secondary schools than in primary schools. Parents prefer to send their children to secondary schools rather than to primary schools. It must be remembered that a good many of the middle vernacular schools teach English; in West Bengal they are in fact merely inferior middle English schools, masquerading as secondary vernacular schools.

164. **Comparison with census figures.**—On the basis of the figures collected at the last census for the Presidency of Bengal we find that at the end of the quinquennium one in every 119 of the male population was in the secondary stage of English secondary schools and one in every 5,965 of the male population was receiving instruction in the secondary stage of vernacular schools. The corresponding figures on the 31st March 1912 were one in every 200 and one in every 6,029, respectively.

Expenditure.

165. **Total expenditure on secondary schools according to sources.**—Of the total expenditure of Rs. 72,66,376 on secondary schools for boys in 1916-17, Rs. 9,46,890 was contributed from public funds and Rs. 63,19,486 from private funds. A comparison with the corresponding figures for 1911-12 reveals an increase in expenditure of Rs. 2,96,127 from public funds and of Rs. 26,62,761 from private funds. While in 1911-12 the proportion of expenditure from public funds to the total cost was 15·1 per cent., by 1916-17 it had declined to 13·0 per cent. Of the total cost of secondary schools for boys, 74·4 per cent. was met from fees; 3·3 per cent. from endowments and 9·3 per cent. from subscriptions and other sources.

166. **Expenditure on English secondary schools.**—The total expenditure on English secondary schools for boys amounted to Rs. 70,66,818 in 1916-17 against Rs. 40,60,391 in 1911-12. In other words the total expenditure increased by Rs. 30,06,427 or 74·4 per cent.

167. **Cost distributed between high and middle English schools.**—Turning again to the total expenditure of English secondary schools, viz., Rs. 70,66,818, it appears that the high schools accounted for Rs. 50,81,604 and the middle English schools for Rs. 19,85,214. The figures in 1911-12 were high schools Rs. 28,96,033, middle English schools Rs. 11,64,358.

168. **Cost of middle vernacular schools.**—The expenditure on middle vernacular schools fell from Rs. 2,47,097 in 1911-12 to Rs. 1,99,558 in 1916-17.

169. **Average cost of a secondary school.**—In 1916-17 a secondary English school cost Rs. 256 a month as against Rs. 198 in 1911-12, while a middle vernacular school was run at a monthly cost of Rs. 48 as against Rs. 40 in 1911-12.

The average cost of working an English secondary school has risen enormously during the last ten years. The cost of maintaining a middle vernacular school has similarly risen. The Inspector of Schools, Dacca division, ascribes this rise in the cost of a middle vernacular school to "the increase in the scale of staff and pay in some of the aided schools." The divisional report of Chittagong criticises the situation thus:—

"Vernacular education has become proportionately more expensive owing to the decrease in popularity. The same funds are being divided amongst less pupils."

170. **Annual cost of educating a boy in a secondary school.**—The following table exhibits the annual cost of educating a boy in secondary schools of different grades during the last year of the last two quinquennia:—

	1916-17.	1911-12.
	Rs.	Rs.
In a high school	24·7	22·6
„ middle English school	13·2	10·0
„ „ vernacular „	9·8	7·8

Grants-in-aid.

171. **System of grants-in-aid.**—During the quinquennium under review grants-in-aid were administered according to two sets of rules, viz., one set

for schools situated in the Presidency and Burdwan divisions and another for schools situated in the Dacca, Chittagong and Rajshahi divisions. The general principles underlying the two sets of rules were the same and the rules for East and West Bengal differed chiefly in points of procedure. The question of co-ordinating and also of revising the rules to suit present conditions was taken up during the quinquennium. A revised set of rules was drawn up by Mr. R. B. Steele, I.C.S., who was placed on special duty to co-ordinate and revise the rules and procedure obtaining in both parts of the Presidency. The draft rules have been for some time under the consideration of Government.

172. **Delegation of powers to inspectors of schools in respect of recurring grants-in-aid.**—The most important change which took place during the quinquennium under review was the delegation to inspectors of schools of authority to renew or revise existing recurring grants and to sanction new maintenance grants to schools in their jurisdiction—lump assignments being placed at their disposal for the purpose. The powers of inspectors in this matter are of course subject to the conditions prescribed in the grant-in-aid rules. The procedure whereby capital or non-recurring grants are sanctioned by Government remains unchanged.

173. **Inadequacy of funds for grants-in-aid to secondary schools.**—Notwithstanding the fact that the Government of India made special allotments of Rs. 2,26,000 and Rs. 1,50,000 for the improvement of secondary schools, the total sum available for grants-in-aid is woefully inadequate to the needs of the situation.

174. **Grants-in-aid in 1916-17.**—The total actual contributions from Provincial revenues including Imperial assignment in grants-in-aid to secondary schools for boys amounted during 1916-17 to Rs. 4,36,173. Of this the amount paid to high schools was Rs. 2,90,728, the amount paid to middle English schools was Rs. 1,09,430 and the amount paid to middle vernacular schools was Rs. 36,015.

175. **Contributions from district and municipal funds in 1916-17.**—The contributions from district and municipal funds amounted during the year to Rs. 2,21,683 and Rs. 21,909, respectively, and the amounts received by high, middle English and middle vernacular schools from these sources amounted to Rs. 5,041, Rs. 1,75,658, Rs. 40,984, Rs. 12,716, Rs. 9,001 and Rs. 192, respectively.

Curricula and Examinations.

176. **Curricula.**—Two entirely different sets of syllabuses have been in vogue throughout the quinquennium in the two parts of Bengal, viz., West Bengal comprising the Presidency and Burdwan divisions and East Bengal comprising the Dacca, Chittagong and Rajshahi divisions. The question of revising and unifying the curricula for all schools in the Presidency was considered during the period under review and certain decisions have been provisionally arrived at.

177. **Examinations.**—The matriculation examination of the Calcutta University and the middle and primary scholarship examinations constitute the public examinations in Bengal. The scholarship examinations are open only to a limited number of selected candidates and pupils who are not eligible to compete for scholarships undergo an examination *in situ* and on the basis of the results of such examinations are either promoted to the next stage or are granted certificates.

178. **The matriculation examination.**—The following table gives statistics of passes at the matriculation examination from schools in Bengal for the period 1912-13 to 1916-17 :—

YEARS.			No of examinees.	No. passed.	Percentage of passes.
1912-13	...	...	6,802	4,977	73·2
1913-14	...	...	8,041	4,876	60·6
1914-15	...	...	8,895	5,511	61·9
1915-16	...	...	9,968	5,946	59·7
1916-17	...	...	11,421	8,349	73·1

Two attempts to hold this year's examination failed, as the questions were made public. The third and final examination was not held till July.

Inspecting officers are unanimous in condemning the influence of the matriculation examination on the work of the schools. "It is notorious," writes Dr. Chatterji, Inspector of Schools, Rajshahi division, "that the matriculation, as it is held now, is lowering the standard of education in high schools." The following extract from Mr. Dunn's report elaborates this contention :—

It is felt throughout that the matriculation certificate is not a proper test of the intelligence and capacity of the candidates and still that less is it a test of the quality of the teaching given. This cheap certificate has had a very unwholesome effect on the quality of the teaching in high schools in general. The evils of the present system are so well known that it is almost unnecessary to comment upon them. Cram begins three years before the examination and vitiates the whole scheme of secondary educational work. Almost any other system would be preferable, provided our high schools were capable of working up to another and improved scheme of testing the final capacity of their pupils.

179. **Middle examinations.**—The number of institutions which presented candidates for the middle English examination in 1916-17 was 2,017 and the number of candidates presented was 33,481. Of these 25,551 were successful. For the middle vernacular examination of 1916-17, 314 schools sent up 1,792 candidates of whom 1,383 were declared to have passed. In 1911-12, 21,028 candidates were presented from 1,971 schools for the middle school examinations and of these 15,527 passed. The percentage of passes has thus risen from 73·8 in 1911-12 to 76·3 in 1916-17.

The *in situ* primary examination held at the end of standard VI is generally criticised and is popular with no section of the public.

There seems to be a consensus of opinion that the old public examination at the end of standard VI should be restored and it cannot be doubted that the efficiency of middle schools has been considerably affected by the abolition of a public examination at this stage.

Scholarships and free studentships.

180. **Scholarships.**—As stated in paragraph 58 the scholarship rules for East and West Bengal were co-ordinated and revised.

181. **Amount spent in scholarships.**—During the year 1916-17 a sum of Rs. 79,870 was spent on scholarships held in secondary schools as against Rs. 58,215 in 1911-12. Of the total amount thus spent Rs. 72,014 came from public funds and the balance from private funds.

182. **Criticism of the scholarship system.**—The existing system for the award and tenure of school scholarships has been adversely criticised by most of the inspectors. It has been represented that the value of the scholarships is insufficient and that the tenure is too short and also that the number of scholarships allotted to each district is out of proportion to the actual needs of the situation.

183. **Free-studentships.**—The rules regulating the award of free-studentship were revised during the quinquennium. As the result of this revision the total number of free-studentships of all denominations permissible in a school under Government control has been restricted to 5 per cent. and 8 per cent. respectively in the case of Hindus and Muhammadans. Over and above these, special free-studentships, *e.g.*, for pupils belonging to backward races, aboriginals, etc., may be granted by the Director on the recommendation of an inspector of schools. The revision of free-studentship rules to which reference has just been made was criticized in the Legislative Council on the ground that it was unfair to the Muhammadans of Eastern Bengal. The matter is again under the consideration of Government. It is sometimes suggested—the suggestion was put forward in a speech recently delivered in the Legislative Council—that the number of free-studentships which any school chooses to allow is not a matter with which the Education Department has any right to concern itself, seeing that the cost of the schools to public funds is not seriously affected thereby. The rules apply

to Government and Government aided schools only. As regards the former, it must be patent to every one that the more free-studentships are allowed, the smaller will be the receipts from fees which are credited to public revenues. As regards the latter, maintenance grants-in-aid are assessed on a scale of expenditure necessary for efficiency as compared with the receipts from private sources, that is to say, in 9 cases out of 10, from fees. Obviously the less the school realises in the matter of fees, the more will be required by way of grant. If the grant is not assessed so as to compensate for the loss of fees, then a loss of efficiency is involved. But there are much more fundamental considerations than this. With this aspect of the general educational problem I shall deal later. Meanwhile I will quote Mr. West :—

The unaided schools continue to waste their substance by unwise liberality. Endeavour has been made to discourage the giving of full free-scholarships, as there are few boys who can pay literally nothing, and of those fewer still who deserve so large a concession. Popular sentiment is at present educating a very large number of boys who do not really deserve free higher education at the expense of the quality of the education given to those who do.

Teachers and teaching.

184. **Numbers.**—In 1916-17 there were 20,240 teachers in secondary schools, the average proportion of teachers to pupils being 1:19.

185. **Conditions of University recognition.**—The University requires as a condition of recognition that the qualifications, character and experience of the headmaster and the rest of the teaching staff should be satisfactory and that provision is made in respect of the number of teachers and otherwise for carrying on all the courses of instruction in which the school desires to be recognised by the University. The standard of qualifications laid down by the University is that two members of the staff of a high school should hold the B. A. degree, that two should have passed the intermediate examination and that one should be an English knowing *pandit*. This standard is so low that even the worst school cannot fail to improve on it. The University regulations say nothing with regard to the number of teachers.

186. **Views of inspecting Officers.**—The views of inspecting officers on the general underpayment of teachers are very strong. Dr. Chatterji, Inspector of Schools, Rajshahi division, writes thus :—

It is well known that the salaries paid to teachers are inadequate and in some cases lamentably low. The result is that we cannot attract good men and consequently education suffers. We may have educational reforms of all kinds, but so long as teachers continue to be ill-paid, there is no hope for education. A graduate (B. A.), for example, when appointed to be a deputy magistrate, begins to draw at once Rs. 250 a month. But if the same man offered himself to be a teacher we would not pay him more than Rs. 35. Can anybody account for this difference? Is education less important even from the administrative point of view than the work of administration itself? Why should a creator of administrators (I am not speaking of his other usefulness in society) be so much looked down upon and discouraged? Unless and until this anomaly is removed, I do not think we can do anything for education.

Writing on the same subject Mr. Dunn remarks :—

The increased scale of salaries recommended by the Local Government for the various classes of secondary schools has been adopted only in a few selected cases. The minimum for a high school according to this scale is fixed at Rs. 540; of a middle English school at Rs. 145, and of a middle vernacular school at Rs. 40 a month. An extensive adoption of this scale cannot be enforced, unless sufficient funds are available for supplementing the existing grants. Comment has already been made upon the need for improving middle English schools, and it is necessary to remark that the staff of our high English schools are deplorably below any adequate standard. The junior classes are invariably left to matriculate and failed-matriculate teachers whose presence on the staff should never be tolerated at the present time. It is hoped that definite steps will be taken to improve this state of affairs within the next quinquennium. Certainly nothing will be accomplished without pressure from the higher authorities.

187. **Paper salaries.**—It is an open secret that the salaries which are entered against the teachers' names and for which they sign receipts are not always paid. The following is an extract from a book which is now before the public :—

There is a very common practice of not paying the actual salary stated. Every school of under 300 boys, if staffed up to the ordinary standard, is running at a loss, and unless there is clear proof that the loss is being met by some wealthy patron, it is certain that it is being met by under-paying the teachers. This takes place in the following way: the teachers even in a good school live from hand to mouth, and have no place to keep their money in, so they draw their salaries in dribbles of two or three rupees at a time as they need it, leaving often large arrears unpaid. There is an acquittance roll which has to be kept up-to-date. Hence all sign up-to-date whether they are paid up-to-date or not, *even in the honest school*. The honest school pays up the balance at intervals, *e.g.*, before the Puja holidays. This procedure is encouraged by the fact that Government grants are not drawn regularly by the school. They save them up and draw several together. Also there is occasionally delay in passing the bills. Hence innocent falsification of the acquittance roll is very general. Dishonest falsification is extremely easy. The teachers do not complain because they would promptly be dismissed. Detection by the inspecting officer is almost impossible, for no public account is kept of these intermittent payments. Even if by a rare stroke of luck one gets hold of the private account, as the months are not divided up in any set of thirty days, one finds some of the teachers overpaid, some underpaid, and some hardly paid anything at all. One has to go back 12 months and take an average.

188. **No class teaching but a system of individual coaching.**—Is it reasonable to expect that teachers engaged to work on such salaries and under such conditions will prove stimulating in their class rooms? Moreover the University regulations ordain that a teacher of either of the two highest classes of a high school shall teach 50 boys at one and the same time; that each of the next four classes is to contain 40 boys, and each of the two below that 30. How many English trained teachers would undertake to teach a class of 50 boys in a secondary school, and the ordinary Indian teacher is not the equivalent of an English trained teacher! He has never seen effective class teaching in his life; nor have the boys any idea of it. The result is that class teaching is not attempted; the boy has to learn something or he will stand no chance of passing the matriculation examination; that something is not very much, but the long suffering parent has long since realised that it is hopeless to expect that the school will impart it. So the boy goes to school and sits there for many hours every day, not that he may learn anything, but because sitting in a recognised school is a condition precedent to appearance at the matriculation examination. The boy's real work is done with a private tutor either before he goes to school in the morning or when he comes back from school in the evening. His tutor is by preference his class teacher, who is in rather a delicate position. If he taught the boys of his class what they are supposed to learn, his services as a private tutor would not be required, in which event he would starve.

189. **Teachers and private coaches.**—This custom of having the average school boy coached out of school-time in the ordinary subjects of the school curriculum calls for special consideration. That the system is widespread cannot seriously be doubted. "The teachers being ill-paid men," writes Dr. Chatterji, in the Rajshahi division report, "they are naturally anxious to do the work of private tuition." "There is hardly any teaching", says the Dacca division report, "but there is too much examining in the class; in all schools, Government schools not excepted, pupils are required to learn their lessons at home and when they come to schools, they have only to answer the questions, which the masters put to them." But the most convincing testimony to the prevalence of the custom is to be found in the fact that the schools are staffed by teachers working on the starvation wages now paid. That many of these unfortunate men do suffer considerable hardships, I have no doubt; but they somehow contrive to live, to educate their sons and to marry their daughters. If the great majority of the secondary school teachers did not earn money by private coaching, they could not subsist and the whole of the existing system of secondary schools would collapse.

190. **The cost of private coaching.**—But the whole situation is really a remarkable one. It is being incessantly proclaimed that the great majority of parents who send their sons to secondary schools are so poor that even to

pay the fees which are charged is a great strain. And yet here we are face to face with a system one of the main features of which is that it involves over and above the school fees the hiring of private coaches. I am unable to say what the private coaching of an average school boy costs. One can, however, safely venture on two assertions. The first is that no parent who arranges private tuition for his son at the hands of a man who is at least nominally qualified to give it pays less than double the school fee—in the great majority of cases he pays a great deal more. The second is that if all the money which is now spent in private tuition were available for the secondary schools, the problem presented by the secondary school system would be considerably simplified.

191. **The Education Department circular fixing initial salaries for teachers**—A circular has recently been issued by the Education Department, which fixes the rates of initial salaries on which men may be appointed teachers in Government schools according to their qualifications. The circular has excited a good deal of public criticism. It is reasonable that the public should resent an official announcement of the fact that a B. A. is ordinarily to be appointed a teacher in a Government school on Rs. 35 a month and an M. A. on Rs. 50, but the cadre of the Education Department includes no less than 1,449 posts on less than Rs. 50 a month. It would be impossible to carry on the work of the Department, if all or any considerable number of these posts were left unfilled. Moreover the result of utilising vacancies in higher grades for new appointments would be to reduce, if not to annihilate, the chances of promotion for those who were recruited on low rates of salary. These were the reasons which prompted the circular, which by the way merely regularised and made public certain principles which had regulated appointments for many years.

Manual instruction.

192. **Schools with manual classes.**—In 1915-16 a scheme was sanctioned for the opening of manual training classes at 24 selected high and zilla schools and one middle English school. This scheme was rendered possible as a result of an assignment made by the Government of India for the purpose. The funds available provided for capital grants for the provision of work-sheds and tools and appliances and recurring grants at the rate of Rs. 75 a month per school, for the entertainment of a teacher on Rs. 50 a month and the provision of material at the rate of Rs. 25 a month. Classes were actually started at 19 schools—the difficulty in the way of starting classes at the remaining centres being the want of properly trained teachers.

In commenting on the scheme Mr. Dunn remarks that “it is premature to pass any opinion as to the success of this very important branch of instruction. The educative value of manual work is appreciated by a section of the guardians, but I fear it does not appeal to the students who look askance at anything outside the course prescribed for the matriculation examination.” Mr. West, while characterizing the innovation as a great success, draws attention to the following points:—

- (1) There is no definite course, and the various courses which the instructors are following are not as interesting as they might be.
- (2) There is no provision for optional extra work in spare time.
- (3) Insufficient attention is given to making the boys draw out all the models they make before constructing them. In many cases boys were allowed to use the instructor's drawings.
- (4) There is no preparatory course of cardboard work in the lower classes; hence the boys have to be taught many elementary things, and also learn to get rid of the expensive habit of inaccuracy with wood, when they might have learned it with paper.
- (5) The proper manual class building has yet to be devised.

193. **Importance of the subject.**—In my annual report for 1915-16 I stated that the general keenness with which boys have taken to this work was one of the most encouraging features of the existing secondary school position. Nothing has come to my knowledge in the interval which would incline me to modify the view which I then expressed. My experience—and I have seen something of this manual work throughout the length and breadth of the Presidency—does not altogether endorse Mr. Dunn's impression. The work is of course only on its infancy and it admits of almost infinite development and improvement. But the attitude not only of the boys but of their parents and guardians towards it is, so far as I have been able to judge, distinctly encouraging. I consider that the extension of this manual instruction not only among high schools but also among middle schools is a condition of any real advance in secondary education.

The recognition of high schools by the University.

194. **The Indian Universities Act and the Regulations of Calcutta University.**—The Indian Universities Act of 1904, clause 25(2) authorised the Senate of the University to make regulations regarding the conditions to be complied with by schools desirous of presenting candidates at the matriculation examination. The conditions controlling the recognition of schools and the withdrawal thereof are contained in chapter XXI of the regulations of the University of Calcutta. The University has no agency of its own for the inspection of schools. Consequently the whole of the inspection work which the University has to have carried out for its own purposes is done by the departmental inspecting staff, all reports being submitted to the University through the provincial Director of Public Instruction.

195. **What the present position involves.**—There has been a great deal of discussion of late about this recognition of schools, but I am not quite sure whether what that recognition involves is always realised. In the Presidency of Bengal there is a vast collection of high schools the existence of every one of which depends upon its right to present candidates at the matriculation examination of the University of Calcutta. It rests entirely with the University, *i.e.*, the Syndicate, to say whether any particular school shall or shall not exercise this right. Schools may find it hard to exist without grants from public funds, and in the future they may find it harder still. The majority, however, of the private schools do as a fact manage to exist without any grant from Government, but even a Government school cannot present candidates at the matriculation examination, unless the Syndicate allows it to do so. Consequently, while in the case of the private unaided school it is the University which holds its fate entirely in its hands, even in the case of a Government school or a school heavily subsidised by Government, the University is still in a very real sense the arbiter of its destinies. In a recent debate in the Legislative Council it was suggested that a board of education should be created which would stand in the same relation to Government and aided schools as the Syndicate now stands to unaided schools. But the Syndicate is the arbiter of the destinies of *all* high schools.

196. **The views of inspectors.**—The following extracts which are taken respectively from the Dacca and Chittagong divisional reports show what inspecting officers generally feel with reference to the working of the present system :—

The University at present has no agency of its own for the inspection of high schools. The reports of the inspectors of schools are therefore accepted. But instances sometimes occur when the recommendations of the inspectors of schools are overlooked. In the case of permanently recognised schools no reports have been called for and submitted for several years. Section 5(d), chapter XXII of the regulations, requires the submission of a report of the working of the school together with an abstract of its actual annual income and expenditure once a year at such time as the Syndicate may prescribe. Presumably this report is to be submitted by the authorities of the school; but no such report is submitted by any school. If the submission of this report through the inspector of schools is enforced, it will enable him to bring to the notice of the University the defects which have to be removed and the improvements to be effected. For the more efficient control of all affiliated high schools which are under private management, the divisional

inspectors of schools should have the power delegated to him by the University of enforcing the carrying out of improvements such as are considered necessary by him. Without this power, the inspecting officers can do very little in the case of recognised schools under private management. Complaints are not unfrequently heard of the unreasonable demands in respect of staff, accommodation and equipment which are made by the departmental inspecting officers when recommending schools for affiliation. Such complaints are due to two facts. The University rules relating to the standard to be demanded as regards accommodation, staff and equipment, are not very well defined. Those who raise objections to the demands of the inspecting officers have no knowledge of the actual state of things or have antiquated ideas regarding the requirements of a modern high school.

Permanent recognition is sparingly given. The unwillingness of the Department to recommend permanent recognition is due to the fact that the University is so unwilling to remove it when it is no longer deserved. It was given too readily in the past. Some schools given permanent recognition in the past have made no improvement since; their temporary sheds have fallen to pieces, their furniture become broken and useless, their library decayed. Staff and accommodation have remained unchanged, while the roll number has been doubled. Reports to the University produce empty threats, which the schools know to be empty. I have in my office one disaffiliation case which is still being carried on; it is of six years' standing; and another, which has dragged on for over ten years. The least show on the part of the University of determination to have better things would have put everything right at once. The University regulations have remained unchanged. The minimum demand is much too low; a middle school would not get recognition on bare compliance with some of the terms. The statement of requirements is extremely vague. The words "satisfactory" and "sufficient" are used without any definition of what is satisfactory and sufficient, even where such definition could most easily be given, *e.g.*, "light and ventilation must be satisfactory." There are definite standards of proportion between window and floor space given in every book of hygiene. The University could easily fix an actual arithmetical form about which there would be no possible doubt.

197. **Nothing is to be gained by mutual recriminations.**—Nothing will be gained by mutual recriminations. The Syndicate is not responsible for the regulations under which it has to work nor did it assume of its own accord the tremendous weight of responsibilities with which it is now saddled. These responsibilities were thrust upon it by statute and the altering of even one line of the regulations involves a process from which the most arduous of vice-chancellors might reasonably shrink. Then again it is not an easy thing for an educational authority to close a school, when it can put nothing in its place. When an English local educational authority closes a school, it does so to put a better school in its place, and as a fact the Education Department in dealing with middle schools which practically depend upon its recognition, has probably never closed a school which was well attended and left the matter there. What the Department does is to attempt by grants to raise up a better school which will serve as a substitute for the recalcitrant institution. But the Syndicate has no funds nor any machinery of its own by which it can deal with the local educational needs of a certain area. On the other hand, the Syndicate must realise the delicacy of their relations with inspecting officers. The Syndicate have a perfect right to reject an inspecting officer's recommendations, but they cannot expect an inspecting officer to continue going on their behalf to a school, if his recommendations with reference to that school are habitually rejected or ignored. As the results of nearly five years' working as a member of the Syndicate I can say without hesitation that the inspectors' recommendations are invariably treated with every consideration, but the situation is pregnant with possibilities of friction and misunderstanding. No man can serve two masters comfortably, even if those masters be the University and the Bengal Education Department.

198. **Radical defects in the existing system.**—But even when all concerned are doing their best to work together, the present system is cumbersome and ineffective. The Syndicate would be overworked, even if its responsibilities were confined to colleges and university matters. It is astonishing that any one should seriously maintain that it can in addition to these duties be an effective arbiter of the destinies of 698 high schools in Bengal, to say nothing of all the high schools in Assam and Burma. Moreover the Syndicate is and must be a body local to Calcutta; by its constitution

it need not contain a single member with the possible exception of the Bengal Director who is frequently absent from Calcutta, who is in touch with school work at all. The opposition to any change is based on a feeling that the fate of a school should not depend upon a single official. I am not aware that it was ever suggested that it should. Many difficult questions are involved. It might for example be asked with some reason whether it is really desirable that all secondary school education should be directed towards the matriculation examination, as its one and only goal and object. That all secondary education is so directed is the only possible justification for the existing system; and after all of every 100 boys who start on the high school course, 16 only begin the university course. My contention is, however, that taking things as they are and admitting that the Syndicate and the Education Department are doing their best, the progress of secondary education, even as it is, now is being hampered and prejudiced by the inherent ineffectiveness of the present system of ultimate control. It is not easy to keep the work of schools vigorous and fresh, when the interest of boys, parents and teachers is concentrated on the passing of an external examination. Something is being effected by sympathetic and careful inspection; much more might be effected. The difficulty is to keep the schools up to a reasonable standard of vigour and efficiency. This becomes impossible in the case of just those schools which most require to be kept up to the mark, when the ultimate authority is a remote body in Calcutta, whose only effective weapon is annihilation.

Managing Committees.

199. **Government schools.**—There has recently been a revision of the rules regulating the constitution and functions of managing committees of Government high and middle schools. The new rules remove the necessity for visiting committees. The final control of Government schools continue to be exercised by the Education Department.

Under the revised rules all inspecting officers have ceased to be members of the managing committees of Government schools. The district magistrate is the president of the committee and the headmaster vice-president and secretary. The teaching staff and the guardians of pupils are represented and finally an official member other than an educational officer has been given a place on the committee. Definite functions are exercised by the committees and the arrangement offers ample scope for initiative and real control.

200. **Aided schools.**—The rules regulating the functions of the managing committees of aided schools have been redrafted, but they are still under the consideration of Government. The matter is one which is bound up with the general conditions of grant-in-aid.

201. **The maintenance of local interest is essential.**—The existence of public-spirited and active managing committees not only in connexion with aided but also Government schools is essential. Local interest must be maintained.

Buildings and equipment.

202. **Buildings.**—With few exceptions high and middle schools are accommodated in buildings which are not only utterly unsuitable for school purposes, but also fail to satisfy the first requirements of health. The classrooms are frequently inadequately ventilated and almost invariably so constructed as to put the maximum of strain on the eyesight of the teacher and the pupils. School buildings are rarely kept clean, while sanitary arrangements are not infrequently inadequate and seldom kept properly. In addition to this nearly all school buildings are overcrowded. It is common to find class rooms in which the boys are so crowded on the benches that the ordinary process of writing involves a series of acrobatic feats. The general condition of school accommodation in Calcutta is literally appalling.

203. **Equipment.**—Many of the schools are inadequately furnished with desks. The University insists that desks should be provided in the higher

classes only, though it is a little difficult to understand why, if desks are to be used at all, a small boy should need one, less than a big boy. A great deal of the school furniture that does exist is bad; most of the desks for example seem to have been constructed without any consideration for the comfort or health or even the size of the unfortunate boys who are to use them. The amount which has been spent in Government schools on bad furniture and expensive but unnecessary apparatus is dreadful to contemplate. "The importance of good equipment," writes Mr. Dunn, "as one of the essentials of good teaching is little felt by the teachers or proprietors of privately managed schools. They do not realise the importance of well painted black boards and decent benches with desks." Writing on the same subject Mr. West remarks "excluding Government schools there are very few schools in this division which can boast that every boy has a desk to write at, a shelf for his books and an inkpot within reach."

204. Are the demands of the Education Department unreasonable?—

It is sometimes alleged by the critics of the Education Department that far too much stress is laid on buildings and equipment and far too little on teaching capacity. It is also asserted that the conditions in these matters on which the Department attempts to insist are far too luxurious for such poor and simple persons as are the great majority of the inhabitants of Bengal. I do not think that any one who reads through this review can say that I have not emphasised the paramount importance of teaching capacity or that I have failed to condemn the deplorable inadequacy of the remuneration which is now offered to teachers. I am, however, unable to admit that the question of accommodation and equipment is one to which either the public or the Government can afford to be indifferent. The really ineffective teacher will never be anything but ineffective, even if the class room in which he is put to teach is perfectly constructed and faultlessly equipped; but the effective teacher is certainly handicapped by defective class-room arrangements and inadequate requisites. As regards the luxury criticism, there is, as Mr. Gilchrist recently pointed out in the Bengal Economic Journal, a very close connexion between education and the standard of life. All I am pleading for is that the secondary schools of Bengal should be so accommodated and equipped as to be able to fulfil their function, namely, the fitting of the younger generation to play the parts that they should play in the general scheme of the Presidency's existence. At present the secondary schools of Bengal as a whole are not so accommodated and equipped.

205. Libraries.—All school authorities make some attempt to get together a collection of books, but it is one thing to have made such a collection, it is quite another to have an effective school library. Dr. Johnson once wrote that a book should teach us either to enjoy life or to endure it. Certainly no school library is of the slightest value, unless it enables the boys who use it to enjoy life more. One of the inspectors has recently examined the libraries of the schools in his division and he remarks that they are made up of second hand books, which might for their miscellaneous titles have been bought by weight, and a number of presentation copies of very inferior "texts".

Secondary Schools in Calcutta.

206. Educational organisation as a civic problem, a paper read before the Social Study Society of Calcutta on the 20th February 1914.—In February 1914, I read before the Social Study of Calcutta, a paper in which I discussed the problem of the school provision of the metropolis. The concluding sentences of the paper ran as below:—

The private venture secondary schools of Calcutta may possibly meet the needs for the moment; but as secondary education becomes more costly, as indeed it must, as life and social conditions become more complex, the private venture schools, housed in any hole or corner and distributed according to no organized plan, are bound to become in time a hopeless anachronism. As it is, the buildings in which the secondary schools for Indian boys in Calcutta are housed are infinitely inferior to those which are now to be found in the *mufassal*. The reason for this of course is not far to seek. When a new school building is wanted in the *mufassal*, a site can be procured and a decent building constructed for a sum of money, which would not buy a quarter of the site in Calcutta.

207. **The deputation of Mr. K. C. De and Mr. J. N. Roy.**—Government took up the matter at once and Mr. K. C. De, i.c.s., was shortly afterwards deputed to survey the educational organisation of Calcutta and to report. Mr. De was unable to remain at the work long enough to complete it, and the task was handed on to Mr. J. N. Roy, who on the 13th November 1915 submitted his report to Government. The extract below is taken from Mr. Roy's summary of his report :—

The existing schools, although sufficient in number to meet the needs of the higher classes, are in a condition far from satisfactory. A majority of them are held in buildings which were never intended for educational purposes. They are badly equipped and insufficiently staffed ; and they lead a precarious hand-to-mouth existence. These remarks are true of nearly all institutions, but are specially applicable to primary and middle schools. An ill-lighted and ill-ventilated room in a private *pucca* house, or an equally objectionable hut with a tiled roof ; a number of boys huddled together, sitting, in some cases, on benches and, in some, on the floor, but all alike shouting at the top of their voices ; a *guru*, uneducated and untrained, but determined to eke out a living for himself, dozing at the desk—this is the picture of an ordinary primary school. The high and middle schools may have a better financial position, but the margin left is far too small either for the provision of superior accommodation and better equipment or for the payment of teachers at a rate which will keep them contented. The result is the existence of a large number of inefficient schools, badly housed, badly equipped, badly disciplined, and the creation of a teaching profession which has now come to be looked upon either as the haven for those who are incompetent or as the halting place for those who have abilities and expect something better.

208. **Number of English schools in Calcutta.**—It has already been stated that Calcutta has 75 English schools. Of these five high and three middle English schools are Government institutions ; 8 high and 15 middle English schools are aided. The rest are all unaided and a considerable number, especially of the high schools, are proprietary institutions.

209. **The need of maps to illustrate the situation.**—The present position is this. Mr. Dunn, who is now the Inspector of Schools in the Presidency division, is preparing under the instructions of Government a series of maps illustrating the Corporation's scheme for the improvement of primary schools. The Corporation cannot under the present law concern themselves with any grade or type of education other than primary and technical, and the secondary and primary school problems are not being confused. It has, however, been arranged that the maps which are now being prepared will, in addition to illustrating the primary school scheme, show with reference to high schools—

- (1) the extent to which the Calcutta area as a whole is provided with high schools ;
- (2) obvious cases of congestion resulting from motives pecuniary, rival or the like ;
- (3) places in need of high schools ;
- (4) places from which schools might be expediently removed.

The map will visualise the situation and this is the first essential step.

210. **Need for plain speaking.**—Mr. Dunn has pointed out that the root defect is that schools are able to be started where and when and under whatsoever auspices chance may provide. The public strangely inarticulate in this matter have no say or choice. Children crowd into any school irrespective of its efficiency and the parents frequently have no knowledge of the real conditions under which their boys are growing to maturity. The time has come for straight speech and effective action.

211. **The problem analysed.**—Mr. Dunn would group the main problems connected with the question under the following heads :—

- (a) Geographical control of high school educational activity.
- (b) Organisation of the management of individual schools.
- (c) The minimum material requirements.

212. **The necessity for some control over the location of high schools.**—As regards (a) we must, Mr. Dunn suggests, discover some agency

empowered to regulate the location of high schools. He cites a particular instance of a recognised high school "situated at the end of a long alley, unventilated and improperly lit, dirty and dilapidated;" a few doors away another high school accommodated in a somewhat better building, recently established and clamouring for recognition. The motive underlying the establishment of the second school was personal and individual resentment towards the first school and the hope of future gain in fees. "There is not," Mr. Dunn remarks, "a shadow of public spirit in the whole business, and not the slightest realisation of the fact that the area in question is already overcrowded with high schools." He adds that this is "altogether wrong, not in a vague and general way, but in a very definite and aggressively practical way that affects the whole community most seriously."

213. **A Calcutta educational council.**—The remedy which Mr. Dunn suggests is a Calcutta educational council and he insists that it must be a council with powers. Such a council would consider applications for the starting of new schools with special authority to negative any proposal to start a venture institution in undesirable or already provided areas. It would nurse young institutions and see that they reach maturity under proper discipline; it would of course be essential for the council to possess the completest knowledge of each locality of the town. The council would be as large as its representative character required.

214. **The management of some of the proprietary schools demands immediate attention.**—As regards (b) Mr. Dunn observes that the regulations of the University have not succeeded in eradicating the evil which they exist to cure, for the adventurous pedagogue-proprietor does succeed in dodging the regulations for a very long time at any rate. He tells of a school which has a proprietor, a rector and a headmaster. The headmaster is a graduate on Rs. 60 a month, the rector a matriculate on Rs. 75 a month. This triumvirate employs a staff of whom at least six are only matriculates, while five are drawing less than Rs. 13 a month each. This school is recognised by the University.

215. **The proprietary system.**—Mr. Dunn does not worry about the proprietary aspect as such and he thinks that there is a tendency to confuse the system with the fruits of the system. In itself it is not necessarily an evil, but it is terribly abused. What we must secure is sound instruction and a reasonably comfortable staff. Mr. Dunn thinks that a properly constructed educational council would gradually secure all this. The treasurer of the council would take all fees and fines and grants. The council would appoint their own teachers from a central bureau and pay them adequately. There would not be a single rupee of individual profit.

216. **Efficiency cannot be combined with profits.**—The proprietary system has undoubtedly been abused, but it must be remembered that on this basis practically the whole secondary school system of Calcutta has been built up. This has resulted in an enormous saving of public money and it might reasonably be claimed that had men not been willing to come forward and risk their money in schools, as an investment, Calcutta might have been without secondary schools for many years. One may concede all this and even admit that the proprietary high school has played a necessary part in the educational system of the past, but this does not alter the fact that, under the conditions of to-day, efficiency in a school cannot be combined with profit making out of it.

217. **Publicity and representative control.**—The whole position teems with difficulties. Personally I feel that Mr. Dunn's suggestion of an educational council for Calcutta is on the right lines. I believe that it is essential to bring the whole question into the full light of publicity and I am convinced that the determination of Government to do this would be warmly welcomed by the public.

The Hastings School.

218. **Introductory.**—A feature of the quinquennium under review was the opening of the Hastings School which is located at Hastings House, Alipore, Calcutta. The school is a residential institution and is conducted as far as possible on the lines of an English public school. The need for such a school

had been persistently emphasised by prominent and influential men in Bengal and in deference to their wishes the Government of Bengal undertook to establish the Hastings School as an experimental measure.

219. **Numbers.**—The school was opened in July 1915 with 11 boys on its rolls. This number rose to 22 by the end of that year. In January 1916, there were 26 boys and the year closed with a total of 40 which number increased to 43 by March 1917. These figures indicate that the school is making some progress, but it is a matter of disappointment that with the extensive grounds and accommodation for 50 boarders and 25 day scholars, these totals are not larger. It is difficult to find the real reason for the deficiency of the numbers below the estimated level. The assistant master-in-charge attributes it partly to the fact that of the three masters from England for whom the scheme provided only one could be obtained owing to the present war and partly to some measure of disinclination on the part of the Indian parent to sever himself from the usual courses of education, which have been established longer in the Presidency. He adds that the number of those who desire this form of education has been somewhat over-estimated.

220. **The curriculum.**—Ample provision has been made in the school curriculum for the study of oriental languages, both vernacular and classical. The study of a vernacular is compulsory throughout the school, whilst the study of a classical oriental language is demanded of every boy in the upper school. The medium of instruction is English and it has been found that boarders improve very rapidly in the knowledge of this language. The usual school mathematics are taught, but the want of a first class mathematical master is at present greatly felt. There are two special features in the curriculum which call for some remarks, viz., (1) manual instruction which is given throughout the school and which, it is hoped, will one day form a very important portion of the school course; (2) the practical work which is being done in geography.

It must be mentioned here that there is a great need for the introduction of science teaching throughout the school and for the provision of laboratories adequate for this instruction. So long as these needs remain unprovided the school course must necessarily be incomplete, and this may always be adduced as an excuse for the deficiency in numbers.

221. **Examinations.**—Under the present arrangement boys are prepared for the junior and senior examinations of the Cambridge University local examinations syndicate. The school is not at present recognized by the University of Calcutta.

In December last the school presented for the first time eight boys for the Senior Cambridge local examination and eight for the junior, of whom five and three passed respectively. Of the successful senior boys one obtained distinction in Sanskrit.

222. **The prefect system.**—For purposes of discipline the prefect system has been introduced with satisfactory results, and another strong factor in this direction has been the system of compulsory games. During the day one of the assistant masters is on duty which entails a general supervision, while at other times this responsibility devolves more directly upon the Assistant master-in-charge.

223. **Expenditure.**—During the year 1916-17, the total expenditure of the school came to Rs. 60,658. The total cost to Provincial revenues was Rs. 17,089. The average annual cost of educating each boy was Rs. 1,002.

Some general observations.

224. **Lord Curzon on the demand for secondary education.**—Lord Curzon is often quoted as having said that he was not sure that, if a vote were taken among the intelligent middle classes of Indians, they would not sooner see money devoted to secondary education than to any other educational object. "The reason is", his Lordship added, "that it is the basis of all professional and industrial employment in India." Certainly the people of Bengal yield to none in the insistence of their demand for secondary English schools. Secondary English schools they will have. The last quinquennial

reviews registered what were considered record increases, but on the 31st March 1917 there were nearly 110,000 more pupils in English secondary schools than there were on the same date five years previously.

Who are these pupils, why are they in secondary schools and what will become of them when their school days are done?

In 1915 a young Bengalee civilian was deputed to work for a few months in the Education Department. I asked him to take a general survey of the secondary schools of the Dacca division and then to report generally on the vexed question what the demand for secondary education is and how far the existing schools could be said to be meeting the demand. Mr. B. K. Basu—that was the officer's name—wrote a most illuminating report. The remarks which follow are practically his.

225. **The partition of Bengal and its influence on education.**—The partition of Bengal was effected on the 16th October 1905. The result of this on education was twofold :—

(a) The agitation against this measure soon became so voluminous and widespread as to be changed in character. What began as a protest against one particular measure of Government took the form and character of a national agitation. The impetus which the agitation gave to education was undoubtedly great.

(b) The Government of Eastern Bengal and Assam began to foster the education of the Province and especially that of the Muhammadans. This policy of Government—the education of Muhammadans and of the depressed classes of Hindus—has been adhered to. As a result people who would not under older circumstances have thought of educating their sons are doing so at present.

226. **Jute.**—In the years which immediately preceded the present war the price of jute was very high. This meant that a great many people in East Bengal had a good deal more money than they had ever before. This stirred their ambitions, and social ambition is one of the strongest motives for sending children to school.

227. **The Calcutta matriculation examination.**—Since the introduction of the new regulations in the Calcutta University the matriculation test has been regarded as an easy examination to pass. It is suggested that, because a very little attainment may secure some tangible form of recognition, the small talents are fostered and encouraged to an extent which they used not to be in the past.

228. **The pressure on the soil.**—Another reason—to my mind it is an exceedingly cogent one—is the pressure of an increasing population on the resources of the soil. It is often thrown in the teeth of the educationist in Bengal that he is tempting children from a life of usefulness on the soil. But how much of the land of Bengal is uncultivated? Is not the fact that the land is being over-cultivated? Possibly more scientific methods of cultivation would produce better results but that is not the point which we are considering. A fairly successful cultivator has four sons. There is not room for them all on his land; he cannot get any more land. What are the boys who are not wanted on the land to do? There is only one avenue open; the secondary English school with its prospect, however remote, of a university label which is the passport to all the employment which the *raiyat* regards as most desirable. A clerk may not earn as much as a cultivator or an artizan, but his standing in society is considerably higher. Government service of any sort is the most desirable way of earning one's living. Government are anxious to appoint a certain proportion of Muhammadans. The knowledge that this is so has given a great impetus to education among the Muhammadan cultivators who constitute a large part of the population of East Bengal. Similarly Hindus of the lower castes and men of backward communities know that the claims of their sons to post under Government will be considered, provided they have the educational qualifications.

229. **The secondary school-going population analysed.**—Thus the secondary school-going population may be roughly divided under two main heads :—

- (1) the Hindu *bhadralok*. These people have always educated their sons. They are doing so more now, because their resources are getting narrower with the higher standards of life which obtain, and it is therefore becoming necessary for a larger number of members of each family to earn independent livings. For these classes—I include the higher ranks of Muhammadans among them—Government service clerkships and the educated professions have always been the only natural and congenial callings.
- (2) The lower classes of Hindus (Jogis, Baruis, Namasudras) and of Muhammadans. These people have been mainly cultivators in the past. They now send their sons, or some of them, to English schools because :—
 - (a) they want their sons to rank as *bhadralok* ;
 - (b) they find that Government will encourage their sons by giving them, if they are qualified, posts which were formerly the monopoly of the *bhadralok*.

All the causes which I have cited above have contributed to the present position but they do not exhaust the desire for education. There is something behind all these material calculations. Something much more subtle, something spiritual, something which makes the handling of educational problems the test of statesmanship. Let me quote from Mr. Basu's report :—

“We are discontented with our condition.

We want to better ourselves. How are we to proceed in order to do so? The answer given in such cases is most often ‘education.’ If the answerer is further questioned as to what he actually means by education and what exactly he thinks education will do, he will probably have no clear answer to give. But it is not enough merely to have proved dialectically his want of clearness. For the vagueness of his mental condition is an important fact connected with human nature. Our longings are essentially vague, our hopes also are vague, more often than they are not; our vision of the goal that we are going to attain is also necessarily vague, but still one is persuaded that progress of any sort is attained thus and by no other means.

* * * * *

Thus a “clear provision of ends” is not necessary for progress. What is wanted is discontent but it must be discontent ‘shot with the colours of hope’—and I like to believe that both these conditions are realised in the desire for education that is evident in the Dacca division.

Here also people have realised that their life is too narrow, too cramped, too self-centred, too sordid and too poor. They want better things and they go to school. Eventually perhaps most of those who have been to school find themselves the poorer for it and the rest become clerks or pleaders. But this does not damp their ardour. They have the faith that things will somehow be righted, but the path lies through this door and through no other.

A faith like this carries with it its own justification and I cannot proceed with my report without recording not only my regard for, but my entire faith in, such a faith.”

230. **What becomes of the pupils.**—What becomes of the pupils when their school days are over? Mr. Basu admits that most of them may eventually find themselves the poorer for the years which they have spent in school and the figures show us that out of every 100 pupils of all classes who start on the high school course 16 only even begin the university course. This is a situation to which no serious Government could possibly remain indifferent. Politically it means an ever increasing production of what the citizen whom the French call “declassé”, the physically weak, mentally inflated, unemployed “educated man” who is the gravest political danger in every country of the world. Educationally it means and must mean degraded standards, overcrowded schools, cram and the absence of all ideals in schools and colleges. The schools and colleges are called upon to deal with a mass of unfit students everyone of whom is feverishly intent on one thing and one thing only, the passing of examinations and the securing of the coveted labels, the longed-for passports into the ranks of those who can compete for admission into the already-overcrowded arena of respectable employment.

231. **The remedy.**—What is the remedy? In the first place the awful wastage of the present system must be checked and this can only be done by making the attainment of a reasonable standard, the *sine qua non* of admission to the various grades of education. It is mere cruelty, almost fraud, to allow a boy whose family are pinching themselves for his education to take up the high school course, if it is obviously beyond his capacity. It is fatal not only to university education but to the rising generation to make your matriculation test so easy that the passing of it is no guarantee that a student can take up with advantage to himself a university course. There seems to be an idea abroad in India that the more graduates there are, the more effective the community which produced them. It is quite easy to see how that idea arose and to a certain extent the contention is a reasonable one. The more graduates, the more men who hold the educational passports. But there comes a time when the passport is valueless, even now a Bengalee who wants to make a career for himself must secure the M. A. degree. The advancement of a nation depends to some extent on the general level of intelligence within it and the chief means by which the State can attempt to produce intelligence is by education. But a satisfactory general intelligence is not enough. Progress demands more than this; it demands the abnormal capacity of the intelligent few. Bengal is now annually sacrificing its best intellect by suffocating it in its colleges and schools under a mass of mediocrity!

232. **The financial basis.**—Then again we cannot afford to ignore much longer the financial basis of our educational system. An efficient secondary school must cost a certain amount. How is this amount to be found? How much should those who are receiving the education pay? How much can fairly be contributed by the public? It is reasonable to ask that public money should be made available for what is clearly for the community's good, but people in this country are sometimes apt to forget that the advantage of the community is not necessarily the advantage of any single member of it. Education is in one of its aspects a selective system. The proper localisation of great talents is an advantage to society but the bulk of the candidates with whom education as a selective system deals are not of such merit that society is in any way interested in their rise. If a man wishes to give his son special opportunities he must be prepared to indemnify society for his exceptional treatment. He must be prepared to pay a fair price for that advantage. A fee so low that the poor dullard is tempted to essay an education for which he has not the capacity and which can bring him nothing but disappointment is merely a delusion and a snare. By all means let there be a system of scholarships by which the exceptionally clever boy, whatever his parentage or financial conditions, can get the education which will enable him to develop all that is in him. This is quite another matter: A general lowering of the cost and thereby necessarily the effectiveness of secondary education for the sake of those whose only claim to consideration is their poverty is not only a wrong to society, it is also a crime to posterity!

233. **The basis and aim of secondary education must be broadened.**—Finally we must broaden the basis and aim of our secondary education. We must make it more directly, what Lord Curzon claimed that it should be, namely, the basis of all professional and industrial employment. At present the high school has one great object, and one object alone, the passing of its pupils through the matriculation examination. Under existing conditions this is perfectly natural, nay inevitable; but it will not do: The Bengalee parent reiterates "for everything that is open to my son a university label is indispensable. Show me some career to which a good all-round secondary-school education will be in itself the passport and then and not till then will I listen to your complaints!" I have discussed in the chapter regarding the University and Arts Colleges the desirability of continuing to make university qualifications conditions precedent to entering Government service or the professions. I have then suggested that it is essential to the university as a place of higher education that it should abandon as soon as possible all work which it is not both by its nature as well as in its standard the proper work of a university. This will necessitate the raising of the standard of the schools. When this has been

done the school final stage would almost certainly come to be regarded as the point on the educational ladder at which boys would go off not only into clerkships but also into the lower grades of specific professional training. But these considerations apart, it will be clear to every one not only that the universities cannot fulfil their functions, unless the secondary schools fulfil theirs, but also that what the secondary schools should do in preparation for life, the universities cannot do. It may be that educational institutions can not produce industrial and commercial development but they can certainly hamper it. Unfortunately all those who have the interests of Bengal at heart do not always regard those interests from the same point of view, but there is no one who would not agree that the development of the Presidency demands a system of effective secondary schools, a system which will be so far as it goes liberal and self-contained, a system which will prepare for life and not merely for the matriculation examination !

CHAPTER V.

Primary Education.

Schools and pupils.

234. **Schools.**—The number of primary schools for boys as it stood at the end of each of the last six years was as follows :—

Year.	No. of schools.
1911-12	28,602
1912-13	28,089
1913-14	27,461
1914-15	28,327
1915-16	31,612
1916-17	32,588

The quinquennium under review ended with 32,588 primary schools for boys, of which 3,165 were of the upper primary and 29,423 of the lower primary grade. In 1911-12, the figures were 3,526 and 25,076, respectively, yielding a total of 28,602 schools. Thus primary schools for boys increased during the quinquennium by 3,986 or by 13·9 per cent.

The primary school system depends naturally on the amount of public money available for its support. The money now available is not sufficient for anything approaching an adequate and efficient system. Miserable pittances are doled out by way of grants to teachers in approved primary schools. All the funds available are paid out; if new schools are started their teachers can only be assisted by reducing the amounts paid to teachers who receive grants. Progress is under these conditions impossible.

235. **Schools according to management.**—The primary schools, included in the returns and classified according to management, for 1916-17 and 1911-12 work out as below :—

	Upper primary.	Lower primary.	Total.
1916-17.			
Government	106 +	21 =	127
Local and municipal funds	166 +	2,643 =	2,809
Aided	2,813 +	22,880 =	25,693
Unaided	80 +	3,879 =	3,959
Total	3,165 +	29,423 =	32,588
1911-12.			
Government	111 +	7 =	118
Local and municipal funds	18 +	1,340 =	1,358
Aided	3,293 +	19,609 =	22,902
Unaided	104 +	4,120 =	4,224
Total	3,526 +	25,076 =	28,602

The number of schools under public management increased by 1,460. The increase was mainly due to the transfer of some schools to the management of district boards and to the establishment of new board schools. There was a decrease in the number of unaided schools in consequence of their transfer to the aided list. Subventions from the Imperial grants enabled the Department to subsidise a larger number of these schools.

236. **Proportion of Government, board, aided and unaided schools to the total number of schools.**—The proportion of aided and unaided schools to the total number of schools was 78·8 and 12·1 per cent., respectively, in 1916-17 as against 80·1 and 14·7, respectively, in 1911-12. The proportion

of schools under public management, viz., those under the direct management of Government, district and municipal boards, was 9·1 per cent. against 5·2. Schools under private management have considerably increased during the quinquennium under review.

237. Upper and lower primary schools.—Of the 32,588 primary schools for boys returned as existing at the end of 1916-17, 3,165 were upper primary and 29,423 lower primary schools. Comparing these figures with those returned at the end of the previous quinquennium it is noticeable that the number of upper primary schools decreased during the quinquennium under review by 361, while lower primary schools increased during the same period by 4,347.

238. Causes of decrease of upper primary schools.—The decrease of upper primary schools is reported to be due mainly—

- (a) to the reduction of many upper primary schools to lower primary status for want of pupils in the upper primary stage ;
- (b) to the migration of pupils to the nearest high English and middle English schools ;
- (c) to the raising of some upper primary schools to the middle English status ; and
- (d) to the unpopularity of upper primary schools because—
 - (i) they keep back for two years or so the boy who is going on to an English school ;
 - (ii) they give no certificate to the boy who is completing his education at the end of the primary stage ; and
 - (iii) the upper primary course does not meet the requirements of the public.

239. Causes of increase of lower primary schools.—The increase in the number of lower primary schools is chiefly due to—

- (a) the inclusion in the category of lower primary schools of the *maktabs* in the Presidency and Burdwan divisions which were previously returned as special schools but which have since 1915-16 been shown as lower primary schools. (In Eastern Bengal secularised *maktabs* have always been shown as primary schools) ; and
- (b) the reduction of some of the upper primary schools to the lower primary status.

240. Number of aided and unaided primary schools in 1911-12 and 1916-17.—In 1911-12 there were 22,902 aided primary schools ; in 1916-17 they increased to 25,693, an increase of 2,791 or 12·1 per cent. In 1911-12 there were 4,224 unaided primary schools ; in 1916-17 they decreased to 3,959 or by 265 or by 6·2 per cent.

241. Strength of a primary school.—The average number of pupils in a primary school was 35·5 in 1916-17 as compared with 37·5 in 1911-12. Though the figures indicate a slight improvement, yet the outlook is anything but satisfactory. The teaching staff is numerically weak and the success achieved by a teacher who has frequently to grapple with some 30 pupils distributed among several classes and to profess to teach subjects the majority of which are beyond his comprehension cannot ordinarily be great. Many primary schools, especially those in towns, are overcrowded to an extent which must be actively dangerous to the health of the children, more especially as the schools are frequently accommodated in buildings which are not properly ventilated.

242. Number of towns and villages served by a school.—According to the census figures of 1911, the total number of towns and villages in Bengal was 119,851. The number served by a primary school in 1916-17 was 3·6 against 4·2 in 1911-12. The areas served by a primary school was 2·4 square miles in 1916-17 as compared with 2·7 square miles in 1911-12.

The subjoined table gives the divisional particulars :—

			Number of towns and villages served by a school.	Area served by a school. Sq. mile.
Presidency	...	...	2·1	2·8
Burdwan	...	...	2·7	1·5
Dacca	...	...	4·1	2·1
Rajshahi	...	...	6·5	3·2
Chittagong	...	...	2·8	2·9

243. **Pupils in primary schools.**—The number of pupils in primary schools for boys as it stood at the end of each of the last six years was as shown below :—

YEAR.		Pupils in upper primary schools.	Pupils in lower primary schools.	Total pupils.
1911-12	...	190,173	883,676	1,073,849
1912-13	...	178,630	866,770	1,045,400
1913-14	...	171,664	856,020	1,027,684
1914-15	...	164,130	882,564	1,046,694
1915-16	...	159,712	964,397	1,124,109
1916-17	...	159,747	1,000,039	1,159,786

From the above figures it will be seen that the number of pupils in primary schools for boys increased during the quinquennium under review by 85,937 or by 8·00 per cent. There was a loss of 30,426 pupils in upper primary schools and a gain of 116,363 pupils in lower primary schools, resulting in a net gain of 85,937 pupils. Of the total number of 1,159,786 pupils in primary schools for boys at the end of 1916-17, 64,484 were girls, of whom 4,742 were under instruction in upper primary schools and 59,742 in lower primary schools as against 5,022 and 50,897, respectively, at the end of 1911-12.

244. **Relative number of Hindus and Muhammadans under instruction in primary schools.**—Of the total number of pupils attending primary schools for boys at the end of the quinquennium under review 564,479 were Hindus and 574,407 Muhammadans. The corresponding figures at the end of the previous quinquennium were 587,480 and 466,046, respectively. It appears from the returns that during the period under review the number of Hindu pupils decreased by 3·9 per cent., while Muhammadan pupils increased by 23·2 per cent. The large increase in the case of Muhammadans is more apparent than real, as the figure includes pupils of secularised *maktabs* in the Presidency and Burdwan divisions now returned as lower primary schools. The Hindus have now 33·3 per cent. of their boys of school-going age in primary institutions, and the Muhammadans 29·9 per cent. The corresponding figures at the end of the previous quinquennium were 34·8 and 24·4 per cent.

245. **Proportion of boys in primary schools to the total number of male population of school-going age.**—It is estimated that at the end of 1916-17, 313 boys were undergoing primary instruction in primary schools for boys out of every thousand of the male population of school-going age against 290 at the end of 1911-12. In arriving at these figures the proportion of 15 per cent. of the total male population has been taken as representing the number of boys of school-going age. As stated in paragraph 248 of Mr. Prothero's Quinquennial Review, the actual proportion of boys from 5 to 15 years of age to the total male population is about 27 per cent. Calculating on this figure as representing the total number of boys from 5 to 15 years of age the conclusion is that only 169 out of every thousand of these boys were in primary schools for boys at the end of 1916-17 as against 157 at the end of 1911-12.

Pupils in the primary stage of instruction in primary and secondary schools for boys.

246. The total number of pupils in the primary stages of instruction in primary and secondary schools for Indian boys at the close of the quinquennium under review was 1,360,171. Of this number 1,159,786 were reading in

primary schools and 200,385 in the primary classes of secondary schools. The total number of pupils in the primary stage shows an increase for the quinquennium under review of 106,363 pupils. A little over 37·6 per cent. of the total number of pupils in the primary stage of instruction in 1916-17 was returned as not reading printed books as against 35·0 per cent. in 1911-12. The high percentage of pupils not reading printed books is explained by the fact that no printed primer is allowed to be taught in a primary school for the first half of the session during which period the annual returns of a school are compiled. This fact makes the figure returned valueless for all practical purposes. The whole arrangement is being examined.

EXPENDITURE.

247. **Total expenditure on primary schools.**—The total expenditure on primary schools for boys shows a steady increase all through the quinquennium. The figures are :—

		Rs.			Rs.
1911-12	...	26,85,154	|	1914-15	34,04,979
1912-13	...	27,97,957	|	1915-16	37,17,242
1913-14	...	32,30,570	|	1916-17	37,97,976

The increase during the quinquennium amounts to Rs. 11,12,822 or 41·4 per cent.

In the quinquennium under review the greatest increase from year to year was that between 1912-13 and 1913-14, which amounted to Rs. 4,32,613. The increased expenditure on primary education is almost entirely due to the grants made from Imperial revenues.

248. **Expenditure from public funds.**—Towards the total expenditure of Rs. 37,97,976 returned for the year 1916-17 public funds contributed Rs. 16,51,010 or 43·4 per cent. In 1911-12 public funds contributed Rs. 7,72,266 or 28·7 per cent. Thus during the quinquennium there has been an increase of 14·7 per cent. in the proportion paid from public funds.

249. **Expenditure from Provincial revenues and district board funds.**—The contribution from Provincial revenues, spent directly on primary schools, towards the total expenditure from public funds during 1916-17 was Rs. 1,89,739 or 11·5 per cent. The percentage which this contribution bore to the total contribution from public funds in 1911-12 was 17·1. In the last five years the percentage has decreased by 5·6 per cent. This contribution is, however, not the only Government contribution made to primary schools. Government also aid primary schools through the agency of district boards. In the last year of the quinquennium under review Government made over Rs. 8,64,600 out of the Imperial allotments to district boards for the maintenance of primary schools for boys. The expenditure met from this amount has been shown in the statistics as expenditure from district funds.

250. **Expenditure from the funds of municipalities.**—Including the grants paid from the Imperial allotments the amount spent on primary education of boys from municipal funds has risen during the quinquennium by Rs. 41,138, the contributions from these funds being Rs. 50,467 in 1911-12 and Rs. 91,605 in 1916-17. This increase is deplorably inadequate. At one time a municipal board was expected to provide for the education of half the male population of school-going age of the area under its control at ten annas a head. Subsequently the minimum expenditure on primary education was fixed at 3·2 per cent. of the ordinary income of the Board. Both these orders have been withdrawn.

251. **Expenditure from private sources.**—Towards the total expenditure of Rs. 37,97,976 incurred on primary schools for boys during 1916-17 private sources contributed Rs. 21,46,966 or 56·6 per cent. The proportion borne by private sources in 1911-12 was 71·3 per cent. Thus in the course of the quinquennium under review this proportion fell by 14·7 per cent.

252. **Fees.**—If we compare the amounts returned as fees with the total amounts returned as spent, the amount returned as realised from fees during 1916-17 was Rs. 18,58,954 representing 48·9 per cent. of the total expenditure, as against Rs. 16,51,857 or 61·5 per cent. in 1911-12. The proportion of the

cost of primary schools borne by fees therefore declined by 12·6 per cent. during the last five years.

253. **Expenditure from other sources.**—A sum of Rs. 2,88,012 is returned as having been contributed from other sources during 1916-17. This represents 13·4 per cent. of the total contributed from private sources. In 1911-12 the percentage was 13·6.

254. **Total cost of primary education.**—The figures of expenditure shown in the preceding paragraphs do not cover the whole expenditure on primary education. To arrive at an estimate of the total cost of primary education it would be necessary to include not only the cost of the primary schools and the primary departments of secondary schools, which by a rough calculation amounts to about Rs. 24,22,000, but also certain other charges incidental to primary education.

The total cost of primary education during 1916-17 may be stated roughly as about Rs. 69,24,000. In this figure are reckoned the expenditure on primary schools, the primary departments of secondary schools, the cost of *maktabs* and other schools teaching the primary standards, cost of buildings, scholarships, the pay and allowances of the subordinate inspecting staff, including 80 per cent. of the pay and allowances of deputy inspectors, etc.

255. **Average cost of a primary school.**—Taking all kinds of primary schools into consideration it appears that during the year 1916-17 the average monthly cost of a primary school was Rs. 9·7 as against Rs. 7·8 in 1911-12. The cost varies considerably according to management. Thus during the year 1916-17 the average monthly cost of a primary school under Government management was Rs. 48·9 against Rs. 38·2, while that of a primary school under district board management was Rs. 16·4 against Rs. 13·4 and that of a primary school under municipal board was Rs. 33·9 against 23·8; the average monthly cost of an aided primary school was Rs. 9·7 against Rs. 8·0 and that of an unaided primary school was Rs. 3·9 against Rs. 4·0.

256. **Average cost of educating a pupil in a primary school.**—The average annual cost of educating a pupil in a primary school was Rs. 3·4 in 1916-17 as against Rs. 2·7 in 1911-12. The average annual cost of educating a pupil in an upper primary school was Rs. 5·1 in 1916-17 as against Rs. 3·7 in 1911-12, while that of educating a pupil in a lower primary school was Rs. 3·5 in 1916-17 as against Rs. 2·4 in 1911-12.

NIGHT AND CONTINUATION SCHOOLS.

Night schools.

257. **Night schools, their pupils and their cost.**—The following are the statistics relating to night schools :—

DIVISION.	SCHOOLS.		PUPILS.		EXPENDITURE.	
	1911-12.	1916-17.	1911-12.	1916-17.	1911-12.	1916-17.
					Rs.	Rs.
Burdwan ...	359	351	6,628	6,912	6,201	9,339
Presidency excluding Calcutta.	136	93	3,719	2,258	11,654	7,698
Dacca ...	204	210	3,631	4,847	3,290	5,294
Chittagong ...	9	30	184	761	294	1,159
Rajshahi ...	46	188	905	3,304	759	7,020
Calcutta ...	15	14	449	481	3,314	6,528
Total ...	769	886	15,516	18,563	25,512	37,038

Continuation schools.

258. **Difference between the ordinary night school and the continuation school.**—There is some confusion as to the difference between the

night school and the continuation school. The former is an ordinary primary school held after the ordinary school hours to suit the convenience of those who cannot attend day primary schools. Continuation schools are quite different. They are mainly intended for those pupils who have already left school. These schools are not necessarily held after school hours; they may be held in the early morning. There are two classes of these institutions, group I and group II. Group I schools are practically lower primary schools, teaching the three R's. in their spare hours to boys who are working; group II schools attempt to impart some rudimentary professional or technical instruction.

259. **Number and pupils of continuation schools.**—The number of continuation schools in 1916-17 was 107 with 2,739 pupils as against 151 schools with 4,168 pupils in the previous quinquennium. There has thus been a decrease of 44 schools and 1,429 pupils during the quinquennium. The total cost of these schools was reported to be Rs. 14,226 in 1916-17 against Rs. 14,968 in 1911-12. The schools are not very popular.

Two schools of group II in Calcutta deserve mention. One of these is "the Commercial College" and the other is "the Central School." The former teaches shorthand, typewriting, book-keeping and the course for the 4th grade accountantship examination, also English. The latter teaches shorthand and typewriting only.

Teachers.

260. **Qualifications of teachers in primary schools.**—The total number of teachers employed in primary schools for boys at the end of 1916-17 was 40,169. Of these 6,480 or 16.1 per cent. are returned as "trained," whilst 5,064 or 12.6 per cent. are returned as having "no special qualifications." The remainder 28,625 or 71.3 per cent. are returned as possessing "other qualifications."

Compared with the figures at the end of the previous quinquennium trained teachers have increased in number from 3,553 or 10.5 per cent. to 6,480 or 16.2 per cent. Those possessing "no special qualifications" have fallen off in number from 5,787 or 16.9 per cent. to 5,064 or 12.6 per cent., while those possessing "other qualifications" increased from 24,756 or 72.6 per cent. to 28,625 or 71.2 per cent. The proportion of teachers who have only passed the lower primary examination is still 10.2 per cent.

From the figures returned it appears that in primary schools for Indian boys there was at the end of 1916-17, one teacher for every 29 pupils under instruction. The average number of teachers for every hundred primary schools for Indian boys was 123.2.

261. **Pay of primary school teachers division by division.**—The divisional figures give the following estimates of the range and average pay of primary school teachers :—

DIVISION.	PUBLIC MANAGEMENT.		PRIVATE MANAGEMENT.	
	Range.	Average.	Range.	Average.
1	2	3	4	5
	Rs.	Rs.	Rs.	Rs.
Burdwan division	9 to 16	14.5	5 to 25	7.8
Presidency division excluding Calcutta.	8 ,, 19	10.9	5 ,, 30	7.8
Calcutta	*	18.5	10 ,, 30	10.5
Dacca	4 to 17	10.4	4 ,, 11	7.1
Chittagong	5 ,, 18	8.7	3 ,, 12	6.7
Rajshahi	4 ,, 18	9.1	4 ,, 12	7.9

* In Calcutta there was one school under public management with two teachers. The total cost of this school was Rs. 444 for 1916-17.

262. **Gifts.**—The average primary school teacher is paid less than an ordinary labourer. It is frequently stated that the primary school teacher receives gifts in kind and presents in money. It seems certain that in urban areas the teacher gets none of these advantages, nor yet free lodging or board.

As regards village teachers the Rajshahi report says that the custom of gifts in kind and payments in money is no longer prevalent in that division. The Dacca report makes a similar statement, but adds that non-resident *gurus* sometimes get free lodging and board. The Chittagong Inspector says that except in *Koran* schools in very backward areas the system of payment in kind died out long ago. The Burdwan Inspector states that the village teacher does earn something from his constituents over and above fees, and quotes the district report of Birbhum :—

“In rural areas the *gurus* in not a few cases get their food free of cost and in some limited cases presents, clothing, etc., on marriages and other auspicious occasions.”

No account is taken of these gifts in the returns. Mr. Dunn, after stating that the lower primary school teacher in the Presidency division is given a pittance which does not in some cases amount even to a rupee a month, protests that no elaborate rules for the assessment of grants will save the situation unless the teacher's remuneration is raised.

263. **Unpunctuality of payments.**—There is a general complaint that the payments due to primary school teachers from public funds are not made either punctually or regularly.

Teachers as postmasters.

264. At the end of 1916-17, there were 673 schools, in which one of the teachers was in charge of the postal work of the village in addition to his ordinary teaching work. The remuneration from the Postal Department ranged from Rs. 2 to Rs. 10 per month. At the end of 1911-12 the number of such schools was 671. These figures do not include the number of combined schools and post offices in the Faridpur district, as the Inspector of Schools, Dacca division, has been unable to supply the figures for that district.

Scholarships.

265. **Upper primary scholarships.**—There are 210 upper primary scholarships of the value of Rs. 3 a month tenable for two years. Of these one is reserved for pupils of the Calcutta Deaf and Dumb School, 24 for Muhammadans and 8 for backward classes.

266. **Lower primary scholarships.**—In district board and municipal areas district boards and municipalities respectively provide lower primary scholarships. These scholarships are awarded by district boards and municipal bodies direct in consultation with deputy inspectors. In Western Bengal district boards used to award lower primary scholarships also to pupils coming from schools in municipal areas. This practice was found to be *ultra vires* in terms of the Bengal Local Self-Government Act, and it has been discontinued from 1916. Municipalities in Western Bengal have now been called upon to provide lower primary scholarships in their areas.

There are 24 Government lower primary scholarships for Calcutta, Darjeeling and the Chittagong Hill Tracts. In addition to this number there are 14 Government scholarships reserved for backward classes in the Eastern Bengal districts and one for pupils of the Calcutta Deaf and Dumb School.

267. **Expenditure on primary scholarships held in primary schools.**—The total expenditure on primary scholarships held in primary schools for boys and girls during 1916-17 is returned as Rs. 7,359. Of this Rs. 7,339 came from public funds. In 1911-12 the expenditure on these scholarships was returned as Rs. 9,928 and the whole of this amount came from public funds. The decrease in the total amount for 1916-17 was due to the discontinuance of the practice of district boards awarding scholarships to candidates from schools in municipal areas and to the inadequacy of the provision for scholarships made by the municipalities. The decrease is also partly to be attributed to the fact that a larger number of primary scholarships was held in secondary schools in 1916-17 than in 1911-12.

268. **System of award not satisfactory.**—The present system of awarding primary school scholarships is not satisfying the public. Mr. Dunn definitely

commits himself to the view that the present system is not without its abuses. He observes that the selections made by sub-inspectors are sometimes taken exception to and he submits that a standard of uniformity cannot be maintained, if the examination is held, as now, at different times by different men on different sets of questions. He is of opinion that all complaints will disappear if the examination is conducted simultaneously at suitable centres under the supervision of departmental officers.

The panchayati union scheme.

269. **The development of the scheme.**—At the close of the previous quinquennium there were 1,340 board lower primary schools in Eastern Bengal. After the constitution of the Bengal Presidency, it was decided to extend the system to Western Bengal. During the quinquennium under review, the number of schools in Eastern Bengal was almost doubled and 100 such schools were started in the western districts of the Presidency, while 150 schools were transferred to the management of the district boards of those districts. No progress has been made since the end of 1914-15 owing to the financial stringency induced by the war.

270. **Its advantages.**—The special feature of the scheme is that it proceeds on an intelligible geographical basis. Its chief merits in addition to this is that it provides a system of schools of a permanent type, the teachers in which get something like a reasonable remuneration.

271. **Unions with and without schools.**—There are 4,701 unions in the Eastern Bengal districts, but of these 1,033 had upper primary schools serving the unions. The number of unions that came under the scheme was, therefore, 3,668. One thousand three hundred and forty schools were built up to 1911-12, at a cost of Rs. 7,77,000. In 1912-13, 553 unions were provided with board primary schools, the initial expenditure being about Rs. 4,00,000. In 1913-14 and subsequent year 660 schools were established at an approximate cost of about five *lakhs* of rupees. The amount of money which is being spent in the upkeep of board lower primary schools in Eastern Bengal is about Rs. 2 $\frac{3}{4}$ *lakhs*.

The number of unions in Eastern Bengal districts still to be provided with board primary schools is therefore [3,668 - (1,340 + 553 + 660)] or 1,115. The scheme was extended to Western Bengal districts in 1912-13, in which year 150 primary schools previously provided with good buildings were transferred to the management of district boards. In 1913-14, 100 new schools were established at a cost of Rs. 1,00,000. There are, therefore, at present 250 board primary schools in Western Bengal. The number of *panchayati* unions in this part of the Presidency is 2,879, of which 1,447 have union serving upper primary schools. The latter figure (1,447) includes the 150 schools transferred to district boards in 1912-13. There are, therefore, [2,879 - (1,447 + 100)] or 1,332 unions in the Western Bengal divisions still unprovided with board lower primary schools. To complete the scheme in both parts of the Presidency 2,447, or 2,450 in round figures, board primary schools have still to be established.

272. **Initial and recurring expenditure.**—Both the initial charges and the recurring expenditure for the maintenance of the schools are met from the Imperial grants. The annual repair of board primary school buildings is carried out by district boards, Government contributing two-thirds of the total cost. Teachers of board primary schools are entirely under the district boards and they are recognised as district board servants.

273. **Money required to complete the scheme.**—The total capital expenditure which is required for the completion of the *panchayati* union scheme will, in accordance with the accepted estimate of Rs. 1,000 per school, be Rs. 21,50,000 and the recurring cost will be about Rs. 3,00,000 per annum calculating at the rates of Rs. 10 or Rs. 11 per month for each school. Towards these sums there is a sanctioned allotment of Rs. 1,98,000 out of the capital grant of Rs. 10,00,000, sanctioned by the Government of India in 1913-14 for the establishment of board lower primary schools in the western divisions of the Presidency. This money has been held over pending the return of normal financial conditions.

274. **The scheme has not contributed to the expansion of primary education.**—The merits of this scheme are considerable but it has not contributed to the expansion of primary education. A considerable number of the schools affected were existing institutions. On the other hand the scheme has absorbed a great deal of the additional money which has been made available for primary education in the course of the last ten years. Not only have the schools to be built and equipped but they have also to be maintained and their buildings kept in repair.

Buildings and equipment.

275. **Buildings.**—Those primary schools which were established with the help of Imperial grants in pursuance of the *panchayati* union scheme are accommodated in reasonable buildings, the cost of which ranged from Rs. 600 to Rs. 1,000 per school. Under this scheme about 1,300 buildings (about 1,200 in Eastern Bengal and 100 in Western Bengal) were erected during the quinquennium at a cost of about 10 *lakhs* of rupees.

A second scheme to provide certain aided primary schools with buildings of cheaper type was floated in 1912-13 and was first introduced in Western Bengal, where 300 lower primary and 100 upper primary schools were provided with buildings at a cost of Rs. 90,000 supplemented by local contribution. The amount of Government contribution for a lower primary school building was Rs. 200 and that for an upper primary school building was Rs. 300. The maximum total cost of a building for a lower primary and upper primary school was estimated at Rs. 250 and Rs. 350, respectively, the villagers being ordinarily required to contribute Rs. 50 in cash or in kind in each case, though it was open to them, if they desired, to elaborate the buildings at their own expense. In 1913-14 another *lakh* and a half was also spent on constructing buildings for 750 lower primary schools distributed over all the divisions of the Presidency. The local people are held responsible for the annual repair of the buildings. The experiment has not proved very successful. Many of the buildings have tumbled down and the money spent on them has been wasted. The initial mistake appears to have been the adoption of an entirely unsatisfactory plan of building, as also to the non-provision for proper supervision of the building operations.

Aided lower primary schools other than those which were provided with improved buildings with the help of Imperial grants have generally no houses of their own. They are held in verandahs, or in the out-houses of some well-to-do villagers, in *mosques* or even under the shade of trees. The enormous number of these schools renders the task of improvement a formidable one. Upper primary schools are somewhat better off in this respect but it cannot be said that they are, except in a few instances, comfortably or even adequately housed.

276. **Equipment.**—With the help of a Government grant of about Rs. 90,000 about 50 per cent. of upper primary and lower primary schools in the Presidency and Burdwan divisions were provided in 1912-13 with certain articles of equipment. In that year a sum of Rs. 25,000 was also spent in supplying teaching appliances to board primary schools in Eastern Bengal. Subsequently a sum of Rs. 1,18,075 was spent on equipment for the remaining 50 per cent. of the upper primary schools in Western Bengal and for a large number of primary schools in the Eastern Bengal districts.

Imperial grants.

277. At the close of the quinquennium under review there was standing in the Provincial balances to the credit of primary education in Bengal a sum amounting to about 11½ *lakhs* of rupees.

The curriculum.

278. **The co-ordination of the Western and Eastern Bengal courses.**—The unification of the primary school curriculum throughout the Presidency is a matter of extreme urgency and that this has not been accomplished during

the quinquennium under review is a matter for regret. The question has, however, received attention and two special conferences have been held in connexion with it. The unification of the curriculum would have been an easy matter, but a more general reorganization was found to be desirable. It was also evident that it was impossible to treat the primary school course in isolation from the school curriculum as a whole—the curriculum which begins with the infant class and ends under existing conditions with the matriculation examination.

279. English in primary schools.—Turning to the courses of study as they still are, the problem is the teaching of English. English may not, under Government orders, be taught in any recognized primary school, whether upper or lower primary in grade. English, however, is taken as a second language from class III of high and middle English schools according to the Eastern Bengal classification and from standard III and class VII B of middle English and high schools respectively, according to the Western Bengal classification. Consequently a pupil who passes from standard IV of an upper primary school, according to the Western Bengal system of classification, to a middle English or high school is liable to lose two years, because he has not learnt English, while a pupil who takes a similar transfer from the Western Bengal middle vernacular standards V or VI is generally liable to lose more. Pupils coming to middle English or high schools from the Eastern Bengal primary standards IV and V are in a similar predicament.

But these difficulties apart, the demand for English is so great that it is being taught widely in primary schools in spite of the efforts of inspecting officers to enforce the orders of Government. It is futile to ignore this.

280. Certain subjects other than the 3 "R's."—The present courses of study include as compulsory subjects drawing, object and nature observation lessons, and gardening and drill. It is reported that these subjects, or some of them, receive a certain measure of attention in schools at which trained teachers are employed, but that in schools which are in the hands of untrained teachers these subjects are either neglected altogether or made the occasion for wasting time. The school garden under existing conditions is in most cases a farce. Co-operation with the Agricultural Department is now being sought with a view to popularising and improving gardening both at primary and *guru*-training schools.

281. India's orders on the recommendations of the Decentralization Commission.—In their letter No. 873, dated the 19th September 1916, the Government of India passed orders on the recommendations of the Royal Commission on Decentralization in India so far as those recommendations affected education. The following is the paragraph of this letter which deals with curricula in primary schools :—

"The Commission further recommend the exercise by local bodies of a somewhat similar discretion as regards the adoption of curricula in primary schools. The present practice is for the Local Government on the advice of the Department of Public Instruction to prescribe the curriculum and it is understood that a certain measure of choice of subjects is sometimes permitted. The Government of India desire to see the latter practice emphasised and made more general. Courses of various kinds may be prescribed by the Department of Public Instruction and the adoption of them with or without any alterations (subject to the intervention of the Collector in cases where considerations other than educational may be involved) may be left entirely to local bodies. Text-books which are not approved by the Education Department should not be prescribed without the sanction of the Collector, but a free choice should be given for the selection of text-books approved by the Department, care being taken to prevent too frequent or unnecessary changes."

Primary schools in Calcutta.

282. Schools and pupils.—On the 31st March 1917 there were, according to the returns, 337 primary schools for boys in Calcutta with 17,229 pupils in them as against 193 schools with 12,001 pupils in them on the 31st March 1912. This increase is largely due to the inclusion of certain *maktabs* in the primary school category. There were also reckoned to be 10,349 boys and girls in the primary classes of secondary schools for boys.

283. **Teachers.**—There were 468 teachers working in the primary boys' schools, of whom 280 held no recognized qualification whatever. The teacher of a primary school in Calcutta is generally the proprietor. The proprietor frequently takes all the income of the school, but where the school is a large one, he is sometimes assisted by one or two teachers who, by agreement, receive fixed salaries plus a share of the aid from the Imperial grants. It is estimated that including the special contributions from the Imperial grants of Rs. 4 and Re. 1 a month for a trained and an untrained *guru* respectively, the average pay of a primary school teacher in Calcutta is Rs. 16·9 in an aided school and Rs. 5·6 in an unaided school. In considering these rates it must be remembered that the proprietor-teacher has to provide himself with some sort of accommodation. The lowest rent of any sort of *pucca* building is Rs. 7 a month; a thatched or tiled hut costs at least Rs. 4 a month.

284. **Mr. Dunn's report.**—Mr. Dunn reports that the majority of the primary schools for boys in Calcutta are in a deplorable condition. "They are housed," he says, "in insanitary buildings and teaching is neglected, the teachers' one thought being to swell the roll numbers." Mr. Dunn adds that primary schools in Calcutta feed the secondary schools and are generally attended by the children of *bhadralok*. The teaching of English is therefore in great demand and the teachers generally hold special classes out of school hours for the purpose of teaching English.

285. **The paper read before the Social Study Society.**—Reference has been made in the chapter on secondary education to the educational survey of Calcutta which was recently carried out and to the circumstances which led to this being done. The following is an extract from the paper read before the Social Study Society of Calcutta on the 20th February 1914 :—

"In the case of primary schools the state of affairs is even more chaotic. A *pandit* or a *maulvi* appears and he sets himself to establish a primary school. He looks about for an habitat and having found some building which is sufficiently cheap, he gets together a few pupils, and if he can retain these pupils for a certain time he goes to the deputy inspector and possibly to the municipality and obtains a grant. In 1905 the Government of Bengal pointed out to the municipality that the primary schools of the town were a disgrace, being dark, ill-ventilated, damp and unhealthy, and in most cases too small to accommodate the number of children attending them. A scheme was at the time proposed by which the municipality with the help of Government should construct some 45 model primary schools; but this scheme was not carried into effect and the condition of the primary schools in Calcutta continues to be absolutely deplorable."

286. **The Corporation might raise money for school buildings.**—It was also pointed out in the course of the paper that, including the grant to free libraries and the amount which the Corporation surrenders annually by exempting educational institutions from municipal taxes, the contribution of the Municipality towards education amounted during 1912-13 to about Rs. 70,000 out of a total annual expenditure of something like 108½ *lakhs* and a suggestion was thrown out that the Corporation might possibly be willing to consider the discontinuance of these grants and the use of their credit in return, for the purpose of raising a loan for the construction of primary school buildings. Government might, it was suggested, agree in that event to provide the grants necessary for the maintenance not only of the existing primary schools, but also of such primary schools as the Corporation might establish under the scheme which was then put forward.

287. **Mr. De and Mr. Roy's survey.**—Then followed the survey of Mr. K. C. De and Mr. J. N. Roy.

288. **The position of the Corporation.**—In March 1916 Government referred Mr. J. N. Roy's report to the Corporation of Calcutta. That body pointed out in reply that under the Calcutta Municipal Act the Corporation are only concerned with the promotion of primary and technical education. Prior to the amalgamation of the suburbs with Calcutta in 1888, the Corporation had no power to spend money on education at all and it was mainly because certain schools in the added area were receiving grants from the suburban municipalities that the permission, which was not included in the original Bill, was inserted.

289. **The position in Bombay.**—In Bombay the law on the subject is different and the Bombay Corporation receive annually from Government a sum of Rs. 4,34,000 for liquor licenses and tobacco duty, to which there is

no corresponding duty in Calcutta. Section 61 of the Bombay City Municipal Act makes it "incumbent on the Corporation to make adequate provision for maintaining, aiding and suitably accommodating schools for primary education and section 63 of the same Act provides that the Corporation may, at their discretion, also provide for other educational objects. Thus, what is merely a secondary and discretionary function of the Calcutta Corporation is a primary duty in Bombay and in that city the Corporation may also spend money on secondary education which is not permissible in Calcutta. The grants aggregating about Rs. 4,34,000 per annum which the Bombay Corporation receives from Government are not given for educational purposes, but they are almost exactly equal to the amount which the Corporation spends annually on education from its general revenues. The Calcutta Commissioners have expressed their willingness to undertake the responsibility of making adequate provision for primary and technical education in Calcutta, if a similar assignment of some expanding head of revenue were made to the Calcutta Corporation.

The Commissioners admit that the present educational organisation of Calcutta is unsatisfactory and have declared that they would be glad to co-operate with Government in improving it, but they are not in a position to undertake the primary responsibility for the provision and maintenance of schools, nor do they consider that the intention of the law is that they should do so. As regards the suggestion that money should be provided from loan funds for the construction of suitable school buildings and that the amount now spent in grants might be devoted to paying interest and sinking fund charges on the outlay, they have said that the Corporation would be prepared to assist in such a scheme and, if necessary, to undertake a larger expenditure than they now incur, if the money were contributed for some such purpose, and if Government would undertake the staffing and maintenance of the schools so constructed.

290. **A building scheme.**—Government have since instructed Mr. Dunn, Inspector of Schools, Presidency division, to prepare a scheme setting forth the needs of each ward with regard to school buildings with an estimate of their approximate cost. A scheme is now being prepared which will be illustrated by a series of maps. It is hoped that all these preliminaries will result in something effective being done to remove what is a crying scandal.

Developments during the quinquennium.

291. **The panchayati union scheme.**—Reference has already been made to the development of this scheme.

292. **Increase of the pay of teachers in aided primary schools.**—Money has been made available out of the Imperial recurring grants of 6 and 3.65 *lakhs* on improving the pay of teachers in aided primary schools by providing allowances of Rs. 4 a month for each trained *guru* and Re. 1 a month for each untrained *guru*.

293. **Permanent distribution of Imperial recurring grants.**—The annual transfer to district boards of the Imperial recurring grants for the maintenance of board primary schools and the increase of teachers' pay was found inconvenient for many reasons, the most important of which was the hardship to teachers consequent on the delay, which necessarily occurred in determining allotments for each district on the basis of estimates of inspectors and district boards. Permanent allotments to district boards and municipalities, district by district, were therefore announced in 1916-17 on the condition that the allotments would be subject to revision at any time, if thought necessary by Government, and if they are not fully utilised by the local bodies for the objects for which they were specifically sanctioned.

294. **The enhancement of the stipends to guru pupils to a uniform rate of Rs. 10 per mensem.**—Stipends to *gurus* under training were formerly of various values and were scarcely sufficient to cover their living expenses. With effect from April 1914 the stipends were raised to a uniform rate of Rs. 10 a month. This measure has increased the popularity of the *guru* training schools.

Some general observations.

295. **There is no primary school system.**—Something has been done. There is certainly a considerably greater number of permanent and reasonably effective primary schools in existence to-day than there was five years ago; but we have not yet got in Bengal anything approaching a primary school system. We are attempting to provide one district board primary school in every *panchayati* union; for the rest we are still relying on the aided primary school teacher, and we are attempting to attract men to this work by offering them remuneration which would be an insult to the humblest menial. The entire municipalities of Bengal provide and maintain some six primary schools only. Some public money has been spent in providing school houses in villages but many of these houses have already fallen down. Moreover, we are now face to face with a position in which any expansion in primary education, so far as that expansion depends on more public funds being made available, is impossible—and this, while about half the total cost of the existing primary schools comes from the pupils themselves. If more *gurus* start primary schools either in municipal or in district board areas, they cannot be given any financial support, unless the miserable pittance which are now doled out are reduced. It is proposed to spend a considerable proportion of the 9 *lakhs* grant recently made by the Government of India on primary school teachers, but by the terms of the grant this money will have to go to existing teachers.

296. **The primary school appeals to no one.**—There is another glaring defect; the primary school, as at present conducted, appeals to no one except as an institution which will lead on to higher courses of study. The figures reveal the most appalling wastage. There are 4,91,482 pupils in the lowest class of the infant section; this figure is reduced to 402,751 in the higher class of the infant section, to 271,059 in the lowest class in the primary grade, to 210,030 in the class above that and to 126,057 in the third primary standard. It is easy to talk of the apathy of parents. If the classes engaged in mechanical and manual labour in India are generally unable to realise that education has any message to give or any benefit to confer, the corresponding classes in England were equally indifferent before 1870. The need for primary education exists in Bengal; but at present it is latent. And after all, has the primary school teacher on the salary of the humblest menial much which he can confer? He is better, far better, than no teacher at all, but can we blame the Bengalee villager for being unable to realize that the sort of instruction which his boy receives in the average primary school is calculated to raise his efficiency in the occupation on which his future livelihood is going to depend. We want to send out as missionaries of education inspecting officers and others who are fully convinced of its utility and power. But you cannot make bricks without straw nor create primary schools on the strength of the resources which are now available.

297. **A survey of primary education.**—As the result of a recent interpellation at the Bengal Legislative Council the Local Government have now ordered the carrying out of a complete survey of the needs and present provision in the matter of primary education throughout the Presidency. The survey is now actually in hand and a new curriculum and scheme of organisation will, it is hoped, soon be before the public.

298. **The two functions of primary education.**—In these circumstances further elaboration of the problem is unnecessary. I cannot, however, refrain from remarking that primary education is the lowest rung in the ladder of our educational system. Regarded thus, it must contain within itself germs of growth, but at the same time we must remember that a great many boys will never proceed beyond this stage. Primary education, therefore, must possess the two qualifications of being a suitable base from which further educational progress can be made, and of being sufficient in itself to meet the actual needs of the cultivator and the industrial worker. It must give opportunity to the ambitious and able youth to climb up the educational ladder to success in business and learning, and it must offer such purely utilitarian advantages to the poorer classes that within a generation they

will see the necessity of obtaining it as an indispensable aid to the successful accomplishment of their ordinary daily work.

299. **Elementary education is the basis of political progress.**—To those, if there be any, who are inclined to think that, if adequate attention is paid to primary education, secondary and higher education will suffer and the position of the Bengali *bhadralok* become even worse than it is at present, I would, in view of a recent pronouncement by His Majesty's Government, suggest in words lately used by the Lieutenant-Governor of the United Provinces that if the people are to govern, and ultimately it is the people that must govern always and everywhere, then the people must be educated, and that as quickly as possible. This is the problem which confronts the political reformer, and this is the problem which the educationist must help him to solve, but its solution involves a complete reconstruction of our educational system. The existing educational system of India is an organic whole, no part of which can be modified without affecting vitally the other parts. At the same time, it is so utterly inadequate to the progressive realization of responsible government that nothing less than a change throughout the entire structure will suffice to secure the objects now envisaged. It is impossible to attack the problem by compartments. Secondary education depends upon primary education and university education upon both. No reform of the universities can be undertaken with any hope of success, while the secondary schools remain as they are, and no reform of the secondary schools is possible without an entire re-modelling of primary education.

CHAPTER VI.

The Training of Teachers for Indian Schools.

The training of men teachers.

Colleges.

300. **General.**—There are three colleges (two Government and one aided) for the training of men teachers for secondary schools.

They are—

- (i) The David Hare Training College, Calcutta (Government).
- (ii) The Dacca Training College (Government).
- (iii) The London Missionary Society's College, Calcutta (aided).

301. **Courses of study.**—All three colleges are affiliated to the University of Calcutta, the first and second for the degree of Bachelor of Teaching, the second and third for the Licentiate in Teaching. The conditions governing the taking of these qualifications are to be found in chapters XL and XXXIX, respectively, of the regulations of the University. The degree course has to be preceded by graduation in arts or science and extends over one academic year. The candidate must also have undergone a course of practical training extending over six consecutive months, or must have served as a teacher at a recognised school for a year. The licence course is preceded by success in the intermediate examination in arts or science and may be taken in one academic year, but a candidate cannot offer himself for the L. T. examination until two years have elapsed from the time of passing the former examination.

302. The courses are far too comprehensive in character. The academic year opens in the first week of July and the examinations start in the second half of March. The course is therefore of little more than eight months' duration, even if we include the *Puja* vacation, which lasts for nearly a month. Several weeks out of this short time have to be spent in convincing students that they are not heaven-born teachers. The syllabus in the theory of teaching should be reduced for B. T's. and rigorously cut down for L. T's., and for the latter the subject should be taken only so far as it can be kept in the closest relation with school practice. The worst syllabus is perhaps that for the B. T. in the history of education. This subject is really the history of civilization generally viewed from a practical standpoint. To be intelligently studied it must be founded upon a knowledge of the social life of the peoples of whom it treats. The University demands a knowledge of Hindu education in all times and that of the mediæval Muhammadans; the Greeks and the Romans have next to be studied; they are followed by general European education in the Middle Ages; then follow the Renaissance and a host of special and general studies, each of enormous scope, and ranging up to the present time. The syllabus concludes light-heartedly with "the organization and history of national systems of education with special reference to England, Germany, America and Japan."

But the "theory subjects" are by no means all that have to be studied. Unfortunately many students go to the training colleges but ill-equipped in the knowledge of ordinary school subjects. Geography, for instance, has hardly ever been touched since the students reached the age of 12 or 14, and even at that time they had been taught on methods that are hopelessly out of date. To produce valuable teachers the training college has to test all that and to make some attempt to remedy the defects observed. The proper use of the black board, physical exercise including games, the oral use of the English language and excursions provide further necessary lines of activity.

The authorities of the colleges are unable to cut out any serious portion of the University syllabus, because the students must acquire the necessary qualification. The result is that the work generally suffers from superficiality.

303. **Practice of teaching.**—The proper practice of teaching and the examination of this part of the work form another great difficulty, of which a complete solution has been found neither in Bengal nor in any other country. It is certain that the work of a training college should be founded upon that of a good school in close proximity to it, and that the school should be available for purposes of demonstration in every department of its work. It should be well housed and staffed, and should be capable of illustrating alternative methods of teaching in its various classes. The students in training should be given all facilities for studying its teaching work and its organization, but they should not practise in its classes, except as assistants to, and under the supervision of, the ordinary class teachers, and that only in special cases. Facilities should be provided for practice work under supervision in other schools which should have sufficiently numerous classes to avoid their being injured by this practical work. The reckoning cannot be made on the basis of the mere number of boys, but on that of classes. The standard may perhaps be laid down that not more than four students a year should practise on one class.

The conditions of success as stated above have not yet been attained anywhere in Bengal, though schemes have been prepared for both the Government colleges with this ideal in view. These schemes have been postponed owing to the financial conditions induced by the war.

304. **Examinations.**—The following figures indicate the results of the B. T. and L. T. examinations during the past five years. The results are satisfactory :—

Year.	B. T.		L. T.	
	No. of candidates appeared.	No. of candidates passed.	No. of candidates appeared.	No. of candidates passed.
1912-13 ...	47	44	16	10
1913-14 ...	56	56	29	24
1914-15 ...	60	48	27	19
1915-16 ...	57	50	43	29
1916-17 ...	62	50	48	40
Total ...	282	248	163	122

305. **Number of students.**—The statement below shows the number of men students in English training institutions, generally designed to meet the needs of secondary schools, at the end of 1916-17 :—

Colleges.	No. of those who have passed the ordinary degree.	No. of those who have not passed the ordinary degree.	Total.
Dacca Training College ...	24	35	59
David Hare Training College ...	27	...	27
L. M. S. Training College ...	...	7	7
Total for the Presidency ...	51	42	93

306. **Expenditure.**—The expenditure on training colleges during the year 1916-17 was Rs. 95,443, of which Rs. 92,743 came from Provincial revenues. In 1911-12 the expenditure amounted to Rs. 70,643, and was entirely met from Provincial revenues.

The David Hare Training College.

307. **Introductory.**—The David Hare Training College was opened in July 1908 in part of the buildings formerly occupied by the Albert College and is affiliated up to the B. T. standard. Government officers receive full pay while they are students of the College, but teachers from aided schools and outside candidates receive no allowance from Government.

308. **Accommodation.**—The work of the College is still carried on under the same miserable conditions, though some additional rooms are now rented. There is a small hostel in a hired house not far from the College. The present accommodation of both College and hostel is very unsatisfactory. A site measuring about 19 bighas of land at Ballyganj was acquired at a cost of

Rs. 2,52,105 and a scheme for the construction thereon of suitable buildings at an estimated cost of Rs. 5,68,380 was worked out.

309. Numbers.—The number of students on the rolls of the College during the year 1916-17 was 27. Of these 11 were Government servants, 8 aided school teachers and 8 private students. Of the total number 20 were Hindus, 2 were Muhammadans and 5 were Christians. In 1911-12 the roll number of the College was limited to 20 students. During the quinquennium the College has trained 116 teachers and inspecting officers.

310. Staff.—During the period under review the staff was strengthened by the appointment of an additional Indian Educational Service officer as vice-principal and professor of method and a drawing master. The Physical Director of the Young Men's Christian Association acted as a visiting professor of physical education and gave regular lectures on physiology, school hygiene and other kindred subjects.

311. Expenditure.—The total cost of the College during the year 1916-17 was Rs. 24,661, the whole of which came from Provincial revenues. In 1911-12 the total cost was Rs. 28,186, and it was entirely met from Provincial revenues. The average cost of training each student in 1916-17 was Rs. 913 as against Rs. 1,409 in 1911-12, but this saving was largely due to the departure from the College of its Indian Educational Service officers.

The Dacca Training College.

312. Introductory.—The Dacca Training College, which was opened in July 1910, prepares candidates for the L. T. and the B. T. examinations of the Calcutta University. Unlike the David Hare Training College it receives for training not only existing teachers in Government schools and members of the inspecting staff on full pay, but also teachers from aided schools on full pay, up to a maximum of Rs. 50, and candidates for the teaching profession on stipends of Rs. 20 and Rs. 15 for B. T. and L. T. students, respectively.

The L. T. course, which was formerly taken in two years, was reduced during the quinquennium to one year with a view to turning out trained men more rapidly, to effecting economy and to removing the hardship entailed on these ill-paid men by forcing them to keep up two establishments for two years.

313. Numbers.—On the 31st March 1912 the total number of students was 37—17 in the B. T. class and 20 in the L. T. class. Of these 28 were Hindus and 9 Muhammadans.

On the 31st March 1917 there were 59 students under training in the College. Of these 24 students were in the B. T. class and 35 in the L. T. class. Of the total number of 59 students 43 were Hindus including one Namasudra, 15 Muhammadans and one Christian.

314. Staff.—The staff of the College consists of a principal and a vice-principal in the Indian Educational Service, two professors in the Provincial Educational Service, two lecturers in the Subordinate Educational Service, an art master and a drill instructor.

315. Practice teaching.—The Armanitola high school, which contains only eight classes, proved to be wholly inadequate for the practical work of 60 students. An arrangement was therefore made by which students can be practised in the Dacca Collegiate and Moslem High schools.

316. Nature study class.—During the quinquennium the experiment was tried of opening a class under the control of the Principal of the College for the training of primary school teachers in nature study. Dr. N. M. Gupta was appointed superintendent of nature study and took charge of the class. It was opened on the 10th July 1912 and continued for four years. It provided a course in nature study, with emphasis on out-door work including gardening, and attempted to direct the teaching of this subject in the neighbouring primary schools. Minor courses in other subjects, including drawing and physical exercise, were also attempted. The experiment proved the extraordinary difficulty of getting any but uselessly superficial teaching from the majority of the poorly educated men who teach in primary schools. A few exceptional students did good work, but the results did not justify further expenditure on the scheme and the class was closed in 1916.

317. **Expenditure.**—The total cost of the College during the year 1916-17 was Rs. 57,462, of which Rs. 54,762 came from Provincial revenues and Rs. 2,700 from subscriptions and other sources. In 1911-12 the total cost was Rs. 44,523, the whole of which came from Provincial revenues. The average annual cost of educating a student in 1916-17 was Rs. 974 as against Rs. 1,203 in 1911-12. The reduction was largely due to the temporary loss of the Indian Educational Service members of the staff who, owing to the conditions induced by the war, had to be transferred temporarily to other sphere of work.

The London Missionary Society's College.

318. **Introductory.**—The aided College at Bhowanipur under the London Missionary Society teaches up to the L. T. standard of the Calcutta University. The students practise in the attached high school.

319. **Numbers.**—On the 31st March 1917 the College had 7 students on its rolls as against 13 on the corresponding date of 1912. The number of trained teachers produced by this college is very small.

320. **Expenditure.**—The College receives from Government grants-in-aid of Rs. 11,600 from Imperial allotments and Rs. 3,000 from Provincial revenues per annum. In 1916-17 the expenditure was Rs. 13,320 which was entirely met from Provincial revenues.

The condition of the College is not satisfactory.

Training schools.

(i) First Grade Training and Normal Schools.

321. **Schools and pupils.**—There are 6 schools of this grade in Bengal, 5 of which are Government schools and the sixth—the one at Krishnagar under the management of the Church Missionary Society—is aided. On the 31st March 1917 there were 456 students in these schools as against 457 on the same date in 1912.

322. **Curriculum.**—In 1909 a committee considered the curriculum of the first grade training schools. The full course then proposed has now been in force in the schools of West Bengal since 1912. The course extends over three years.

In East Bengal the curriculum was merely indicated under headings and the superintendents of the normal schools have had an opportunity of working out their respective ideas as to details. This arrangement has not proved entirely successful, one of the difficulties being that the examination which is held is common to all the three schools. The course in East Bengal is of two years' duration only.

323. **Examinations.**—The examination of the West Bengal candidates for the certificate examination was formerly under the direct control of the Director of Public Instruction. That in East Bengal was in 1910 placed under a "Central Board of Examiners" for East Bengal and Assam. This Board has ceased to exist. The examinations in the two parts of the Province have now been placed in the hands of the Principals of the David Hare and Dacca Training Colleges, respectively.

324. **The standard of work.**—There is a consensus of opinion among the inspectors, particularly among those of the Eastern divisions, that the quality of the outturn of these normal schools has deteriorated. The reasons assigned for this deterioration are—(1) the shortness of the two years' normal school course in East Bengal, and (2) the inferior quality of the pupils turned out from middle schools, and this in turn is attributed to the abolition of the middle school public examination.

The three years' course is now established in West Bengal, but a course of such length of time makes training a slow and costly affair. There are signs that students of higher initial qualification than could formerly be obtained will be available in the future. If this is so, it may be found possible to reduce the length of the course. This will lessen the cost to Government of each teacher turned out, even if higher stipends are granted, and will increase the rate of the production of the schools. It must also be remembered

that the prospect of three years under tuition without correspondingly attractive prospects of future remuneration is a deterrent.

325. **Staff.**—One cause of weakness is being removed as fast as circumstances will allow. In the past the schools have been largely in charge of men who were themselves untrained. Three of the Government schools have now been placed under selected bachelors of teaching.

326. **Premises.**—The accommodation of these schools is generally inadequate and in some cases bad. Large sums of money will be required to bring these institutions in this respect up to the standard which obtains in other parts of India.

327. **Practice teaching.**—The fundamental problem of adequate teaching practice has so far proved a baffling one. What is required is a well managed demonstration school in close touch with the training institution, and an adequate number of neighbouring high, middle and primary classes for the students to practise upon under supervision.

328. **Expenditure.**—Since June 1912 the amount of the stipends has been Rs. 7 and Rs. 6 per head per month, respectively, in the Calcutta and Hooghly schools. In East Bengal the rate is Rs. 6. The following table shows the 1916-17 allotment to each school :—

School.	No. of stipends.	Rate. Rs.	Amount. Rs.
Calcutta	...	75	525
Hooghly	...	75	450
Dacca	...	72	432
Chittagong	...	60	360
Rangpur	...	60	360
		Total	... 2,127

The total expenditure on first grade training schools for 1916-17 was Rs. 87,028, of which Rs. 82,056 came from Provincial funds. The corresponding expenditure for 1911-12 was Rs. 81,245, of which Rs. 76,260 came from Provincial funds.

(ii) **Guru and Muallim Training Schools.**

329. **Schools and pupils.**—At the end of the year 1911-12 there were 122 *guru*-training schools and classes (119 Government managed and 3 aided) with 1,877 *gurus* attending them. There were also 2 training classes attached to the Dacca and Chittagong Malrassahs with 49 *moulnis* under training; these classes have since been abolished.

At the close of the year 1916-17 there were 118 *guru*-training schools and classes (115 Government and 3 aided) with 1,988 pupils attending them. The three aided *guru*-training schools were under mission management.

Of the 118 schools returned at the end of 1916-17, 76 were located in the two divisions of Western Bengal and the rest (including the training classes attached to the Dacca and Chittagong Normal Schools and the Rangamati High School) in the Eastern Bengal districts. This disproportion is due to the attempt of the Government of Bengal (as formerly constituted) to introduce two *guru*-training schools into each subdivision, while the aim of the Government of Eastern Bengal and Assam was to establish in each district a school of a better type, which would be capable of accommodating a larger number of students. Of the 115 Government schools, 6 were intended for the training of *mianjis* or *muallims*, 3 in the Presidency, 2 in the Burdwan and 1 in the Chittagong division.

The loss of 4 schools during the quinquennium is explained by the fact that 3 *guru*-training schools, viz., those at Baktiarnagar in the Burdwan district, at Manikpat in the Hooghly district and at Mollahbalia in the Nadia district were abolished for want of candidates, while the Panchagar and Alipur Duars training schools in the Rajshahi division were amalgamated.

330. **Number of gurus trained.**—In 1916-17, 928 *gurus* completed their course against 757 in 1911-12. The following table shows the number of *guru* pupils who appeared at the *guru*-training school examinations in the

past five years and the number who have obtained certificates during the same period in the several divisions of the Presidency :—

DIVISION.	Total No. of schools on the 31st March 1917.	No. of candidates.					Number of passes.				
		1912-13.	1913-14.	1914-15.	1915-16.	1916-17.	1912-13.	1913-14.	1914-15.	1915-16.	1916-17.
1. Burdwan ...	33	225	181	190	222	242	196	87	139	178	166
2. Presidency (excluding Calcutta).	42	282	228	278	340	295	149	133	157	88	76
3. Calcutta ...	1	3	3	7	6	8	2	1	1	2	5
4. Dacca ...	17	274	287	300	327	359	180	217	239	263	314
5. Chittagong ...	9	133	123	134	143	146	115	94	111	138	123
6. Rajshahi ...	16	236	242	248	294	299	126	139	175	245	244
Total ...	118	1,153	1,064	1,157	1,332	1,349	768	671	822	914	928

331. **Examination qualifications.**—Considering the very poor prospects of the trained teachers in primary schools, it is not a matter of surprise that it is difficult to secure a class of men who will take the trouble to be trained and whose qualifications are such as to make them worth training. The most the trained man can hope for is an addition of Rs. 4 to his miserable pay, which means that he may possibly earn some Rs. 15 a month. The raising of the stipend to Rs. 10 has induced a certain amount of competition for places in the training schools and this is a hopeful sign. While it is sound to provide stipends which will be sufficiently large to support students in training, it would not be good policy to make the stipend an object in itself and so to attract students who may drift away to other work at the end of their course. The only satisfactory way in which to obtain eager recruits for training is to improve substantially the prospects of trained as distinguished from untrained teachers. This principle is of general application to all grades of teachers.

332. **Ordinary versus professional studies.**—Another problem that arises is, whether men of such low qualifications are better employed during the period of training in the improvement of their own general education and in making sure of the subjects that they will have to teach, or whether the greater part of their training course should be devoted to exercise in the technique of their profession. It would appear that the lower the initial qualifications, the greater is the necessity of following the former course.

333. **Practice teaching.**—Practising schools are attached to each *guru*-training school, but these schools are generally far too small to serve adequately the purpose for which they are intended. These schools are not popular.

The actual problem of the primary school teacher is how to teach a large number of children of varying standards at one and the same time. Modern theory has laid stress on the necessity of grouping school children into classes, but in the circumstances of poor accommodation and equipment, and unpunctual attendance prevailing in most of the primary schools of Bengal it is open to consideration whether the old "dame school" system of having tasks learned and heard in turn on the spot has not something to be said in its favour. It certainly is slow and wasteful, but so is any system that attempts the impossible. While this may be admitted there can be no question that the *guru*-training school should be made a means of progress towards class teaching, provided the students in training are made capable of teaching two classes at once, and of dealing with a larger number of classes when the necessity arises. In some few places attempts are being made to secure adequate practice in neighbouring schools but the supervision of this work by ill-qualified *pandits* is generally of little use, and the amount of walking involved is very tiresome especially in the hot weather and the rains.

334. **Divisional examination.**—During the quinquennium a divisional *guru*-training school examination with uniform sets of questions for all the *guru*-training schools in a division was instituted to secure uniformity of standard among the passed *gurus*.

335. **The Outturn.**—Though inspectors of schools in different divisions take varying views as to the usefulness or otherwise of *guru*-training schools as at present constituted, all are agreed that there is room for great reform.

336. **Improved buildings already erected.**—In Eastern Bengal new buildings of the improved type have been constructed during the period under review at the following places :—

Rajshahi Division—

1. Rampur Boalia.
2. Dinajpur.
3. Pabna.
4. Naogaon.
5. Jalpaiguri.
6. Nilphamari.
7. Bogra.
8. Malda.

Chittagong Division—

9. Kaliajuri.
10. Aliganj.
11. Feni.
12. Chakaria.

Dacca Division—

13. Mymensingh.

From 1914-15 the *guru*-training school at Jalpaiguri has been working under the improved scheme. A B. T. has been appointed as headmaster and he is assisted by two vernacular teachers. The number of *gurus* under training is 40.

337. **Total cost.**—The total expenditure on all the *guru*-training schools for the year 1911-12 was Rs. 1,78,558, of which Rs. 1,61,762 came from Provincial revenues and Rs. 16,796 from fees and other sources. The total expenditure for 1916-17 was Rs. 236,174, of which Rs. 2,17,986 came from Provincial revenues and the balance Rs. 18,188 from fees and other sources.

The training of women teachers.

Introductory.

338. **The present position.**—An examination of the figures given at the beginning of the chapter on the education of girls will show the increasing number of girls coming under instruction, and will prove that the problem is really urgent. It is especially important that qualified women teachers should be found for the higher stage of the education of school girls.

While all this is true it has also to be borne in mind that peculiar difficulties and dangers surround the young woman who in loneliness sets out to teach in a *mufassal* school. This is especially the case where the pay is so poor as not to afford a proper means of support. Even if trained teachers were available, therefore, the problem of staffing schools with women teachers would be one needing the most careful handling.

339. **Institutions.**—At the end of the previous quinquennium there were 7 training institutions with 111 women students. At the end of the quinquennium under review there were in all 11 institutions with 134 women students attending them.

340. **Expenditure.**—In 1911-12 the total expenditure on all the training institutions for women was Rs. 43,472, towards which Government contributed Rs. 25,045, municipal funds Rs. 390, fees Rs. 3,103 and other sources Rs. 14,934. The total cost for 1916-17 is returned as Rs. 55,266, of which Rs. 40,420 was met from Provincial revenues, Rs. 320 from municipal funds, Rs. 4,245 from fees and Rs. 10,281 from other sources.

341. **Classifications of schools for women teachers.**—The institutions for training women teachers fall into two classes, viz., those which deal with teachers of the higher classes in secondary schools, and those which train teachers for the lower classes of those schools and for primary schools.

(i) **Training of Women teachers for higher classes of secondary schools.**

342. **Institutions of collegiate standard.**—These are two in number, neither of them being Government institution :—

- (a) The Diocesan College (aided) which is affiliated to the Calcutta University for the B. T. and L. T. courses, and
 (b) the Loreto House training class (unaided) which prepares students for the L. T.

The following table shows the results of the work of these institutions during the quinquennium :—

	B.T.		L.T.					
	Diocesan College.		Diocesan College.				Loreto House.	
	Number		Number				Number	
	Sent in.	Passed.	Sent in.	Passed.	Sent in.	Passed.	Sent in.	Passed.
1912-13
1913-14	...	4	4	...	...	2	2	2
1914-15	...	6	3	...	...	4	3	4
1915-16	...	10	10	...	...	...	...	...
1916-17	...	6	6	1	1	4	4	4
Total	...	26	23	1	1	10	10	10

The Lady Principal of the Diocesan College feels strongly that the University syllabus is in need of revision. She remarks that if a girl has taken her B. A. in such a combination as English, Sanskrit and philosophy (as many do) there is no guarantee that she knows thoroughly the ordinary school subjects such as Bengali, arithmetic, geography, history and nature study. To attempt both this work and the professional course in one year is hopeless and so the Lady Principal desires a two years' course for the B. T. The same conclusion was arrived at at the end of the last quinquennium by the Principal of the Dacca Training College who is quoted in the last review as saying :—

“ I am convinced that the B. T. should be a two years' course. The first year would be devoted to the content and special methods of teaching school subjects. We find that some subjects, especially history and geography, have not been touched since the student was in class VII of the high school and even earlier, and the impression is that anyone can teach them so long as he is a few hours in advance of his class, or even if he has the advantage of a book in his hand. While we try to remedy this as far as we can, we find the time-table far too crowded.”

The existing arrangements for training women teachers for secondary schools are expedients which have been adopted because, in the present financial difficulty caused by the war, it has not been found possible to start the Government training college for women which has long been under consideration. Steps have, however, been taken to prepare for the time, when the establishment of such a college will become possible.

343. **Proposed Training College at Calcutta.**—In March 1913, the Female Education Committee of the Presidency considered the question of the secondary training of school mistresses and recommended that a general training college for women teachers should be established in Calcutta. Accordingly in February 1914 a fully representative committee was appointed to discuss details in connexion with the establishment of such a training college.

Details were settled and a definite scheme was submitted to Government. It was suggested that the college, which should be of the residential type, should be located to start with in rented premises at Ballyganj. The ultimate cost of the scheme was estimated at Rs. 46,724 a year recurring and Rs. 16,160 non-recurring. A sum of Rs. 40,000 was reserved in the recurring Imperial allotment of Rs. 2,44,000 for the purpose and it was suggested that

the non-recurring part of the scheme should be met out of the savings in the recurring allotment just referred to. Government generally accepted the scheme but decided to keep it in abeyance owing to financial conditions.

(ii) Training of women teachers for primary schools and the lower classes of secondary schools.

344. Numbers and cost.—In 1911-12 there were two Government and five missionary training schools. In 1916-17 there were two Government and seven aided missionary institutions connected with the training of lower grade teachers. Their names are given below with their cost to Government directly or by grants-in-aid for the last financial year and the number under training in each in March 1917 :—

Government Institutions.—(1) The Calcutta Hindu Widows' training class at Ballyganj, 16 pupils, Rs. 4,118.

(2) The training class attached to the Eden High School at Dacca, 22 pupils, Rs. 12,430.

Aided institutions (missionary).—(1) The United Missionary Training College at Ballyganj, Calcutta, 22 pupils, Rs. 5,750 from Government and Rs. 320 from the Calcutta Corporation.

(2) The Lee Memorial Training Class, Calcutta, 8 pupils, Rs. 2,128.

(3) The Free Church Female Training Class, Calcutta, 11 pupils, Rs. 2,563.

(4) St. Mary's Training Class, Calcutta, 8 pupils, Rs. 960.

(5) The Church of England Zanana Mission Training School, Krishnagar, 21 pupils, Rs. 3,631.

(6) The Wesleyan Mission Training Class, Bankura, 4 pupils, Rs. 1,040.

(7) The Kalimpong Mission Training Class, Darjeeling district, 11 pupils, Rs. 600.

With the aid of the Imperial allotments 20 (12 junior and 8 senior) training stipends have been created. This is reported to have proved a great boon ; and it is expected that these stipends will improve the output of trained women teachers in the near future.

345. Courses of studies and examinations, Eastern Bengal.—The training classes attached to the Eden High School, Dacca, still follow the courses outlined on page 79 of the last Quinquennial Review of Eastern Bengal and Assam. There are three departments : (a) English, (b) middle vernacular and (c) women's upper primary. In consequence of the abolition of the Central Board of Examiners for Eastern Bengal and Assam the training school examinations are now conducted by the Inspectress of Schools, Dacca circle, who exercises general supervision over the training classes.

The following table indicates the number of candidates presented for examination and the number of successes during the quinquennium :—

				No. sent in.	No. passed.
1912-13	...	...	...	13	10
1913-14	...	...	...	4	2
1914-15	...	...	...	16	15
1915-16	...	...	...	10	8
1916-17	...	...	...	11	10
				—	—
		Total	...	54	45
				—	—

346. Courses of studies and examinations, Western Bengal.—The training classes in Western Bengal prepare girls for junior and senior vernacular teachership examinations conducted by the Inspectress of Schools, Presidency and Burdwan divisions. These classes follow courses laid down by the Inspectress under whose general supervision and control they work.

347. **Results of the senior and junior vernacular teachership examinations.**—The results of the senior and junior vernacular teachership examinations for the last five years are as follows :—

	No. appeared.		No. passed.	
	Junior.	Senior.	Junior.	Senior.
1912-13	54	19	40	15
1913-14	28	21	17	17
1914-15	57	13	45	10
1915-16	51	26	35	18
1916-17	55	18	39	14
Total	245	97	176	74

The mission training classes train teachers mainly for their own schools though a few of their pupils enter Government service or accept posts in non-mission schools. There is great need for the development of training institutions under Government.

Some schemes and some problems.

348. **Training classes in Dacca.**—The proposed Calcutta training college for women is to provide for the training amongst others of women at about the matriculation standard. One of the classes now carried on at the Eden High School in Dacca is already of this standard. It has been decided to close this class, when the Calcutta college is opened and to take the classes for the training of women primary school teachers as soon as possible away from the Eden High School. The training of these primary school teachers will then be carried on in a separate institution in Dacca which will be in the closest touch with the work of the primary schools for girls in the town. A scheme for this re-organisation on a new basis was considered by a committee and was submitted to Government in September 1915. It has not been found possible as yet to establish this training school owing to lack of funds.

349. **The Ballyganj school.**—The Hindu Female Teachers' Class at Ballyganj, Calcutta, the continuance of which on the present improved basis has been sanctioned by Government, stands in need of further development. The Inspectress of Schools, Presidency and Burdwan divisions, is of opinion that the future of education of Hindu girls is bound up with its welfare, as it is the only source in Western Bengal from which Hindu women teachers can be drawn.

350. **The training of Muhammadan women.**—A scheme for the establishment of a *pardanashin* training class for Muhammadan mistresses at Calcutta has already been submitted to Government, but it has been kept in abeyance owing to the abnormal financial conditions consequent on the war, although provision for the scheme has been made in the Imperial allotment of Rs. 2,44,000 for female education.

351. **Prospects and accommodation.**—Emphasis must, in conclusion, be again laid on the necessity of providing fair prospects and decent accommodation before suitable women can be expected to offer themselves for training or indeed to enter into the work of teaching at all. The Inspector of Schools, Dacca division, remarks :—

“Except in schools in urban areas and under direct Government management the large majority of teachers in girls' schools do not get more than Rs. 2 a month. The first step is to provide a living wage.”

CHAPTER VII.

Professional, Technical and Industrial Education.

General Statistics.

352. Tables showing general statistics.—The two tables given below summarise the position at the close of the quinquennium so far as that can be indicated by statistics :—

TABLE I.

Showing the statistics of Colleges for Professional Training.

CLASS OF INSTITUTIONS.	NUMBER OF INSTITUTIONS.			NUMBER OF PUPILS.			EXPENDITURE IN 1911-12.					EXPENDITURE IN 1916-17.					PERCENTAGE OF INCREASE (+) OR DECREASE (-) IN THE EXPENDITURE.				
	1911-12.	1916-17.	or increase (+) or decrease (-).	1911-12.	1916-17.	or increase (+) or decrease (-).	Provincial revenues.	District funds.	Municipal funds.	Total Public funds (cols. 8, 9 and 10).	Fees and other sources.	Total (cols. 8, 9, 10 and 12).	Provincial revenues.	District funds.	Municipal funds.	Total Public funds (cols. 14, 15 and 16).	Fees and other sources.	Total (cols. 14, 15, 16 and 18).	Public funds.	Private funds.	Total.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
Law (including pleadership classes).	9*	9	...	1,167	2,912	+151*6	Rs. 37,037	...	...	Rs. 37,037	Rs. 71,234	Rs. 98,271	Rs. 33,000	...	...	Rs. 33,000	Rs. 1,85,879	Rs. 2,15,879	+10*9	+160*9	+11*1
Medicine ...	1	2	+100	680	964	+41*7	3,33,844	...	...	2,32,844	59,385	2,92,229	2,09,047	...	...	2,09,047	1,12,598	3,21,645	-10*8	+89*8	+7*0
Engineering ...	1	1	...	319	284	+12*3	2,04,932	...	...	2,04,932	28,372	2,33,304	2,09,780	...	...	2,09,780	24,045	2,33,795	+2*3	-12*1	+7*2
Veterinary ...	...	1	...	...	148	...	...	...	...	...	...	1,30,358	...	...	...	1,30,358	154	1,30,512	...	...	...
							In 1911-12 the figures of this institution were not included in the educational reports.														
Total ...	11	13	+18*1	2,166	4,308	+99*8	4,65,813	...	...	4,65,813	1,58,991	6,24,804	5,79,155	...	...	5,79,155	3,22,878	9,01,831	+24*3	+102*1	+14*4

* The figures of the pleadership class attached to the Hooghly College were not included in the returns for 1911-12

TABLE II.

Showing the statistics of Art Schools, Medical Schools, Engineering and Surveying Schools, Technical and Industrial Schools and Commercial Schools.

CLASS OF INSTITUTIONS.	NUMBER OF INSTITUTIONS.			NUMBER OF PUPILS.			EXPENDITURE IN 1911-12.					EXPENDITURE IN 1916-17.					PERCENTAGE OF INCREASE (+) OR DECREASE (-) IN THE EXPENDITURE.				
	1911-12.	1916-17.	Percentage of increase (+) or decrease (-).	1911-12.	1916-17.	Percentage of increase (+) or decrease (-).	Provincial revenues.	District funds.	Municipal funds.	Total public funds (cols. 8, 9 and 10).	Fees and other sources.	Total (cols. 8, 9, 10 and 12).	Provincial revenues.	District funds.	Municipal funds.	Total public funds (cols. 14, 15 and 16).	Fees and other sources.	Total (cols. 14, 15, 16 and 18).	Public funds.	Fees and other sources.	Total.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
Schools of Art ...	4	5	+25	608	667	+10*06	Rs. 40,225	...	Rs. 340	Rs. 40,565	Rs. 44,827	Rs. 85,392	Rs. 37,950	...	Rs. 480	Rs. 38,400	Rs. 22,830	Rs. 61,230	-5*3	-10*6	-5*7
Medical Schools ...	10	9	-10	2,238	1,119	-5*3	78,107	...	...	78,107	70,010	1,48,117	84,488	...	...	84,488	32,815	1,17,303	+8*1	-53*1	-29*0
Engineering and Surveying Schools.	1	7	+600	287	343	+19*5	52,618	...	...	52,618	11,372	64,100	66,964	...	...	66,964	16,760	83,724	+37*3	+44*3	+2*1
Technical and Industrial Schools.	50	59	+18	1,862	2,035	+9*2	60,568	24,560	3,234	88,362	1,01,354	1,92,716	75,553	36,604	155	1,12,612	83,710	2,01,322	+27*4	-14*9	+12*5
Commercial Schools...	16	16	...	838	738	-11*9	19,237	...	...	19,237	22,566	48,853	24,069	...	...	24,069	21,306	45,375	+24*7	-27*3	-2*6
Total ...	81	96	+18*5	5,831	4,902	-15*9	2,50,805	24,560	3,574	2,78,939	2,60,329	5,39,268	3,38,334	36,604	605	3,26,533	1,82,411	5,08,974	+17*06	-20*9	-1*9

Law Colleges and Classes.

353. Institutions, students and expenditure.—The institutions for the study of law are: the University Law College, Calcutta, the Law Departments of the Dacca and Ripon Colleges and the pleadership classes attached to

the Hooghly, Krishnagar, Rajshahi, Chittagong, Midnapore and Berhampore Colleges. In 1911-12 pleaders' classes were also attached to the Metropolitan Institution, but these classes were abolished in 1916-17. The total number of law students attending all institutions on 31st March 1917 was 2,912 against 1,157 on the corresponding date of 1912. Of the total number of students on 31st March 1917, 2,691 were Hindus, 207 Muhammadans, while 14 were of other races. The corresponding figures for 1911-12 were 1,088 ; 66 ; and 3 respectively. The total expenditure on all the colleges and classes for 1916-17 was Rs. 2,15,879 against Rs. 98,271 in 1911-12.

Medical Colleges and Schools.

354. **Colleges, students and expenditure.**—At the end of the quinquennium under review the number of medical colleges was two against one at the end of the previous quinquennium. The increase is explained by the fact that during the last year of the quinquennium a medical college under private management was opened at Belgachia. On 31st March 1917 there were 964 students on the rolls of the two colleges against 680 on the rolls of the Calcutta Medical College on 31st March 1912. The number of students in the Calcutta Medical College increased during the quinquennium by 226. During the year 1916-17 the total expenditure on the two colleges was Rs. 3,21,645, of which Rs. 3,03,515 was for the Calcutta Medical College. In 1911-12 the total expenditure on the Calcutta Medical College was Rs. 2,93,229.

355. **Schools, pupils and expenditure.**—The number of these schools at the end of 1916-17 was returned as 9 against 10 at the end of 1911-12. On 31st March 1917 there were 1,119 students in these schools. The total expenditure on all the schools during the year 1916-17 was Rs. 1,17,303 against Rs. 1,48,117 in 1911-12.

The Bengal Veterinary College, Belgachia.

356. The statistics of this institution are included in the educational returns for the first time this year. On 31st March 1917, it had 148 students on its rolls against 110 on the corresponding date of 1912. The total cost of this institution for 1916-17 was Rs. 1,30,512 of which Rs. 1,30,358 came from Provincial revenues and Rs. 154 from fees.

ENGINEERING COLLEGES AND SCHOOLS.

The Civil Engineering College, Sibpur.

357. **Students in the various departments.**—On 31st March 1917, there were 284 students on the rolls of the College as against 319 on 31st March 1912. The number of engineer students on the rolls has fallen off during the quinquennium by 12 and that of apprentice students by 27, while the number in the artisan classes has increased by 14. In 1911-12 there were 10 students in the industrial chemistry department which was closed during the period under review.

358. **Classification of students according to race or creed.**—The number of students classified according to race or creed in the various departments of the College on 31st March 1917 was as follows :—

	Engineer department.	Apprentice department.	Artisan department.	Total.
Europeans and Anglo-Indians ...	4	35	...	39
Hindus	77	114	39	230
Muhammadans	2	4	8	14
Indian Christians ... ..	...	1	...	1
Total ...	83	154	47	284

359. **Expenditure.**—The total expenditure on the College during the year 1916-17 amounted to Rs. 2,33,795, the cost to Provincial revenues being Rs. 2,09,750. The proportion met by fees and other sources was Rs. 19,233 and Rs. 4,812, respectively. In 1911-12 the total expenditure was Rs. 2,33,304 of which Rs. 2,04,932 came from Provincial revenues; Rs. 15,994 from fees and Rs. 12,378 from other sources.

360. **The development of the various departments during the quinquennium.**—

(a) The training of mining engineers is now a special branch of the curriculum of the apprentice department. The course extends over four years. The sub-overseer examination is taken at the end of the second year; then the instruction becomes specialised and the diploma examination is taken at the end of the fourth year. In the case of students who do not pass the sub-overseer examination Government have decided that the first year of the special three years' course in mechanical and electrical engineering sanctioned in Government order No. 134, dated the 10th January 1914, should be recognised as an alternative qualification for admission to the two years' special course for the mining diploma of the Sibpur College. The Government of India in their letter No. 318, dated the 4th April 1917, have sanctioned as an experimental measure for five years the proposal to reduce the course of study required for the mining diploma examination from two years to one year in the case of students who have already passed the overseer examination either in the civil or in the mechanical and electrical engineering branch, subject to the condition that each student should spend at his own expense at least eight weeks of the college vacation at a colliery in order to make up for the reduction of time spent in the college mining camp.

(b) The opening of dyeing classes at Sibpur was sanctioned by the Secretary of State on an experimental basis for three years in his despatch No. 194 Public, dated the 4th December 1908. The classes were opened in November 1911 and the experimental period expired in November 1914. The further continuance of these classes was sanctioned in the Secretary of State's despatch No. 179, dated the 2nd October 1914. This sanction extended only up to the close of the session ending August 1917. In spite of all attempts to make the scheme a success the classes failed to attract students and the response at the end of the last session was so poor that it was decided to make no fresh admissions. This decision was conveyed by the Local Government in their General Department order No. 245T.—G., dated the 8th June 1916, in which the closing of the higher classes in dyeing with effect from August 1916 was ordered. It was however decided that the artisan classes in dyeing should be allowed to continue at Sibpur.

361. **B. E. and I. E. examinations.**—In 1916-17, 11 candidates appeared for the B. E. examination and 6 or 54·5 per cent. passed; 37 appeared for the I. E. examination and 13 or 35·1 per cent. passed. In 1911-12, 19 candidates appeared for the B. E. and 16 or 84·2 per cent. passed; 31 appeared for the I. E. and all of them passed. During the quinquennium under review 94 students were presented for the B. E. examination of whom 58 or 61·7 per cent. passed. For the I. E. examination 154 students were sent up, of whom 54 or 35·07 per cent. passed.

362. **Discipline.**—In July 1916 the Hindu students of the College went on strike. The classes were closed and the students were sent away. The ringleaders were expelled or rusticated, while other students were re-admitted after payment of a fine. All scholarship holders were deprived of their scholarships.

363. **Proposal for the training of mechanical engineers.**—At the request of the Governing Body of the Civil Engineering College, a sub-committee

consisting of Messrs Hornell, Adams, Heaton and Harnett took up the question of the training of mechanical engineers in Bengal. There are at present two systems of training. The first is that by which a boy enters the Sibpur College from school at the age of about 16 or 17 and studies at the College for four years. He then goes through a practical course in the college workshops for one year. The second is that by which a boy at the age of 15 to 18 becomes apprenticed for about five years to a railway or other workshop. During this period he obtains a meagre amount of theoretical instruction. The one system turns out a college product with little practical experience, while the second turns out a practical man with insufficient theoretical knowledge. In neither case is the product fitted for the more responsible grades of his profession. The point for consideration by the sub-committee was whether these two systems could not be brought together. What is wanted is that the College should influence the workshops and the workshops the College. The suggestions are that the tests which boys are now required to pass before they are taken as apprentices into workshops should be unified and placed in the hands of a representative board, that the facilities for theoretical instruction available for the apprentices in the shops should be improved and that a scheme should be inaugurated whereby the most promising workshop apprentices should after their fourth year in the shops be given a chance of joining the Sibpur College for a period of study there.

364. The proposed move to Ranchi.—The development of the Sibpur College has been seriously prejudiced by the prolonged uncertainty as to its future. It was apparently the late Mr. Slater's ambition that the College should be moved from Sibpur. At any rate, so long ago as February 1905, the Government of Bengal asked the Government of India to allow them to sell the property to the Port Commissioners of Calcutta. Two years later—February 1907—a definite scheme was submitted to the Government of India for the sale of the property to the Port Commissioners and for the removal of the college to Ranchi. The cost of reconstructing the College at Ranchi was estimated at about 17 *lakhs*. In 1910 the Government of India having sanctioned the sale of the property, the Local Government came to a settlement with the Port Commissioners—the latter agreeing to purchase such portions of the property as the Local Government were in a position to sell for Rs. 13,63,742. It was then discovered by the Local Government that it would cost not 17 *lakhs* to reconstruct the college at Ranchi but Rs. 23,97,542.

365. Unhealthiness of Sibpur.—The chief grounds put forward for the removal of the College from Sibpur were those of health. Most emphatic statements were made and repeated on this point. Not only was the site said to be unhealthy, but the climate also was declared to be so enervating that no satisfactory work was possible either among the students or among the members of the staff. The proximity of Calcutta was also reported to be detrimental to the morals and discipline of the students, and the Government of India were told that the Board of Visitors, which consisted of prominent European and Indian gentlemen, was unanimous as to the desirability of removing the college. Moreover the College buildings at Sibpur were condemned as entirely unsuitable.

366. First suggestion that a technical institute is required in Calcutta.—The sale having been settled, the views of the authorities seem to have changed. At any rate one of the Reports contains the following passage :—

One of the wants for example which will presently have to be satisfied when the Sibpur College is removed to Ranchi is that of a Government technical institute for Calcutta which will provide for the teaching of mechanical and electrical engineering and industrial chemistry. Subjects such as these can only efficiently be taught in the localities where the corresponding industries are carried out, and Calcutta has already established itself as a recognized centre for the former and will most likely become the chief centre of the Province for the last named industry as well.

367. The Calcutta Technological Institute.—Then started a series of discussions which eventuated in 1913 in the Calcutta Technological Institute scheme.

368. **The training of civil engineers.**—The Calcutta Technological Institute was to supplant the Sibpur College in all its departments except the civil engineering department.

369. **A civil engineering college as part of the Dacca University scheme.**—The Dacca University project was conceived about this time and the Government of Bengal in their letter No. 1169, dated the 30th July 1912, directed the Dacca University Committee to consider the question of establishing a residential college for the training of civil engineers as a part of the new university. The committee considered that this was desirable, and the establishment of a civil engineering college at Dacca became part of the Dacca University scheme. The total estimated cost of the college, capital and recurring, was Rs. 6,88,000 and Rs. 1,20,000, respectively.

370. **The Hon'ble Babu Surendra Nath Roy's resolution in Council.**—On 28th February 1914, the Hon'ble Babu Surendranath Roy moved a resolution in the Bengal Legislative Council to the effect that the proposal to abolish the Civil Engineering College at Sibpur be dropped and that the said college might be either retained at Sibpur or, if its present site be considered unsuitable,—

- (i) be removed to a suitable site in Calcutta or its immediate vicinity,
- (ii) be made a branch of the proposed technological institute in Calcutta.

The position which those who supported the resolution took up was that they had no objection to a civil engineering college as a part of the proposed Dacca University, but that what they did object to was the proposal that Calcutta should be deprived of facilities for higher civil engineering instruction. The debate was finally focussed by the Hon'ble Mr. (now Sir) S. P. Sinha, the resolution being withdrawn by the mover on the understanding that the question of the training to be afforded to civil engineers would not be completely dealt with and settled, so far as the Government of Bengal were concerned, before the Public Services Commission had considered the subject.

371. **The healthiness of the site to be investigated.**—Government have recently ordered the Sanitary Commissioner to investigate the sanitary conditions of the Sibpur College and to submit a report.

The Dacca School of Engineering.

372. **Scope.**—At the beginning of the quinquennium the School consisted of three departments, viz. :—

- (1) the apprentice department.
- (2) the survey department.
- (3) the artisan department.

The survey department was abolished in January 1915.

373. **Students.**—On 31st of March 1917, there were 118 students on the rolls of the School against 287 on 31st of March 1912. Of the 118 students on 31st March 1917, 108 were Hindus, 7 Muhammadans and 3 Indian Christians. On 31st of March 1912 there were 273 Hindus, 13 Muhammadans and 1 Buddhist. The decrease in the number of students is due to the abolition of the survey classes. The above figures do not include the artisans who numbered 56 on 31st of March 1917 against 23 on 31st of March 1912.

374. **The apprentice department.**—During the years 1914-15 and 1915-16 the School had the privilege of preparing candidates for the overseer examination in mechanical and electrical engineering as well as in civil engineering. After the Presidency of Bengal had been created, it was found unnecessary to develop and maintain two separate institutions in the same Presidency, both teaching the mechanical and electrical course, specially in view of the small number of candidates and the inadequate staff and equipment at Dacca. The mechanical and electrical branch was therefore abolished with effect from 1st April 1916.

375. **Examinations.**—The following table shows the results of the school at the overseer and the sub-overseer examinations held during the five years of the quinquennium :—

	1916-17.			1915-16.			1914-15.			1913-14.			1912-13.		
	Appeared.	Passed.	Percentage.	Appeared.	Passed.	Percentage.	Appeared.	Passed.	Percentage.	Appeared.	Passed.	Percentage.	Appeared.	Passed.	Percentage.
Overseer examination.	30	16	53·3	50	29	58	53	40	75·5	55	28	50·9	40	32	80
Sub-overseer examination.	34	23	67·6	37	22	59·5	33	15	45·4	56	38	67·9	48	30	62·5

376. **The artisan department.**—The number of artisans in the School has been steadily increasing and now stands at 56. The following are the crafts or trades in which artisans are trained at this institution :—(1) carpentry, (2) black-smithy, (3) fitting, (4) turning and (5) moulding.

377. **The survey department.**—The survey department once consisted of two classes—one was for those reading for the *amin* certificate, the other was for those reading for the surveyors' certificate. The former was a fourteen months' course and the latter a two years' course. The students who passed the *amin* examination could obtain the *amin* certificate and leave the institution, or, if they wished, they could continue in the surveyors' class and appear for the surveyors' certificate at the end of the second year. The classes were closed in January 1915 after the establishment of a survey school at Mainamati under the Government Survey Department. In January 1917 a scheme was submitted to Government aiming not only at the revival of the *amin* classes at Dacca but also at linking up the Dacca class with the Mainamati Survey School by providing that successful *amin* students at Dacca might enter the second year class at Mainamati, if their knowledge of English was found to be adequate. The scheme which is estimated to involve a capital expenditure of Rs. 600 and a recurring expenditure of Rs. 3,010 per annum, was sanctioned by Government in April 1917.

Sub-Overseer classes at Technical and European Schools.

378. **A general closing down.**—At the opening of the quinquennium the following schools taught up to the sub-overseer standard :—

- (1) The District Board Technical School, Burdwan ;
- (2) The Diamond Jubilee Industrial and Technical School, Rajshahi ;
- (3) The Elliott Bonomali Technical School, Pabna ;
- (4) The Government Technical School, Barisal ;
- (5) The Elliott Artisan School, Comilla ;
- (6) The Mahisadal Raja's Technical School, Midnapore ;
- (7) The Bayley Govindalal Technical School, Rangpur ;
- (8) The Victoria School, Kurseong ;
- (9) The Goëthals' Memorial Orphanage, Kurseong.

The sub-overseer classes were abolished during the quinquennium at the Elliott Artisan School, Comilla, the Government Technical School, Barisal, and the Bayley Gobindalal Technical School, Rangpur.

The Mahisadal Raja's Technical School, Midnapore, proved an utter failure and has been closed. The Barisal and Comilla Technical Schools are now industrial schools only.

Land has been acquired for the Barisal School but the buildings have not yet been constructed. The Bakarganj District Board have withdrawn their grant of Rs. 2,000 to the school for stipends for artisans, as being against the provisions of the Local Self-Government Act. The Rangpur District Board have for the same reason withdrawn the grant of Rs. 4,100 hitherto paid for the maintenance of the Rangpur Technical School. These amounts are now being met from the Education Department budget.

379. The sub-overseer classes of East Bengal were in considerable demand during the quinquennium which immediately preceded the period now under review. The Dacca Industrial Conference of 1909 recommended the maintenance of these schools with reorganized staffs and improved workshops. The Government of Eastern Bengal and Assam decided that those schools which were not under Government should be provincialised. This has not been done, because the quinquennium under review has witnessed a great falling off in the demand for admission to these sub-overseer classes. I am unable to regard this as a matter for great regret. It seems to me that if a boy wants to be trained as an engineer in a school or a college he is likely to receive a much more thorough training at Sibpur or Dacca. Moreover, civil engineers of the overseer grade are being overproduced. Mechanical, electrical and mining engineers are wanted but they cannot be trained at these *mufassal* centres. The proper function for these *mufassal* schools is to be industrial institutions working in close touch with the local industries. As such they should not in my opinion be Government institutions but schools controlled by local authorities.

B classes.

380. **A failure.**—In the beginning of the quinquennium B classes existed in connexion with the following schools in the Presidency :—

- (1) The Mritunjoy High English School, Mymensingh.
- (2) „ Mymensingh Zilla School.
- (3) „ Dacca Collegiate School.
- (4) „ Barisal Zilla School.
- (5) „ Pabna Zilla School.
- (6) „ Rangpur Zilla School.
- (7) „ Rajshahi Collegiate School.
- (8) „ Comilla Zilla School.
- (9) „ Midnapore Collegiate School.
- (10) „ Khulna Zilla School.

Of these the B classes attached to the Mritunjoy High English School were closed in 1912, the Comilla class in 1913, the Midnapore class in 1914, the Mymensingh Zilla School class in 1915 and the Barisal class in 1917. There is a proposal to start a B class in connexion with the Darjeeling High English School.

These classes have been a failure. Any bifurcation of studies must fail, so long as the matriculation examination dominates the secondary school curriculum. No boy will go into a B class, if in his parent's or his own estimation he has any chance of passing the matriculation examination. A boy whose chance of passing the matriculation examination is despaired of is not as a rule a very bright specimen.

Mining instruction other than that given at Sibpur.

381. **Instruction at the mining centres.**—I have already explained how the training of mining engineers is dealt with as a special branch of the curriculum of the apprentice department of the Sibpur College. Instruction for those who are actually working in mines is also given by means of off-shift classes held at four centres in the coal fields. As the result of the creation of the Bengal Presidency the two mining lecture centres of Sijua and Jherria are now within the jurisdiction of the Government of Bihar and Orissa ; these centres continued under the control of the Mining Education Advisory Board. Mr. H. C. Read has recently been appointed sole lecturer for all the centres. In 1912-13 a sum of Rs. 2,000 was sanctioned from the Imperial grant for technical education for the purchase of apparatus for use in connexion with the lectures at the two Bengal centres. In 1913-14 an equal amount was also sanctioned and from the same source.

382. **The Mining Education Advisory Board.**—The instruction given in the coalfields has been controlled for some time by the Mining Educational Advisory Board. The mining classes at Sibpur were previously outside the

sphere of the Board's influence, but there was a special mining sub-committee of the Board of Visitors of the Sibpur College. By Government notification No. 4347, dated the 3rd December 1915, the Mining Educational Advisory Board and the mining sub-committee of the Board of Visitors was amalgamated and called the Mining Education Advisory Board. The function of the new Board is to control all mining education in Bengal and in Bihar and Orissa.

383. **Deputation of Messrs. Robertson, Adams and Glen George to England.**—In terms of the Government of India, Finance Department, letter No. 163, dated the 28th May 1914, Mr. E. H. Robertson was placed on special duty for a period not exceeding four months of his furlough for the purpose of visiting some of the principal mines and mining institutions in Great Britain with a view to instituting inquiries into the subjects taught and the method of teaching them. Mr. Robertson was to work in consultation with Messrs. Adams and Glen George. In January 1916, these gentlemen submitted a combined report which was forwarded to the Local Government.

384. **The special Mining Education Advisory Committee, 1913-14.**—The Government of Bengal acting jointly with the Government of Bihar and Orissa appointed in 1913 a committee to advise on mining education in the two provinces. The Committee met in November and December 1913 under the presidency of Sir Duncan Macpherson and submitted a report which recommended—

- (1) the opening of a school of mines at Dhanbad, and
- (2) the improvement of the existing evening classes in the coalfields.

The cost of the proposed school of mines was estimated by the mining committee at Rs. 5,56,000 capital and Rs. 98,000 recurring. The cost of extending and improving the evening classes in the coalfields was estimated at Rs. 1,51,000 capital and Rs. 71,000 recurring. The coal mining industry who were asked to provide one-third of the recurring annual expenditure of the latter scheme were not prepared to do so. The scheme has been held in abeyance during the currency of the war.

The teaching of surveying.

385. **A Survey Sub-Committee.**—A sub-committee consisting of Mr. Heaton, Major Hirst and Mr. Henderson was appointed by the Government of Bengal in 1914 to consider and report on the general question of the teaching of surveying in the Presidency.

As a result of the sub-committee's report which was submitted to Government in September 1915, the following scheme was sanctioned :—

- (1) The technical schools at Rangpur, Pabna and Rampur Boalia are to continue to give instruction in elementary surveying on a vernacular basis in accordance with a syllabus prescribed by Government. The survey class at Dacca which is now to be revived is to conform to the same standard.
- (2) The course of study in all these institutions is to extend over one year only and the schools are to be inspected from time to time by the Director of Surveys, Bengal.
- (3) No survey school is in future to issue certificates of its own to the students who have completed their course.
- (4) A common examination is to be held for all the survey schools on the basis of the common syllabus. The question papers are to be set in Bengali and the answers may be written in the same language, but if any student wishes to answer in English he should be allowed to do so.
- (5) An examination board consisting of (i) the Director of Surveys, Bengal (President), (ii) the Superintendent of Industries, Bengal (Secretary), and (iii) the Headmaster, Dacca School of Engineering (Member), is to arrange for the examination of survey students and to appoint an officer to conduct all the practical tests so as to ensure uniformity. Successful candidates are to be granted *amin* certificates under the signature of the Secretary to the Board.

- (6) The Survey School at Mainamati in Comilla—this is not under the Education Department—is to be retained on a permanent basis. The first year course in this institution conforms to the one year syllabus now prescribed and when the scheme now outlined has been brought into effect the second year course of instruction in survey will be given only in the Mainamati School. The students for this course will be chosen by the Director of Surveys on the results of the examination of the first year students and as the second year course will be taught, as at present, through the medium of English, a knowledge of English will be an essential qualification for admission.

386. **The function of these survey classes.**—I have suggested in paragraph 379 that the future of the *mufassal* technical schools was as industrial schools in close touch with local industries. There is, however, no reason why these schools should not have survey classes. What these classes should really do is to train men for employment in connexion with *zamindaries*.

The Pleaders' Survey Examination.

387. **The new scheme.**—A new scheme was brought into force with effect from April 1910 by which classes for practical instruction to pleaders intending to qualify themselves for the execution of commissions in surveying were to be opened for six weeks at the Civil Engineering College, Sibpur, the Bihar School of Engineering, the Dacca School of Engineering and the Cuttack Survey School. The first examination under the new scheme was held in February 1912, and out of 24 candidates 5 passed. In 1913, out of 41 candidates 9 passed. In 1914, 8 passed out of 38. In 1915 7 passed out of 30. In 1916, 8 passed out of 30.

The Joint Technical Examination Board, Bengal and Bihar and Orissa.

388. **Present area of jurisdiction and title.**—On the reconstitution of the Presidency of Bengal the sphere of influence of the Board was made to extend over the Presidency of Bengal and the Province of Bihar and Orissa. The Board has therefore now the designation "Joint Technical Examination Board of the Presidency of Bengal and the Province of Bihar and Orissa."

389. **Affiliated major institutions.**—The following major institutions are affiliated to the full (upper subordinate) standard :—

- (1) The Civil Engineering College, Sibpur.
- (2) The Dacca School of Engineering.
- (3) The Bihar School of Engineering.

390. **The full certificate course.**—To obtain a full course certificate students must undergo a year's practical training in the college or school workshop after passing the overseer examination. This practical training may also be arranged under district or executive engineers or with a recognised firm.

391. **Affiliated minor institutions.**—The following minor institutions are affiliated to the Board up to the sub-overseer standard :—

- (1) The District Board Technical School, Burdwan.
- (2) The Diamond Jubilee Industrial and Technical School, Rajshahi.
- (3) The Elliott Bonomali Technical School, Pabna.
- (4) The Victoria School, Kurseong.
- (5) The Goëthals Memorial Orphanage, Kurseong.
- (6) The Government Industrial School, Ranchi.

392. **Courses of instruction.**—The sub-overseer course is of two years' duration as is also the overseer course.

The overseer course has two branches : (1) the civil and (2) the mechanical and electrical. The Sibpur College is the only institution which teaches students in both the branches.

393. **The three years' mechanical and electrical course.**—The Government of Bengal in their letter No. 134, dated 10th January 1914, sanctioned the introduction at the Sibpur College of a three years' overseer course in the mechanical and electrical branch. Students taking this course are not required to pass the sub-overseer examination.

394. **Examinations.**—The following table shows the results and percentage of passes of the overseer and sub-overseer examinations :—

OVERSEER.				SUB-OVERSEER.			
YEAR.	No. of candidates.	No. of Passes.	Percentage of passes.	YEAR.	No. of candidates.	No. of passes.	Percentage of passes.
1909	78	21	26·9	1909	305	163	53·4
1910	114	82	71·9	1910	317	105	33·1
1911	84	38	45·2	1911	292	113	38·7
1912	109	68	62·3	1912	302	173	57·2
1913	101	78	77·2	1913	228	133	58·3
1914	107	63	58·8	1914	194	123	63·4
1915	109	84	77·1	1915	142	81	57·1
1916	98	61	62·2	1916	151	96	63·5
1917	70	49	70·	1917	135	92	68·1

Schools of Art.

395. **The Government School of Art, Calcutta.**—Below are some extracts from the quinquennial report of Mr. Percy Brown, the Principal :—

The policy of the School.—The object of the School is to guide, direct, and encourage “the special artistic tendencies of the people.” Its work is to restrain, control, and instruct the art workman in the preparation of his designs and to develop his technical skill. Its aim is to provide a wholesome art education for all classes of people, and to instil into the mind of young India the good there is in the country's art. * * * * * Not the least important part of the School's work therefore consists in a resuscitation of the indigenous æsthetic sense.

Organisation.—The arrangement of the School into five departments is as follows :— (1) elementary department, (2) industrial department (3) draftsman department, (4) teachers' department and (5) fine art department. This has been found to work out most satisfactorily. The complete course of five years has also been found a sufficient training for the ordinary art student.

Study of historic art.—Students are attracted to the School of Art from all parts of India, stipendiaries having been sent from Mysore, Hyderabad, Bettia, Assam, United Provinces, Bihar and Orissa and several districts of Bengal. The students are therefore encouraged to study the traditional art of their country as a composite whole, and thus to gain a comprehensive idea of Indian Art, not by its provinces, but by its historic schools. This course is provided for by means of the easy access the students have to the Indian Museum, which is annexed to the School, and contains probably the finest collection of oriental art in the world. For those who desire to make finished studies of any Museum example, a system of loans from the Museum collection has been instituted, and a member of the school staff is employed solely in dealing with this important part of the art students' training.

Changes in staff.—In 1915 Mr. A. N. Tagore who had been Vice-Principal since 1905 was compelled to resign on account of ill-health. In 1916 this vacant appointment has been filled by Mr. J. P. Ganguli.

Practical work.—From time to time certain “outside commissions” are undertaken in various classes of the School, as these are found to stimulate the staff and students into producing work up to a professional standard. In this connexion, a number of models were prepared for the Victoria Memorial, being modelled in clay and cast in the school.

Numbers.—There were in March 1917, 282 students on the rolls against 273 in March 1913. Of 282 students, 2 were Europeans, 3 Indian Christians, 86 Hindu Brahmans, 85 Kayasthas, 14 Baidyas, 14 Muhammadans, 1 Buddhist and 77 Hindu non-Brahmans (other than Kayasthas and Baidyas). The average monthly roll number during the year 1916-17 was 267·4.

Expenditure.—The total expenditure incurred during the year 1916-17 was Rs. 41,173 against Rs. 22,142 in 1912-13. The increase is due to the fact that the salaries of the Principal and of the Vice-Principal, who were on leave, were not

drawn in 1912-13, and also to the periodical increment of the pay of the staff. The amount contributed by fees in 1916-17 was Rs. 4,873. The corresponding figures for 1911-12 were Rs. 4,087.

396. **Examinations.**—At the final examination of the school held in 1916-17, 31 candidates appeared and 28 qualified for certificate. Of these 25 were Hindus, 1 was a Muhammadan and 2 were Indian Christians.

397. **Other schools of art.**—According to the returns there were 4 other schools of art in the Presidency with 385 pupils reading in them. In 1911-12 the corresponding figures were 3 and 326. During the year 1916-17 Rs. 20,077 was incurred on these schools of which Rs. 1,650 was contributed by Government. In 1911-12 the expenditure was Rs. 41,080 towards which municipal funds paid Rs. 340.

Music schools.

398. There were four music schools for Indian pupils in the district of Bankura with 50 pupils. A new school was started in the same district in April 1917.

In 1914 an annual grant of Rs. 5,000 was sanctioned in favour of the Conservatoire de Musique, Calcutta, but the grant was withdrawn in 1915-16. A Calcutta school of music has recently been established. It promises to be a valuable institution.

Commercial schools.

The Government Commercial Institute, Calcutta.

399. **Administration.**—During the period under review the Institute remained under the charge of Mr. G. K. Sen, the officiating Principal, who is assisted by a staff of Indian lecturers for both the day and evening classes.

Since 1915 the administration of the Institute has profited materially by the formation of the Government Commercial Institute Board with certain powers of control. The Commercial Course Advisory and Examination Board which was previously in existence and which was replaced by the new Board was purely an advisory body.

400. **Number of students.**—The number of students on the rolls of the Institute in the day and evening classes in the beginning of the session rose from 202 in 1912 to 276 in 1917. The number of students who joined the different classes during each year of the quinquennium under review is shown below :—

						Day classes.				
						1912-13.	1913-14.	1914-15.	1915-16.	1916-17.
Second year	...	...	...	...	...	20	20	17	31	20
First year	...	...	...	...	...	40	37	56	56	63
						60	57	73	87	83
						Evening classes.				
						1912-13.	1913-14.	1914-15.	1915-16.	1916-17.
Mercantile law	...	...	...	...	...	5	...	15	7	4
Banking and currency	...	...	...	...	...	5	8	7	10	12
Insurance and annuities	...	...	...	...	...	7	7	6	...	6
Book-keeping (advanced)	...	...	...	...	...	12	5	10	5	9
Ditto (junior)	...	...	...	...	...	42	38	48	35	47
Shorthand (both sessions)	...	...	...	...	...	23	20	24	23	42
Typewriting (ditto)	...	...	...	...	...	42	35	38	58	67
Political economy	...	...	...	...	...	6	...	...	...	...
Accountancy—1st year	...	...	...	...	...	...	...	...	5	4
Ditto —2nd year	...	...	...	...	...	...	...	...	...	2
						142	123	148	143	193

401. **Expenditure.**—The total expenditure of the Institute for 1916-17 was Rs. 20,584 of which Rs. 16,388 came from Provincial revenues and Rs. 4,196 from fees. The Principal reports that no expenditure was incurred on account of the allowances for lecturers on modern English and political economy in the evening classes, as no classes could be formed in these subjects for want of a sufficient number of students.

402. **Examinations.**—The number of candidates who appeared at the commercial course final and special examinations in the five years of the quinquennium under review from this institute and the number of those who passed are shown in a tabular form below :—

	1912.		1913.		1914.		1915.		1916.	
	Appeared	Passed.	Appeared.	Passed.	Appeared.	Passed.	Appeared.	Passed.	Appeared.	Passed.
Final examination ...	15	5	12	4	14	4	13	3	21	9
<i>Special examinations.</i>										
Mercantile law ...	5	5	4	2	...	...	4	3	2	2
Banking and currency ...	6	4	3	3	5	2	3	1	5	4
Annuities and insurance ...	...	...	5	2	3	1	1	...	...	...
Book-keeping (advanced) ...	11	7	6	3	2	...	2	1	1	...
Book-keeping (junior) ...	13	8	16	3	16	11	20	7	7	4
Shorthand ...	26	14	14	6	14	10	20	14	8	2
Typewriting ...	19	12	16	6	15	11	17	10	7	2
Political economy ...	3	3	4	4	...	...	...	...	...	...

403. **Changes during the quinquennium.**—During the quinquennium under review there was an improvement in the standard of admission. Many candidates who now join it are matriculates. The hours of the day classes which were previously 11 A.M. to 2-45 P.M. have been extended to 4 P.M. Type-writing classes are held both during and outside the class hours under the direction of the lecturer, to suit batches of students taking up a particular group from among the optional subjects. An accountancy and auditing class was opened in the middle of July 1915. In 1914-15 a special grant of Rs. 8,100 was made to the Institute for the purchase of modern standard typewriters of different makes and 19 new typewriters were added.

404. **Difficulties.**—But there has been and still is a good deal which is disappointing in the work of the Institute. One would have thought that in a place like Calcutta a training which could make a man a capable clerk would be in great demand. But no! A university course is the only thing which it really is worth while to treat seriously. If a student cannot take up the university course, he may try the Commercial Institute or the apprentice department of the Sibpur College, but it will be as a disappointed man, one who is distinctly a second class bridegroom. Such a youth will make little effort to complete the course. The smallest offer will tempt him away and he will jump at any belated chance to enter an arts college.

405. **Demand for successful students.**—The Principal reports that demand for successful candidates from the Institute is steadily increasing and is now more than can be met. Even unsuccessful candidates in the final examination passing only in shorthand and typewriting or book-keeping are in demand. It is reported that many passed students of the Institute are now drawing salaries ranging from Rs. 60 to Rs. 200 a month and that some of them are doing very well in their respective spheres.

406. **The employment of ex-students in mercantile offices.**—In 1913 Mr. Lee, the President of the Government Commercial Institute Board, prevailed upon the Bengal Chamber of Commerce to circulate a letter to its members, asking each of them to state the number of vacancies in their

respective offices and to make it a rule to take passed students of the Institute wherever possible. It is reported that the number of *ex*-students of the Institute now employed in mercantile offices in Calcutta exceeds 1,500, but that of those some 400 only hold the certificate of the Institute. Mr. Sen remarks that the number is not large and that it seems to indicate that employers do not always insist on taking Commercial Institute men. Of course they do not. Mr. Sen has painted a word picture of the "*nepotic burra babus* barring the way against the successful students of the Institute in the interests of their friends and relatives." These things are so and so they will presumably continue. The European merchant may be presumed to know his own business, and doubtless the *burra babu* system of recruitment has its convenience. It is, however, I think, fair to remind the Calcutta merchant that it is idle to be always railing at Government for their so-called educational policy which multiplies unfit graduates and neglects technical and commercial education, so long as the *burra babu's* nephew, who has just passed the matriculation examination in the 3rd division is preferred to the boy who has at least been at some pains to fit himself for office work. Of course if the Commercial Institute student is of no more value in an office than the ordinary matriculate, or if he has to start with an entirely inflated idea of his own value to importance—then it is natural, as also fair and right, that the mercantile office should have nothing to do with him. But the Bengal Chamber of Commerce has its representatives on the Board and if there are shortcomings and defects they can point them out. The Institute, as it is, is very far from perfect, but it is capable of almost infinite development. The question is whether if Government could establish and maintain a really effective commercial school in Calcutta the *burra babu* recruitment system would not still prove too much for it.

407. **The Commercial Institute certificate as a passport to a Government office.**—It has always been a grievance with the authorities of the Commercial Institute that Government does not accept their certificate as a passport to clerkships in the Secretariat and other Government offices. On the other side it has been contended that it would not be to the real advantage of the Institute that it should be regarded as a stepping stone to employment in a Government office, and that it ought not to be a hardship to the successful Commercial Institute student that he should have to compete at the Secretariat Clerkship Examination. The reasonableness or otherwise of the last contention depends largely on the subjects of the examination.

408. **Evening classes.**—The table set out in paragraph 400 above shows the number of students who in the course of the quinquennium availed themselves of the evening classes. There has been a certain demand for typewriting, shorthand and book-keeping but very little for the other subjects and in all subjects excluding shorthand, typewriting and book-keeping there has been a steady decrease. A class in accountancy and auditing was formed in 1915. This class attracted some capable students who came with a view to preparing themselves for the qualifying examination for auditors and accountants which is required under recent legislation. Unfortunately Government have not yet been able to decide on the arrangements which they propose to make in connexion with this examination. No information was or is available for students and the class has melted away. Mr. Sen remarks that it is not surprising that his countrymen will not attend evening classes in commercial subjects, seeing that they are lacking in commercial enterprise. It was suggested during the quinquennium under review that all this would be changed, if the Calcutta University instituted a degree of commerce: But some doubted!

Private commercial schools.

409. Eight aided and 7 unaided commercial schools were returned under this head with 185 and 418 pupils, respectively, in them at the end of the year 1916-17. Of these 4 were for girls with 145 pupils. The total expenditure on these schools was returned as Rs. 24,791, of which Rs. 7,681 came from Provincial revenues.

The Government Weaving Institute, Serampore.

410. **Aims of the institution.**—The object of the Institute is to provide two distinct grades of instruction in the best and latest methods of hand weaving, viz.—

- (a) to young men possessing a fair degree of education, who would qualify as teachers, overseers, managers of hand weaving factories—organisers of the industry. The matriculation examination of the Calcutta University has been fixed as the lowest standard of admission to this class ;
- (b) to actual hand-loom weavers and their sons. No educational qualifications have been prescribed for these students, but they have to be weavers by caste or profession.

The Institute also serves as a centre from which instruction is given to weavers through schools of weaving organised at different centres of the industry. These are described in this report as outlying or district centres.

411. **Outlying centres.**—There are five outlying centres, giving a practical course of 3 to 6 months' duration. viz.,—

- (1) Bankura.
- (2) Cox's Bazar.
- (3) Malda.
- (4) Pabna.
- (5) Tangail.

412. **Curriculum of studies.**—In the higher classes of the Serampore Weaving Institute the following subjects are taught :—

First Year.—Fabric structure, design and analysis of cloth, weaving mechanism, yarn preparation, textile fibres, spinning, sketching of textile machinery, freehand, model and engineering drawing, principles of colour, and mensuration.

Second Year.—Fabric structure, design and analysis of cloth, weaving mechanism, yarn preparation, spinning, historic ornament, construction of works, engineering, drawing and mechanics.

Since 1916 it has been found necessary to add two more subjects to the syllabus, viz., mensuration and mechanics, as an elementary knowledge of these subjects is necessary for the students of the higher classes. In a similar way the students who are admitted to the higher classes possess no knowledge of freehand, model and geometrical drawing, in consequence of which much time has to be devoted to the study of these subjects, which should have been learnt prior to their coming to the Institute. Efforts are made to teach the students of this class, as far as possible, to the standard of the Manchester School of Technology in the above mentioned subjects, and judging from the mid-sessional and annual examinations the results seem fair.

The Principal is not, however, satisfied with the knowledge the students acquire in the theory and practice of weaving and strongly recommends that early measures may be taken to extend the period of instruction to three years at least in the higher class.

413. **Artisan classes.**—The students of the artisan classes of the Institute as well as of the district schools are taught the following subjects :— design and analysis of cloth ; freehand drawing.

The instruction in these subjects is given in the vernacular, and as much time as possible is devoted to teaching the artisans drawing and pattern designing to enable them to improve their present patterns, and to make original designs. The period of instruction in this class also has been found to be inadequate.

414. **Numbers.**—On 31st March 1917 there were 78 students of both classes on the rolls of the Institute, and 56 students attending the district schools. It may be stated that the Institute has been working at a great disadvantage during the last five or six years owing to the absence of permanent buildings of its own and that a number of students have been

refused admission. The present numbers could easily be doubled, especially those of the artisan classes.

415. **Expenditure during the last five years.**—The table below shows the expenditure incurred during each of the five years :—

YEAR.	The Serampore Institute.	Outlying Centres.	REMARKS.
	Rs.	Rs.	
1912-13 ...	28,687	1,368	
1913-14 ...	29,620	2,294	
1914-15 ...	40,689*	3,511	* Includes special grant of Rs. 11,026 for power loom and buildings.
1915-16 ...	25,740	5,314	
1916-17 ...	30,167	5,835	

416. **Hostels.**—There are three hostels attached to the Institute for Hindu, Muhammadan and Christian boarders.

417. **Employment of passed students.**—The war has made it difficult for the *ex-students* of the higher classes to find lucrative employment. Most of the business houses have had to reduce their establishment very considerably, and capitalists who were enterprising enough to open small weaving factories have closed their doors owing to the uncertainty of the times. These abnormal conditions have primarily affected the students of the higher class. Out of a total of 61 students who completed their course of training in the higher classes during the quinquennium, 51 were successful in obtaining employment on salaries varying from Rs. 20 to Rs. 200.

418. **Proposed dyeing class at Serampore.**—It has been explained in paragraph 360 above that when Government in 1916 ordered the closing of dyeing department of the Sibpur College, they decided that the dyeing class for artisans should continue at Sibpur. This was found to be impracticable and it was subsequently decided that dyeing should be taught at Serampore in connexion with the weaving classes. All weavers require some practical knowledge of this subject.

419. **Peripatetic instruction scheme.**—The question of the appointment of peripatetic demonstrators at outlying centres is under consideration. The introduction and spread of fly shuttle looms in the villages cannot be given effect to efficiently through the medium of the outlying weaving schools alone. Mr. Hoogewerf proposes that each of the outlying centres, of which there are at present five, should have attached to it a peripatetic village demonstrator who would travel about the adjacent villages, demonstrating the advantages of the fly shuttle loom, and assist in the creation of weavers' co-operative credit societies and urban banks, etc.

420. **Advances to weavers.**—The scheme which was sanctioned during the quinquennium provides for the following advances :—

- (1) Advances repayable within two years to members of the higher class up to the maximum of five in number in any year, each to the value of the plant installed but not exceeding Rs. 420 in any year ;
- (2) advances repayable within three years to the students of the lower or artisan class up to the maximum of thirty-five in any year but not exceeding Rs. 100 each.

The maximum disbursements on such advances which are to be made from the annual grants for provincial loans at the disposal of the Local Government are not to exceed Rs. 5,600 in any year.

The sanction of the Local Government was obtained in November 1916 to certain rules for advances and a form of agreement and advances amounting to Rs. 4,000 were for the first time given out under Mr. Hoogewerf's supervision during the year 1916-17. At Bankura the instalments of the advances are being repaid punctually; information in respect of other centres is not yet available.

421. **The hand-weaving industry needs to be organised.**—Mr. Hoogewerf pleads that Government should make a real effort to organise the

hand-weaving industry. So far as I am able to judge Mr. Hoogewerf is pleading for something which is eminently practical. The organisation of an industry is not the function of a Department of Education and it is for this sort of work that a Department of Industries is so badly needed. But a beginning can certainly be made on the basis of existing arrangements, provided that Mr. Hoogewerf be given the additional staff which he requires. When the Industries Department is established the whole of the scheme which now centres round the Serampore Institute can be transferred to it, if needs be.

422. The textile department of the Calcutta Technological Institute.—

A textile department was included in the scheme for the Calcutta Technological Institute; the Serampore Weaving School was to be closed and the textile department of the Institute was to be evolved from this nucleus.

423. Development of the Serampore Weaving Institute.—The creation of a Calcutta Technological Institute seems now to be the most shadowy of dreams. On the other hand something must be done as soon as possible for the Government Central Weaving School at Serampore. The work which centres round this institution has been comparatively successful, but the accommodation at Serampore is hopelessly inadequate and bad. It is a great pity that the only really successful industrial work which is being attempted should be hampered in this way. There is no advantage whatever in carrying on the work at Serampore. Neither expansion nor improvement is possible there and the land which was bought by Government some time ago for a new weaving school is quite inadequate for the purpose. I have long since come to the conclusion that the removal of the Weaving Institute from Serampore is imperatively urgent and that land should be acquired near Calcutta, preferably on the river bank, and that on this land should be constructed buildings suitable for the Weaving Institute. I think that sufficient land should be acquired to admit of the expansion of the Institute's scope and am of opinion that the scope should be extended as soon as possible so as to include cotton spinning by power, jute spinning by power, jute weaving by power, dyeing by hand and power, cotton, silk and wool weaving by hand. In fact I think that early steps should be taken to develop the Serampore Weaving Institute into a technological institute for textile industries. I think that the industries concerned should be made to contribute towards this. The staff of the Institute should be such that it could control the outlying schools and the peripatetic staff and other agencies employed for the control and encouragement of the weaving industry throughout the Presidency.

City and Guilds Examinations.

424. Examinations.—These examinations have been held annually in Bengal since the year 1911. Candidates for examination in textile subjects are examined in the Government Weaving Institute, Serampore, and those in non-textile subjects are examined in the Government Commercial Institute, Calcutta. For practical work in engineering subjects, candidates have to appear at the Sibpur College.

The following table gives the number of candidates who have entered for these examinations since the year 1912 in textile and non-textile subjects, respectively :—

Year.	NUMBER APPEARING.		NUMBER PASSED.	
	Textile.	Non-textile.	Textile.	Non-textile.
1912 ...	44	25	7	19
1913 ...	48	22	24	7
1914 ...	54	20	34	6
1915 ...	42	30	23	7
1916 ...	42	27	23	9
Total ...	230	124	116	48

State Technical Scholarships.

425. One or two State technical scholarships of the value of £150 a year tenable ordinarily for two years in Europe or America, are allotted each year, to this Presidency.

The subject is selected by the Local Government in consultation with local bodies, leading industrial firms and selected individuals. As far as possible subjects are selected according to the industrial requirements of the Presidency.

The following scholarships were awarded during the quinquennium :—

1912—	2	scholarships	in	mechanical	and	electrical	engineering.
1913—	1	scholarship		"		"	"
1914—	{	1	scholarship	in	mechanical	engineering.	
		1	"	in	electrical	"	
1915—	{	1	"	in	electrical	"	
		1	"	in	architecture.		
1916—	1	"		in	motor	engineering.	

None of these scholars have as yet returned to India.

Industrial Schools.

426. These are really artisan schools and the artisan school is a growth arising out of the policy of 1854, the policy of providing practical instruction for the masses in their own employment; as a rule carpentry, tinsmithy, sometimes blacksmithy and brass work, and more rarely basket work, are taught. As has been explained in paragraph 386 some artisan schools contain a section which prepares candidates for work on *zamindars'* estates. The artisans are as a rule more or less illiterate and instruction in the 3 R's is given or is supposed to be given in addition to the training in the workshops. A brief account of the more important schools is given below :—

(1) The Bogra Industrial School.

This is a Government school and has been in existence since 1908. Instruction is given in carpentry, blacksmithy and tinsmithy. The total expenditure for 1916-17 was Rs. 7,764 and the sale-proceeds from manufactured articles amounted to Rs. 1,971. Some *ex-pupils* of the school have been appointed as woodwork instructors in certain middle English and middle vernacular schools on an average pay of Rs. 25 per month. The number of pupils is now 45, of whom 27 are Muhammadans.

(2) The Rangpur Technical School.

The Sub-Overseer classes were closed in 1914, but the classes in surveying are maintained, as well as the courses for artisans in carpentry and blacksmithy. The workshops are at present reported to be very busy with the execution of work for the District Board. The number of artisans is 31. In the survey department there are 33 students in the second year and 18 in the first year.

(3) The Barisal Technical School.

The Sub-Overseer classes were closed in 1915. Since then the School is being conducted as an industrial school, teaching carpentry, blacksmithy and tinsmithy. There are at present 36 artisans in the school. During the year 1916-17 the expenditure was Rs. 16,176 against an income of Rs. 5,828. From 1911 to 1916 81 artisans left the school and all are said to be suitably employed. The District Board, Bakarganj, has been patronizing the school by giving it large orders for furniture.

(4) The Calcutta Technical School.

The classes are held on Tuesdays, Wednesdays and Fridays from 5-30 to 7 P.M.

The school is controlled by a committee of 7 of whom the Superintendent of Industries and the Inspector of European Schools, Bengal, are *ex-officio* members. There are 86 pupils on the rolls, of whom about one-third are Indians. The annual expenditure of the school is about Rs. 7,000 of which Rs. 2,000 is met by an annual grant from Government.

(5) The Khulna Technical School.

This is a purely artisan school. It was started in 1905 with 11 pupils in carpentry. In November 1905 a one year *amin* course was added. In September 1913 the *amin* class was abolished.

(6) The Artisan School, Comilla.

The Sub-Overseer classes were closed in September 1916, and the superior staff has been reduced, by the District Board, Tippera, to the Superintendent and the Teacher Clerk. The school is at present run as a purely industrial school, teaching carpentry, blacksmithy, tinsmithy and moulding. There are altogether 57 pupils on the rolls. In addition about 60 boys from the Zilla School attend the school for two hours once a week to obtain instruction in manual training work. The expenditure for 1916-17 was Rs. 9,032 of which Rs. 5,616 was met by the District Board, Tippera, and Rs. 3,386 from sale-proceeds of manufactured articles.

(7) The Hat Chapra Industrial School, Nadia.

The school was started in 1900 by the Rev. G. H. Bradburn of the the Church Missionary society. In 1913 the sale-proceeds from manufactured articles amounted to Rs. 12,000. Since the outbreak of the war the School has been passing through a critical stage and the authorities of the institution have recently appealed to the Department and the public for assistance.

(8) The Faridpur Industrial School.

The school was formerly under the Australian Baptist Mission. About four or five years ago it was taken over by the Australian Board of Baptist Foreign Missions. The institution was first started in Pabna as a weaving school and was moved to Faridpur in 1911. The school is now under the supervision of the Rev. F. E. Paice. The school receives a monthly grant of Rs. 100 from Government.

(9) The Industrial class, Chittagong.

In 1916, Government sanctioned the establishment of a vernacular industrial class at Pahartoli in the district of Chittagong. The Assam-Bengal Railway is to provide accommodation for the school and to contribute Rs. 300 towards the capital and Rs. 50 per month towards the recurring expenditure, Government providing a capital grant of Rs. 50 and a recurring grant of Rs. 20 per month towards this expenditure. The class was started with effect from 1st March 1917.

(10) The Kalimpong Mission Industrial Schools.

Numbers.—These schools are under the direct supervision of Mrs. J. A. Graham.

The following statement shows the average monthly number on the rolls during the quinquennium :—

Schools.	1912-13.	1913-14.	1914-15.	1915-16.	1916-17.		
1. Kalimpong Central Lace School.	1	1	1	1	1	Number of schools.	Girls.
	71	62	53	49	43			Average roll
2. Branch Lace Schools ...	5	5	4	5	5	Number of schools.	"
	87	74	57	58	59			Average roll
3. Kalimpong Embroidery	1	1	1	1	1	Number of schools.	"
	21	28	28	30	38			Average roll
4. Branch Embroidery Schools.	3	3	...	1	1	Number of schools.	"
	29	26	...	11	15			Average roll
5. Weaving ...	1	1	1	1	1	Number of schools.	"
	21	30	32	36	40			Average roll
6. Carpentry ...	1	1	1	1	1	Number of schools.	Boys.
	30	28	21	24	32			Average roll
7. Tailoring ...	...	1	1	1	1	Number of schools.	"
	...	8	7	9	17			Average roll
8. Boys' Gardening ...	...	...	...	1	1	Number of schools.	"
	2	2			Average roll

Proceeds of sale of goods.—The amount received by selling goods of all the departments in each year of the quinquennium is shown below :—

	Rs.
1912-13	17,869
1913-14	25,644
1914-15	19,173
1915-16	25,300
1916-17	30,664
Total	1,18,650

Financial position.—The table below illustrates the financial working of the schools during the quinquennium :—

Serial Number.		RECEIPTS.										Total receipts during the quinquennium.	EXPENDITURE.			
		1912-13.		1913-14.		1914-15.		1915-16.		1916-17.			1912-13.	1913-14.	1914-15.	1915-16.
		Government grant.	Other sources.	Government grant.	Other sources.	Government grant.	Other sources.	Government grant.	Other sources.	Government grant.	Other sources.		Rs.	Rs.	Rs.	Rs.
1	Kalimpong Lace Department.	Rs. 1,500	Rs. 8,595	Rs. 1,875	Rs. 10,805	Rs. 1,625	Rs. 7,649	Rs. 1,381	Rs. 7,497			Rs. 8,803	Rs. 12,399	Rs. 9,240	Rs. 9,991	
2	Kalimpong General Department. (Tailoring and embroidery, knitting and crochet work.)	...	6,653	200	7,608	280	6,239	220	8,988	5,580	34,974	7,181	9,312	5,888	10,697	
3	Kalimpong Weaving Department.	650	1,201	1,000	2,334	975	2,579	824	3,827			2,868	4,806	5,195	5,139	
4	Kalimpong Carpentry Department.	640	3,444	675	7,389	585	5,134	504	6,208			3,861	7,127	5,104	6,706	
	Total	2,690	19,913	3,750	28,136	3,445	21,601	2,942	26,590	5,580	34,974	1,49,501	23,113	33,644	35,424	30,332

427. **The general problem of the industrial school.**—Most of the artisan schools are not very successful—the Kalimpong school is a notable exception but then this school is creating new local industries and in so doing it has some capable organizing capacity behind it and the organizers are not looking for any profits for themselves, either immediate or eventual. The Church Missionary Society school at Hât Chapra is also promising, but it is struggling with considerable financial difficulties due mainly to the entire lack of capital.

Some general remarks.

428. **A quinquennium of schemes and discussions.**—The period under review has been a season of schemes and discussions. Let us hope that we emerge from it with clearer aims, for there is little enough of solid achievement to be recorded: True there is the war, but the bill which covers the following items was likely to have proved a formidable one even in normal times of peace and prosperity, viz. :—

	Capital cost.	Recurring cost.
	Rs.	Rs.
(1) The Dacca Industrial Scheme	13,70,000	2,53,000
(2) The Dacca University Engineering College ...	6,88,000	1,20,000
(3) The Calcutta Technological Institute ...	10,20,000*	5,46,484
(4) The School of Mines	5,56,000	98,000
with its connected scheme for extending and improving the oftshift classes in the coal- fields	1,51,000	71,000

* On the assumption that the Imperial Secretariat building could be made available.

And yet the last three of these schemes hang together, for the Calcutta Technological Institute as designed could not have been created until the Sibpur College was closed and the closing of Sibpur would presumably have involved the establishment of another civil engineering college of the highest grade and a school of mines.

429. **An efficient system of primary and secondary schools is the fundamental need.**—When so much has been written I hesitate to offer any views of my own but I cannot forbear from stating my conviction that important as technical and industrial institutions undoubtedly are, the commercial and industrial development of the Presidency depends at the present juncture not so much on them, as on the primary and secondary schools. Mathew Arnold, who was not only a Poet but an Inspector of Schools, was continually urging on his countrymen the necessity for organizing their secondary schools; and there is a story of a distinguished foreigner who as a result of a visit which he paid to England not many years ago, said that what the country needed, if she was to maintain her commercial supremacy, was not more technical institutions but more effective general schools. My own view is that until we have laid the foundations of a reasonably efficient system of primary and secondary schools we ought to scrutinize most zealously every rupee that it is proposed to spend in the field of university and higher technical education. While literacy is the privilege of the comparatively few, every one who can read and write thinks that an office stool at least is his due. When all possess the privilege, then there is at least some chance of those whose intelligences have been sharpened by instruction continuing to work at the primary vocations of agriculture and industry. And after all the professions are secondary; they are the superstructure built upon industry and agriculture. If industry and agriculture were to cease, the professions would automatically disappear.

430. **The limitations of technical and industrial schools.**—Coming closer to the problem which is before us, while declining with the District Administration Committee "to express a definite opinion how far technical education could of itself go towards creating industries and how far in the presence of a system of highly organized exploitation of local products on

western lines, the theoretical training of Indian students may be regarded as sufficient to enable them to make good their footing as industrialists", I think that it is well to realize that technical and industrial schools have their limitations. The main impediments to the advancement of industries and trade in India are the lack of capital and of markets. The former want is being met to some extent by the co-operative societies' movement. As regards the latter I have seen it stated, and it appears reasonable, that the salvation of the Indian artisan does not lie in obtaining foreign markets, but in regaining the home markets he has lost. In the home markets the advantages are in his favour. The upshot of all this is that while there are no grounds for suggesting any relaxation in the efforts to improve technical education, other methods which promise more definite results must be tried, and doctrinaire objections should not be allowed to stand in the way of these experiments. Government must be prepared to experiment, demonstrate and organize in the industrial field. As Mr. Hoogewerf points out in connexion with the weaving industry when the industry has been organized and its methods generally improved, this would be largely the work of peripatetic demonstrators, then there will be a genuine demand for the instruction which the technical school can impart.

431. The relation between the Education Department and the Department of Industries.—A great deal has been written on the question whether technical and industrial schools should be under the Education Department or the Department of Industries, where one exists. On general principles I am in favour of a strong Department of Education which should develop in co-ordination all the various aspects of the educational system. I have always advocated this and opposed any transfer of technical colleges or schools from the Education Department. But the question of the relative spheres of activity of the Departments of Education and Industries is one which I should decide on local considerations of practical convenience rather than on general principles. While I know that the Director of Industries, if he is to effect anything, will have to proceed by means which are in no sense educational and while I think that it would be unwise to impose upon him to start with any responsibility in connexion with existing technical or industrial schools, I do not consider it would be either logical or wise to deprive him of all influence over these institutions. If these institutions do not bear on the development of industry, what is the use of them? If they do, surely the Director of Industries ought to have some say. There are now so-called schools with very little which is scholastic about them. If under the influence of the Director of Industries, these institutions can be made to serve a more useful purpose by being converted into something which is in no real sense a school at all, so much the better. It makes very little difference what they are called. I am doubtful whether general uniformity of treatment is either possible or desirable. If the Director of Industries found that he could take an industrial school over and make any practical use of it in any scheme which he had in hand in developing local industries, then I would say let him take that school over. But let things be as they are until an Industrial Department has not only been started but has been working for some two or three years. It is idle to discuss details of machinery when we are still absolutely vague as to what it is practicable for us to attempt.

432. The Director of Industries and expert staff.—The most urgent thing is to do something for the Government Central Weaving School. The idea of Mr. Nathan and those who framed with him the Calcutta Technological Institute report was that the Principal of the Calcutta Institute should also be Director of Industries for Calcutta and the Presidency and Burdwan divisions and that the Principal of the Dacca Institute should be Director of Industries for Eastern Bengal. Both these Directors were to be under the Director of Public Instruction. Government have since decided that there is to be one Director of Industries for the whole Presidency and that he will probably not be responsible, for the first two or three years of his incumbency at any rate, for instruction in any form or for any industrial schools or colleges. I certainly approve of this decision, but I agree with what was stated by Mr. Nathan and others, viz., that a Director will be able to do little, if anything, in the matter of investigating industries, unless he has at least some expert staff. I should

place as soon as possible at the Industrial Director's disposal the staff of a well equipped textile institute (he could also make use from the outset of the staff of the Sibpur College) and I should try and enable him to work out as soon as possible some reasonable and not too ambitious scheme for Dacca on the lines of the proposals made by the Dacca Industrial Conference. Something should be done for Eastern Bengal and in this connexion it should be remembered that the Secretary of State once expressed the view that the eastern part of the Presidency should not suffer, so far as technical and industrial education is concerned, on account of the territorial readjustment which resulted in the creation of the Presidency of Bengal.

433. **Recommendations.**—What I would therefore advocate is the curtailment of the various ambitious proposals now before Government on the following lines :—

- (a) The recruitment, as soon as possible, and the employment on the lines now contemplated by the local Government, of a Director of Industries.
- (b) The definite abandonment for the present of the Dacca University College of Engineering and the Calcutta Technological Institute scheme and a definite announcement, after settlement with the Calcutta Port Commissioners that the Sibpur College must be retained, that as early steps be taken as possible to improve the sanitation of the place and to provide adequate accommodation for the existing and increasing needs of the institution.
- (c) The removal of the Government Weaving Institute from its present inadequate and unsuitable quarters at Serampore to a suitable location within easy reach of Calcutta and the expansion of the Institute on the lines suggested in paragraph 423 above with a view to its ultimate development into a technological institute for textile industries. The expenditure involved to be defrayed in part by the industries concerned and the development of the Institute to be carried out, if possible, under the guidance of the Director of Industries, the staff of the Institute being used by the Director for his work in connexion with the textile industries of the Presidency.
- (d) The elaboration by the Director of Industries of a scheme for the development of the industries of Eastern Bengal, the scheme to follow the lines worked out by the Dacca Industrial Conference, and to centre round an institute in Dacca.
- (e) The development of the Calcutta School of Art.

CHAPTER VIII.

THE EDUCATION OF INDIAN GIRLS AND WOMEN.

Statistics.

434. **Schools and pupils.**—I may perhaps be pardoned for opening this chapter with a table:—

YEARS.	Girls' schools, public.	Girl pupils under instruction.	Hindus.	Muhammadans.
1911-12 ...	6,957	222,576	129,665	86,476
1912-13 ...	7,263	222,749	127,924	87,899
1913-14 ...	7,573	230,729	129,518	93,912
1914-15 ...	8,268	247,971	131,677	108,377
1915-16 ...	8,908	268,682	140,308	120,969
1916-17 ...	9,520	285,398	146,224	131,380

The figures for 1916-17, when compared with the figures for 1911-12, show an increase of public institutions of all classes for girls and women from 6,957 to 9,520, a rise of 36·8 per cent. and of girls and women under instruction from 222,576 to 285,398, a rise of 28·2 per cent. The figures for the last year of the quinquennium under review constitute a record.

The number of Muhammadan girls attending public schools increased during the quinquennium by 44,904, or by 51·9 per cent. In the course of the same period the number of Hindu girls attending public schools increased by 16,559, or by 12·7 per cent.

435. **Girls in the various stages of instruction.**—Over 99·54 per cent. of the girls returned as being under instruction in primary and secondary schools at the end of the quinquennium under review were in the primary stage of instruction. The percentage at the end of 1911-12 was 99·64. The proportion of girls in the secondary stage of instruction was 45 per cent. Four hundred and ninety-one girls or 17 per cent. were returned as being in the high stage of instruction as against 294 in the last quinquennium.

436. **Expenditure.**—The total amount spent on schools and colleges for Indian girls and women and on recognised schemes for *zanana* instruction during 1916-17 was Rs. 11,13,718. Towards this amount public funds contributed Rs. 6,90,289 or 62 per cent. In 1911-12 the corresponding amount was Rs. 8,14,151 and the public funds contributed Rs. 4,80,833 or 59 per cent.

The above totals include the expenditure incurred on account of the training of women teachers, as also the expenditure incurred on account of the 4,119 boys who were being educated in schools for Indian girls, but excludes the cost of the education of those girls who were being taught in boys' schools or in other institutions not specifically designed for Indian girls.

The Women inspecting staff.

437. **Its inadequacy.**—At the end of the year 1911-12 the staff consisted of 2 Inspectresses and 5 Assistant Inspectresses of Schools. In the course of the quinquennium 5 new Assistant Inspectresses of schools were appointed. The increase effected during the quinquennium is considerable, but it must be remembered that since the issue of the Government order (No. 185 T.—G.) of the 27th May 1916, the supervision and control of all recognised girls' schools has been invested in the Inspectresses acting directly under the orders of the Director. In other words the education of the girls and women of the Bengal Presidency, so far as that education depends on the Education Department, is practically the exclusive concern of the women inspecting staff acting under the Director of Public Instruction. Miss Hridaybala Bose, the Officiating Inspectress in Western Bengal, refers to this change as the most important event of the quinquennium and alludes to the great simplification of work which has resulted from it. I have no doubt whatever, but that the change was a right and necessary one, but the women inspecting staff on its present

basis is not strong enough to overtake the additional work involved. As things are now, the women inspecting staff has to rely largely, especially so far as schools away from head-quarters are concerned, on the co-operation and assistance of the subordinate staff of the divisional inspectors. There is no great harm in this, provided that the necessary tact and mutual consideration are shown on either side—and I am glad to be able to report that the necessary tact and mutual consideration are almost invariably shown, but apart from the conditions which the recent transfer of responsibility involved, there is a great need for more women inspecting officers, especially in the eastern districts of the Presidency.

438. **Nationality of the inspecting staff.**—The two permanent inspectresses are Europeans; the assistant inspectresses are all Bengalees.

439. **Special touring arrangements.**—The life of a woman inspector in Bengal is an exceedingly hard one. Each member of the staff is provided at public expense with a special orderly and an *ayah* and these servants accompany her on her tours.

440. **Concessions in favour of women officers.**—It will be convenient to refer at this point to certain proposals which were submitted to Government in 1914 for improving the conditions of service in the case of school-mistresses and women members of the inspecting staff serving under the Department. These proposals sought to provide suitable concessions in the shape of free-quarters, conveyance allowances, improved facilities for travelling, etc., for all classes of women officers. The Local Government have since sanctioned certain of these concessions, *e.g.*, (a) all female educational officers as well as female clerks, school matrons and school nurses who belong to the third class of Government officers, and whose pay or maximum pay is not less than Rs. 50 per month are to be treated as officers of the second class for the purposes of the travelling allowance rules, (b) assistant inspectresses and female inspecting officers of similar status when travelling on duty by steamer, may draw travelling allowances at first class rates.

COLLEGIATE EDUCATION.

441. The table which follows shows the women candidates from the Presidency of Bengal who have appeared at various University examinations during the years 1912-16 and with what success :—

	1912.			1913.			1914.			1915.			1916.			TOTALS FOR THE FIVE YEARS.		
	Number of candidates.	Number of passes.	Percentage of passes.	Number of candidates.	Number of passes.	Percentage of passes.	Number of candidates.	Number of passes.	Percentage of passes.	Number of candidates.	Number of passes.	Percentage of passes.	Number of candidates.	Number of passes.	Percentage of passes.	Number of candidates.	Number of passes.	Percentage of passes.
M.A. ... ..	...	...	...	...	...	...	3	3	100	1	1	100	3	2	66·3	7	6	85·7
M.Sc. ... ..	...	...	...	No candidates.			...	...	...	...	...	...	...	...	...	...	...	...
B.A.	15	6	40	23	16	73·2	24	15	62·5	17	13	76·4	22	14	63·6	101	66	65·3
B.Sc. ... ..	...	...	...	...	...	...	...	...	...	1	...	...	1	1	100	2	1	50
L.A.	25	22	88	29	17	58·6	40	25	62·5	36	25	69·4	46	35	71·6	176	124	70·4
L.Sc.	2	2	100	...	...	...	...	...	...	...	...	...	...	...	...	2	2	100
Matriculation ...	44	37	84	57	30	52·6	75	62	82·6	58	43	76·2	82	62	76·6	316	234	74

ARTS COLLEGES.

442. There are still only three arts colleges for women and they are all located in Calcutta, viz., the Bethune College, Calcutta, the Diocesan College, Calcutta, and the collegiate department of the Loreto House School for Girls, Calcutta. The first two are affiliated to the degree standard, the third to the intermediate standard.

THE BETHUNE COLLEGE.

443. **The principal and the governing body.**—In the course of the quinquennium a post in the Indian Educational Service was created for the

principal and Miss A. L. Janau took up the post in November 1916. The governing body has recently been enlarged.

444. **The staff.**—At the close of the quinquennium the staff consisted of the principal, 3 professors (men) and 4 lecturers (3 men and 1 woman). Some lectures were also delivered to the college students by two members of the Bethune collegiate school staff, one of whom was a woman.

445. **Miss Janau's criticism.**—Commenting on the staff of the College, Miss Janau writes as follows :—

Apart from the question of affiliation, which is discussed later, it is obvious that in a college for women there should be more than one woman on the staff. No college in England would have such a preponderance of men on its staff and here in India the conditions even more clearly indicate the necessity of women on the staff, if there is to be any of that intercourse between staff and students which is an essential feature of college life and which nothing else can replace. It is to be hoped that shortly the proportion of women lecturers and professors will be increased. In my opinion the ideal would be to have an equal number of men and women on the staff and to have, as far as possible, one man and one woman for each subject in order that the students might benefit from the wider angle of vision thus obtained.

In the new college, which it is hoped will be of a residential type, all the women professors and lecturers should be resident.

446. **Students.**—There were 78 students on the rolls of the College on 31st March 1917 as against 40 on 31st March 1912. The highest number of students on the rolls of the College during the year 1916-17 was 83. Of these 58 were Brahmans, 15 were Hindus and 10 were Christians.

447. **Affiliation.**—At the close of the period under review the College was affiliated to the Calcutta University up to the intermediate arts standard in English, vernacular composition, Sanskrit, history, logic, botany and mathematics and up to the B.A. pass standard in English, philosophy, history, Sanskrit and vernacular composition.

448. **Girl-students as private candidates.**—In considering the affiliation enjoyed by a college for women one has to remember that under section 3 of Chapter XVII of the Calcutta University Regulations, a girl may be admitted both to the intermediate examination in arts or science and to the B.A. examination without previous study in any affiliated college. This concession enables any girl-student of an affiliated college to appear as a private candidate either at the intermediate or at the B.A. examination in any subject in which she can obtain any sort of instruction or even without any instruction, quite irrespective of the capacity of the staff to give that instruction. Indeed the concession is carried so far that a girl who is taking subjects in which her college is affiliated but whom the college refuses to send up, can by the simple process of securing from a fellow of the University a certificate of good conduct and of diligent and regular study (this cannot be interpreted as diligent and regular study in a college) appear at the examination as a private candidate. This subterfuge is frequently used. The concession was no doubt provided with the best of intentions and I am not in favour of its being withdrawn altogether. It seems to me, however, that the concession was intended to meet the case of *bonâ fide* private candidates, viz., those girls or women who might be in a position to study but could not join a college. I cannot believe that the framers of the regulations intended that the effect of this concession should be that an affiliated college for women should undertake, irrespective of its staff, its accommodation, its library and equipment, to prepare students for examination in any and all the subjects which may be offered for the intermediate or B.A. examination, by the simple device of calling them private students. The educational needs of girls are certainly no less than those of boys and I protest against the existence of this concession being used as an excuse for narrowing the scope of affiliation in the case of girls' colleges, though I hold that, in view of the small number of students likely to attend these colleges in the course of the next few years, the affiliating authority cannot reasonably insist on the same conditions, especially as regards the numerical strength of the staff being satisfied in the case of girls' colleges, as are rightly imposed on boys' colleges.

449. **University examinations.**—Sixty-one students of the College were presented at the intermediate examination in arts during the quinquennium ;

of these 46 passed, 24 being placed in the first division. Thirty-five students appeared at the B. A. examination and of these 25 passed.

450. **The college building.**—The College still shares the old building with the Collegiate School. The accommodation is not only bad, but it is also totally inadequate. In the course of the quinquennium the Simla Bazar was acquired and added to the college grounds. Money has been provided during the current financial year for the construction of servants' quarters and new stables.

451. **The hostel.**—There is still only one hostel and in it are accommodated both college students and pupils of the School; also those women members of the staffs of the College and School who are compelled to live on the premises. At the close of the quinquennium there were 33 boarders residing in this hostel, and the hostel will hold no more. How serious this lack of accommodation for boarders is can be gauged from the fact that four college students only left the hostel at the end of the last session. The vacancies thus created had to be reserved for four girls of the Collegiate School who will join the College, when the matriculation results have been published. In other words not a single outside student could be admitted to the college hostel. The position has been to some extent relieved by certain members of the Brahmō Samaj opening a hostel for College students not very far from the College. This hostel which is aided by Government is a most excellent institution, but I agree with Sister Mary Victoria, Principal, Diocesan College, in holding that the education of girls has not yet advanced to the stage at which non-collegiate or inter-collegiate hostels should be introduced. Each college for girls should provide hostels for all its students who have to live away from their homes, and these hostels should be, as far as possible, in the college grounds.

But the accommodation provided in the Bethune College hostel is not only inadequate, it is also quite unsuitable. The Principal reports that there is only one dressing-room for the 33 boarders, 18 of whom are college students, while among the others there are children of seven and eight; that there is no sitting room, in which the girls can study or spend their leisure; that the landing at the top of the stairs, a small section of the verandah and dormitories are the only places in which the girls can spend such time as is not spent on the school or college premises.

452. **Health and games.**—The Principal reports that in spite of the absence of sickness from the hostel, it is incontestable that the general health of the students suffers from their four years' course of study. Miss Janau holds that the decline in numbers, as the University course advances, is not only due to failures at the intermediate examination, but also to failure of health. She considers it essential to give every encouragement to outdoor exercise and games and she has made arrangements whereby the badminton courts in the college grounds are placed at the disposal of the students during the college hours.

453. **Discipline and tone.**—Here again I cannot do better than quote Miss Janau :—

The discipline of the College is perfectly satisfactory, but the lack of a residential element, the lack of women on the staff, the lack of any opportunity for the students to mix with mature educated women, result naturally in the absence of everything which one usually connects at home with the intellectual life of a women's college. Corporate life is almost absent, the students attend lectures and return to their homes. Their departure at the end of college hours being determined by the necessity of going by one of the college buses, it is almost impossible for the day students (who form 78 per cent. of the whole number) to have any of their leisure together.

454. **Fees.**—The following is the revised scale of fees which has been introduced with effect from June 1917 :—

				Rs.
School tuition fee	...	...	...	2 a month.
College „	...	...	...	3 „
Conveyance fee for college and school	...	...	...	2 „
Hostel fee for college and school	...	...	...	11 „

All fees are payable for 12 months in the year.

455. Receipts and expenditure.—The receipts from fees and fines in favour of the College and the hostel amounted to Rs. 4,692 in 1916-17 as against Rs. 3,812 in 1911-12.

The gross expenditure of the College and the hostel amounted to Rs. 52,648 during 1916-17 as against Rs. 35,985 in 1911-12. The total annual cost of educating each girl was Rs. 461-7-3 in 1916-17 as against Rs. 599-11-8 in 1911-12.

456. The claims of the Bethune College.—The Bethune College is the oldest Government institution for the education of girls in India. Its establishment inaugurated a new epoch in the development of Hindu civilisation, for it was in effect a public acknowledgment of ideas, then unpalatable to all save the few but pregnant with issues fateful for the future of India. The College has been neglected and mismanaged, but those who are immediately responsible for it are now at least perfectly clear as to what they need. They know that if Government provide them with reasonable accommodation and an effective staff, they will turn out in ever increasing numbers women who will play a prominent part in the education and development of Bengal. I know the difficulties of Government, but the claims of the Bethune College are unique. The foundation day of the institution is the 7th May 1849. On that day its founder said :—

“We have succeeded and the banner which we plant this day with the blessing of God, shall never go backward, until its supremacy is felt and thankfully acknowledged in every part of the land.”

THE DIOCESAN COLLEGE, CALCUTTA.

457. Affiliation and Government grant.—This is the only other first grade college for girls. It is affiliated up to the B.A. and B. T. degrees of the University and is in receipt of a recurring grant of Rs. 600 a month from the Department. Its hostel receives a grant of Rs. 60 a month. The subjects in which it is affiliated are English, history, logic, geography, mathematics, French, botany, and vernacular composition up to the intermediate arts stage and English, political philosophy and economics, mathematics, history and vernacular composition up to the B.A. stage.

458. Number of pupils.—The College had 50 girls on its rolls on 31st March 1917 against 32 on 31st March 1912. Classified according to race and creed, 29 of these students were Christians, 19 were Hindus and 2 were Muhammadans.

459. Examinations.—During the quinquennium 50 students of the College appeared at the intermediate arts examination and 30 passed. At the B.A. examination 30 students appeared and 20 passed.

460. Staff.—The Principal of the College is Sister Mary Victoria of the Confraternity of St. John the Baptist, Clewer. The staff, including the Principal, consists of 4 English women graduates, 2 Bengalee women graduates, a *pandit* and a Bengalee man lecturer.

461. Expenditure.—The direct expenditure of the College amounted during the year 1916-17 to Rs. 11,690, of which Rs. 7,200 came from provincial revenues, Rs. 2,672 from fees and the balance from other sources. In 1911-12 the expenditure was Rs. 4,945, of which Rs. 1,156 was raised by fees and the rest from subscriptions.

462. The college hostel.—The hostel is situated in the college grounds. It holds 30 students. Sister Mary Victoria finds it absolutely necessary to employ an English superintendent and she remarks that an English woman who knows the conditions of student life at home can best ensure healthy conditions out here. Such a woman would enforce her authority where an Indian woman could not.

463. Further hostel accommodation essential.—If the College is to develop and to extend the admirable work which it is now doing, more hostel accommodation must be provided.

464. College life.—A debating society has been established and a college magazine started. There are two lawn tennis and two badminton courts and a games club. The College has a good library and a nice dining hall for students and members of the staff. The students do needlework

for the war depôt and they have given annually at least Rs. 300 to Lady Carmichael's War Fund. There is in fact much which is promising, but there are difficulties—difficulties common to all colleges and difficulties peculiar to colleges for girls. Prominent among the former difficulties is the fact which cannot be seriously questioned but which is consistently evaded, viz., that the normal student who has passed the Calcutta matriculation examination even in the first division is not capable of anything approaching real university study. Consequently what may perhaps be called the college method of instruction, in contradistinction to the school method, is entirely inappropriate in a Calcutta University college, certainly so far as the first two years of the university course is concerned, and possibly up to the B.A. or B.Sc. stage. Sister Mary Victoria writes that it is impossible to lecture to the students of the college and that it will continue to be so, until the work done at school is more thorough, so that students come to college, (i) able to read and understand books; (ii) with a higher ideal and a requisite conception of what student life is or rather should be; and (iii) with some understanding as to what private study is; and with some capacity for concentrating their attention on the work they have in hand. This last defect is a grave one, because it makes students think that they can take up nothing serious outside the university courses. Sister Mary Victoria has known students with a real taste for music, who gave up music altogether, when they joined the College, because there was no time for it. A student, who had any power of concentration, would find plenty of time for this and other interests outside her actual studies.

465. **Health.**—Turning to the difficulties peculiar to colleges for girls, the chief difficulty is undoubtedly health. This difficulty pervades the whole educational system, but the physical problem of the boy differs from that of the girl, while the physical wellbeing of the girl university student is a special phase of the latter problem. I shall deal with the whole problem in a later section of this chapter. I will not do more here than quote Sister Mary Victoria as stating that the greatest cause for ill-health among the students of her college is the overstrain which comes from attempting studies for which they are in no way prepared. Every student who is at all delicate is taken to a medical officer for examination.

Loreto House, Calcutta.

466. **Affiliation and finance.**—The collegiate department received in 1912 affiliation up to the intermediate standard of the university in English, French, history, mathematics and botany. The lecture-rooms and hostel cost Rs. 30,000, the whole cost being defrayed by the Loreto Order. The department has never received any financial assistance from Government, though applications have been submitted from time to time. The fees of the students are not sufficient to cover the working of the College and the institution is consequently a charge on the general resources of the Loreto Order.

467. **Students.**—When the College opened in 1912 there were 9 students; on 31st March 1917 there were 16. There are generally from 8 to 10 students resident in the hostel. The students have the use of a playground, 3 *bighas* in extent.

468. **Staff and examination results.**—The Principal of the College is the Mother Provincial of the Loreto nuns in India. In addition to the Principal there are 4 nuns and 2 women lay teachers working on the staff. During the quinquennium 16 students of the College appeared at the intermediate examination and 7 passed.

Secondary education.

469. **High schools.**—There are 14 high schools for girls—10 in West Bengal and 4 in East Bengal. Of the former all but one—the Wesleyan Mission High School—are located in Calcutta; the East Bengal high schools are distributed as follows:—One in Dacca, one in Mymensingh, one in Chittagong and one in Darjeeling.

470. **Government, aided and unaided high schools.**—Four of the girls' high schools are Government institutions ; 9 are aided schools and 1 is unaided.

Out of 10 non-Government schools, three only, the Brahma Girls' School, Calcutta, the Victoria Institute, Calcutta, and the Maharani High School, Darjeeling, are not missionary institutions.

471. **Pupils in high schools.**—These schools had 2,059 pupils on their rolls on 31st of March 1917, viz., 126 boys and 1,933 girls. On 31st March 1912 the corresponding figures were 1,824, 101 and 1,723, respectively. Four hundred and eighty-eight girls were in the high stage of instruction against 294 at the end of the previous quinquennium.

472. **Missionary high schools and the matriculation examination.**—It was found recently that some of these schools, which were receiving substantial grant, had "less than half a dozen pupils" in the high school classes. It was also realised that for the majority even of the pupils in the high school classes the course of study which leads to the matriculation examination was unsuitable and that few, if any, of those who succeeded in passing this examination would ever enter upon a university course. As a result of this discovery, the three missions (the Baptist Zanana Mission, the Wesleyan and the London Missionary Society) were asked to unite their efforts, which they have since done by confining the matriculation class work which was previously attempted at the Baptist, Wesleyan and London Missionary Society schools to a single institution, viz., the United Missionary High School. The two Missions, Baptist Zanana Mission and Wesleyan, continue to do the secondary school-work as planned by Miss Brock which is referred to below. The amalgamation on similar lines of the work of the United Free Church and Christ Church Schools was also contemplated, but this was not carried out.

The domination of the Calcutta University matriculation examination over the secondary school curriculum has been always and everywhere an evil ; but the influence of this examination over the work of girls' high school has been particularly unfortunate. The university regulations take no account whatever of the special educational needs of women. The only concession allowed to girls who appear at the matriculation examination is that they can substitute a vernacular for a classical language. But the difficulty does not end there. The great majority of girls who go to school at all leave at about 12 to 14. Of those few who stay long enough to go through a complete secondary school course many drop out at the school leaving stage. Surely it is a monstrous anomaly that those Indian girls who can go through a complete secondary curriculum but whose education must cease at the latest at the end of it, should be compelled to devote the whole of their energies to preparing for an examination which ignores all their peculiar needs—an examination the sole gain of passing which is that it admits them to further courses of studies which they have no prospect whatever of attempting. The ability of the secondary school, as it is worked at present under the domination of the matriculation examination, to produce a girl who is fit to be a university student has already been discussed. This is another story, but the gravity of the criticism strikes home, when one realises that the superiority of the girls' high schools over the boys' high schools has never been seriously contested. The mission high schools are teaching mainly the girls of Christian converts ; these girls come frequently from villages and the great majority of them come from the poorest and lowest grades of society. When they grow up these girls have to go out into a hostile world and there support themselves. Education is a vital necessity to them, but while on the one hand there are many, who cannot realise the best that is open to them on a mere primary and vernacular education, there are few who could profit by a university course. The attempt to prepare girls such as these for the lives which lie before them by subjecting them to an instructional process which is aimed exclusively at passing a matriculation test is something which could never have been even imagined outside India.

473. **Miss Brock's attempt at reform.**—In the course of the quinquennium under review Miss Brock attempted to remove some of the above anomalies by concentrating the preparation for the matriculation examination

in one or two of the mission high schools and by prevailing upon the authorities of the other schools to arrange their curricula in accordance with the needs of the pupils. The curriculum put forward by Miss Brock included, in addition to the ordinary subjects of a secondary school, hygiene, nursing, needle-work, cookery and domestic work. The mission authorities were on the whole favourably disposed towards the reform, but they have been confronted with difficulties. Miss Bose writes :—

“ This proposal is an excellent one, and the school authorities agreed to follow the syllabuses which would be laid down by the Inspectress, but the people of Bengal seem to appreciate the matriculation certificate more than any useful practical course of studies, and the girls set their hearts on passing the matriculation and do not yet realise the usefulness of the other standard of work. They are dissatisfied with the new ideas and the authorities complain that they are fast losing their pupils. They are rapidly taking admission into other schools.”

474. **Need for a secondary school final examination for girls.**—Miss Bose is right but there is some excuse for the people of Bengal. Secondary school education has always meant to them an education which leads to the matriculation examination of the Calcutta University. They not unnaturally want their attainments tested by some recognised standard and there is no other. What is wanted is a secondary school leaving certificate examination for girls, inaugurated by Government and conducted by a recognised public authority, a test which can be adjusted to the varying needs of the different classes of pupils.

475. **Middle schools ; pupils and institutions.**—At the close of the quinquennium there were 20 middle English and 30 middle vernacular schools. On 31st of March 1917 there were 2,585 pupils on the rolls of the middle English schools and 2,923 pupils on the rolls of the middle vernacular schools. In 1911-12 there were 10 middle English and 24 middle vernacular schools with 1,104 and 2,766 pupils, respectively. Thus in the course of the quinquennium middle English schools increased cent. per cent. and middle vernacular schools by 25 per cent. ; while the pupils in the former increased by 134·1 per cent., those in the latter by 5·6 per cent. Deducting the number of boys there were 2,509 girls in middle English schools and 2,874 in middle vernacular schools at the close of 1916-17 as compared with 1,041 girls in the former and 2,699 in the latter, respectively, at the close of 1911-12. In other words, during the quinquennium the number of girls in middle English schools advanced by 141·0 per cent., while the number of girls in middle vernacular schools rose by 6·4 per cent. A middle English school costs Rs. 385 a month ; a middle vernacular school Rs. 187 a month. The average cost of educating a girl in the former is Rs. 37, and in the latter Rs. 25. Some of the middle vernacular schools are in reality nothing more than primary schools.

476. **Total number of girls in secondary schools for Indian pupils.**—At the end of 1916-17 there were 7,316 girls on the rolls of secondary schools for Indian girls. To this number must be added the 320 girls who on 31st March 1917 were being educated in secondary schools for Indian boys. This brings the total number of girls who were being educated in secondary schools for Indian pupils to 7,636. Of this total 71·6 per cent. were returned as Hindus and 25·1 per cent. as Indian Christians. The remaining 3·3 per cent. was made up by Muhammadans and others. On 31st March 1917 there were 235 Indian girls in secondary schools for Europeans as against 206 on 31st March 1912.

477. **Cost of secondary schools.**—The total cost of secondary schools for girls amounted during 1916-17 to Rs. 3,75,537. Of this sum 51·2 per cent. was contributed from public funds, 16·9 per cent. was met from fees, and 31·9 per cent. from other private sources, *i.e.*, subscriptions, contributions from missionary societies and private persons. The corresponding percentages for 1911-12 were 49·9 ; 17·9 and 32·2 per cent., respectively. During the quinquennium the total expenditure increased by Rs. 1,07,990. Secondary schools for Indian girls profited largely by the Imperial assignments for the education of girls which were made available during the quinquennium.

478. **Cost of educating a girl in a secondary school for girls as compared with that of educating a boy in a secondary school for boys.**—The cost

of educating a girl in a secondary school for Indian girls is considerably greater than that of educating a boy in a secondary school for boys. During 1916-17 the annual cost for the former amounted to Rs. 53·0 and for the latter to Rs. 19·3. In 1911-12 the corresponding figures were Rs. 46·9 and Rs. 13·3, respectively.

479. **Summary of the general position as regards the secondary education of girls.**—There has been substantial progress during the quinquennium. A creditable number of decent buildings have been provided and there has been a considerable increase in the number of trained women teachers employed. The Imperial assignments are mainly responsible for the progress which has been achieved. There would have been more progress, had it not been for the war.

480. **The sadar school scheme.**—The Government of Eastern Bengal and Assam adopted a scheme known as the *sadar* school scheme. The object of this scheme was to provide each district headquarters town with a good secondary school for girls with suitable buildings of its own and residential quarters for mistresses. These schools were not necessarily or indeed ordinarily to be Government schools, but the Female Education Committee of Eastern Bengal and Assam which evolved the scheme insisted that in dealing with projects for the creation or development of these schools as aided institutions the ordinary conditions of the grant-in-aid rules which limit the contributions of Government should be, where necessary, relaxed. The local Government appear to have agreed; certainly several aided *sadar* girls' schools have been since constructed practically at Government expense. As the result of this scheme a considerable number of the district headquarters towns in East Bengal has been provided with reasonably housed girls' schools. Government have agreed to extend this scheme to West Bengal and this extension is very necessary, for the general absence of efficient schools for girls from the district headquarters towns of the Presidency and Burdwan divisions is a serious bar to progress. But before the scheme can be developed to any real effect, Government must decide on the policy which they are prepared to follow, in the matter of the provision of funds. Is a substantial contribution from the local people—say at least a third of the capital cost, to be an indispensable condition of the Government contribution? At some district headquarters Government have provided girls' schools of their own. In these cases Government provide the buildings and keep them in repair and assume complete financial responsibility for the working of the schools. I am not in favour of increasing the number of Government girls' schools. I consider that the general conditions of departmental control and management are unsuited to girls' schools and I recognise that effective and sustained local interest is a condition indispensable to the success of a girls' school. On the other hand it is incontestable that if the establishment of efficient girls' schools is to await the collection of substantial contributions, all further advance will be indefinitely postponed. In my last annual report I ventured on the statement that the education of girls of the Hindu *bhadralok* of Bengal up to a certain standard had become a practical necessity and that even the orthodox Hindu parent is beginning to realise the advantage which a well-conducted school has over any system of home instruction, which, if it is to be at all effective, is probably beyond the means of all but the rich. I continued that parents would pay fees for the school education of their girls, though the economic pressure under which the majority of them live makes them by no means reluctant to get it for nothing if they can. Further experience has borne out the truth of the above assertion. But the fees realised will be small, and the schools comparatively speaking expensive. Moreover only quite small sums of money will be forthcoming from the local public for the construction and equipment of girls' schools. The public provision of education all the world over is a matter of funds, a question involving all sorts of delicate adjustment between what the individual can reasonably claim and the State justly give. These aspects of the educational problem have yet to be faced in India. To me it seems obvious that until they are faced, no consistent sustained educational policy will be possible. But so long as existing conditions obtain, the claims of girls' schools must be regarded as among the strongest. I advocate, therefore, the vigorous

prosecution of the *sadar* school scheme not on the basis of more Government schools but on the basis of generous grants, both capital and recurring. If the schools are to employ mistresses, as they most certainly should, residential quarters for them in or near the school buildings are essential.

481. **The problem of the secondary education of girls.**—The difficulties which beset secondary schools for girls in India have been stated in every report which has appeared in the course of the last 20 years. I do not propose to repeat them, though it is pertinent to observe that the age at which Hindu girls are married is being raised and that this development is affecting the attendance of girls in the higher classes of schools, especially in part, of Eastern Bengal. If an orthodox Hindu of 50 years ago were to visit the Elen High School at Dacca he would indeed have cause to rub his eyes. It is also, I venture to think, fairly safe to prophesy that the tendency to postpone the marriage of girls and to attach more importance to their education is one which is likely to grow. The Hindu—the education of Moslem girls is a problem by itself—sets great store by certain domestic ideals, but an educated womanhood is not subversive of those ideals, quite the reverse. But the problem of the Education Department is to deal with things as they are with an eye always on this as they might be. Two practical considerations seem to me to emerge from the contemplation of the present attitude of the Hindu community towards the education of their girls. The first is that seeing that the school education of the great majority of girls who go to school at all will end at 12—14 and that the greater proportion of the girls in any girls' school will be under 10, the rudimentary training of the beginners must be regarded as of paramount importance. The very best use possible must be made of every moment which the girls spend at school, for to the great majority those moments will be very few. This involves competent teachers and rational methods of instruction. I have observed a fatal tendency in many girls' secondary schools to neglect the many in the lower classes for the few in the upper. This is grossly unfair on the pupils as a whole. The second consideration looks almost like a contradiction of the first. I will state it as a plea, a plea that the claims of the few girls whose circumstances permit of their receiving secondary education should not be weighed by a purely numerical standard. It is from the ranks of the girl-pupils of to-day that the teachers of to-morrow must be recruited.

Primary education.

482. **General statistics—schools and pupils.**—The returns for 1916-17 show 9,362 primary schools for girls. In 1911-12 the number of these schools was 6,572. At the end of the quinquennium under review there were 210,291 girls in primary schools for girls and 64,484 in those for boys. At the end of the last quinquennium the corresponding figures were 149,865 and 55,919, respectively. Thus the total number of girls under instruction was 274,775 at the end of the quinquennium under review against 205,784 at the end of the last quinquennium. The number of primary schools for girls increased during the quinquennium by 2,790 or by 42·4 per cent., and the number of girls under instruction in them by 60,426 or 40·3 per cent. This increase was shared both by West and East Bengal. In West Bengal, schools increased by 691 and their girl pupils by 15,991. In East Bengal the former by 2,099 and the latter by 44,435.

483. **Upper and lower primary schools.**—Of the total number of primary schools for girls at the end of the quinquennium under review 228 were returned as upper primary and 9,134 as lower primary schools against 231 and 6,341, respectively, at the end of the last quinquennium. On 31st of March 1917 there were 13,129 girls under instruction in the former, and 197,162 in the latter. On 31st March 1912 the corresponding figures were 13,206 and 136,659, respectively.

484. **Management.**—Of the 9,362 primary schools mentioned above only 91 are under public management and the rest are under private management. Most of the schools under private management are either aided by the Department or by district or municipal boards.

485. **Expenditure.**—The total expenditure on primary schools for girls during the year 1916-17 was returned as Rs. 5,85,562. Of this amount Rs. 3,99,410 or 68·2 per cent. came from public funds and Rs. 1,86,152 or 31·8 per cent. from private sources. In 1911-12 the total expenditure on these schools amounted to Rs. 4,11,143 of which Rs. 2,59,082 or 63·1 per cent. came from public funds, and Rs. 1,52,061 or 36·9 per cent. from private sources. Thus the total expenditure on primary schools for girls increased during the quinquennium by Rs. 1,74,419 or 42·4 per cent. Towards this increase public funds contributed Rs. 1,40,328 and other sources Rs. 34,091. The increase in the expenditure from public funds is noticeable and is due largely to the additional grants paid to the schools from the Imperial assignments.

486. **Cost of maintaining a primary school and of educating a girl in it.**—The average annual cost of maintaining a primary school for girls was Rs. 62·6 in 1916-17 against Rs. 62·5 in 1911-12 and of educating each pupil Rs. 2·9 against Rs. 2·8. These figures are extraordinarily low even on the standard of the cost of boys' schools. The explanation is that many of the schools which are included in the returns of primary schools for girls are in reality merely separate classes held for girls by the *pandits* of the village *pathshalas*. The *pandits* receive small additional remuneration from the district boards for holding these classes. The girls seldom pay fees. The average annual cost of a primary girls' school in 1916-17 may be distributed thus :—Rs. 42·7 from public funds, Rs. 19·9 from private contributions. In 1911-12 the figures were Rs. 39·4 and Rs. 23·1, respectively.

487. **Figures and facts.**—The figures quoted in the foregoing paragraphs indicate a growing desire that girls should receive some instruction and it is gratifying to note that this desire is strongly in evidence among the Muhamadans of the Rajshahi Division, particularly those of the Bogra, Pabna and Rangpur districts. It must, however, I am afraid, be admitted that what is actually being done falls lamentably short of the impression which the figures taken by themselves are calculated to convey. There are primary schools which are maintained by the Education Department. There are also schools maintained by missions and other private bodies which receive grants direct from the Education Department. Speaking quite generally, these schools are contributing something towards the instruction of the girls who attend them. There are also the girls' schools, so called, which are part of the ordinary primary school system, the system for which the district boards and the municipalities are responsible. With the resources at their disposal these bodies are quite unable to meet the demand for primary instruction for boys; small wonder that they can do little for the education of girls. The position is not seriously affected for the better by the few small grants which the Education Department is in a position to give in supplement of the grants paid by the local authorities. Let me quote the inspectresses of schools.

488. **Miss Bose's description of the schools aided by the district boards and municipalities of West Bengal.**—Writing of the primary girls' schools aided by the district boards and municipalities of the Presidency and Burdwan divisions Miss Hridaybala Bose says —

Primary schools receiving aid from the district board or primary fund.—These schools receive from Re. 1-8 to Rs. 3 a month from either of the above sources. With this grant, a *pandit* is appointed, but not a whole-time one. He is, in most cases, in charge of a boys' school, and devotes two or three hours a day in teaching girls. Naturally all consideration is made for boys. These schools are either held in the early mornings or in the afternoon, when the *pandit* is free from his work in boys' schools. These wretched so-called schools do not produce much good result. Most of them are held in a hut or cow-shed or in a room or verandah of a ruined and dilapidated house which is very dangerous. There is often no apparatus and no furniture. The children sit on mats, and write with chalk on the floor. It is impossible for any man to work for less than Rs. 12 or Rs. 15 a month. The grant given to a district board school should at least be Rs. 12 a month, for with this we can employ a whole-time *pandit*. Until we see our way to help these schools, we cannot reasonably expect better working in them.

Primary schools receiving municipal aid.—Schools aided by the municipality in nearly all cases receive departmental grant also. This grant is given at the rate of Re. 1-8 per head. This system is not a good one; there is a tendency to enter as many names as a *pandit* possibly can get, whether the pupils actually attend the school or not. In a big

upper primary school I have often found over a hundred children in the infant class, in charge of one teacher. The attendance is irregular, and the girls learn nothing beyond the letters in two or three years. The system of giving grants upon the roll number is a bad one.

489. **Miss Irons' account.**—Miss Irons' description of the state of affairs in the Dacca and Rajshahi divisions is even more scathing :—

Dacca division.—Within the last three years the number of schools has increased beyond expectation and if all these schools had either the departmental or district board grant for their upkeep, the progress would have been very satisfactory indeed. But it is a matter of great regret that the majority of school staff are nominally paid from the district board, and the result is that the interior village schools exist in name only, and the children hardly learn anything. In some cases in one year they do not learn to read and write the alphabet.

It is, however, a matter of regret that the majority of girls' schools in the Rajshahi division are of a merely nominal nature. They are wretchedly housed, badly equipped and the education therein imparted is of very little value. The parents are unwilling to bear the cost of the education of their daughters. They are not only unwilling to pay fees, but, with the exception of a few cases, they are even unwilling to supply them with books and other necessary articles without which efficient school work is impossible. It is a common practice amongst the teachers of primary schools to supply the pupils with books, etc., from their own meagre remuneration, which very often only amounts to Rs. 3 or 4 a month. The improvement of the primary schools in the interior is almost an impossibility unless and until more money from public funds and better qualified teachers are available.

490. **Primary girls' schools in Calcutta.**—Nearly all the primary girls' schools in Calcutta are in receipt of grants from the Education Department. The housing of these schools is distressingly bad. Those under mission management are reported to be doing good work ; the others appear to be contending with almost impossible difficulties.

491. **Primary girls' schools in Dacca.**—With a view to providing some tolerably decent primary schools for girls in Dacca Town a certain amount of money was spent by Government in constructing buildings and 19 schools are now maintained by the municipality with the aid of a Government contribution of Rs. 360 a month. In this way provision has been made for the employment of trained headmistresses in 12 schools.

492. **Primary schools which are the results of various special schemes.**—Government have from time to time launched schemes for providing increased and improved facilities for the primary education of girls. These schemes have resulted in the following classes of schools :—

(a) *Model primary schools.*—There are 22 model primary schools for girls in West Bengal, 9 in the Presidency and 13 in the Burdwan division.

There are 22 model schools in East Bengal, but these are gradually being converted into urban schools.

(b) *Urban girls' schools.*—The purpose of this scheme which is still confined to East Bengal was to provide an improved type of primary school for girls in subdivisional headquarters and other centres. These schools are generally decently housed, the Department having in practically all cases provided a substantial portion of the cost of the building. Each school receives a maintenance grant of Rs. 40 a month direct from the Department. The number of urban schools increased considerably during the quinquennium. This scheme is, as I have said, confined to East Bengal, but the model girls' school scheme as recently revised in West Bengal and as now interpreted by the Inspectress has practically the same object and seeks to obtain that object by the same methods. Both schemes aim at establishing and maintaining an effective primary school for girls at each important centre of a district other than the district headquarters by means of departmental grants, both capital and recurring.

(c) *Panchayati union girls' schools.*—These schools are the result of an experiment made in East Bengal, the object of which was to

see whether the *panchayati* union primary school scheme could be applied to the special problem involved in the primary education of girls. Twenty such schools have been started, the necessary funds, both capital and recurring, having been made over by Government to the district boards concerned. Miss Irons reports that the schools are well housed and that they are working under the direct control of the district boards. She adds that the work of these schools is suffering for want of trained mistresses.

- (d) *Peasant girls' schools*.—This scheme has always been confined to the Presidency division. It has resulted in 22 schools each receiving a grant from the Department of Rs. 13 a month. These schools are located in backward areas and in remote places. Miss Bose describes them as very useful institutions which are highly appreciated.

493. **The local education authorities and the primary education of girls.**—It is a commonplace to say that further progress in the primary education of girls is a question of funds. It is more than this. Primary education of girls as well as of boys is a matter for which district boards and municipalities are responsible, but practically all the effective schools which have been started up to the present have been the result either of the direct action of the Education Department or of the efforts of some private body, such as a missionary society. What is the right course for the future? Should the Education Department seek to extend its initiative or does the future of the primary education of girls rest with the local education authorities? I think that we must recognise that the special nature of the problem demands and will continue to demand the special intervention of the central authority. By this I mean that Government should continue to finance directly special types of primary girls' schools such as the urban and model girls' schools described above. But these special types of schools can never do more than touch the fringe of the problem. If there is ever to be any general system of primary education for girls, that system must be in the hands of the local education authorities. There should, of course, be direction, guidance and encouragement from the centre, but I should regard as unsound any policy which advocated the removal of girls' schools from the control of the local authorities or even the extension of the system by which departmental grants are paid direct to the ordinary primary schools for girls. Possibly the local education authorities may have failed in the past to devote that attention to the education of girls, which the importance of the problem demands. It is idle to expect such a body as a district board or a municipality to be in advance of public opinion. Moreover there always has been and still is the lack of funds. Having more than they can do to meet demands which exist, they cannot fairly be criticised for failing to create demands. The point is that district boards and municipalities are the local education authorities for primary education, and it is inconceivable that so long as they remain so, a general system of primary instruction for girls could ever grow up, as it were, in their despite. Local education authorities must be educated to recognise their responsibilities towards girls and to discharge their obligations. Possibly some readjustments may be necessary; it is, for example, desirable that the women inspecting staff should have more voice in the assignment of the boards' educational funds. But the line of advance towards a general system of primary education for girls must be through the boards and municipalities. The position is summed up by Miss Irons in the following sentence:—

We want to aim at soundness and simplicity of aim and method and to convert the local bodies to this point of view.

The School curriculum.

494. **The East and West Bengal curricula.**—The girls' schools of East and West Bengal follow two distinct curricula. The prescribed curriculum for West Bengal was fixed by the Government of Bengal Resolutions No. 1028

T.—G., dated the 10th June 1907, and No. 109 T.—G., dated the 20th April 1909. The Eastern Bengal curriculum was approved by the Government of Eastern Bengal and Assam Notifications No. 1405E., dated the 19th October 1911, and No. 234 E., dated the 24th February 1911. In 1913 the Female Education Committee of Bengal recommended that the systems in Western and Eastern Bengal should be co-ordinated and that a special committee should be appointed by Government to frame courses for girls' schools for the whole Presidency. But the question of co-ordination was found to be part of the larger problem of the general reorganisation of the school system throughout the Presidency. This matter is still under consideration. I acknowledge the anomaly in having had two different systems in one Presidency for all these years, and I admit with regret the inconvenience which this anomaly has caused. I venture, however, to hope that the experience of the last five years, especially the experience of having seen the Eastern Bengal and Assam curriculum actually working, may be found eventually to have counterbalanced to some extent the delay.

495. **The East Bengai curriculum.**—The Eastern Bengal curriculum has not been a success. It is beyond the capacity of the great majority of the teachers and the teachers' manuals on which it largely depends are not very valuable productions.

496. **The Dacca needlework exhibition.**—During the quinquennium Her Excellency Lady Carmichael instituted an annual needlework exhibition in Dacca. The first exhibition was held in August 1914. Schools and centres of *zanana* instruction send work to this exhibition, at which diplomas of three different grades are awarded. At the exhibition in 1914, 156 candidates competed, of whom 58 won diplomas. At the last exhibition which was held in January 1917, 276 candidates competed and 126 of them won diplomas. This exhibition and the personal interest which Her Excellency took in all the arrangements connected with it has been a tremendous encouragement to the teaching of needlework in Eastern Bengal. It is proposed to extend this scheme and to have an annual exhibition in Calcutta also.

497. **Needlework in schools and zanana classes.**—The West Bengal Inspectress reports that the teaching of needlework in the mission schools is on the whole satisfactory, but that little is being or can be done in the Hindu schools because they are nearly all in the hands of *pandits*. The East Bengal Inspectress reports that needlework has been introduced into some of the primary schools of the Rajshahi division but only in name. Some specially selected girls' schools in East Bengal receive a Departmental grant of Re. 1 towards sewing materials. This grant is reported to have been a great help.

498. **Peripatetic needlework teachers.**—Ten additional peripatetic needlework teachers were appointed during the quinquennium. On 31st March 1912 there were only two such teachers. There are now 8 of these teachers in West Bengal and 4 in East Bengal. Both the inspectresses report favourably on the work of these teachers.

499. **Handwork other than needlework in schools.**—Various forms of handwork such as clay modelling and brushwork are taught. This work is admirably done in some of the mission schools of West Bengal. Miss Irons reports that an attempt to teach these subjects is made in a few schools in East Bengal but that the work done is of a very inferior type.

Scholarships and prizes.

500. **Increase in scholarships during the quinquennium.**—The following table indicates the number of scholarships available for girls only in 1916-17 as compared with 1912-13 :—

West Bengal.	1912-13.	1916-17.
Lower primary scholarships ...	8	42 (+8 Reserved by district boards.)
Upper primary " ...	...	16
Middle vernacular " ...	...	8
Middle English " ...	...	4
Junior college " ...	2	17
Senior college " ...	1	13

Eastern Bengal.		1912-13.	1916-17.	
Lower primary	scholarships ...	75	75	(+ 36 Reserved by district boards.)
Upper primary	" ...	...	...
Middle vernacular	" ...	5	8	
Middle English	" ...	4	12	
Junior	" ...	6	17	} For the whole Presidency.
Senior	" ...	6	13	

501. **Scholarship examinations for girls.**—Separate scholarship examinations for girls are now held throughout the Presidency.

502. **State scholarship for Indian women.**—A State scholarship of £200 a year for Indian women graduates was instituted during the quinquennium. It was intended principally for the study of medicine but applications for other courses of study are considered. The scholarship is awarded by the Government of India and is tenable in the United Kingdom. The scholarship was first made available in 1916 and in that year it was awarded to Miss Satya Priya Ghose, M.B., the nominee of the Government of Bengal.

Co-education.

503. **Girls in boys' schools and boys in girls' schools.**—In 1916-17 the number of girls in boys' secondary schools was 320 and the number of boys in girls' secondary schools was 251 as against 420 and 231, respectively, in 1911-12. The number of girls in primary schools for boys was 64,484 and the number of boys in primary schools for girls was 3,788 as against 55,919 and 2,827, respectively, in 1911-12. In special and other schools for boys there were 425 girls as against 3,672. The total number of girls and women in all classes of public institutions for the education of men and boys was 65,229 on 31st March 1917 as compared with 60,011 on the corresponding date of 1912.

504. **Can co-education be dispensed with.**—Should co-education be encouraged? This is not a very easy question to answer. There is undoubtedly a general prejudice against it among parents, even among the village *railyats*. The prejudice is not always easy to understand, but there the prejudice is and it has got to be reckoned with. Moreover, there are undoubted difficulties of what may perhaps be called an instructional kind. It will be a good many years yet before Indian women come forward as teachers of boys, other than infants, even in the primary schools. It is said that the *pandit* neglects the girls who may be attending the boys' schools. Whether this is so or not, he certainly cannot teach them needlework or anything which comes under the general term domestic science. The position seems to be this. Wherever it is possible to establish a school for girls such a school should be established and maintained, and staffed by women, whenever this is practicable. Possibly infant boys might be encouraged to come to the infant sections of girls' schools, provided such an arrangement were not allowed to obscure in any way the principle of separate schools for boys and girls, wherever possible. This is, however, another and comparatively simple matter. The problem is, how to provide instruction for girls in a village which cannot support more than one *pandit*. In a case like this two different arrangements seem to be in vogue. In some places the girls come to school with the boys; in other places the *pandit* holds, or is supposed to hold, separate classes for the girls, either in the morning before the ordinary school hours or in the afternoon after the boys' classes have been dismissed. In either case the *pandit* receives some small extra remuneration on account of the girls. I must confess that of the two arrangements just cited the former seems to me to be the more practicable. A village *pandit* is rarely, if ever, a man whose sole means of livelihood is teaching. He cannot by teaching earn enough to support himself and his family. This being so I cannot imagine that the girls if they have to be taught outside school hours receive very much serious attention. I realise, however, that if the parents object to their girls being taught with the boys, the special class arrangement outside school hours is the only possible one. The whole question calls for careful consideration in

the light of the actual facts. Miss Irons favours a capitation grant, as she anticipates that one of the results of such a system would be that the *pandit* would pay more attention to the girls. Miss Bose thinks that any system which offers a *pandit* of a boys' school extra remuneration for teaching girls is rather a hindrance than otherwise to girls' education.

Wherever girls are educated with boys, she writes, the girls are entirely neglected and learn nothing. The *pandits* merely take in girls in order to get extra remuneration and they are often enticed away from girls' schools. I find that if we attempt to form a girls' school at such centres the *pandit* does everything he can to make it a failure.

It seems to me to be beyond question that where a separate girls' school exists or could be established, no encouragement whatever be given to *pandits* of boys' school to admit girls. Even where there is only one village *pandit*, I am doubtful as to the wisdom of the offer of additional remuneration. Mr. Gunn, Inspector of Schools, Dacca division, holds the view that girls reading in boys' school should be on precisely the same footing as boys.

Caste.

505. Caste schools for girls are not necessary. The demand for some education for their girls is not confined to the higher castes, and girls from low castes are to be found in girls' schools sharing benches with Brahmins. There are primary schools in backward areas, the pupils of which are mainly girls of the lower castes or aboriginals. There are various missionary bodies (Christian and non-Christian) which are devoting their attention to the education of the girls of backward castes and tribes. As was noticed in the last quinquennial review the percentage of girls under instruction is exceptionally high among aboriginal Indian Christians.

The education of Muhammadan girls.

506. **Girls under instruction in public institutions.**—The total number of girls and women under instruction in all classes of public institutions for the education of Indians at the end of 1916-17 was 285,398 as against 222,576 at the end of 1911-12. Of these, 131,380 or 46·0 per cent. were Muhammadans against 86,476 or 38·8 per cent. at the end of 1911-12. There were 2 Muhammadan girls in arts colleges, 36 in high schools, 205 in middle schools, 129,341 in primary schools including *maktabs* and 1,796 in special schools. The corresponding figures for 1911-12 were 1 ; 46 ; 87 ; 76,353 and 9,989 respectively. In 1916-17 98·4 per cent. of the total number of Muhammedan girls and women on the rolls of public institutions were in primary schools as against 88·2 per cent. in 1911-12.

507. **Girls in private institutions.**—There were also 9,099 Muhammadan girls returned as under instruction in private institutions at the end of 1916-17 as against 7,316 girls at the end of 1911-12. Of these 7,393 and 5,716, respectively, were reading in *Koran* schools.

508. **A general desire for education.**—There is now undoubtedly a general desire among the Moslems of the Bengal Presidency that their girls should receive some education and that that education should include some instruction in the precepts and sacred book of Islam. But Moslems of the higher classes of society are equally emphatic that there cannot at present be any serious modification of the *purdah* system. "The influence of the *purdah* system," writes Dr. Chatterjee, Inspector of Schools, Rajshahi division, "continues unabated. As it is a religious injunction to observe *purdah*, it cannot be expected that the Muhammadans will ever do away with the *purdah* system altogether." "With the Muhammadans," Miss Irons observes, "owing to strict *purdah zanana* classes are more welcome than schools."

509. **The double problem.**—The problem divides itself under two heads : (i) the education of the girls of the upper classes of Moslem society—this is mainly a town problem ; (ii) the education of the Moslem girls of the poorer classes—this is largely a village problem.

510. **The need for Moslem girls' schools.**—It has been stated that the Moslems of the upper classes will not lift the *purdah*. But a merely *purdah* school does not really meet their wishes. The advance of education among Moslem women of the upper classes depends almost entirely upon the establishment and maintenance of strictly *purdah* schools, which should be staffed by Muhammadan women and confined exclusively to Muhammadan girls. There are a certain number of such schools already, and if any real progress is to be made the number of these schools must be increased. The difficulty in the way of increasing these schools is the dearth of teachers. If these schools are really to appeal to Muhammadans they must be staffed by qualified Moslem women and such women are almost unobtainable in Bengal. It is reported that an attempt has been made to recruit women teachers for the Muhammadan girls' schools in Calcutta from the United Provinces and the Punjab, but that the attempt has not been very successful. With a view to meeting this difficulty a scheme for establishing in Calcutta a training class for Muhammadan women teachers was worked out during the quinquennium and submitted to Government. The scheme was not sanctioned owing to financial stringency, but the need for such a class is most urgent. Miss Brock recently pointed out that there was little to be gained by applying for special grants for Moslem girls' schools, seeing that no teachers were available for them.

A sum of Rs. 45,000 has been reserved for Muhammadan girls' schools out of the recent Imperial assignment of Rs. 2,44,000. Among the better class *purdah* Muhammadan girls' schools which receive special grants from Government are the following :—

- (1) The Suhrawardy Moslem Girls' School, Calcutta.
- (2) The Sakhawat Memorial Girls' School, Calcutta.
- (3) The Midnapore Moslem Girls' School.
- (4) The Asansole Hanifa Moslem Girls' School.
- (5) The Hussamia Girls' School, Comilla.
- (6) The Munshipara School, Rangpur.

511. **The poorer Muhammadans are demanding education for their girls.**—The increase in the demand for girls' education among the poorer classes of Muhammadans has been one of the features of the quinquennium. This is most marked in the Rajshahi division, where the number of girls attending public school has gone up to 15·4 per cent. of the total pupils under instruction in the five years under review and the proportion of Muhammadan girls to the total number of girls under instruction now stands at 74·5 per cent. But the tendency has been fairly universal, for it is reported that even in West Bengal many *maktabs* have been opened in backward villages, although the scheme for starting model *maktabs* for girls which was recently worked out is still held in abeyance for want of funds.

512. **How is the demand to be met?**—The problem is how to meet this demand. Whence are the funds and the competent teachers to come? This is one aspect of the general problem of providing instructions for girls in villages, but the girls' *maktab* is a special difficulty, because some minimum of Islamic knowledge is required and in some case, *e.g.* in the *maktabs* of Calcutta and Dacca, some knowledge of Urdu is also necessary. The assistant inspectress of Calcutta recently found that some of the *maktab* teachers of Calcutta, who are supposed to teach Urdu, could not even write their names in that language.

Zanana teaching.

513. **The Inspectresses' reports.**—For a description of this work I cannot do better than quote the Inspectresses. Miss Bose writes:—

The system of education, by means of house-to-house visitation and in central gatherings, is a great boon to *purdah* women, both Hindu and Muhammadan, and is very highly appreciated by people of both communities. In 1914-15, an additional annual sum of Rs. 5,400 was sanctioned for the extension of *zanana* education. It enabled us to employ 15 more *zanana* teachers—5 for Calcutta, 5 for Presidency and Burdwan divisions each. The five given to Calcutta were appointed purely for Muhammadan work, thus making the number to 9 in

Calcutta. I am sorry to say that some of these teachers are not competent to carry on the work. The women now employed with the exception of one or two have the most meagre education. . . . The Muhammadans are still in their infancy, as far as female education is concerned, and need encouragement and help no doubt, but it is impossible to open new schools and *zananas* until we can secure the services of trained qualified teachers. A Muhammadan training institution—the scheme of which has had to wait for financial stringency owing to the war—is essentially needed for the purpose. We shall never get qualified teachers until this is done.

We have in all 719 married girls and women under instruction in West Bengal. The *zanana* teaching is conducted on two methods :—

- (a) By means of central gatherings.
- (b) By house-to-house visitation.

There are only 7 of the first type.

The latter system of imparting education to women in the *mufassal* takes up a great deal of time, which hinders the work, hence we have tried to group them in centres, where possible, and I am glad to say, have succeeded in doing so in several places. As usual, we were met with opposition, in the beginning, but people are coming round, and do not try to raise any more objections now.

Miss Irons' report is as follows :—

The progress in *zanana* education has been very satisfactory. The difficulty in educating Muhammadan ladies is still very great as they all speak Urdu. Most of the instruction is imparted through Bengali, it would be better to impart all their education through the medium of Urdu.

Five hundred and ninety-eight women are receiving instruction from *zanana* governesses in the Dacca, Rajshahi and Chittagong divisions. Their work requires very frequent inspection to keep them up to the mark. There is a great demand for an extra assistant inspectress for *zanana* work in the Dacca circle. The assistant inspectresses held regular examinations every year in the *zananas*. Some lessons on sick nursing and first-aid have been introduced in connexion with the hygiene lessons.

Private Institutions.

514. **Statistics of girl pupils.**—In 1916-17 there were 11,095 girls reading in private institutions. Of these 1,894 were Hindus, 9,099 Muhammadans, 59 Indian Christians, 31 Buddhists, 1 Parsi, while 11 belonged to other races.

515. **The Mahakali Pathshala, Calcutta.**—The Mahakali Pathshala has been described in previous reports. The institution is now in a bad way, being crippled with debts. Many appeals have been made to the Hindu public, but apparently in vain. Several applications for grants-in-aid have been addressed to me, but my view is that institutions of this nature should be supported by the community which wants them. There are now several Mahakali Pathshalas in the *mufussal* and they are certainly popular.

Professional and technical education.

516. **Number of women under medical instruction according to race and creed.**—At the end of 1916-17 there were 33 women studying in the Medical College, Calcutta, and in the medical schools of the Presidency. Of these, 19 were Europeans or Anglo-Indians, 11 were Indian Christians, and 3 were Hindus (members of the Brahma Samaj are returned as Hindus). At the end of 1911-12 there were 50 women studying at the Medical College of Calcutta and the medical schools of Bengal as now constituted, and of this number 21 were Europeans or Anglo-Indians, 22 were Indian Christians, 5 were Hindus and 2 were Muhammadans.

517. **Teachers under training in Indian Training schools and classes.**—On 31st March 1917 there were 123 students on the rolls of training schools and classes for women. Of these, 92 were Indian Christians, 29 were Hindus (including Brahmos), 1 was a Muhammadan and 1 a Buddhist. At the end of 1911-12 there were 111 students on the rolls of the training schools and classes for women, *viz.*, 1 European, 66 Indian Christians, 32 Hindus (including Brahmos), 11 Muhammadans and 1 Parsi.

518. **Number of girls and women in art schools.**—At the close of the period under review there were 40 girls and women in the schools of art. Of these 1 was an Indian Christian and 39 were Hindus (including Brahmos). At the end of the previous quinquennium there were only 3 Europeans or Anglo-Indian women in these schools.

519. **Technical and industrial training.**—Five hundred and fifteen girls and women were returned as undergoing technical and industrial training at the end of 1916-17 as against 406 at the end of 1911-12. Of these 230 were Indian Christians, 168 were Hindus (including Brahmos), 42 were Muhammadans, 35 were Buddhists and 40 belonged to other races. The corresponding figures at the close of the last quinquennium were 179 ; 124 ; 39 ; 51 and 13, respectively.

520. **Industrial schools.**—There are 11 industrial schools for girls in the Presidency—6 in West Bengal and 5 in East Bengal. The most prominent of these institutions is the Kalimpong Industrial School. This school has succeeded in introducing the making of lace and embroidery as a cottage industry into the Darjeeling district. Moreover, every girl who comes to the Kalimpong School or to one of the branch schools to learn lace or embroidery, is given quite an appreciable amount of general elementary education. Thus Mrs. Graham is not only extending the lace and embroidery industry, she is also breaking down illiteracy among the girls of the district.

The Mahila Silpasram in Calcutta is no longer aided by the Education Department.

Education and physique.

521. **The gravity of the problem.**—This is a matter of some delicacy but of extreme importance. I have already quoted Miss Janau's statement that the health of the students of the Bethune College deteriorates as they advance through their University courses. Sister Mary Victoria, Principal, Diocesan College, Calcutta, is even more emphatic in her condemnation of the general disregard for health, which characterises the students of her college.

Students are very difficult to manage in the hostel. They will not eat sufficient food. They are very dainty and they only wish to eat what they like. They will not eat nourishing food. In spite of the new conditions of life, they insist, in some cases, on taking only that food to which they have been accustomed in the *zanana* life. The conditions have altered, the diet must be altered.

They dislike exercise and take it only under compulsion. They will not go into the fresh air, if they can avoid doing so.

They will not take sufficient rest unless compelled. They will evade the rules and work in the middle of the night, if they can get the opportunity.

The education of college and school is new to the women of India. Their physical habits were formed in response to an entirely different environment. The problem of adapting those habits to meet the new demands is a matter in which the Education Department can do little, though sympathetic and tactful English women, be they Government servants or not, can do much. But it is a problem which the Education Department has no right to ignore. The following picture which is also from the pen of Sister Mary Victoria ought to make every one who has the future of Bengal at heart pause and think.

The average student is very weak. She needs good food, exercise, and often remedial gymnastics. The chest is contracted and the spine often curved. She has never been drilled. She has no desire for games. She cannot sit well or walk freely. She comes to us with an impaired appetite and with an inherited dislike to eat anything but rice, vegetables and sweets.

522. **The teaching of hygiene in girls' schools.**—The prescribed curriculum for girls' schools in Western Bengal includes a syllabus for hygiene and domestic economy which extends through each of the first six standards.

The teaching of this syllabus is compulsory and there is a direction that the work should be made as practical as possible. According to the prescribed curriculum for girls' schools in Eastern Bengal there is no hygiene teaching in classes I to IV. The only direction as regards this teaching in classes V to VII is that it should embrace such subjects as cleanliness, ventilation, exercise, filtered water, drains, care for the sick and care of children. In classes VIII and IX some such book as "Susrusha" or "Santanpala" is to be used. The reports of both the inspectresses are silent as to the value of this hygiene teaching in girls' schools. The impression which I have formed is that some quite valuable work is done in mission schools, but that in schools under Indian management the subject is not treated seriously.

523. **Instruction in first aid, etc., at the Diocesan College, Calcutta.**—Sister Mary Victoria has recently started lectures on first aid, mother-craft and home nursing for the students of the Diocesan College, Calcutta.

524. **Physical exercise at colleges.**—I have already mentioned Miss Janau's efforts to encourage games at the Bethune College. A "health brigade" has also been started at that institution. The games club at the Diocesan College has also been mentioned, but Sister Mary Victoria wants to go much further than this.

We want the authority of a recognised medical official to compel the student to take those remedies which will help her to grow into a woman. Especially do we need the help of a physical exercises expert. The conditions of India are trying; our space is limited; with difficulty we arrange for drilling under possible conditions. We must use the time we have to the very best advantage. We cannot afford the time for incompetent teaching and we cannot afford to employ a full-time expert; but we would gladly pay part of the salary of a trained expert, should one be found who could give one day a week to our work.

525. **Physical exercises in schools.**—Turning to the question of physical exercise in schools, Miss Bose writes:—

There has been a great improvement in physical education during this quinquennium. Much more attention has been paid to physical exercise in mission high schools, especially as they compete with each other in sports, held annually at the Young Women's Christian Association. Most of the schools have hardly any playground, to speak of. So, much games and sports cannot be undertaken.

Drill is taught in all the mission boarding high schools and in Hindu schools where there are female teachers. It is compulsory in the training classes. For the benefit of the teachers Government sanctioned Rs. 295 for Dr. Segard, who gives lectures on drill to teachers once a week at the Young Women's Christian Association. This is highly appreciated by all teachers and it is hoped that drill will be taught more efficiently in future.

Drill cannot be introduced in schools in charge of *pandits*. It is repugnant to the Hindu community, but with women teachers this repugnance might be overcome. It is a subject that needs immediate attention, as the health of girls depends so much on it.

In my opinion a qualified drill mistress partly paid by Calcutta Corporation and partly by Government would be a great help. Since it is the duty of the Corporation to look after the health of the residents of Calcutta, I think they ought to appoint such a teacher for improvement of school children's health.

Miss Irons' report is as follows:—

Physical training.—This is a subject which at present is undeveloped. It is very difficult to introduce drill into the schools of Eastern Bengal owing to the strong objections of the parents.

The primary and mission schools in Dacca town teach their children drill. The high schools and middle schools also teach musical drill in their lower classes but the authorities have to proceed with caution. Drill has been introduced in the mission schools also in the Darjeeling district. Action songs are taught in almost all the girls' schools of the divisions.

Drill has been introduced in the lower classes of some other schools, but there is still a great deal of prejudice about it. I have seen good results in many of the mission schools. The gradual removal of prejudice from many of the districts will help to relieve the situation.

Committees and societies.

526. **The Female Education Committee of East Bengal and Assam.**—There is no longer any standing committee on female education. The old Female Education Committee of East Bengal and Assam ceased to exist with the reconstruction of the Provinces of Bengal and Assam.

527. **Female Education Committee, Bengal.**—In 1913 a Female Education Committee was constituted for the Presidency to advise Government in matters relating to the education of girls. The first session of the committee took place on the 18th and 19th March 1913, and the results of its deliberations were a valuable document which dealt with the subject of the education of Indian girls and women in all its phases. The scheme of the distribution of the Imperial allotments proceeded in the main on the recommendations of this committee. The committee has not since been reconvened. Many proposals and schemes which have been evolved are awaiting funds. The war has affected the financial position and the last five years have witnessed the production of many abortive proposals. The main work for the present must needs be consolidation.

528. **The Hindu Female Education Committee of 1914.**—In 1914 Government appointed a Hindu female education committee to consider and report on the existing facilities for the education of Hindu girls and to make detailed suggestions for remedying such defects as the committee might find to exist. The committee found that there was a need for a superior type of *purdah* school for the secondary education of Hindu girls in Calcutta, and, among other suggestions, formulated a scheme for the establishment of a thoroughly equipped model secondary school under Government control (with a distinct curriculum of its own) at Calcutta. The suggestions of the committee were considered and it was subsequently proposed to Government that a special secondary school in Calcutta for orthodox Hindu girls might be started on more modest and practical lines and with a suitable curriculum.

529. **Association of university women in India.**—There is an association of university women in India. This association interests itself in the education of Indian girls and women and it has recently been consulted by the Department on one or two occasions in connexion with important questions relating to female education.

Summary.

530. The field has been well mapped and a comprehensive system has been evolved. The weakest part of the system is the provision for primary education by municipalities and district boards; but this is the greatest weakness of the educational system as a whole. The difficulty is not only one of funds; it is a difficulty of machinery. As regards the other grades and aspects of the problem as a whole, it is fair to say that with more means at our disposal a real advance can be made. The question how those means are to be provided brings us up against the crux of Indian administration. But we may at least hope that in dealing with the education of girls we shall not repeat the mistakes which have been made in the education of boys. There will be no excuse if we do, for the girls of Bengal with a comparatively few exceptions do not have to be trained to scramble in the open market for a living. For many years yet secondary and higher education will be confined to the few. Is it too much to hope that we shall be able so to order things that the education given will be a reality? There is only one way of accomplishing this and that is by securing cultured and sympathetic women to work as inspectresses and in colleges and schools and by giving these women as free a hand as possible. If we determine to do this and do not shrink from the bill—it will not be an unlimited liability—we shall be giving Indian women a chance. More than this no Education Department in India, as it is to-day, could ever hope to do.

CHAPTER IX.

The Education of Europeans and Anglo-Indians.

INSTITUTIONS AND PUPILS.

531. **Institutions.**—The total number of institutions for the education of Europeans and Anglo-Indians for 1916-17 was returned as 79. This number does not include the Armenian College, the Railway School, Bandel, and the Christian Girls' School at Chinsura, which failed to submit returns.

Of the 79 institutions referred to above, 16 were special classes—technical, industrial or commercial attached to their respective schools.

532. **Classification of schools according to grading.**—Of the institutions returned 21 were secondary schools, 17 were higher elementary schools, 21 were elementary schools, 3 were special technical institutions, viz., the Calcutta Technical School, the European Apprentices' Night School, Kharagpur, and the Y. W. C. A. technical and commercial classes, and 1 was a teachers' training class attached to the Dow Hill School, Kurseong. The rest, viz., 16, were, as stated above, special classes. At the end of 1911-12 there were 68 institutions, viz., 58 secondary and primary schools, 9 special schools and 1 school not conforming to Departmental standards.

533. **Number of European and Anglo-Indian pupils.**—The total number of European and Anglo-Indian pupils and students under instruction on the 31st March 1917 was 8,959 as against 7,877 on the 31st March 1912.

534. **Pupils in secondary and primary schools.**—On the 31st March 1917 there were 9,232 pupils in the 59 secondary and primary schools as against 8,082 pupils in the 58 secondary and primary schools on the 31st March 1912. Of 9,232 pupils, 8,603 were Europeans and Anglo-Indians and 629 non-Europeans as against 7,527 Europeans and Anglo-Indians and 555 non-Europeans five years ago.

535. **Pupils in Special schools and classes.**—On the 31st March 1917 there were 402 students in the 20 special schools and classes as against 401 students in the 9 special schools and classes on the 31st March 1912. Of 402 students, 356 were Europeans and Anglo-Indians and 46 non-Europeans. The corresponding figures five years ago were 350 and 51.

536. **Non-Europeans in European schools.**—On the 31st March 1917 the number of non-European children under instruction in European schools was 675 (boys 425 and girls 250) and they were classified as follows:—Indian Christians 78, Brahmans 83, non-Brahmans 83, Muhammadans 64, Buddhists 30, Parsis 123 and others 214. The corresponding figures of five years ago are:—Indian Christians 75, Brahmans 57, non-Brahmans 57, Muhammadans 63, Buddhists 50, Parsis 85, and others 317, giving a total of 704 (boys 456 and girls 248).

537. **Pupils in different stages of instruction.**—Of 9,232 pupils in secondary and primary schools, 905 (boys 555 and girls 350), 1,596 (boys 921 and girls 675), 2,009 (boys 1,071 and girls 938) and 4,722 (boys 2,474 and girls 2,248) were, respectively, in high, middle, upper primary and lower primary stages of instruction. The corresponding figures of five years ago were 270 (boys 174 and girls 96), 2,000 (boys 1,209 and girls 791), 1,851 (boys 984 and girls 867) and 3,961 (boys 2,088 and girls 1,873).

538. **Local distribution of schools and pupils.**—The European schools were fairly well distributed throughout Bengal. The largest number of schools were in Calcutta and its neighbourhood—Kidderpore, Howrah, Chitpore and Entally.

The 9,232 pupils in secondary and primary schools on 31st March 1917 were distributed locally as follows:—Calcutta and Howrah 6,159; Darjeeling, Kurseong and Kalimpong 1,955; Asansol 329; Dacca 174; Chittagong 176; along the Eastern Bengal Railway line 75; along the East Indian Railway line 187 and along the Bengal-Nagpur Railway line 177. The corresponding figures for (1) Calcutta and Howrah, (2) Darjeeling, Kurseong and Kalimpong and (3) Asansol, five years ago were 5,548, 1,495 and 288.

539. **Distribution of schools and pupils according to management.**—

The following table shows the distribution of schools and pupils according to management :—

			Number of institutions.	Number of pupils.	Percentage of total number of pupils in secondary, primary and special schools.	
Government institutions	...	...	5	302	3·13
Jewish	...	...	1	131	1·36
Non-Conformist	...	...	4	581	6·03
Church of Scotland	...	...	2	490	5·09
Church of England	...	...	14	1,645	17·07
Roman Catholic	...	...	38	5,360	55·64
Undenominational	including	Y. W.				
C. A.	...	...	15	1,125	11·68
		Total	...	79	9,634	100·00

It will be observed that Roman Catholic school authorities maintained during the quinquennium a preponderance both in the number of schools and the number of pupils.

Pupils in professional Colleges and schools.

540. **Number of European and Anglo-Indian pupils in professional colleges and schools.**—According to the returns for 1916-17 there were (including 23 girls and women in training schools and colleges for teachers) 506 Europeans and Anglo-Indians studying law, medicine, art, commerce, engineering and veterinary science. The corresponding figure for 1911-12 was 552.

541. **Law.**—The rolls of the law colleges show that there were 6 European and Anglo-Indian students studying law on the 31st March 1917 against 1 on the 31st March 1912.

542. **Medicine.**—There were 48 European and Anglo-Indian students in the Medical College on the 31st March 1917. Of these 31 were young men and 17 young women. The number on the 31st March 1912 was 123, of whom 104 were young men and 19 young women.

543. **Art.**—On the 31st March 1917 there were 2 European or Anglo-Indian young men in the Government School of Art, Calcutta, against 1 European or Anglo-Indian young man and 3 young women on the 31st March 1912. During the quinquennium 10 European and Anglo-Indian young men and 1 young woman were students in the school.

544. **Engineering.**—On the 31st March 1917 there were 4 and 35 students attending respectively the Engineer Department and the Apprentice Department of the Sibpur College as against 3 and 24 students in the same two departments on the 31st March 1912.

545. **Veterinary.**—The rolls of the Bengal Veterinary College, Belgachia, show that there was only one European student in the College on the 31st March 1917.

Collegiate education.

546. **General position.**—The following institutions which are affiliated to Calcutta University, occasionally prepare European and Anglo-Indian students for University degrees :—

- St. Xavier's, Calcutta (for B. Sc. and Intermediate Arts).
- Loreto House, Calcutta (for Intermediate Arts and L. T.).
- The Diocesan College, Calcutta (for B. A., L. T. & B. T.).
- The David Hare Training College, Calcutta (for B. T.).

But, as stated in the last two quinquennial reports, "collegiate education for Europeans, as a thing apart from the collegiate education of Indians, is practically non-existent".

547. **European and Anglo-Indian students in arts colleges.**—At the end of the quinquennium under review 8 European and Anglo-Indian young men and 17 young women were reading in arts colleges against 15 and 9 such students respectively at the end of 1911-12.

548. **The Cambridge Higher Local Examinations.**—The following table shows the successes in the Higher Local Examinations during the quinquennium under review :—

Year of Examination.		Number of entries in Bengal.	PASSES.	Honours II.	Distinctions.
June 1912	...	No examination in Bengal	...	...	...
December 1912	...	8	6	3	2
June 1913	...	No examination in Bengal	...	...	...
December 1913	...	11	6	...	...
June 1914	...	7	5	...	...
December 1914	...	7	3	...	...
June 1915	...	No examination in Bengal	...	...	...
December 1915	...	12	7	1	1
June 1916	...	16	12	3	2
December 1916	...	12	11	3	3
Total		73	50	10	8

549. **University examinations, 1917.**—The following statement shows the success attained by European and Anglo-Indian students at the various University examinations of 1917 :—

Name of examination.	NUMBER PASSED.		
	Men.	Women.	Total.
(1) M. A.	1	...	1
(2) B. A. (Honours)	...	2	2
(3) B. A. (Pass)	4	...	4
(4) B. Sc. (Honours)	1	...	1
(5) I. A.	3	3	6
(6) I. Sc.	1	...	1
(7) Second M. B. (Pass)	1	...	1
(8) First M. B. (Honours)	...	1	1
(9) Ditto (Pass)	1	1	2
(10) B. E.	1	...	1
(11) I. E.	1	...	1
(12) B. T.	2	...	2
(13) L. T.	...	4	4
(14) Matriculation	4	2	6

Expenditure.

550. **Total expenditure.**—The total expenditure incurred in 1916-17 on European education was Rs. 27,49,996 as against an expenditure of Rs. 18,27,670 in 1911-12, an increase of over Rs. 9,00,000. The sum of Rs. 27,49,996 was met from (1) Provincial revenues, including Imperial grants for European education—Rs. 8,32,150 ; (2) municipal grants—Rs. 19,235 ; (3) fees—Rs. 10,55,427 ; (4) endowments—Rs. 1,22,323 and (5) subscriptions, donations and other sources—Rs. 7,20,861.

551. **Expenditure on buildings and equipment.**—In 1916-17 the expenditure on buildings, furniture and apparatus amounted to Rs. 3,01,214 as against Rs. 1,06,856 in 1911-12 and was appropriated as follows :—(1) Provincial revenues—Rs. 40,986 ; (2) municipal grants—Rs. 480 ; (3) fees—Rs. 79,175 ; (4) endowments—Rs. 10,156 and (5) subscriptions and other sources—Rs. 1,70,417.

552. **Expenditure on boarding charges.**—The boarding charges, *i.e.*, the expenditure upon the boarding departments of all boarding schools and orphanages in Bengal in 1916-17 amounted to Rs. 9,65,794 as against an expenditure of Rs. 6,06,116 in 1911-12. The sum of Rs. 9,65,794 was appropriated from (1) Provincial revenues—Rs. 2,59,896 ; (2) fees—Rs. 5,29,440 ; (3) endowments—Rs. 12,317 and (4) subscriptions and other sources—Rs. 1,64,141. The expenditure in 1911-12 was defrayed from (1) Provincial revenues—Rs. 1,85,374 ; (2) fees—Rs. 3,08,995 and (3) endowments, subscriptions and

other sources— Rs. 1,11,747. The Government contribution towards boarding charges rose from Rs. 1,85,374 to Rs. 2,59,896 during the quinquennium. The sum of Rs. 2,59,896 included the expenditure upon the boarding departments of the Victoria School, Kurseong, the Dow Hill School, Kurseong, and the Training Class, Kurseong (all Government institutions), which amounted to Rs. 1,00,534. The balance, namely, Rs. 1,59,362, was paid as free-boarding grants to schools and orphanages for the maintenance of free-boarders.

553. **Cost of Government institutions at Kurseong.**—The Victoria School, Kurseong, excluding the technical department (sub-overseer classes) cost Government a net amount (*i.e.*, after deducting the income from fees, fines and sale of old materials and the Government grant of Rs. 796 for cadets) of Rs. 56,992 in 1916-17 as against a net amount of Rs. 42,848 in 1911-12, an increase of over Rs. 14,000.

Technical Department, i.e., sub-overseer classes.—The net cost to Government on account of these classes was Rs. 4,513 in 1916-17 as against a net charge of Rs. 4,680 in 1911-12—a decrease of Rs. 167.

Dow Hill Girls' School.—The net cost to Government on account of the Dow Hill Girls' School, Kurseong (*i.e.*, after deducting the income from fees and the cost of the domestic science class), was Rs. 65,458 in 1916-17 as against a net charge of Rs. 32,590 in 1911-12, the cost being nearly double.

Domestic science class.—This is a special class for girls who have passed through the ordinary school course and was instituted during the quinquennium under report. A practical training is given in the domestic arts—cooking, home-nursing, laundry, etc. The net cost in 1916-17 to Government on account of this class was Rs. 2,153.

Continuation class.—Against this expenditure should be set the net cost to Government on account of the continuation class at Dow Hill which amounted to Rs. 500 in 1911-12. This was a commercial class opened in 1904 and closed in 1913 as a result of the failure to obtain a suitable successor to the special teacher who had resigned in 1913.

The Dow Hill Training Class, Kurseong.—The cost on account of this class was entirely borne by Government and was Rs. 18,440 in 1916-17 as against Rs. 12,495 in 1911-12.

It will be seen that the net cost to Government on account of all the institutions was Rs. 1,47,556 as against the cost of Rs. 93,113 in 1911-12—a net increase of Rs. 54,443.

Grants-in-aid.

554. **Imperial grants.**—In addition to the previously existing Imperial grant of Rs. 60,000 and the Provincial grants, European schools were favoured with special grants-in-aid during the quinquennium out of the Imperial assignments for education in Bengal. The Imperial grants for European Education in Bengal during the quinquennium were (1) a non-recurring grant of Rs. 5,00,000, which was spent solely on the improvement of school buildings, (2) recurring grants of (*a*) Rs. 40,000 and Rs. 2,000 for the expansion of education among the poorer classes of domiciled Europeans and Anglo-Indians in the city of Calcutta, and (*b*) Rs. 15,000, Rs. 50,000 and Rs. 60,000 as general maintenance grants.

In Bengal the Imperial recurring grants of Rs. 40,000, Rs. 2,000, Rs. 15,000, Rs. 50,000 and Rs. 60,000 were distributed in the form of staff grants. All the elementary and higher elementary schools received grants as well as some of the secondary schools. The grants to free schools in Calcutta were assessed as follows:—The maintenance grant earned by a school in 1912 was deducted from the sum total of its expenditure upon staff for that year, and a grant equal to the amount of the balance was given. Thus, when these grants were instituted, Government bore the entire cost of expenditure upon staff. But with the allotments available and with salaries increasing year by year, it has been impossible to adhere to this principle. Those secondary schools which shared in the grant were given half instead of the whole of the balance of their expenditure upon staff. The extension of this system to all secondary schools would have involved an additional annual expenditure of Rs. 50,000.

The Free boarding grant.

555. A special grant of Rs. 8 a month per child for "European orphans and destitute European children" (Article 46 of the Code) is given in aid of boarding expenses of orphanages and schools. It has been persistently represented by Departmental officials and by responsible people interested and experienced in the Anglo-Indian problem that the free boarding grant until quite recently has been profitably exploited by Indian Christians who thereby obtain for their children a European education, for which they are not fitted, together with free board and lodging, mainly at the expense of the State, to the detriment of the community in whose interests this financial provision was primarily inaugurated. During the last two years the system of applications for these grants has been revised in order to obtain a more careful scrutiny of the claims to this assistance, and ultimately to acquire a statistical basis of the poorer Anglo-Indian community domiciled in the Presidency. In order to check the validity of the claims so made, the Inspector personally visited a large number of houses from which applications had been submitted. Further, the applications are now filed upon a new system calculated to give roughly a genealogical history of the poorer Anglo-Indians in Western Bengal. Throughout all these investigations the various charitable organisations of Calcutta were in active co-operation with the Inspector. Besides the revision of the initial form of application, a second form was devised for applications for the annual renewal of the grant.

Candidates for this grant for the last two years in every school, except Dacca and Chittagong schools, have all been interviewed individually at their different schools and some at their homes by the Inspector. These individual investigations concerned some 1,600 children (accepted and rejected).

It is necessary to report, however, that there are undoubtedly large numbers of children of European descent who are orphans or otherwise destitute, and that the elimination of ineligibles scarcely affects the burden which the large city orphanages have to face. The grant of Rs. 8 has been shown to be inadequate even in peace days, but now the financial situation of such institutions as the Entally Convent is very serious indeed. The Government of Bengal on the representation of the Director of Public Instruction have recommended enhanced assistance to boarding schools and have suggested that the free boarding grant of Rs. 8 be raised to Rs. 10. The annual free boarding grant distribution amounts roughly to one and a half *lakhs* of rupees, and unless the provincial allotments are substantially increased the change in rate per head will reduce the possible number of recipients by about 200.

Teachers:—Qualifications and conditions of employment.

556. **Statistics of teachers in European schools.**—The returns for 1916-17 show that there were 546 teachers on the staffs of the various primary and secondary schools in Bengal. This means something like an average of one teacher to every 17 pupils and though an increase of 2 pupils per teacher is shown on the returns for 1911-12 the ratio of pupils to teachers is still very satisfactory, since the Code requires 1 teacher to every 30 pupils. The same satisfaction cannot be felt when the figures are examined from the point of view of training and other qualifications. General Table IX shows that there are 211 trained and 335 untrained teachers in primary and secondary schools; thus the number of trained teachers is 38·6 per cent. of the total number. Members of religious orders engaged in teaching are returned as trained teachers. Excluding ecclesiastics from the total number of trained teachers there were 62 trained lay teachers in 1916-17 for the whole Presidency. This number is nearly double the corresponding number in 1912-13, but it is still woefully inadequate. The dearth of trained teachers is most marked in elementary schools. Of the total number of 546 teachers 302 hold certificates of some kind and the rest do not hold any certificates.

557. **Reasons for shortage of trained teachers.**—There are, amongst others, two reasons to account for the general shortage of trained teachers.

- (i) Teaching for men has not yet assumed the status of a real profession. The present pay and prospects are very poor and young men with the requisite qualifications cannot be induced to become teachers. If they do begin to teach it is only with the idea of waiting for better posts. Still fewer young men are willing to go for training. Since 1912 there have been 3 men students deputed from Bengal to the Government Training college, Sanawar.
- (ii) Training for women teachers is provided in Bengal at the Dow Hill Government Training Class, Kurseong. In contrast to the other provinces, which provide training courses, the Dow Hill students on leaving the Class have not been held to their contract with Government, viz., that in return for the two years' training they should teach for two years in schools in Bengal. Without permission, students on leaving Dow Hill have gone to attractive posts in other provinces, where pay and prospects are generally better than in Bengal. It is felt that the Government training certificate should not be awarded, as at present, immediately the student leaves Dow Hill, but after she has taught for two years in Bengal. If however she cannot get a living wage here, she should be allowed to apply for posts elsewhere.

558. **Graduate teachers.**—The number of graduate teachers was exactly the same as in 1911-12, *i.e.*, 44, and there were 502 non-graduates. The percentage of graduates to the total number was therefore 8 per cent. The following table gives the proportion between unpaid teaching members of religious orders and paid lay teachers :—

	UNPAID AND IN ORDERS.		PAID LAY TEACHERS.	
	Men.	Women.	Men.	Women.
Roman Catholic ...	66	80	53	93
Protestant ...	...	3	41	148
Railway schools ...	...	...	2	27
Jewish ...	...	...	...	11
Government ...	...	...	8	14
Total ...	66	83	104	293
	Total ...		546	

559. **Teachers' salaries.**—The following statement was prepared in October 1916 from the managers' returns for the year 1915-16. The statement gives the average monthly salaries of men and women teaching in all grades of European schools in Bengal. It was assumed, in the case both of men and of women, that free residence is equivalent to Rs. 50 a month and free board and residence equivalent to Rs. 100 per mensem. For the sake of comparison, salaries of residential posts are increased by Rs. 50 or Rs. 100 a month according as the post carries with it free residence only or free board and residence :—

A.—Teachers recruited in India (Indian qualifications).

(1)—Untrained.

	B. A.	F. A.	Old Pupil Teacher Examination.	Matriculation or Cambridge Senior.	Junior Local.	No qualifica- tions.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Women ...	158	132	110	103	80	70
Men ...	213	205	None	170	70	135

(ii)—Trained.

					Rs.
Women	...	...	...	...	150
Men	...	...	...	...	205

Training for women includes the training given in the Dow Hill Training Class and at Madras, Naini Tal and Lahore. Training for men signifies the training given at the Sanawar Training College.

B.—Teachers recruited in Britain, and possessing British qualifications.

	M.A.	B.A.	Inter. B.A.	Teacher's Training Certificate.	No qualifications.
	Rs.	Rs.	Rs.	Rs.	Rs.
Women	...	300	250	236	...
Men	...	700	600	450	300

560. **Professional organisation among teachers.**—Although small educational societies have sprung up from time to time, notably the Teachers' Guild, which owes its existence to the enterprise of the Young Women's Christian Association, teachers in Bengal European Schools have not succeeded so far in organising a professional association to include teachers of every grade and of every religious sect. While the primary purpose of such an organisation would be to conserve the interests of the profession as a body, its influence on the progress of educational theory and practice would be of the greatest value.

The training of teachers.

561. **Preliminary selection and education of pupils intending to become teachers.**—The Simla Conference discussed the merits and demerits of the pupil-teacher and the apprentice-teacher system now defunct in England, and they considered that the latter system might be tried experimentally in selected schools, as a method of selection for the training colleges. The Government of India were doubtful of the proposal but had no objection to its being tried by the local Governments. The Government of Bengal, however, saw no difference between the apprentice and pupil-teacher systems as methods of selecting teachers, and pointed out that what was really required was to improve the general educational attainments of those who intend to enter the teaching profession.

562. **The English bursar system.**—In order to carry out the recommendations of the Government of Bengal, Mr. Mercer proposes that the bursar system, which supplanted the pupil-teacher system in England and which so far has been successful there, should be instituted in Bengal. The system in England is briefly—that Municipal bodies or Urban Councils offer a number of bursarships or scholarships each year to children in both elementary and secondary schools. These are competed for in a public examination conducted by the Municipal educational officer, the Director of Education. Bursarships are awarded to children of about the age of 12 whose parents promise that they shall ultimately become teachers under the local education authority. The bursar then proceeds to the selected secondary school in the neighbourhood and attends as a whole-time scholar for five or six years, at the end of which he takes the public school-leaving examination, generally the Cambridge Senior Examination. The year after this examination forms what is called the probationary year, during which the bursar continues to attend the secondary school for $2\frac{1}{2}$ days a week and teaches in another school, usually an elementary school, for the remainder of the week. During this year he becomes a "student-teacher." The object of this probationary year is to ascertain whether the bursar has the aptitude for teaching and also to prepare him for entrance to the training college. It is the opinion of many school-masters in England that the bursar system is excellent up to the probationary year, but that this year is useless. Mr. Mercer recommends that the above system should be adopted in Bengal and proposes that a number of bursarships should be established for both boys and girls in selected higher secondary boarding schools.

563. **The Dow Hill Training Class, Kurseong.**—The maximum number of students possible at present is 20 and the course of study is of two years' duration. The Headmistress of the Dow Hill School acts as Principal of the Training Class and is assisted by a mistress of method and a mistress of kindergarten method. The entrance qualification for students during the quinquennium was a high school or a Cambridge Senior Local pass. The inadequacy of the average general education of the students who enter Dow Hill is a serious handicap, and few students profit fully by the training available. This is borne out by the high percentage of failures recorded each year. The standard of the final examination is admittedly high, but it is felt that to lower it would be a grave injustice to the schools. The better plan is to raise the standard of general education of students entering the Class. Accordingly, intending students, during the last three years, have been advised to spend another year in school after passing the Cambridge Senior examination, and to study for the Cambridge Higher Local Examination. As a result, more than half the girls who entered for training in March 1917 had passed some sections of the Higher Local Examination and three were possessors of full certificates. The effect on the standard of the training work has been most marked.

An attempt has been made this year to effect a differentiation in the training of the students. A serious criticism has in the past been made against Dow Hill in regard to the kindergarten training. It is felt that a student who decides to take up this section of teaching should devote the whole of the two years' training to the acquisition of the special methods required in kindergarten work. The complete course of the National Froebel Union for the Higher Froebel Certificate Examination occupies the best part of three years. An attempt was made last year to rectify this weakness in the Dow Hill course and the qualifications and inclinations of students on entering the class were discussed. As a result, two students are now devoting their whole time to the acquisition of kindergarten methods and their pedagogic reading and instruction have been arranged accordingly.

564. **The training of special teachers for domestic science.**—If the subject domestic science is to be insisted upon in all grades of schools, it will be necessary to make some provision for the supply of teachers specially trained to teach this subject. It will probably be possible to provide such training at Dow Hill School which possesses a highly-qualified domestic science teacher and special equipment.

Physical education in European Schools.

565. **Medical inspection of school children.**—The majority of boarding schools for Europeans make adequate arrangements for the medical supervision of their pupils. It would not be difficult for these schools to hold regular medical examinations of their pupils and to submit to a special medical officer of Government appointed for the purpose the results of these examinations in prescribed forms and at stated intervals. I think that boarding schools might reasonably be required, as a condition of receiving Government aid, to hold regular medical inspections of all their pupils, whether boarders or day scholars, and to submit the necessary returns to Government. As regards day schools for European pupils, it would be necessary to insist that, as a condition of receiving Government assistance, they should arrange for the periodical medical examination by a competent authority of the children under their charge and the submission to the Education Department of the required information in the prescribed form. The finances of European schools generally are not such as to enable them to undertake the whole of the additional charges which such arrangements would involve.

566. **Reports of the Director of Physical Education.**—During the quinquennium Dr. Segard, Director of Physical Education, Bengal, made periodical inspections of European schools and his reports have proved of great assistance to school authorities. During his annual inspections of the Dow Hill Training Class, Dr. Segard gave lectures and demonstrations for the benefit of the students. He has advised that in the proposed revision of the training

course physical education should be considered as a subject requiring special instruction both in theory and practice.

567. **Cadets.**—One result of the Indian Defence Act has been the abolition of cadets under 16. Boys over 16 and under 18 are compulsory cadets and are required to train with their local corps. The capitation grants paid to schools by the Education Department for cadets are no longer required, and it is necessary to consider the future utilization of this allotment. It has been suggested that the allotment for cadet grants should be merged in the ordinary salary grants on condition that the school which continues to benefit by this grant should be required to provide expert physical training on modern lines.

568. **Boy scouts.**—During the quinquennium this movement has made a great advance in the Bengal European boys' schools most of whom have now their own units, which are under the control of the District Commissioner, Major A. D. Pickford. The following troops now exist in the Calcutta district :—1st Troop—La Martinière; 2nd Troop—Fort William; 3rd Troop—Old Mission Church; 4th Troop—Armenian College; 5th Troop—St. Joseph's High School; 6th Troop—Scott's Lane; 7th Troop—St. James'; 8th Troop—Calcutta Free School; 9th Troop—Calcutta Boys' School; 10th Troop—St. John's Church; 11th Troop—12th Troop—St. Aloysius' School, Howrah; 13th Troop—Old Scouts; 14th Troop—Catholic Male Orphanage.

Abstract from the 1915-16 Census of the Boy Scouts' Association in India.

Province.	Local Associations.	Troops.	Scout Masters.	Assistant Scout Masters.	Scouts.	Total.
Bengal	5	18	18	1	560	579
Bihar and Orissa	1	1	1	1	30	32

569. **Girl guides.**—The movement is of quite recent origin, so far as Bengal is concerned, but it has become very popular with the school authorities of girls' schools in Calcutta. There is now a company of guides attached to every school in Calcutta except one, comprising about 500 members in all for Calcutta. The movement has done a great deal of good and promises to do a great deal more for girls.

570. **The teaching of temperance and hygiene.**—I do not agree that either of these subjects should figure in an already overcrowded curriculum, except as subordinate parts of other subjects. Instruction in hygiene in girls' schools will naturally be included in a course of household management and should deal in an entirely non-technical way with questions of feeding, clothing, rest, air, light, exercise, cleanliness and the general care of health. Some instruction on the care of young children might also be included. It is desirable also that such a scheme of instruction in household management would include, for older children, simple lessons enjoining temperance in regard to the use of alcohol and stimulants. In boys' schools hygiene and temperance can be adequately dealt with in the elementary science course. Sensational lessons on the unhappy effects of drunkenness are not to be tolerated. The sobriety of the race is not to be ensured by discussing horrors with school children. The best instrument for furthering the habit of temperance and respect for the laws of health lies in the general training of children. The school building should be bright, cheery, well-ventilated, tastefully decorated and furnished. Children should have ample opportunities for recreation, physical exercises and open-air games. School conditions should, therefore, be wholesome, but the task of forming good habits in regard to food, clothing and cleanliness is primarily a matter of home discipline. Where children come from good homes the teaching of hygiene need not go further than providing these pupils with good reasons for the home discipline. It is doubtless for this reason that the Cambridge Syndicate has recently discarded this subject in the Cambridge Senior Local—an examination for secondary schools. In cases where the standard of

parental duty is low, the teaching of hygiene is most urgently called for. But however urgently this subject may be required, it is detrimental to all pedagogic principle to teach it from a basis of detailed physiology. The rules of health should be impressed upon children as simply and directly as possible, unencumbered with technicalities and would-be scientific explanations.

Scholarships.

571. No change was made during the quinquennium under review either in the number or value of scholarships awarded under the Code.

572. **Recommendations.**—Scholarships for European school children are of two kinds—

(a) those awarded on the results of a public examination, and

(b) those, which should be properly called “stipends,” awarded purely by recommendation.

It is to be noted that as regards class (a) there are 33 scholarships available each year, representing a sum of Rs. 554 a month or Rs. 6,648 a year. For class (b) there is available about Rs. 12,500 a year. The ratio is unequal. Scholarships of the class (b) type do not exist in England, where scholarships are awarded entirely on merit. At present no inducement to work for scholarships exists, while there is always the chance of a stipend from Government, if representations are made sufficiently urgently. At present the average value of a scholarship is less than the average value of a stipend. Mr. Mercer recommends that scholarships should be raised considerably in monetary value so as to indicate their proper importance and that their number should be increased.

573. **Stipends under Articles 107 and 108 of the Code.**—Supplementary scholarships awarded by the Inspector and special scholarships awarded by the Director of Public Instruction are supposed to be distributed in consideration of merit and poverty. As was anticipated by the Irish Christian Brothers in their criticism of these arrangements at the Simla Conference, it is almost impossible for the Inspector to judge of merit in any of the applications for supplementary scholarships. In practice poverty only is considered. Then again, the scholarships are given at any age and held in every grade of school. To obtain the necessary information so that each case can be judged on its merits, a *questionnaire* which constitutes the new form of application for a supplementary scholarship was recently devised.

The grading of schools and the question of curricula and examinations.

574. At present schools in Bengal are graded into four classes—elementary, higher elementary, secondary and higher secondary. The two latter grades of schools prepare and send up candidates for the Junior and Senior School Certificate Examinations, respectively. The Junior Certificate Examination is a school-final test for secondary schools, while the Senior is for higher secondary schools. Elementary and higher elementary schools prepare and present pupils for the departmental tests named the Elementary School Certificate Examination and Supplementary Class Final Examination. It has been repeatedly represented by all the school authorities and by those interested in European education that this grading of schools is unsatisfactory. A pseudo-secondary education has less value than a sound elementary education, augmented by some vocational training and it is proposed, therefore, to omit the ‘secondary’ grade school, and to recognize only elementary and higher elementary schools and schools which are secondary in the generally accepted sense of the term. It should be possible to concentrate real secondary education in a few secondary schools by adopting a transfer system under which pupils of exceptional ability will be transferred at a suitable age. It is not desirable to impose too

rigid a curriculum on secondary schools ; it will be sufficient to lay down certain general principles to which these schools must ordinarily conform. The community concerned is but a small one and with existing machinery and a liberal provision of scholarships there is no reason why any child of merit, no matter what his social position may be, should be overlooked. It is granted that there may be well-marked social groups, which will have to be separately catered for, but this should be effected by individual schools rather than by the system of grading. An Anglo-Indian's pride in respect of his children's education is sometimes concerned more with the nomenclature of grading than with curricula, and it is claimed with confidence that the present European elementary school curriculum aims at a standard at least equal to the Indian high school curriculum, as may be judged from the papers set in the Elementary School Certificate and Matriculation Examinations, respectively. Further, though education for Anglo-Indians may at present be voluntary, the fact is that tuition for children of the domiciled community is so cheap as to be almost free. If certain sections of the community insist on a "secondary" education for their children who are obviously unfitted for it, then they should pay for it.

575. **The vocational courses in higher elementary schools.**—One is bound to admit that the vocational courses, now available at the end of the elementary school stage, are not popular with parents and employers. This, in my opinion, is due to the following factors :—

- (a) Insufficient care has been taken, and little or no financial outlay made, to insure a really successful working of these vocational courses.
- (b) There has been little or no co-operation with employers, who continue to ignore the Supplementary Class Final Examination.
- (c) These specialized technical courses have been left to be conducted by people who, having no qualifications or experience in technical work, have found it difficult to maintain their enthusiasm.
- (d) The examination of these specialized vocational courses is conducted by the Department.

576. **Elementary School Certificate Examination.**—In 1913-14, 74 boys and 58 girls entered, of whom 42 boys and 41 girls passed. In 1916-17, 83 boys and 92 girls entered ; 43 boys and 44 girls passed.

577. **Supplementary Class Final Examination.**—In 1913-14, 3 boys and 6 girls entered, of whom 2 boys and 4 girls passed. In 1916-17, 9 boys and 20 girls entered ; 3 boys and 11 girls passed.

In 1916-17 for the first time an order was issued by the Inspector that the whole of Class VI in every elementary school was to enter for the Elementary Examination and the whole of Class VIII in higher elementary schools was to enter for the Supplementary Class Final Examination. In consequence there were 48 more entries for the Elementary Examination in 1916-17 than in 1915-16 and one more entry for the Supplementary Examination.

578. **The school-leaving age.**—It is evident from these figures that there still exists a considerable leakage between these two examinations. Further, the annual number of candidates for the Supplementary Class Final Examination has remained practically constant for the last three years and is entirely incommensurate with the number of schools and scholars. Again, it has been frequently stated that there are year by year an increasing number of children who utilize the Elementary School Certificate for the purpose of gaining employment usually of a temporary character and leading nowhere. The *Catholic Herald of India* states, "The rush of immature striplings for billets at nothing a month as a start and Rs. 20 in prospect shows an alarming increase." It is felt that the continuation of the Elementary School Certificate Examination as a school-leaving examination, and the fact that employers will not recognise the supplementary course of the higher elementary school, largely account for the futility of our efforts to raise the school-leaving age of elementary school children and the unpopularity of the supplementary vocational courses. Government have recently taken

steps to insure that these higher elementary school vocational courses shall be more freely utilized by insisting that Europeans and Anglo-Indians who are candidates for the prescribed examination for entrance into the Lower Division of the Bengal Government Secretariat clerical service, must have "obtained the Elementary School Certificate and taken the Supplementary Commercial Course prescribed by the European Schools Code."

Whether children go to school at too early an age is a matter of dispute, but there can be no question now that the vast majority "complete their education" too soon, whether they never get beyond the elementary school or whether they pass on to the secondary school. Any machinery therefore which is proved to be responsible for children leaving school in large numbers before the end of school course, needs considerable alteration. The Junior Cambridge Local Examination has had exactly the same effect and principals of secondary schools all over the Presidency feel strongly that this examination should be abolished.

This Junior Cambridge Local Examination will be abolished in Bengal in 1918.

There is a consensus of opinion in favour of the complete abolition of the Elementary School Certificate Examination. There is also another body of opinion which holds that the examination should no longer be written but held *in situ*. It is felt, however, that there are many factors to be considered before either step is taken, and that the two important considerations are (1) the unstandardised condition of the majority of the elementary and higher elementary schools (the Elementary School Certificate sets a common standard of attainment), and (2) the fact that the large number of elementary schools scattered over the whole province makes it impossible for the Inspector to hold an *in situ* examination at a time of the year which would be convenient to every school.

I think that the best arrangement would be to combine the Elementary School Certificate Examination and Supplementary Class Final Examination into one certificate to be awarded to candidates who have negotiated both courses of study and examinations successfully. This final certificate could be called the "Elementary School Final Certificate". The Elementary School Certificate Examination might continue to exist as the departmental test of Standard VI and should be held as far as possible *in situ*.

579. Proposal that the elementary school course shall include a vocational course.—If the Elementary School Final Examination were one examination, consisting of a general section conducted by the Department and a special section conducted by outside technical bodies, it would be possible to adopt the suggestion that there should be only two grades of schools—elementary and secondary. This would not mean that every existing elementary school would have to be transformed into a higher elementary institution, or that there would be no schools of the present elementary grade.

All that the reclassification would insist on is the principle that the complete course, rather than a section of it, should be the basis of the classification of schools. The very act of grading schools according to the limit up to which they can teach is a clear indication to parents of certain definite stages where their children may dismount from the educational coach. If the coach never stopped until the destination was reached, the chances are that more children would complete the journey. Doubtless many would fall off *en route*, but the risk of hurting themselves would possibly deter most from attempting to jump off. I would therefore suggest one grading for the present "elementary" and "higher elementary," which should be called "elementary".

580. Proposals for the improvement of the conduct of the vocational courses.—The present higher elementary vocational education is little more than a pretence and parents and employers realize this. I propose that all existing elementary schools, higher elementary schools, and some junior secondary schools be graded as "elementary" schools, but that the elementary course should continue unbroken up to the end of Standard VIII and should include during the last two years a specialised course of

vocational training. I do not suggest that these vocational courses should be conducted in the ordinary schools, but in one or two properly equipped centres, with staffs of specialists who would serve all the schools. These centres should be equipped, maintained and directly controlled by Government in active co-operation with employers and they would therefore be entirely undenominational in character. Thus after passing through the ordinary elementary course up to Standard VI of the European Code, pupils in elementary schools would then proceed as day-scholars to the technical centre. It has been suggested that some of the better equipped existing higher elementary schools might be utilized as centres. I am very doubtful of the feasibility of this plan. In the first place, with the possible exception of Kalimpong, there is at present no institution which can claim to be adequately equipped or staffed for vocational work. Most of them cannot afford it. The Calcutta Free School made a heroic attempt and for a time employed a highly qualified domestic science mistress at a large salary for three girls only, but the burden proved too great. Then again, the situation would arise of one religious denomination being entrusted with the running of the centre and other denominations being asked to send their children there. I do not know whether Government would be willing to undertake the direct control of these technical centres, but it is probable that no greater financial outlay would be needed in the end. If the supplementary courses are to be real and of practical value to the domiciled community they would prove an enormously costly process if instituted in all elementary schools. This system of doling out grants is bound to lead to inefficiency, particularly when Government is demanding thereby a type of education which has never yet been realized in Bengal.

Concentration of funds and efforts generally, on the other hand, would mean the realization of a tangible and beneficial type of education. The establishment of some such institution as a Calcutta Technical Institute or Polytechnic would simplify the problem of providing technical education for European and Anglo-Indian children of all grades of schools, for schools might then send their pupils daily to the Technical Institute. In the meantime, until a State or municipal polytechnic materializes, it will be necessary to organize and concentrate existing agencies like the Young Women's Christian Association or the Calcutta Commercial Institute. There are scattered throughout the European schools in the province experts in most of the usual vocational subjects and it might be possible to employ them in one central institution.

As for Calcutta, if the Calcutta Technological Institute scheme ever materialised, it would provide all that was required. In the *muffassal* there might be four other centres for an elementary education with supplementary vocational classes, namely, Kalimpong, Khargpur, Dacca, Chittagong. The first already provides excellent vocational courses both for boys and girls. The second being a railway centre has specialized more on vocational education for boys, and better provision for domestic courses is needed. In Dacca and Chittagong considerable outlay would be required to provide efficient vocational classes.

The vocational courses should be examined by expert bodies.

581. **Existing courses of study in elementary schools.**—The course for elementary schools is divided into an infant stage and six additional standards. It invariably covers a period of nine years, *i.e.*, from 5 to 14; the course up to Standard III, which should correspond to the age of 11, is practically identical with the preparatory stage of a secondary school. It is therefore possible for a child of 11 to proceed from an elementary to a secondary school without any dislocation of its studies. Transfer from an elementary to a secondary school should ordinarily not take place at a later age. The elementary scholar, who goes to a secondary school, when he is more than 11 or 12, stands at a big handicap.

582. **The grading of secondary schools.**—Last year this question assumed a more imperative aspect owing to the announcement of the revision of their system of examinations by the Cambridge Syndicate, but a later announcement by the Government of India in their letter No. 1071, dated December 1916, that the abolition of the whole system of Cambridge Local

Examinations was under consideration, temporarily shelved the problem of secondary grading.

583. The proposed abolition of the Cambridge Local Examinations.—School authorities throughout Bengal are strongly in favour of the retention of the Cambridge Local Examination system, and it is certain that any scheme which contemplates the abolition of this system will arouse a storm of criticism in this Presidency. Externality is stated to be the grave defect of this system of examination, but in this Presidency this character of the Cambridge Local Examination system is regarded as a merit. The disadvantages of a departmentally conducted examination system are—

- (a) the constant changes in personnel and policy result in a lack of continuity ;
- (b) the persons available for examination work here are inexperienced and have no intimate or professional knowledge of schools ; and
- (c) unanimity and uniformity are impossible. Examination standards suffer from capricious changes from year to year.

The only advantage is a knowledge of local needs. It is stated that the Cambridge examinations are unsuitable because the examination syllabuses of certain subjects, *e.g.*, geography, history, botany, domestic science, agricultural science and oriental languages are designed in England. The objection is trivial. Every provision is made in the Cambridge geography papers for candidates in Asia. The Cambridge geography papers are most ingeniously arranged. The Cambridge "History of the British Empire" paper is obviously eminently suitable for candidates in India. As regards botany, domestic science, agricultural science and vernacular languages, we may avail ourselves of the offer, which is made annually by the Cambridge Syndicate, to consider and examine on any alternative syllabuses which may be submitted as being more suited to local needs. Domestic science has been recently abolished from the Senior Local Examination and candidates in India are therefore no longer required to work to an English syllabus. If it is considered desirable to test the domestic science work of European secondary schools in Bengal, it is a simple matter to submit a suitable examination syllabus to the Cambridge Syndicate and to ask them to set a special paper. Needlework, both practical and theoretical, is, however, now a subject provided in the revised Cambridge Senior Local Examination syllabus.

In every way the Cambridge Locals have the advantage—

- (a) *The work is continuous.*—There are no capricious changes of system.
- (b) The controllers of the examinations are experts.
- (c) There is uniformity of standard from year to year.
- (d) There is an army of expert examiners.
- (e) The development of educational practice in England is continually affecting the curricula of these examinations. There is therefore every incentive to progress on up-to-date lines apart from the fact that the Cambridge Syndicate's list of examiners is composed of men and women who are generally admitted to be in the van of educational thought and development.
- (f) For students desirous of proceeding to England for further education, the Cambridge examinations are particularly valuable. Indian departmental or university examinations receive no recognition in England.
- (g) The Cambridge examinations are typical of an English school education and are held all over the Empire. This imperial aspect undoubtedly has weight—and rightly so—with the domiciled community.
- (h) The revised Cambridge system of examinations has been approved by the English Board of Education.

584. Preparatory schools.—It is felt that perhaps the greatest need of all in the European school system is the better organising of kindergarten work

and preparatory classes. The present system does not insist that every child should have undergone a proper course in a properly conducted school. The preparatory education provided in many boys' schools cannot be regarded as satisfactory. The preparatory school should be a separately organized unit in the school system. It should prepare equally for elementary and secondary schools. The course should cover a two years' course of kindergarten (age 6 years to 8 years) and Standards I, II and III. Children would therefore leave the preparatory school ordinarily at the age of 11.

585. **The overburdening of the curriculum of girls' schools—likely to cause mental and physical strain.**—It was pointed out at the Simla Conference that the inclusion of domestic subjects in the curricula of existing girls' schools, with any degree of thoroughness, would result in an overburdened time-table. It is therefore to be considered in what manner the curricula in girls' schools can be lightened in order to provide an adequate place to a practical course in housecraft. In the elementary school curriculum some relaxation might be made in mathematics, *e.g.*, a simpler alternative paper in arithmetic could be set for girls in the Elementary Certificate Examination. Some of the questions in the girls' arithmetic paper might be made to bear on the household management course. It has already been suggested that in Standard VI the science course for girls should be adapted to assist the teaching of domestic science. If it is considered that a vernacular language should not be compulsory for girls, then this portion of the time-table might be utilised for housecrafts.

Concentration of schools.

586. The European education system in Bengal is remarkable for two correlative characteristics :—

- (1) Though the community is small, it is provided with a comparatively large number of secondary schools.
- (2) In almost all of these, particularly in the junior secondary schools, there are many children who are "scholarships" holders, but are not capable of benefiting by a secondary education.

These two characteristics have, in my opinion, one common cause. The education of the domiciled community is almost entirely in the hands of various denominations, and these naturally desire to retain the children sent to their schools. The simplest way to do this is to offer the inducement of a cheap secondary education. Though, on the average, secondary education in Bengal is probably cheaper than in any part of Europe or America, in very many cases parents here cannot afford to pay for it and Government is asked to subscribe by means of "scholarships". The free boarding grant, too, is freely utilised for this purpose. The problem of the concentration of secondary schools and the elimination of unsuitable children depends for its solution on—

- (1) The creation of an effective system of selection of children for a secondary education.
- (2) In addition, to give secondary education its rightful monetary value, fees in existing secondary schools should be raised and made uniform in each district; for instance, secondary schools in the plains should charge the same minimum fees, the Darjeeling schools should have a common rate and the Kurseong schools should have their own rate. There should not be more than a 20 per cent. difference in fees throughout the Presidency.

It is to be considered whether the end of the proposed preparatory school course is not the most suitable stage at which the selection of children for either an elementary or a secondary education may be made. Methods of selection are also to be considered. I do not recommend that a public examination should be held at that stage, but it might be possible to inaugurate some adaptation of the American accrediting system by which children could be

recommended by the principals of preparatory schools for either an elementary or a secondary education. The great bulk of scholarship allotments should be spent at this selective stage. The objection may be raised that the proposed stage is too early and that many children do not "find themselves" until a much later age. These may be accommodated by reserving a number of scholarships or stipends to be awarded at part I of the proposed Elementary School Final Examination.

587. **School fees.**—It is now necessary to refer to a custom which has become universal throughout the European schools in the Province—that of fee-reduction. Generally a reduction for a particular child is made by the school principal after inquiries into the financial standing of the family and in consideration of circumstances such as brothers or sisters attending the same school. In some schools, like La Martinière School, Calcutta, where a fixed number of exhibitioners and demi-foundations is allowed, fee-reduction is conducted on a systematic plan, but in other schools it is conducted in an unbusiness-like and unsatisfactory fashion to such an extent that in some cases almost every child is on special terms. Not only is this objectionable in that it is difficult to arrive at a proper understanding of the financial situation, but the practice is also responsible for the unprotected condition of schools in general. I would suggest that fee-reduction throughout the Presidency be properly systematised and subjected to departmental regulation. It is hardly desirable at present to make too drastic innovations by insisting on a uniform scale of reduction for each grade of schools, but every school should be required to submit its scheme of fee-reduction and this should be as simple as possible. Further, the school budget at the beginning of the year should state what amount during the year will be utilised for fee-reductions, in other words, the school authorities should put aside an imaginary sum of money to be spent on stipends or sizarships during the year. With some such system it would then be possible to calculate exactly what the fee-reduction is costing a school and, incidentally, Government.

The Kalimpong Homes.

588. **Progress of the Homes during the quinquennium.**—(1) The number of children in residence each year was :—

On the 31st March	1913	...	...	...	426
" "	1914	...	...	...	466
" "	1915	...	...	...	497
" "	1916	...	...	...	541
" "	1917	...	...	...	577

The children in the Babies' Cottage were too young to attend the day school and some of the grown-up girls were under training as Nursery Nurses and Hospital Nurses.

(2) The following statement shows the numbers of workers engaged in the Homes :—

		School teachers.	Cottage workers.	Others.	
31st March	1913	...	14	26	5
" "	1914	...	14	26	5
" "	1915	...	17	29	5
" "	1916	...	17	32	5
" "	1917	...	19	32	4

(3) The number of pupils passed through the Homes :—

During year ending 31st March	1913	...	...	30
" " " "	" "	...	...	21
" " " "	" "	...	...	37
" " " "	" "	...	...	17
" " " "	" "	...	...	44

Endowments for European Education.

589. **Doveton Property.**—During the quinquennium the funds and property of the institution known as the Doveton College were taken over by

Government by special legislation. The Inspector of European Schools, Bengal, was appointed administrator to dispose of the funds and property after meeting all the liabilities of the College. The sale-proceeds, together with the funds taken over, after paying off outstanding liabilities, have been invested in Government promissory notes and the income accruing from this investment will be utilised in granting scholarships in accordance with rules framed by the administrator, assisted by a committee of persons interested in the welfare of the Anglo-Indian community. These scholarships will be called "Doveton Scholarships" and it is intended that they shall be mainly utilised to equip young men and women for industrial, technical and professional careers. The local Government have decided that the recurring expenditure in scholarships shall be less than the recurring receipts in order to leave a margin for expansion in expenditure. The annual allotment for scholarships will, it is estimated, amount to Rs. 5,500.

590. **The Bruce Institution.**—The control of the institution is exercised by 12 governors, of whom 7 are appointed by Government and 5 are *ex-officio*. The Director of Public Instruction is the Honorary Secretary to the board of governors.

The capital funds of the institution now amount to Rs. 10,59,400 and the income from interest amounts to Rs. 37,079.

Definition of European and the Calcutta slum problem.

591. The definition of European as laid down in the present Code for European Schools in Bengal, viz., "Any person of European descent, pure or mixed, who retains European habits or modes of life," while offering a wide latitude to those who claim the title, presents endless difficulties to an officer whose onerous task it is to verify these claims. It has been frequently represented that the definition should be limited to evidence of European blood on the father's side. It cannot be disputed that the establishment of such a definition would simplify enormously the problem of the education of the authenticated Anglo-Indian community. Then again, the concession mentioned in paragraph 650 of the last Quinquennial Report, by which the attendance of non-European scholars who have adopted European habits of life [Article 7 (c)] is counted for grant, makes confusion worse confounded. Such scholars spring from the lowest Indian castes and are entirely unfitted by heredity and by environment for a European education. The absurdity of the effort may be realised by anyone who cares to make an attempt to teach in English children of this class. The Hon'ble Mr. Arden-Wood said recently:—"There is no worse kind of education than that which is above the capacity of the learners; it affects adversely both the bright and the backward." The problem of the education of the domiciled community would be enormously simplified, if the European system could be confined to those for whom it was intended.

As it stands, the community which claims the title "European," and for its children the privileges of a European education, is composed of peoples of many nationalities, pure and mixed, such as Indian Christians from almost every part of India, but chiefly from Bengal, Madras and Burma, where missionary efforts have been most successful; West Indians, Negroes, Philipinos, Goanese, Chinese, Nepalese, Singhalese and others, including Anglo-Indians and pure Europeans. All these are to be found living cheek by jowl in the slums of Calcutta. With this bewildering conglomeration of races it is clearly impossible to design one system of education which will meet the individual needs of each and at the same time preserve for the Anglo-Indian proper the characteristics and ideals of a European education. Conditions such as these entirely prevent the educative process being one of social and spiritual uplifting and at the same time an adequate preparation for definite avenues of employment. We may by a supreme act of faith believe these children to be Europeans and, content in that belief, persuade ourselves that they are assimilating the European education which we are providing, but employers refuse to be deceived and state frankly that these people are unemployable save for the meanest kind of work, where wages are utterly

inadequate to support them in European habits of life. They begin married life at an early age with a burden of debts, charity is looked for as an ingrained hereditary habit, and so the cycle goes on.

There are two other corollary causes, besides the presence in the European schools of large numbers of *quasi*-Europeans, which would seem responsible for the negative results of the existing educative process in attempting to combat the steady deterioration of the lower strata of the Eurasian community. These are, in my opinion (i) the fact that our largest boarding schools and orphanages are situated in the heart of the slums; (2) the indiscriminate distribution of the free boarding grant. Mr. Maclear insisted that the children should be taken right away from their homes, but I do not agree that this can be accomplished by the mere extension of existing orphanage institutions. Those, who for many years have had active control of this class of institution, have come to realise the futility of their self-sacrificing efforts under present surroundings. The Brother Provincial of the order of the Irish Christian Brothers in a recent letter to Government pleaded for funds to remove the Catholic Male Orphanage from Portuguese Church Street, Calcutta, to a site outside Asansol.

The Rev. F. B. Hadow has recently proposed a scheme to remove the three institutions, the Gouldsmith School, the Old Mission Girls' Home and the Boys' Home from the slums of Bow Bazar and Kapalitola into the country outside Behala.

There would seem to be only one solution to the problem of how to elevate and render self-respecting the lower strata of Anglo-Indian society and that, to remove entirely the children of this class from their present surroundings and never allow them to return until a healthy disgust of their previous existence has been fostered, and habits of clean living and thinking have become natural and spontaneous.

Special schools required for certain classes.

592. Parsis, Armenians and Jews are not Europeans within the meaning of the present Code definition, but are given facilities in the way of special scholarships to be held in European schools. Besides this provision, two of these communities have their own schools; there is the Armenian College for Armenian boys and the Jewish Girls' School. Since the war commenced the former institution, which is a boarding school, has been filled with Armenian refugees from Persia. The problem of the provision of education for the domiciled Armenian community has therefore been intensified. It is felt that the Armenian community, which embraces many wealthy Calcutta citizens, should take immediate steps to improve and enlarge the present Boys' school and consider the erection of an Armenian girls' boarding school. The Jewish community might also consider the establishment of a Jewish boys' school. With the exception of the refugee Armenian class to whom English is an entirely unknown tongue, the communities, Parsis, Armenians and Jews, are qualified by heredity, home rearing and mentality to benefit by a European education. This cannot be confidently said of the Goanese, the "Kala Feringhis" of Eastern Bengal and the European-clothed Indian Christians. It would be well if the status of these classes could be clearly laid down by Government and if special schools were provided for them.

Two special schools for European-clothed Indian Christian boys have been started by the Jesuit Fathers, one in Calcutta by Father Limbourg and another in Howrah by Father De Waechter. So far no Government support has been given to these two institutions. Apart from the consideration enumerated above, there is additional evidence which would seem to justify this step taken by the Jesuit Fathers, and that is, the increasing numbers and importance of the Indian Christian community and the recent signs that the community feels itself entitled to political consideration.

CHAPTER X.

THE EDUCATION OF MUHAMMADANS.

593. **Illiteracy of the Moslem population.**—The Moslem population of Bengal is 23,989,719 out of a total of 45,483,077, that is to say, 52·7 per cent. of the total population of Bengal is Moslem. Of the total Moslem population 22,988,168 are illiterate, while 62,301 only are literate in English. This review records a certain amount of progress, but the figures are not reassuring. It is impossible to lay too much stress on the urgency of raising the standard of literacy in the Moslem community of Bengal. The ideals of this community differ to some extent from those of the other inhabitants of the Presidency. Their history and traditions are stored away in Arabic and Persian manuscripts. They are followers of Islam and the illiterate are readily swayed by *maulvis*, who profess to be learned in Moslem law and to speak as its interpreters.

594. **General attitude of Moslems towards educational institutions.**—The largest Moslem population in Bengal is in the Northern and Eastern districts of the Presidency. The people of these parts are generally conservative and their only concern outside their own immediate personal interests is the propagation of Islam. The successful Moslem cultivator of these parts who desires to educate his son will send him to a *madrassah* to learn Moslem law, literature, logic, rhetoric and philosophy and to study *Hadis* and *Tafsir*. He is not interested in the study of Arabic for its literature, but only because it is the language of the *Koran*. If a Moslem in Eastern Bengal wants to endow an educational institution, he founds a *madrassah* and puts it under the charge of *maulvis*, who claim to be versed in Islamic lore.

595. **Backwardness due to apathy of people.**—One thing which it is necessary to emphasise, is that the backwardness of this community is primarily due to the apathy of the people in the matter of education and until this indifference is removed, progress is impossible. Moslems represent more than half the total population of Bengal and until they are educated sufficiently to be able to take an interest in the affairs of public life it is difficult to conceive of Bengal as a part of a self-governing dominion within the British Empire. Indeed it seems that the only possible way in which these people can be made to realise their privileges and responsibilities as subjects of the British Empire is by giving them every facility for English education. English schools have to be not only encouraged but established by Government in the outlying districts in Bengal. Money will have to be spent freely on such schemes because the people themselves will not provide the schools, though they will probably support them if they are once established.

596. **Other difficulties.**—It is undoubtedly true that in addition to the apathy of the people themselves, Moslems suffer from certain disadvantages in the ordinary schools—

- (1) Moslems are mostly agriculturists who live away from head-quarters towns of districts. High schools are generally located in head-quarters stations and it is difficult for boys to attend these schools, unless there is an ample provision for hostel accommodation at a small cost.
- (2) High schools in the past have mostly been started by non-Moslems and they are mostly staffed by non-Moslems. The result is that the general atmosphere of the schools is not congenial to Moslems.

597. **Moslem Educational Advisory Committee, Bengal, 1915.**—The question of backwardness of Moslems in education has been considered over and over again by special committees appointed by Government. In Bengal the last of these committees sat during the year 1915, and published a long and exhaustive report, dealing with the general policy to be followed in the education of Moslems, and making detailed recommendations for all the different stages of boys' and girls' education. The Government resolution on

this report was published in August 1916. I do not therefore propose to say much more here.

598. **Special facilities offered by Government during the quinquennium under review.**—In order to remove some of the difficulties of Moslems, Government have, during the quinquennium under review, made the following arrangements :—

- (a) That 25 per cent. of the vacancies each year in all Government and aided colleges must be reserved for Moslems.
- (b) That in all Government schools a certain percentage of the vacancies each year in each class must be reserved for Moslems and that this percentage should be fixed by the headmasters in consultation with the divisional inspectors of schools, keeping in mind not only the number of Moslems in the school but also the Moslem population of the locality in which the school is situated.
- (c) In order to provide funds for special scholarships in colleges and high schools Government have undertaken the entire responsibility for the support of the *madrassahs* at Dacca, Chittagong, Hooghly and Rajshahi, thus setting free a certain amount of money in the Mohsin Fund which has been utilized to establish a number of stipends for Moslems, tenable in arts and professional colleges and in *madrassahs*.
- (d) In order to remove, as far as possible, the disabilities of Moslem pupils in ordinary schools and colleges Government have tried to insist upon there being a Moslem element on the staff of every school apart from the *maulvi*. Figures, however, show that during the quinquennium under review the number of Moslem teachers has not increased, although the number of deputy and sub-inspectors of schools has increased. In order to keep a check, annual reports have now to be submitted by appointing authorities to the Director of Public Instruction showing how vacancies during the year have been filled. A similar procedure is prescribed in respect of ministerial appointments.
- (e) During the quinquennium under review an Assistant Director of Public Instruction and five special assistant inspectors for Muhammadan education have been appointed.
- (f) In order to allow Moslem boys in colleges and schools to perform their *nama* prayers orders have been issued to the effect (1) that in all Government colleges work shall be suspended for an hour about midday on Fridays; (2) that in Government schools the managing committees shall decide whether (a) the school shall be closed for a half day on Fridays instead of on Saturdays (in this case schools would close on Fridays at 12-30 P.M.); or (b) work shall be suspended for one hour on Fridays.
- (g) Orders have been issued to the inspectors to insist on the appointment of *maulvis* in high schools where, in view of the Moslem population of the locality, a large number of Moslem pupils might be expected in the school.
- (h) In order to remove the difficulties of residence of Moslem students in Calcutta a non-collegiate hostel with accommodation for 73 boarders was opened by Government at No. 61-1C, Wellington Street in July 1915, and additional accommodation for 70 boarders has been provided in two new wings of the Baker Madrassah Hostel.
- (i) During the quinquennium under review a sum of Rs. 84,000 a year was earmarked from 1914-15 from one of the recurring Imperial grants for the improvement of Muhammadan education with special reference to the *madrassah* reformed scheme sanctioned under Government resolution No. 450T.—G., dated 31st July 1914. This allotment has enabled the Department to increase the grants of all the six

aided senior *madrassahs* and seven aided junior *madrassahs* and also to aid 55 junior *madrassahs* which had previously not been aided.

- (j) During the quinquennium under review a scheme was worked out for establishing a Government arts college in Calcutta for Muhammadans. The scheme has been held up mainly on financial grounds. The Dacca University scheme includes a college for Muhammadans.
- (k) Facilities have also been provided for Moslem students to enable them to study in professional colleges :—
- (a) *The Civil Engineering College, Sibpur.*—The dearth of Moslem students in the various departments of this college was said to be chiefly due to the heavy charges that the students had to bear on account of messing. In order to remove this disability the Governing Body of the College proposed in 1914 that the charges on account of establishment, lighting and superintendence of the Moslem hostel be defrayed by Government, and that stipends be paid to Moslem students according to a sliding scale. The proposals were sanctioned in Government order No. 737, dated 11th February 1915. Under Government resolution No. 4147, dated 16th November 1915, four Mohsin stipends of Rs. 10 each tenable for two years have been created for the engineering department of the college; two of these stipends are to be awarded in the 1st year class on the results of the intermediate science examination, and two in the 3rd year class on the results of the intermediate examination in engineering.
- (b) *The Medical College.*—Under Government resolution No. 4147, dated 16th November 1915, six Mohsin stipends of Rs. 15 each have been created. Two of these stipends are to be awarded in the 1st year class on the results of the intermediate arts and science examinations and are tenable for one year; two are to be awarded in the 2nd year class on the results of the preliminary scientific bachelor of medicine examination and are tenable for two years; and two are to be awarded in the 4th year class on the results of the first bachelor of medicine examination and are tenable for three years.

Progress :

599. **Moslems in various stages of instruction in general institutions.**—The number of Moslems under instruction in all classes of institutions (public and private) for Indians is 864,195 or 45·2 per cent. of the total number of pupils of all creeds as against 717,189 or 42·4 per cent. in 1912. The figures for the various classes of colleges and schools are interesting. The number of students in arts colleges is 1,639 or 8·8 per cent. of the total number of students of all creeds as against 810 or 7·3 per cent. at the end of 1912. In professional colleges the number is 303 or 6·8 per cent. of the total number of students of all creeds as against 94 or 4·2 per cent. in March 1912. In high schools the number is 45,179 or 20·5 per cent. of the total number of pupils of all creeds as against 26,629 or 18·3 per cent. in March 1912. In middle English schools the number is 54,039 or 33·2 per cent. of the total number of pupils of all creeds as against 43,238, or 34·1 per cent. and in middle vernacular schools the number is 8,258 or 34·1 per cent. of the total number of pupils of all creeds as against 10,598 or 29·7 per cent. in March 1912. In primary schools the Moslems almost hold their own. The number is 680,273 or 49·5 per cent. of total number of pupils of all creeds as against 525,980 or 42·8 per cent. in 1912. An analysis of the figures, however, shows that Muhammadans represent 19·7 per cent. of the total number of pupils of all creeds in the high stage, 24·3 per cent. in the middle stage, 22·0 per cent. in the high and middle stages taken together and 46·6 per cent. in the primary stage of school instruction.

The numbers of pupils in arts colleges and high schools have almost doubled during the quinquennium, while the numbers of students in professional colleges are now more than three times what they were in 1912. These figures indicate that some progress has been made during the quinquennium under review.

600. **Moslem special institutions.**—In addition to the ordinary Government, aided and unaided schools there are also a number of institutions specially designed to meet the needs of the Moslem community. These institutions may be divided into five classes :—

- I. *Koran* schools.
- II. *Maktab*s.
- III. Middle *madrassah*s.
- IV. Junior *madrassah*s.
- V. Senior *madrassah*s.

I. **Koran schools.**—The only subject taught in these institutions is the recitation of the *Koran*, and the only concern which the Department has with these institutions is to induce them to conform to departmental standards.

II. **Maktab**s.—The *maktab*s of the Burdwan and Presidency divisions follow Sir Archdale Earle's scheme of 1908. The course of studies followed in the *maktab*s of the Dacca, Rajshahi and Chittagong divisions was the ordinary lower primary course with some additional instruction in the *Koran* and ritual of Islam. The Moslem Education Committee which met at Dacca in 1909-10 prepared a revised syllabus for *maktab*s; this syllabus was under the consideration of Government when Eastern and Western Bengal were re-united in 1912. The question of a revised syllabus for *maktab*s was taken up by the Moslem Educational Advisory Committee appointed by Government in 1914. The committee recommended the adoption of a syllabus prepared by the Assistant Director of Public Instruction for Muhammadan Education. The consideration of the syllabus has been postponed pending the preparation of a syllabus of studies for the ordinary primary schools for the whole Presidency.

Manual for maktab teachers.—The "*maktab* manual," the preparation of which was sanctioned in 1908 in accordance with the scheme of Sir A. Earle, was published in 1913.

Model maktabs.—These are departmental institutions and are a special feature of Western Bengal. In addition to the existing model *maktab* in Calcutta six model *maktab*s have been established in the districts of Midnapore, Hooghly, 24-Parganas, Murshidabad, Jessore and Khulna, in accordance with Sir Archdale Earle's scheme. In accordance with this scheme two more model *maktab*s in the districts of Burdwan and Birbhum have yet to be started.

Muallim training schools.—These also are departmental institutions for the training of *maktab* teachers and a special feature of Western Bengal. In Eastern Bengal there is only one such school at Ramu in the Cox's Bazar subdivision of the Chittagong district. In pursuance of the scheme of 1908 five *guru*-training schools in the districts of Midnapore, Hooghly, 24-Parganas, Jessore and Khulna have been converted into *muallim*-training schools. Divisional inspectors of schools and district officers were consulted as to the requirements for additional *muallim* training schools. These officers agreed that seven more such schools (including one in Calcutta) were necessary. The consideration of the subject has, however, been postponed pending the question of the re-organisation of the general scheme for the training of primary school teachers.

III. **Middle madrassahs.**—These institutions are a special feature of Eastern Bengal, where the scheme was introduced in the Dacca division in 1905 and in the other two divisions in 1908-09. They are really middle English schools with the difference that Urdu is taught in the lower classes and Arabic or Persian in the upper classes; in many of them there is a separate Arabic department. Since the introduction of the *madrassah* reform scheme course sanctioned in 1914 many of the middle *madrassahs* have adopted the reformed junior *madrassah* course and their number has greatly decreased.

IV and V. **Junior and senior madrassahs.**—In Western Bengal the course of studies followed was that sanctioned under the scheme of 1908. In Eastern Bengal the course of studies was generally the old course which obtained in Bengal before the Eastern divisions were separated. The Moslem Education Committee which sat at Dacca in 1909-10 drew up a syllabus of studies for these institutions; this syllabus was under the consideration of Government, when the two parts of the Presidency were re-united in 1912. The question was then referred to the committee which was appointed by the Government of Bengal to frame a scheme for the establishment of a University at Dacca. The syllabus of studies drawn up by this committee was approved by Government and sanctioned under General Department resolution No. 450 T.—G., dated 31st July 1914. The revised course includes recitation of the *Koran*, Arabic, Urdu (compulsory), arithmetic, geography, history, English, drawing, handwork, drill and vernaculars (Urdu and Bengali). It was decided that the new course should not be introduced in the Calcutta Madrassah which should continue to teach the orthodox course, either without English or with English as an optional subject. With the exception of Arabic and Urdu (compulsory) the course of studies in other subjects for the junior department corresponds approximately to that of middle schools, and that for the senior department approximately to the course of studies for high schools. The scheme came into operation with effect from April 1915; it was to be introduced gradually and by the year 1919 the course will have been introduced throughout all the classes of the junior departments of *madrassahs* adopting them. The revised course has been introduced in the three Government senior *madrassahs* at Hooghly, Dacca and Chittagong, and in the Government junior *madrassahs* at Rajshahi and in all the aided senior and junior *madrassahs*. Many middle *madrassahs* and unaided *madrassahs* have also adopted the course.

Madrassah Examinations.

601. **Central madrassah examination—old course.**—Up to the year 1913 examinations at the end of the classes of the senior department were held by the Central Board of Examiners, Bengal Madrassahs, although certificates were granted to successful candidates only at the lower standard *madrassah* examination (*i.e.*, at the end of the 3rd year class in Western Bengal and of the 2nd year class in Eastern Bengal) and the higher standard *madrassah* examination (*i.e.*, at the end of the highest class). As the system was found to disorganise the regular work of *madrassahs* and to cause delay in publishing the results of the central examinations and hence in making promotions from class to class, orders were issued in 1913 to the effect that thenceforth the Central Board of Examiners should conduct the lower and higher standard examinations only. The examinations of the intervening

classes are to be conducted by the heads of the *madrassahs* concerned.

Madrassah Title examination.—The title course classes sanctioned in 1908 were opened in the Calcutta Madrassah in 1909, and the final examination for the award of titles was first held in 1912. In 1914 the Principal of the Calcutta Madrassah, who is *ex-officio* registrar of the board of *madrassah* examinations, recommended that the pass marks for the title examination should be made similar to those for the Sanskrit title examination. Government sanction was accorded to the proposal in General Department No. 1427, dated 27th March 1914.

Junior madrassah examination—new course.—Regulations for the central examination at the end of the junior *madrassah* course under the reformed scheme were sanctioned by Government in General Department No. 740, dated 23rd March 1916; and the first examination under these regulations was held in March 1917. One hundred and thirty-six students were sent up of whom 127 appeared at the examination and 74 passed.

Proposed revision of the curriculum of the Calcutta Madrassah.

602. Under Government resolution No. 981, dated 25th February 1915, a committee was appointed to revise the curriculum of the Calcutta Madrassah. The recommendations of the committee are under the consideration of the Director of Public Instruction.

Change of designation of the heads of the Dacca and Chittagong Madrassahs.

603. The reformed scheme sanctioned under Government resolution No. 450 T.—G., dated 31st July 1914, was introduced in these institutions in 1915-16 and in accordance with the orders contained in the resolution the designation of the heads of these institutions has been changed from "Superintendent" to "Principal."

Transfer of control of Anglo-Persian departments of the Dacca and Chittagong Madrassahs.

604. For the better working of both the Anglo-Persian and Arabic departments, the control of the Anglo-Persian departments of these *madrassahs*, which are really high schools for Moslems, was, under Government order No. 51T.—G., dated 3rd May 1916, transferred to the divisional inspectors of schools.

Holidays and vacations in Madrassahs.

605. Until recently the Government senior and junior *madrassahs* were entitled to holidays and vacations up to a limit of 102 days in the year. All the aided senior *madrassahs* followed the Government *madrassahs* in this respect. The number of holidays for all *madrassahs*, recognized by the Department (except the Calcutta Madrassah), has now been fixed by Government order No. 820, dated 30th March 1916, at the maximum number of 85 days exclusive of Sundays but inclusive of local holidays.

**The recognition of the Ahsania Madrassah at Dacca and the
Bashiria Ahmadia Madrassah at Sandvip.**

606. In 1915 recognition was withdrawn from the Ahsania Madrassah at Dacca, on account of mismanagement for which the *madrassah* authorities had repeatedly been warned. In 1914 permission was granted to the Bashiria Ahmadia Madrassah at Sandvip in the district of Noakhali, provisionally for a period of two years, to send up candidates for the central *madrassah* examinations. No further recognition has, however, been granted to the *madrassah* as the *madrassah* authorities refused to introduce the reformed scheme in the junior department.

CHAPTER XI.

The Education of Special Classes.

A.—The education of chiefs and nobles.

607. **The Nawab Bahadur's Institution at Murshidabad.**—The Nawab Bahadur's Institution at Murshidabad provides special arrangements for teaching the boys of the *Nizam* family. The *Nizam* boys reside in a separate hostel which is managed by a European headmaster assisted by a Muhammadan assistant teacher. The religious and moral training of these boys and their discipline are under the care of a special officer called the *Ataliq*. On 31st March 1917, there were 26 *Nizam* boys in the school against 23 on 31st March 1912. The total expenditure of this special department of the school amounted to Rs. 3,740 in 1916-17 against Rs. 4,250 in 1911-12.

B.—The education of backward classes.

608. **Castes or tribes which may be grouped as depressed classes.**—A list of the castes or tribes which may, in terms of the Government of India's instructions, be included under the three groups of depressed classes is given below with the approximate size of each :—

(a) *Depressed classes proper.*—

Caste or tribe.	Number.	Caste or tribe.	Number.
Eagdi ...	1,015,738	Kora ...	46,497
Bauri ...	313,654	Mal ...	108,163
Bhainmali ...	91,973	Muchi ...	455,236
Bhuiya ...	69,044	Munda ...	67,252
I humij ...	90,282	Namasudra ...	1,908,728
Chamar ...	136,533	Oraon ...	165,337
Dhoba ...	228,052	Pod ...	536,568
Dom ...	173,991	Santhal ...	669,420
Dosadh ...	45,863	Sunri ...	119,325
Hari ...	173,706	Tiyar ...	215,270
Kaora ...	112,281		

(b) *Aboriginal and hill tribes.*—

Chakmas ...	54,362	Hajangs ...	25,016
Garos ...	42,728	Koches ...	46,619
Hadis ...	26,212	Tiparas ...	35,950

(c) *Criminal tribes.*—

Bediyas ...	8,503	Kaoras (24-Parganas)	64,483
Gains ...	380	Lodhas ...	7,403

609. **Special measures taken for the encouragement and diffusion of education among the depressed classes.**—The following quotation summarises the position :—

“The Government of Bengal have long been alive to the necessity of taking measures for the encouragement of education among the depressed classes. Endeavours have been and are being made to attract their children to primary schools by admitting them as free pupils. These methods have been fairly successful, for though the children may belong to the lowest classes of the Hindu social system or be outside the pale of caste altogether, there is no great difficulty in their being admitted to primary schools. In localities where they are settled in fairly large numbers, it has been the policy of the Department to establish special schools. Government scholarships are also reserved for members of backward classes.”

610. **The Bengal Social Service League and the Society for the Improvement of the Backward Classes, Bengal and Assam.**—The Bengal Social Service League, which has been in active existence for about two years, claims to have opened 19 primary day and night schools in Bankura and other places for the education of backward classes. The Society for the

Improvement of the Backward Classes, Bengal and Assam, is said to have started and maintained in the districts of Dacca, Mymensingh, Bakarganj, Noakhali, Tippera, Rangpur, Jessore, and 24-Parganas, 62 schools of which 8 were middle English schools and 54 were primary schools, including 11 girls' schools and 1 night school. During the year 1916-17, 1,916 boys and 263 girls, of whom 147 were Muchis, received instruction in these schools. The society is handicapped by want of funds and has recently made an appeal for public help.

611. **Total number of pupils of depressed classes.**—According to the returns submitted by inspectors of schools and other officers 77,054 boys and 8,973 girls of the depressed classes were actually under instruction at the end of the year 1916-17. Of these, 194 boys were in colleges, 2,022 boys in high stage; 2,684 boys and 23 girls in middle stage; and 70,861 boys and 8,908 girls in primary stage. The rest 1,293 boys and 42 girls were in special and indigenous schools.

612. **Education of Namasudras.**—To the total number of 86,027 pupils of the depressed classes the Namasudra community contributed 41,105—35,932 boys and 5,173 girls. Of these, 100 boys were reading in colleges; 1,489 boys in high stage, 1,690 boys in middle stage; and 32,087 boys and 5,138 girls in primary stage. The rest were reading in special and indigenous schools.

During the quinquennium under review special hostels for Namasudra students were established at Dacca, Faridpur and Barisal. The Depressed Classes Mission in Dacca maintained 3 middle English schools for the education of this community. One of these schools was aided by the Department. The Baptist Mission also maintained a few primary schools. The Namasudras have started associations in different centres and are making strenuous efforts to spread education in their own communities.

Many Namasudras have attained to a considerable stage of general advancement. They have in a body objected to their classification as *untouchables* and members of the so-called "depressed classes." One of the most remarkable features of the social life of Bengal during the past 50 years is a sustained effort made by certain sections of the lower castes and, particularly, the Namasudras to rise in the social scale. Their progress has been so steady and promising that their enumeration under the head "depressed classes" is apparently regarded by them as a serious set-back to their social advancement. I consider that their present position in education and their present social advancement bring them under a higher category.

613. **Education of Santhals.**—(a) *In Bankura, Birbhum and Midnapore.*—During the period under review a scheme for the improvement and expansion of education among the Santhals in the districts of Bankura, Birbhum and Midnapore was sanctioned by Government, and a recurring grant of Rs. 10,257 (Rs. 5,784 from Imperial and Rs. 4,473 from Provincial revenues) was made for the purpose.

A board of Santhal education was formed in each of the two districts of Midnapore and Bankura. It is composed of the district magistrate, a missionary, and the deputy inspector of schools. The functions of these boards are both advisory and executive.

(b) *In Dinajpur.*—A proposal was mooted for the initiation of a scheme for the education of Santhals in the district of Dinajpur on the lines of what has been done in the Burdwan division. Nothing definite has yet been evolved and the matter is still under consideration.

614. **Education of Garos, Hadis, Hajangs, Chakmas, Lepchas, Bhutias, Koches, Tiparas, etc.**—(a) *In the Dacca division.*—The Mymensingh District Board and the Australian Baptist Mission have contributed liberally to the maintenance of primary schools for the children of those Garos, Hadis, Hajangs and Koches who live at the foot of the Garo Hills. For the education of these people the latter maintained 11 primary schools, while the former subsidised 30. On 31st March 1917 there were 1,780 pupils belonging to these classes who were receiving instruction in schools. Of these, 134 were in secondary and 1,646 in primary schools against 26 and 1,072, respectively, reported five years before.

The District Board of Bakarganj maintained a few primary schools for the education of Magh pupils. The number of these pupils on 31st March 1917 was 158. One Magh pupil was trained in the Patuakhali *guru*-training school but he failed to pass the final examination. There is a special primary school for Muchis in the town of Dacca and two more in the interior—one for boys and the other for girls. There are also two schools for Bunias in the town of Faridpur; these schools are being conducted by Bunia teachers. On 31st March 1917 there were 18 boys and 21 girls in these two schools.

(b) *In the Chittagong division.*—The majority of the aborigines in this division who are chiefly Chakmas, Tiparas and Maghs are to be found in the Chittagong Hill Tracts and in the Cox's Bazar subdivision of the Chittagong district. All possible facilities are afforded to the Arakanese Magh boys in the Cox's Bazar subdivision. Five special Burmese lower primary schools have been established for them. The special Burmese school at Ramu was raised to the middle English status; and there is a proposal to open a normal school at Cox's Bazar for the training of Magh teachers. The Government weaving school at the place promises to do well. In the Chittagong Hill Tracts Government maintains one high and one middle vernacular school. The total cost of these schools amounted during the year 1916-17 to Rs. 10,219 and Rs. 2,135, of which Rs. 8,334 and Rs. 2,123, respectively, were paid from Provincial revenues. There were also 113 primary, 11 special and 35 indigenous schools for aboriginal pupils. A training class has been established by Government in connexion with the high school for the benefit of the Chakmas and Tiparas. There is also a hostel attached to the high school which accommodates 50 hill boys who are allowed free board. Education is given free to hill boys and girls in the Chittagong Hill Tracts and to the Arakanese Maghs in the Cox's Bazar subdivision. At the end of the year 1916-17, there were 2,013 Chakmas and Maghs at school, of whom 89 were in the secondary stage and the rest in the primary stage.

There were two schools for Tiparas in the Lalmai Hills in the Tippera district and two for Doms in the town of Chittagong.

A society for the improvement of the depressed classes and the Chittagong Night School Committee have their head-quarters in the town of Chittagong and are doing much for the improvement of the education of Doms, Mehtars, etc., by opening day and night schools.

The Inspector of Schools, Chittagong division, reports that there has been a general awakening regarding education among the backward races in his division, of whom the Baruas or Rajbanshi Maghs are the most important. During the last few years they have made great progress and in general education now occupy a position intermediate between the Mussalmans and the Hindus.

(c) *In the Rajshahi division.*—In this division the aborigines are chiefly found in the districts of Jalpaiguri, Rajshahi and Darjeeling. They are Mundas, Bhutias, Lepchas, Paharias, etc. On 31st March 1917, there were 23 schools for the education of their children. The schools are distributed as follows:—

- (1) *Jalpaiguri.*—One Bhutia school at Chunnabhati with 20 pupils; and 12 schools for Meches, etc., in the Duars attended by 227 pupils.
- (2) *Rajshahi.*—Ten schools for aboriginal races with 185 pupils.

Most of the aborigines in the districts of Darjeeling and Jalpaiguri are settlers working on tea gardens. Special provision exists for the education of their children—a matter which will be dealt with in a later paragraph.

During the period under review a special hostel for Rajbanshi students was provided at Rangpur.

615. **Education of fishermen.**—During the quinquennium under review the attention of the Department was drawn to the backwardness in the matter of education of the fishermen of the district of Dacca. A scheme was drawn up for the provision of free elementary education at two important

fishing centres in the district at a cost of Rs. 345 per annum. It includes the establishment of a primary school at Rohitpur and the improvement of the existing primary school at Paragaon Matabpur. In both these schools children of fishermen will be taught free. Each school will get a special contingent grant of Rs. 3 per mensem for the supply of books, etc., to poorer pupils, the children of fishermen. The scheme was sanctioned by Government after the close of the quinquennium.

616. Improved educational facilities in the colonisation areas in the Sundarbans.—A scheme for the provision of improved facilities for primary education in the colonisation areas in the Sundarbans in the districts of Bakarganj and 24-Parganas was formulated during the period under review. The District Board of Bakarganj have agreed to contribute Rs. 1,100 towards the capital expenditure and are prepared to bear Rs. 360 per annum towards the recurring cost.

The total initial and recurring annual grants required for the Bakarganj district for the provision of improved educational facilities for the colonists in the Sundarbans are Rs. 3,000 and Rs. 2,364. Deducting the contributions from the district board Government will have to meet Rs. 1,900 for capital, and Rs. 2,004 for recurring expenditure.

No fees will be charged in the schools included in the scheme.

617. Education of criminal tribes.—The following quotation gives an idea of the existing arrangement :—

“Owing to their nomadic and unsettled mode of life these tribes are not susceptible to the influence of education. An industrial settlement for these tribes has been started at a place near Saidpur in the district of Rangpur. The management of this settlement has been placed in the hands of the Salvation Army, to which the payment of a grant-in-aid amounting to Rs. 26,600 was sanctioned in 1914. The payment of an additional sum of Rs. 5,481 for the management of the settlement was sanctioned this year and a proposal for an increased grant-in-aid is now under consideration. There are at present about 200 persons in the settlement who are being taught various industries.”

C.—The education of defectives.

618. (1) Facilities in the Presidency division.—There were five institutions for the education of physically defective children in the Presidency division, of which the most important are the Calcutta Deaf and Dumb School and the Calcutta Blind School. At the close of the period under review the former had 74 pupils on its rolls and the latter 33 as against 58 and 23, respectively, at the end of the previous quinquennium. The District Boards of the 24-Parganas, Nadia and Jessore spent Rs. 303, Rs. 162 and Rs. 192, respectively, in stipends awarded to children in the Deaf and Dumb School, Calcutta. The District Boards of the 24-Parganas and Nadia also awarded scholarships to certain boys in the Blind School, Calcutta.

(2) Facilities in the Dacca division.—There are two schools in the Dacca division for the education of the deaf and the dumb. One of these schools is located in the Dacca town and the other at Barisal. The former is returned as a girls' school, there being 4 boys and 6 girls on its rolls. The total expenditure of the school was Rs. 253 during 1916-17. The school at Barisal is aided by Government. On 31st March 1917 it had 15 pupils, including 3 girls. The total cost was Rs. 1,894, of which Rs. 600 was paid by Government. One of the pupils of this school was sent last year to the Calcutta Government School of Art with a district board stipend of Rs. 5.

619. Total number of pupils in schools for defectives in the Presidency.—The total number of pupils in institutions for defectives rose from 231 in 1911-12 to 445 in 1916-17. The facilities offered at present in the Presidency for the education of these pupils are inadequate.

D.—The education of children of labourers employed in tea gardens.

620. Schools for the education of the children of labourers employed in tea gardens exist in the districts of Jalpaiguri and Darjeeling. Two different

systems prevail in these two districts. An attempt was made to introduce a scheme into the district of Chittagong but it failed.

(a) *Jalpaiguri*.—The scheme initiated by the Government of Eastern Bengal and Assam still obtains in the Jalpaiguri district.

Thanks to the able and valuable assistance of Mr. W. L. Travers, Chairman of the Duars Planters' Association it was possible in 1916 to establish 30 new schools.

At the close of the year 1916-17 there were 5 "A" class, 19 "B" class and 43 "C" class schools in the district, *i.e.*, 67. The number of pupils attending these schools increased from 446 to 1,207. The total direct expenditure on account of these schools amounted during the year 1916-17 to Rs. 2,910, to which Provincial revenues contributed Rs. 2,238 and district funds Rs. 672.

(b) *Darjeeling*.—There were 69 tea-garden schools in the district on 31st March 1917. All of these schools teach up to the lower primary standard. Some of them are held in the evening while others are day schools. The departmental aid to night schools varies from Rs. 5 to Rs. 8 a month and to the day schools from Rs. 8 to Rs. 12 per month.

About 60 schools are under the supervision of the Scottish Mission who appoint teachers and pay them regularly. The remaining schools are under the management of tea-garden managers. All these schools are regularly visited by the local officers and are subject to the control of the inspectorate.

A steady advance has been made in Darjeeling in respect of tea-garden schools during the last five years. The figures noted below show the progress achieved :—

Year.	Number of schools.	Year.	Number of schools.
1911-12	... 53	1914-15	... 66
1912-13	... 57	1915-16	... 66
1913-14	... 63	1916-17	... 69

The total direct expenditure on the schools increased during the quinquennium from Rs. 5,926 to Rs. 8,839 and the contribution from Provincial revenues from Rs. 3,973 to Rs. 5,802.

A decline in the number of pupils was, however, noticed during the quinquennium and was attributed to the withdrawal of many pupils by their parents to make them whole-time labourers.

(c) *Chittagong*.—The Inspector of Schools, Chittagong division, reports that there is a primary school supported by the Kodala Tea Estate in the Chittagong district for the benefit of the *coolie* children in the garden. It is subsidised by the District Board of Chittagong and is an ordinary primary school.

E.—The education of children employed in factories.

621. A scheme for the provision of improved facilities for elementary education for children employed in the mills near Calcutta was drawn up during the quinquennium under review. It included—

- (a) the establishment of four schools at different centres of the area between Bhatpara and Jagatdal, and
- (b) the establishment of five schools attached to five mills at Titagarh.

The initial and recurring costs to Government were estimated at Rs. 27,000 and Rs. 6,488 a year, respectively.

The scheme was approved by Government in 1915, but it could not be given effect to in its entirety before the close of the quinquennium. In 1916-17 a grant of Rs. 5,893 was made for the construction of a school building at Titagarh. This school will meet the demands of two mills—the Titagarh Mills Nos. I and II.

Maktabas and ordinary primary schools situated near the mills were also attended to some extent by the children of the mill hands. These schools receive grants from the municipalities concerned. The Inspector of Schools, Presidency division, reported that about 1,000 mill-hands and their children were in 1916-17 receiving instruction in these schools.

F.—The education of Jain students.

622. In accordance with the instructions received from the Government of India in their letter No. 569, dated the 7th June 1916, separate mention is required to be made of Jain students reading in the various grades of educational institutions. According to the returns the number of such students on 31st March 1917 was 133. Of these 12 were reading in arts colleges, 106 in secondary schools, 11 in primary schools and 4 in special schools.

CHAPTER XII.

Private or Indigenous Institutions.

623. **Causes of unreliability of statistics.**—The statistics relating to private institutions are essentially unreliable. No returns can be demanded of the managers who probably seldom keep any registers. It is obliging on their part to furnish figures at all and it is impossible to scrutinize their returns too closely. Moreover many of the institutions are ephemeral; here to-day and gone to-morrow. Among the more permanent there is a constant tendency to come within the pale of recognition.

624. **Figures relating to private institutions as a whole.**—According to the returns there were at the close of the period under review 2,269 institutions with 62,920 pupils in them, as compared with 2,380 institutions and 54,827 pupils at the close of the previous quinquennium. In other words, while the institutions decreased by 111 the pupils increased by 8,093.

625. **Cause of decrease in private institutions.**—Throughout the quinquennium the policy of the Department has been to improve these schools, and, by the offer of grants-in-aid to those which comply with the Departmental regulations, to convert them into public schools. The decrease in the number of institutions is due to the fact that many elementary and other schools have adopted departmental standards and been transferred to the aided list. Advanced institutions teaching Arabic or Persian are also passing into the category of *maktabs*, or junior *madrassahs* adopting the reformed *madrassah* course. This is also the case with Sanskrit schools. Under the organising influence of the Board of Sanskrit Examinations many of these institutions have developed into special schools and come under the head of public institutions.

626. **Pupils by communities.**—Of the total number of pupils under instruction in private institutions on 31st March 1917, 74·9 per cent. were Muhammadans; this community has a larger number of pupils in *Koran* schools. The Hindus represented 22·7 per cent. and other communities 2·4 per cent. The corresponding percentages on 31st March 1912 were 75·1, 20·8 and 4·1 respectively.

627. **Mahakali pathsalas.**—Mention has already been made of the Mahakali pathsala in Calcutta. I know of *pathsalas* of this type at Mymensingh, Bogra, Pabna and Faridpur. These institutions are undoubtedly popular and most of them receive grants from municipalities. As a rule they attempt to teach the greater part of the departmental curriculum, but to this they add the recitation of hymns and prayers in Sanskrit and some instruction in the ritual of family *puja* and domestic economy. There is not the least reason why these special things which the average Hindu father wants for his daughters should not be combined with a sound general education. The dangers of these schools are the overcrowding of the curriculum and the bad teaching of the *pandits*.

628. **The Santiniketan Brahmacharyya Asram, Bolpur.**—The most conspicuous among other schools not conforming to departmental standards is the Santiniketan Brahmacharyya Asram at Bolpur in the district of Birbhum. This institution was founded by Sir Rabindra Nath Tagore who sought to introduce into it a scheme of education which aims at retaining the traditional ideas of India without rejecting the best features of English public schools. Besides preparing candidates for the matriculation examination, the school imparts to all students moral and religious training on advanced Hindu lines. It had 149 pupils on 31st March 1917.

The reorganization and development of indigenous Sanskrit education in Bengal.

629. **The Calcutta Sanskrit Conference of 1913.**—In February 1913, the Government of Bengal convened a conference to advise on certain important points in connexion with the encouragement of indigenous Sanskrit learning. The conference was presided over by the Hon'ble Justice Sir Asutosh

Mukharji, and the members included *pandits* who had been invited from Bihar and Orissa and from Assam with the permission of the local Governments concerned. These *pandits* were not, however, official delegates, as the conference had been convened primarily to deal with the situation in the Bengal Presidency.

630. **The present position.**—In July 1916, the Government of Bengal in their letter No. 349 T. G., dated 22nd July 1916, communicated their acceptance of the recommendations of the above conference on Sanskrit learning so far as the future constitution and functions of the Calcutta Sanskrit Association were concerned. These recommendations involve the replacement of the existing Sanskrit Board by the proposed Calcutta Association, which is to comprise a large deliberative convocation of 500 *pandits*, and a council, which is to be the sole executive authority. The council is to conduct examinations, award titles and be the adviser of Government in all matters connected with indigenous Sanskrit learning. The Calcutta Sanskrit Association will have jurisdiction throughout Bengal and Assam.

CHAPTER XIII.

Physical and Moral Training.

CONDITIONS OF RESIDENCE AND DISCIPLINE.

General statistics of hostels or boarding houses.

631. (i) **For Indian students.**—According to the returns the total number of hostels or boarding houses for Indians at the end of 1916-17 was 746 with 20,903 boarders against 488 hostels with 13,286 boarders at the end of 1911-12. Of the total number of hostels throughout the Presidency at the end of the year 1916-17, 216 hostels or boarding houses with 5,447 inmates were managed by Government, 9 with 264 inmates were managed by district or municipal boards, 180 with 5,707 inmates were aided and the rest were unaided. The cost to Government in the shape of capitation and other recurring grants to these hostels during the year 1916-17 was Rs. 1,43,929 against Rs. 71,235 in 1911-12.

632. (ii) **For European students.**—According to the returns submitted by the Inspector of European Schools, Bengal, there were 35 hostels or boarding houses for Europeans and Anglo-Indians with 4,513 boarders at the end of 1916-17 against 50 hostels with 4,084 boarders at the end of 1911-12. Classified according to management, 2 hostels or boarding houses with 298 inmates were managed by Government, 30 with 3,873 inmates were aided and the rest were unaided. The cost to Government in the shape of recurring grants to these hostels was Rs. 2,59,896 in 1916-17 against Rs. 2,07,821 in 1911-12.

633. **Statistics of hostels in Calcutta for Indian students.**—In Calcutta there were at the end of 1916-17, 72 hostels with 3,749 boarders, as against 36 hostels with 2,119 boarders at the end of 1911-12.

634. **Statistics of Government hostels for Indian men and boys in Calcutta.**—At the end of 1916-17 there were 11 hostels for boys in Calcutta under the management of Government with 969 boarders in them. At the end of 1911-12 there were 5 such hostels with 506 boarders.

635. **Statistics of Government hostels for Indian girls and women in Calcutta.**—At the end of 1916-17 there were 4 hostels for girls and women under Government management with 76 boarders in them.

636. **Conditions under which college and high school students in Calcutta reside.**—Of the total number of students on the rolls of Calcutta colleges on the 31st March 1917, namely 13,953, 1,305 were living in regular hostels (collegiate and non-collegiate), 1,031 in attached messes, 2,071 in unattached messes, and 9,546 with parents and guardians and in private lodgings.

On the 31st March 1917 there were 26,491 boys on the rolls of Indian high schools for boys in Calcutta. Of this number only 476 were residing in hostels. The remainder are returned as residing in messes and with parents and guardians and in private lodgings.

Hostel accommodation for Muhammadans in Calcutta.

637. During the quinquennium two important schemes were taken in hand for the provision of additional hostel accommodation for Muhammadan students in Calcutta. A non-collegiate hostel was established in July 1915 in a rented house in Wellington Street. The hostel provides accommodation for 73 students and is maintained and managed by Government at an annual cost of about Rs. 6,900.

A sum of Rs. 2,00,000 was spent during the quinquennium on the extension and improvement of the Baker Madrassah hostel. This expenditure was met from the Imperial grant for hostels.

The provision of a Muhammadan hostel in the vicinity of College Square at a cost of about 3 *lakhs* is included in the proposals of the Calcutta University for the utilisation of the Imperial grant of 10 *lakhs* made to that body for students' hostels in Calcutta.

Schemes postponed on account of the war.

638. Several important schemes for the provision of hostel accommodation have had to be postponed on account of difficulties of finance due to the war. The chief among these are the projects for constructing new hostels for the Presidency College, the Rajshahi College, the Bethune College and the Krishnagar College.

Grant to Calcutta University for under-graduates' hostels in Calcutta.

639. In 1915 an assignment of 10 *lakhs* was made by the Government of India to the Calcutta University for the construction of under-graduates' hostels in Calcutta. This sum was supplemented by an allotment of 3½ *lakhs* made by the Government of Bengal out of the balances of previous Imperial grants for the provision of students' hostels.

Recurring Imperial grant for hostels in Bengal.

640. During the quinquennium under review a recurring grant of Rs. 1,32,000 was specifically assigned by the Government of India for expenditure on the maintenance and upkeep of hostels.

The Calcutta mess scheme.

641. **Introductory.**—The annual reports on the working of the Calcutta mess scheme under the direction of the Students' Residence Committee of the Calcutta University for the period 1906-1914, show that the scheme is making ever-increasing demands on the revenues of Government.

642. **Investigation by Mr. Gilchrist and Mr. J. R. Banerji.**—Mr. Gilchrist was deputed to carry out a survey of the whole position and to submit definite recommendations for placing the scheme on a sound basis. He was assisted in his investigations by Mr. J. R. Banerji of the Metropolitan Institution.

Mr. Gilchrist visited every hostel and mess in Calcutta with Mr. Banerji and examined the working of the system in detail. His analysis of the position showed that while it was not practicable to make the mess scheme self-supporting there are means by which it could be made much less expensive to Government than it has been for the last 8 or 9 years.

643. **The comparative cost of living in a hostel, an attached mess and an unattached mess.**—Throughout his investigations, Mr. Gilchrist was struck with the insistence by students on cheapness as a *sine qua non* of university education in both of its aspects, academical and residential. He accordingly made calculations of the relative expenses of living in hostels, attached messes and unattached messes. The expenses of messes were calculated on the basis of various estimates given to Mr. Gilchrist by the students and superintendents of the messes. The result of his analysis is shown below :—

Hostels.—Charge a composite fee varying from Rs. 12 to Rs. 16 per month. In addition to this there are in various hostels additional charges, *e.g.*, medical charges, library or common room, badminton (or sports generally). Seat rents vary usually according to the accommodation provided. Electric current is charged for where it exists. Mr. Gilchrist put down the average expenses of hostels at Rs. 14 or Rs. 15 (in some exceptional cases, especially the Hardinge hostel, the expenses are as high as Rs. 22).

Attached messes.—Seat rent (fixed by University) Rs. 5 and Rs. 3-8* according to accommodation. Messing varies according to students' estimates from Rs. 10 to Rs. 13 per month. The latter (Rs. 13) seems a very liberal estimate. Mr. Gilchrist would say the average expenses of the students in attached messes were about Rs. 14 or Rs. 15 a month.

* These rates have since been raised to Rs. 6 and Rs. 5.

Unattached messes.—Seat rent varies between Rs. 2-8 and Rs. 5-8. Very exceptional cases give Rs. 2 and Rs. 6. Average seat rent about Rs. 4-8. From the estimate given by the students, messing seemed more sumptuous in unattached messes than in either hostels or attached messes. The estimate varies—Rs. 8 to Rs. 17—these being extreme. The average was about Rs. 11 or Rs. 12. The total expenses of unattached messes per head was put down by Mr. Gilchrist at an average of Rs. 16.

644. **The unattached mess is more expensive than the attached mess.**—It must be noted that in messes there are practically no additional charges such as in hostels for extras. The unattached mess estimate is interesting in view of the reason given by the students and superintendents for the existence of such places—cheapness. They are if anything dearer than the others, while the standard of housing is practically the same as that of attached messes. The University inspector of messes agrees with Mr. Gilchrist in saying that the excuse of cheapness (given for the existence of unattached messes) is shallow and false.

645. **The amenities of Calcutta.**—I have a shrewd suspicion that even if Government were to provide the University with funds sufficient to enable them to take and assign to every Calcutta college houses sufficient for the accommodation of every student whom the colleges could possibly crowd into their lecture rooms, we should still find “chummeries” of students of various colleges living under no pretence of control and “private residential arrangements.” It would be of course just those students who most needed supervision who would be living under these conditions.

The students as a community are thoroughly alive to the advantages of Calcutta as a place in which they can live and do as they like. Sometime ago I asked the head master of the Pirojpur high school to what colleges the ex-pupils of the school resort? I was told that the great majority went to Calcutta colleges because they appreciated “the amenities of the metropolis.”

646. **Provision of common rooms.**—Comparatively few messes at present have any facilities for the cultivation of the social part of student life. In most messes practically every available corner is taken up by students’ seats, or (more literally) beds. In a few messes a room is set apart as a common room, or perhaps a part of a landing or verandah is used for the purpose. Most students and superintendents emphasise the necessity of the bigger messes at least having a common room, in which there might be a communal library, communal newspapers, and communal life generally. One cannot go round the various students’ residences in Calcutta without being impressed by the seeming barrenness of the average student’s life. To any one used to Western habits of thought and living the Calcutta student’s life presents a startling contrast. While the Western student insists on his study and bedroom, the Calcutta student is quite happy if he gets one “seat” in a room along with three or four others. That “seat” is his bed—and that bed is as a rule his seat, desk, table, and couch. The University prescribes a certain amount of cubic space for each student, and that standard seems satisfactory to every one, students and superintendents alike. It is difficult to conceive how students can do really hard study in such conditions, but the fact remains that they do.

647. **Private libraries.**—Not only do the quarters seem extraordinarily confined to Western eyes, but one is struck with the minimum of books by which a student can obtain a degree. By the time the average Western student leaves college he has usually the basis of a respectable private library. In very few cases in the Calcutta messes did students have any more than the bare minimum of text books prescribed by the University. Most college libraries, of course, supplement the students’ own possessions; but none the less, it is surprising that the students should not have books outside the paper list of the University. The reason for the non-possession of such books is always set down as poverty. The buying of books seems to have no place in the students’ budget: more’s the pity, for a university education should mean more than a mastery of a few text books.

648. **Newspapers and periodicals.**—Not only is there a lack of private books, but there is a lack of even ordinary periodicals. Practically all the students read one newspaper, and one only, the *Bengalee*. Here again college libraries and common rooms usually fill up the gap; but in the multitude of readers at any one college, very few can read well. Internal organization in hostels and messes should provide against this lack: a very small subscription per student, for example, could provide several newspapers and periodicals (and superintendents should see that these are good ones). College authorities (college funds permitting) should provide a small library of general literature.

649. **Under existing conditions the problem is insoluble.**—No authority however effectively it were provided with money and equipped with power could ever make suitable arrangements for the accommodation of students in a place like Calcutta, unless the number of students were more or less definitely fixed at any rate with reference to its maximum. But it is rare for the Government of India to affiliate a college on a definite numerical basis. It is true that the University regulations impose a limit on each class but there is apparently no limit to the number of sections of a class which a college may open. If a college begins lecturing at 8 A.M. and keeps the mill grinding throughout the day by the simple process of hiring enough lecturers or of engaging such lecturers as it already employs to work double tides it can admit an almost unlimited number of students to its roll. This apart from other objections makes the residential problem insoluble. Each individual college suffers from the general chaos and in the face of the present position one would have imagined that every college would have evolved some system for dealing with their failed students but, except in Government colleges, there appears to be no system at all. The failed students put forward their claims for readmission as the first who must be attended to, the result being that if a college has a big failure at the Intermediate examination it probably opens a new section of the 2nd year class thus adding about 150 students to its enrolment.

650. **The statutory responsibilities of the University of Calcutta in the matter of the residence of students.**—This brings us back to the main defect of the Calcutta mess scheme. The scheme was framed and introduced before the regulations of the University of Calcutta as revised in terms of the Indian Universities' Act of 1904 became operative. Chapter XXIV of the regulations requires that every student reading in an affiliated college who does not reside with his parents or other legal guardians, or guardian approved by the Principal of his college, shall reside either in his college hostel or in lodgings approved by his college.

An affiliating University might quite logically take up the position that its responsibility ended when it satisfied itself that an affiliated college was competent to teach its students. The statutory responsibility of the Calcutta University was extended beyond this by section 21 (I) (c) of the Indian Universities' Act (Act VIII of 1904). According to this section a college applying for affiliation must satisfy the Syndicate that provision will be made in conformity with the regulations for the residence in the college, or in lodgings approved by the college, of students not residing with their parents or guardians and for the supervision of physical welfare of its students. The obvious way of enforcing its statutory responsibility in this matter would have been for the University regulations to have made the responsibility for and supervision of the conditions under which all its students live and the enforcement of a reasonable standard of sanitation, discipline and decency an indispensable condition not only of the grant of affiliation but also of its continuance.

Under the Calcutta mess scheme however the college authorities are divorced of their responsibility with regard to the residence, supervision and control over their students, the University is disinclined to acknowledge its statutory obligations in the matter and Government are made to assume the financial responsibility for the working of the Calcutta students' mess scheme. The whole machinery is out of gear and even if the cost of the scheme fell within the limits indicated when the scheme was first started I would not recommend its continuance on its present basis on any account.

651. **The Calcutta problem must be solved partly in the mufassal.**—The residence problem outside Calcutta is not so acute. The problem of Dacca with its proximity to the spacious Ramna is a much simpler one, at any rate so far as university students are concerned; and Mr. Gilchrist has reported that as far as *mufassal* hostels are concerned the problem is no problem. In this connexion I may refer to a suggestion made by Mr. Gilchrist in his report on the Calcutta mess scheme that the solution of the problem of housing, supervision and control of university students in Calcutta requires to be attempted from two directions, namely, (i) by better organization in Calcutta and (ii) by the provision of better facilities for education in the *mufassal*.

He writes :—

“ If housing is to be taken account of at all in university education it seems only reasonable that students should be attracted to centres where housing is easy. (By housing I mean not only bricks and mortar but that the whole manner of life.) The question whether the University should encourage the development of *mufassal* colleges from points of view other than that of housing belongs to other spheres of education. All I can definitely say is that from the housing point of view it is as clear as daylight that centrifugal forces should be brought to bear on Calcutta. *Mufassal* colleges should be developed in every possible way. While a *lakh* of rupees will hardly buy a patch of land in Calcutta, it will build two hostels in the *mufassal* and those *mufassal* hostels will have clean air and large playing fields, while the Calcutta hostel which will cost about four times as much will have just enough ground to stand on. It makes one's heart bleed for the Calcutta students to see the beautiful open squares and airy rooms of *mufassal* colleges as contrasted with the stuffy surroundings of the Calcutta messes. Why students should come to the expensive and crowded city of Calcutta especially in view of the oft repeated case of poverty when *mufassal* colleges offer a free and healthy life, I cannot say. But it is perhaps that there is a certain *ton* in Calcutta University life—that may be so. But as numbers stand at present and as numbers are likely to be for some time I consider that Government and the University should direct their forces whole-heartedly to the double object of (i) having *mufassal* colleges adequately housed with hostels and (ii) seeing that the colleges are duly equipped with staff in order that the colleges may have a fairly wide affiliation. One main reason why students rush to Calcutta is that the colleges in Calcutta offer a wider range of subjects.”

The Dacca mess scheme.

652. **Introductory.**—Dacca has its own scheme for controlling the residence of students in that town. The scheme originated in 1910 in a suggestion of the local visiting committee of the Calcutta University that an enquiry should be made into the conditions in which the students and school boys were living in Dacca with a view to improving these conditions.

653. **Number of students under the Dacca scheme.**—The number of students and school boys who have come under the scheme since its inception will be seen from the following table :—

Year.			Number of boarders.	Number of messes.
1911-12	...	...	650	31
1912-13	...	..	850	38
1913-14	...	...	950	43
1914-15	...	...	891	43
1915-16	...	...	957	41
1916-17	...	...	1,048	44

At the close of the last financial year there were 1,048 students in hostels and messes under the Dacca scheme. Of these 460 were college students, while 588 belonged to schools and *madrassahs* in the town. Of the 44 houses engaged under the scheme 18 were reserved for college students and 26 for school and *madrassah* boys.

654. **Distribution by communities of students in Dacca messes.**—Of the 1,048 students residing in hostels and messes under the Dacca scheme 490 were upper class Hindus among whom inter-dining is permissible, 99 were Shahas, 86 Namasudras, 38 Naths (Yogis), 22 Mahishyas, 4 Manipuries, 299 Muhammadans and 10 Christians. The boarders pay seat rents according to the accommodation provided except in the case of Namasudra students who are not required to pay anything in the way of seat rents. About two-thirds of the house-rent is met by boarders, the balance being found out of the Government grant allotted for the purpose.

The problem of housing school-boys.

655. **The Education Commission of 1882 and the Government of India's resolution of 1887.**—When in 1910 the Government of Eastern Bengal and Assam decided to regulate school messes in Dacca it took a step which was quite novel—at all events in Bengal, but the idea that something should be done for the discipline and moral training of school boys was not new. As early as 1882 the Education Commission, speaking of secondary education, recommended that “the importance of requiring inspecting officers to see that the teaching and discipline of every school are such as to exert right influence on the manners, conduct and character of pupils be reaffirmed.” The resolution of the Government of India of 1887, after pointing out “the growth of tendencies unfavourable to discipline and favourable to the irreverence which seems to have been fostered by the extension of education” went on to deal with the problem of discipline in schools. Two of these suggested remedies, it is interesting to note, were the introduction of the monitorial system and the building of boarding-houses.

656. **The rapid increase in the number of schools.**—It seems to have been recognised from the first that the most important means of inculcating right habits is the personal influence of teachers. In the two succeeding decades, however, the problem did not become acute, as schools were not then nearly so numerous as they are at present, and the percentage of boys living away from parents was correspondingly smaller. From 1907, however, both schools and school boys increased at such a rate that there was no time to take stock of the situation, until the force of the flood had somewhat spent itself. When that was done the problem of housing boys adequately and under proper supervision was found to have become a vast and complex one, and what was more, the schools concerned did not appear to feel that they had any responsibility in the matter!

657. **The suspicion of Government.**—Unless school authorities can be made to realise their responsibility in this direction, we can hope for no real solution of the problem. Something might be done by making grants-in-aid conditional on a proper provision for housing school boys living away from their parents and the additional expenditure which would be involved thereby might be taken into account in calculating the amount of grants-in-aid admissible. But, this solution, which might have had far-reaching effects before the year 1907, that is, before the abnormal increase in the number of schools and school boys, has now to face the unwillingness of schools to accept the conditions attached by Government to grants-in-aid. Such schools as the high schools of Dacca can afford to be independent and a suspicion of the political motives of Government prevents the authorities of many schools from accepting grants which they know would make their institutions more efficient and more desirable.

658. **The old *guru* and the present schoolmaster.**—The root of the trouble is that English schools have from the beginning been regarded merely as steps which lead ultimately to the University. In the days of the indigenous system, so far there was one, education began and ended with the school such as it was. The *guru* was paid the same and even greater reverence than the parent and might at the end of the period of training demand any reward he liked. The relation between him and his pupils was intimate and personal to a degree unheard of nowadays. How the new conditions have come about need not be examined here. But they certainly have resulted in an unwholesome desire of each grade of school to rise to the next higher grade, utterly regardless of the fact that a good lower grade school is immeasurably better than a bad higher grade school. Devoid of any ideals, the schools have only made such improvements as they have been forced to make by the University regulations. Whatever does not figure in the essentials laid down by the regulations is utterly ignored. The proper housing of boys who do not live with their parents is not one of these essentials and it has therefore received no attention whatever.

Medical supervision of hostels.

659. Almost all important hostels in Eastern and Western Bengal are each under the supervision of a medical officer, who receives a consolidated

allowance for visiting one or more hostels in his charge. For purposes of medical supervision the hostels in Calcutta and Dacca have been arranged into convenient groups, and the medical officer placed in charge of each group receives the remuneration fixed for his group of hostels and messes. The authorities of hostels attached to private institutions make their own medical arrangements.

The Calcutta University Institute.

660. During the quinquennium under review the Institute was provided with a fine building in College Square, constructed at a cost of $3\frac{1}{2}$ lakhs of public money. The foundation stone was laid by His Excellency Lord Carmichael, on the 5th July 1915, and His Excellency opened the building on the 6th April 1916. The Maharajadhiraj of Burdwan and others have generously contributed to the furniture fund. His Excellency Lord Chelmsford paid an informal visit to the Institute on the 17th April 1916.

Control by parents.

661. The question of parental control is a very difficult one. It is very largely dominated by the size of an institution. The session is short; students move about a great deal, and it is extremely difficult to maintain a definite and constant relation between their guardians and college authorities. As Mr. Archbold remarks that it takes nearly all the academical year to obtain full particulars about students who have joined the college and when those particulars have been obtained frequent changes occur to render them inaccurate.

There is no definite system in this respect so far as colleges are concerned. Generally speaking, there is no system of reports on students but principals of colleges usually report to parents and guardians, when the conduct and progress of their wards are not satisfactory. In other cases the principals of colleges endeavour when students get into trouble of a more than trivial nature to enlist the co-operation of their parents or guardians by writing to them a personal letter on the subject.

As regards schools, gatherings of guardians and parents are promoted on special occasions, such as Durbar Day, Prize Day and Sports Day; but generally speaking there is nothing said or done on these occasions to encourage their control of their wards. The Inspector of Schools, Rajshahi division, in the course of his remarks on the subject writes as follows:—“Guardians’ gatherings are held in every year in connexion with high schools. These are not, however, so largely attended as one would wish”.

Teachers and pupils.

662. **Visits of teachers to pupils’ residences.**—The system of ward inspection is in force in the Dacca, Chittagong and Rajshahi divisions. Under this system the school population of the town is divided into wards, and school boys residing in each ward are visited at their homes by the teachers of their schools. This system, if judiciously worked, is calculated to encourage friendly co-operation between teachers and parents and guardians.

663. **Social intercourse between pupils and teachers in play-grounds and elsewhere.**—There are a few schools where the existence of debating clubs or arrangements for games has rendered possible a certain amount of intercourse between teachers and pupils outside school and private coaching hours. As regards Government high schools, debating societies are presided over by teachers selected by the headmaster, and on the play ground one of the teachers, generally the teacher in charge of drill, is deputed to help and supervise the boys at play. Mr. Griffith, Inspector of Schools, Burdwan division, in his report on the subject, states that many of the older teachers regard the idea of social intercourse between pupils and teachers on the play ground and elsewhere as an unnecessary innovation. It is here that the training of teachers shows to advantage for trained men believe in the intercourse and carry it into practice with very successful results.

Corporate life.

664. Most of the colleges in Bengal can claim some corporate life apart from meeting at lectures. Various societies exist to unite students; some of them flourish; some languish. This is easily understood. A number of keen men will give life to an institution, overcoming difficulties; while others, tired after a long day's work, soon lose interest. Thus the ups and downs of college societies depend mainly on the qualities of the few men who succeed to office in them. Generally it may be said that the circumstances of a large college in Calcutta, where lecture hours are long, accommodation limited, and to which students do not return in the evenings are obstacles to the establishment of a corporate life as an aspect of the college as a whole. In hostels, however, this corporate life is developed. There institutions, interests, clubs arise, and are developed enthusiastically. It is there rather than in the college that students learn to work together and to regard themselves as parts of a whole to which each must subordinate himself.

Indiscipline.

665. **General.**—During the quinquennium there was a good deal of indiscipline. This took on a definite political form in 1914; it was aggravated by the wide and reckless dissemination of seditious leaflets throughout the Presidency about this time. The campaign was clearly designed to work up the student community against British Rule. Many students were arrested at different times and most of them have since been interned.

666. **Students' strikes.**—During the quinquennium two serious strikes occurred among students at Government institutions—one at the Presidency College, and one at the Civil Engineering College, Sibpur. There was also a small strike at the Dacca College. There were also strikes at the City College and the Metropolitan Institution.

667. **The murder of headmasters.**—The headmasters of two Government high schools were murdered during the period under review. Babu Sarat Kumar Bose, Headmaster of the Comilla Zilla School, was shot dead in 1915, and Babu Nabin Chandra Bose, Headmaster, Malda Zilla School, was stabbed to death in 1916.

National schools.

668. The number of national schools fell from 16 to 6 during the quinquennium.

Moral and religious instruction.

669. **The conferences of 1912.**—The whole question of religious and moral instruction in schools in Bengal was, at the instance of the Government of India, considered in 1912 by the Government of Bengal. Conferences of prominent educationists and influential persons were convened both at Dacca and at Calcutta and the subject was thoroughly discussed. The results were, as reported by the Government of Bengal to the Government of India, such as to testify again to the practical impossibility of devising any effective scheme for the direct teaching of morality, whether associated with or divorced from religious teaching in schools and colleges in India.

School and College Hygiene.

670. **The Hygiene Committee.**—In the resolution No. 301 C.-D., dated 21st February 1913, the Government of India dwelt among other things on the importance of the study of hygiene by the rising generation and commented on the comparatively small attention which was paid to the subject. They suggested that the Local Governments might institute a thorough enquiry by means of a small committee of men with some practical experience and insight into educational problems both from the physical and intellectual standpoints. A committee was thereupon appointed by the Government of Bengal to consider the matter.

671. **Play-grounds.**—The committee made a survey of the requirements in respect of play-grounds for educational institutions at district and sub-divisional head-quarters. The restriction of the scope of their enquiry in this respect was necessitated by the limited funds at their disposal. It was obviously impossible to include Calcutta in their proposals, and it would have been Utopian to have suggested the provision of play-grounds for villages.

672. **Inadequate provision for playing-fields.**—The committee addressed district magistrates, and their reports confirmed the view that the present provision for playing-fields at the district and sub-divisional head-quarters is inadequate and that, except in a few cases, all the institutions are in great need of playing-field space. In a very few cases do schools or colleges possess playing-fields of their own. The *maidans* are frequently used with the permission of the Collector; but there is an almost entire lack of organization. In some towns the play-grounds are under water during the rains and cannot be used for many months in the year. In sub-divisional head-quarters the condition of things is worse. Open spaces are few and far between, and in many cases there is practically no ground on which school boys can exercise.

673. **Cup competitions.**—My own experience is that the organisation of school and college athletics is at present unsatisfactory. It is rare to find a headmaster or a principal who has a real grip of the situation. The determining factor in the athletic arrangements of any head-quarters station as it is also of Calcutta and Dacca, is as a rule the number of cups which are offered for competition. There is no individual or body to supervise these competitions and they are frequently not confined to educational institutions. Local clubs are started and these entice the best players in schools and colleges to play for them instead of for the institutions to which they belong. Unseemly squabbles and sometimes riots are by no means unknown in connexion with these competitions. Unless effective measures are promptly taken to deal with the existing state of affairs, a pernicious form of athletic professionalism may establish itself so securely throughout the Presidency that it may be difficult to eradicate it.

674. **The maidan and the squares the only play-grounds of Calcutta.**—The facilities that at present exist in Calcutta in connexion with play-grounds are woefully inadequate. Most of the institutions have no play-grounds of their own. The majority use the *maidan*, while some use the public parks and squares.

675. **A square for purdah women.**—During the quinquennium under review one of the squares in the northern part of Calcutta has been specially prepared and reserved for *purdah* women. Almost all the high schools for girls in Calcutta are boarding schools and the majority of them have compounds which can be and are used for the physical recreation of the girls.

676. **Present arrangements for the inspection of educational buildings and hostels.**—Inspecting officers are required to satisfy themselves as to the sanitary condition of the school buildings and their surroundings. Inspecting officers are also required to look into the hostels attached to the schools or any school messes attached thereto with a view to satisfying themselves that they are fit places for the residence of pupils from the point of view of sanitation, discipline and morality. The departmental regulations in this regard are sufficient, but the only weapon in the hands of an inspecting officer is the removal of the grant-in-aid, and it is frequently undesirable to take this step. Greater stringency should be employed in the first instance. At present, schools which are hopelessly insanitary obtain provisional recognition by the University and even pecuniary assistance from the Education Department, and this state of affairs is often allowed to continue for an indefinite period.

677. **The position is serious.**—I have no hesitation in saying that the sanitary condition of schools in Bengal is a disgrace to all concerned. The District Administration Committee reported that “almost all the private schools were overcrowded,” and that their rooms, “often mere sheds, were dirty and shabby.” “We have seen,” the report says “sanitary arrangements which were clearly inadequate, and in the case of one Dacca school they were absolutely indescribable.” “Only in the case of newer hostels,” wrote Dr. Segard in one of his annual reports, “was there anything like an

attempt at keeping the sanitary arrangements in good condition. In the older hostels the fact that anyone could live there at all is little short of a miracle ; that is, live there and continue their course of study at school and college." After describing the overcrowding of high and middle schools, Dr. Segard remarks that the conditions are such that " the physical vitality is simply sapped out of the students," and this in a country in which according to his diagnosis " the physique of the average school boy is far below that of boys elsewhere."

678. The University.—It is now some nine years since the Government of India issued the new regulations of the University of Calcutta, and these regulations, so far as the conditions which are supposed to regulate the recognition of schools are concerned, insist on school buildings being generally in a proper sanitary condition, on adequate and satisfactory latrines and urinals being provided, and on arrangements being available for a supply of pure drinking water. In spite of these regulations the recognized high schools of the University, especially the unaided high schools, continue to defy almost every principle of sanitation and hygiene.

679. Government.—While the Calcutta University has undoubtedly failed to secure a reasonable standard of sanitation and hygiene in those high schools whose fate is wholly in its hands, Government and the Education Department have little ground for self-congratulation in this matter.

What is needed, if any real advance is to be made, is a real attempt to rouse the popular conscience. If only the rising generation could be taught, while at school, to appreciate the value of healthy habits of life, there might be some hope ; but at present even in the best schools precept is always being belied by practice, and there is an air of unreality about the whole matter. The trouble is that educational policy in India has been formulated in almost entire disregard of the necessary financial basis, and that while we in Bengal are busy devising new developments, we are faced with defects in our existing arrangements so deep-seated that real remedies are, even on financial grounds, far beyond the bounds of practical politics. I feel, however, that we should at least ensure that such public money as we are able to spend on educational buildings should be spent to the best possible advantage ; and that we should do our best by means of expert inspection to give to the public generally, and especially the authorities of non-Government educational institutions, the best possible advice in all matters relating to health. Above all it is the obvious duty of Government to be incessantly emphasizing that it is a crime to posterity to neglect the health of the rising generation. At present we are not only meekly acquiescing in an educational scheme which crowds young men and boys into unhealthy buildings, there to inflict upon them all the strain inseparable from a system of cramming for external examinations unrelieved by any of the healthy influences which characterize school conditions in Europe and America, but we are also working in some of our best schools—institutions of considerable reputation and tradition—in disregard of many of the principles which we proclaim as fundamental.

680. The responsibility of teachers with regard to the general health of their pupils.—The hygiene committee noted with regret that there had been little, if any, serious attempt to give to teachers a due sense of their responsibility with regard to the health and physique of their pupils. The committee were strongly of opinion that the importance of the subject should be impressed upon teachers. The committee were unable to make any detailed suggestions on this point but they thought that something might be done, if the authorities of all training institutions set themselves seriously to consider how due and effective emphasis might be laid on this aspect of a teacher's work.

I agree with the committee in thinking that the responsibility of teachers with regard to the general health of their pupils is a matter the importance of which has not yet been sufficiently realised.

At this point I desire to emphasize again the importance of Government setting an example, and above all of acting up to the principles which they proclaim. It is difficult, nay impossible, except by degrees to substitute good healthy buildings for bad ones. I do not advocate extravagance. Let all the new buildings which Government may construct be as simple and unostentatious as possible but let them be such as to make it clear to all that the

health of those who are going to use them has been considered at every point. I need scarcely emphasize the importance to the teachers of being trained under conditions calculated to impress upon them the paramount importance of health. At present both the Dacca and the David Hare Training colleges are miserably housed, and practically no secondary school teacher in this Presidency has any chance of seeing a secondary school working in a good healthy building. Schemes for the re-establishment of both the secondary training colleges in new and suitable buildings have been worked out. The schemes are costly; this cannot be avoided; but my hope is that Government will take the view that the re-establishment of these institutions in healthy buildings is an indispensable preliminary to the inauguration of an era in which the people of Bengal will refuse any longer to allow the health of their children to be sacrificed to the supposed exigencies of an unsound educational system.

I am in complete agreement with the committee in their view that while teachers should be made to realize their responsibilities with regard to the general health of their pupils, the medical examination of school children should be entrusted to properly qualified medical men only. This brings me to the next section of the Hygiene Committee's report.

681. **The medical inspection of school children.**—The committee recorded the view that the regular medical inspection of school children is one of the most important school problems with which those who are interested in education in Bengal find themselves faced. The committee also observed that the proper medical inspection of school children involved the capacity to test eyesight and to diagnose morbid conditions, a capacity which can alone be possessed by those who have received an adequate medical training. By way of making a start the committee proposed that upon a new Deputy Sanitary Commissioner should be imposed the task of organizing the medical inspection in Calcutta and municipalities with over 10,000 inhabitants of all school children in recognized schools for Indian pupils, and of recording the results of such inspection in accordance with a form which should be prescribed by the Sanitary Commissioner. The committee further recommended that to enable the Deputy Sanitary Commissioner to carry out this work two qualified assistants, one a man and the other a woman, should be appointed. The Bengalee members of the committee stated that there would be no objection to the medical examination of girls, provided of course that it was carried out by a woman.

I endorse most heartily the recommendations of the committee in this respect. As I have said above, the first step in the direction of any real improvement is to rouse the popular conscience. Nothing will do this so effectively as a statement of facts brought to light by the medical examination of all the children of certain areas. I quite realize that Bengal has not yet attained to that stage of general development which characterized, say, England, when the compulsory medical examination of children in public elementary schools was introduced; but I do not think that the suggestion of the committee can be regarded as in any sense premature. The health conditions of Bengal are not normal. The prevalence of malaria throughout a considerable area of the Presidency is in itself a tremendous problem, and one the solution of which is being sought partly through the agency of the schools. Already Government have agreed, for example, to distribute quinine *gratis* to all the schools of a particular district. When an epidemic, such as small-pox, breaks out in a town, it is the student population, living as it does, which is the source of the greatest danger and difficulty. An expert agency is required to assist the Education Department not only in the prevention of disease among school-boys and college students, but also in establishing conditions which will make for health; and the latter object cannot possibly be attained except on the basis of a knowledge of the facts.

682. **The teaching of hygiene.**—The committee were generally of the opinion that the provision made for hygiene teaching in the vernacular standards was sufficient but that what was required was better teaching and better text books. They were careful to observe—and quite rightly—that no text-books however simple should be used in the lower primary stage but that from the upper primary stage upwards certain text-books

should be used for vernacular schools. As a result of this recommendation the existing text-books are now being examined by an expert committee.

683. **The teaching of hygiene in the high school classes.**—In this connexion it may be noted that under present arrangements there is no provision for teaching hygiene in the four upper classes of high English schools, and while recommending the use of a "book" for these classes, the committee felt strongly that there should be a course of sanitation and hygiene for them. The matter was considered with reference to sub-section (iii) of paragraph 7 of the Government of India's Resolution No. 301 C.D., dated the 21st February 1913. I entirely agree that the practical teaching of this subject should form an integral part of the secondary school course, and that in any system of a school final examination, which it may be thought desirable to introduce, provision should be made for a proper test in this subject. The provision of syllabuses and text-books will however not achieve any real advance, unless we can produce efficient teachers.

684. **Malaria lecturers.**—In terms of Government letter No. 1383T.—G., dated the 26th July 1913, arrangements have been made for the giving of instruction in hygiene and sanitation, with special reference to the prevention and cure of malaria in high schools and first grade training schools. This instruction takes the form of illustrated lectures delivered by assistant surgeons, the lectures being based on a synopsis prepared by the Sanitary Department. This department was also good enough to prepare the requisite slides and to give the lecturers some preliminary instruction in the work. It is an early day yet to appraise the value of these lectures and moreover there is no available means by which the success of the experiment can be truly gauged. I feel, however, that isolated attempts of this sort in which a lecturer is required to cover a large area can hardly be expected to produce any real effect, and that to be successful the scheme should not only be directed by competent authority, but be clearly correlated to a definite course of instruction in schools.

CHAPTER XIV.**Educational Conferences.**

685. THE quinquennium under review was marked by a series of conferences and committees, both periodical and special, held in Calcutta and at *mufassal* centres to discuss questions of general educational importance or questions relating to specific educational subjects.

The recommendations of some of these conferences are still under consideration.

CHAPTER XV.

Text-Books and Text-Book Committees.

686. **The problem and its origin.**—The problem of the text-book has been acute in Bengal from the time when education in the vernacular and in English became generally popular. The reason is obvious. The earliest courses of vernacular education as outlined by Government were so arranged as to encourage examination upon set texts. Not only so, but the production of English books after the English manner in a country where the art of printing and illustrating was in its infancy, demanded the most careful supervision on the part of the educational authorities. English books produced by English firms were, in the earlier stages of education in India, but little adapted to the peculiar needs of Indian schools. In a curious passage of his autobiography, Colonel Meadows Taylor relates how he once discovered "the Pilgrim's Progress" in use as a text-book in a central Indian school. Naturally the general demand for suitable books became urgent and gave rise to much consideration on the part of the authorities. From the year 1873 the control of the use of text-books in schools came into the hands of text-book committees. This was the result of a general order issuing from the Government of India. From this date until the year 1900, when in their resolution No. 64 the Government of India dealt comprehensively with the question of text-book committees, the Government of Bengal have had to deal with the problem of the text-book as a recurring one of some considerable difficulty.

687. **The Government of India resolution of 1900.**—It may be instructive to glance briefly at the terms of resolution No. 64 of the Government of India. In this the relationship of text-book committees with Local Governments was finally defined; and the functions of these bodies were described as being solely of an advisory character. Their constitution was also determined. Twenty members with the Director of Public Instruction as President were considered sufficient to form a committee, on which the interests of Government had to be fully represented by the presence of responsible officers of the Education Department. It was further stated that the books for use in Government schools had to be absolutely prescribed; and that, while for these schools no very large number of books was required, a wider choice of text-books might be given to aided schools. Under these general rules, then the existing committees of the Presidency of Bengal have been working during the quinquennium under review. It is natural, however, that special problems should arise from year to year in this important branch of educational work; and the purpose of this chapter will be (a) to describe briefly the working of existing committees constituted according to the Government of India's resolution and (b) to examine any special problems that may have arisen during the last five years; and to suggest their solution.

688. **The committees of Eastern and Western Bengal.**—Two separate Text-Book Committees, one at Calcutta and the other at Dacca, were in existence in the Presidency throughout the quinquennium. The second is the old committee of Eastern Bengal and Assam, which now confines its work exclusively to the Dacca, Rajshahi and Chittagong divisions. The work of the first committee has increased owing to the fact that, since the territorial redistribution in 1912, the examination of books in Urdu, Persian and Arabic, which was previously carried on by the Bankipur committee, has now to be done at Calcutta. This committee now confines its work to the Burdwan and Presidency divisions. The total number of members of the Calcutta and Dacca committees are at present 21 and 17 respectively. This number includes the Director of Public Instruction who is president of both the committees. There are 14 official and 7 non-official members on the Calcutta committee; and 9 official and 8 non-official members on the Dacca committee. During the quinquennium under report 990 books were recommended for approval by the Calcutta committee, while the Dacca committee reported on 920 books.

While much disinterested and useful work has been done by these committees, it has been felt that steps should be taken to bring them on to uniform lines of activity, and to simplify, on a single system for both

parts of the Presidency, the various lists of text-books issued each year. With this end in view the Government of Bengal revised the rules for the working of these committees in July 1916. No drastic changes were then proposed : the principles announced by the Government of India were adhered to, and the simplification of general procedure was laid down on the following lines :—

- (1) The preliminary examination of text-books hitherto carried on in the Director of Public Instruction's office was delegated to the offices of the inspectors of the Presidency and Dacca divisions, who are *ex-officio* secretaries of the committees.
- (2) The lists of books for Eastern and Western Bengal were to be published on a single date (September of each year) and were to be on a uniform system. Two sets of lists were to be maintained for both parts of the Presidency, pending the unification of the curricula of Eastern and Western Bengal.

689. **Procedure.**—This then is the present position. The books presented from time to time by publishers are examined in the offices of the secretaries of each committee. Those reserved for a possible place on one or other of the departmental lists are issued to the members of the text-book committee. This heavy work of detailed examination is carried on, in the first instance, by individual members who read the books and return their recorded opinions. These opinions are then discussed in sub-committees of the general committee, appointed for the special consideration of text-books in the various subjects of the school course. The final opinions of the sub-committees are reported to all members of the general committee in a consolidated meeting, over which the Director of Public Instruction presides. The above procedure is rigidly followed in Western Bengal. In the Eastern divisions the procedure has been slightly different. Members forward their opinions on books to the secretary who passes these on to the Director for his information at the time of the annual selection of books. But here also, under the rules, committees, general or special, may be summoned by the secretary to discuss questions of importance. Hitherto in Calcutta there have been two formal meetings of the text-book committee each year, in July and in November.

The main point that arises in considering these facts is the amount of work that is thrown upon the hands of text-book committee members. About 1,000 books are examined in each committee each year; and this must be assumed to involve the patient and laborious study of individual texts by each member to whom they are sent, and the further careful consideration of collected opinions upon these texts in committee. Of course it is possible to reject books at the preliminary examination. Much rejection is imperative; but, as a general rule, the great majority of the works published for the scholastic market, find their way to the members of either of the text-book committees. In describing the working of these bodies, therefore, all that need be said is that there exists a certain machinery for the scrutiny of school text-books. that this machinery works with a certain diligence and smoothness, but that the amount of work given it to accomplish is obviously more than it can be expected to do, so long as its component parts are not exclusively devoted to this work. In other words the text-book committees of Bengal are composed of busy professional men who give of their spare time generously to the service of the Department.

690. **The need for paid readers.**—The first set of special problems that have arisen in the quinquennium under review are connected with this fact—the burdensome nature of the text-book committee's work. It must be remembered that this work is unpaid. No extra remuneration is given to any official member, although the work is of a specially troublesome and onerous character. The whole Indian publishing market is involved, not to speak of the English; and authors are peculiarly insistent on their claims which, even if utterly unworthy of consideration, have still to be dealt with in a lengthy, detailed and patient manner. It is

obvious that the existing text-book committees represent an anachronism. Originally designed as advisory bodies to the Department of Education on the various complex questions arising out of the diversity of creed, language and race represented in the schools of the country, they have become a body of literary critics, passing judgment upon the multitudinous productions of a very great number of publishing houses—English, American and Indian. The necessity for the original function which these committees were designed to discharge, is still with us. It is necessary to refer certain works in the vernacular, and occasionally certain works in English, to the judgment of those who best represent the social, racial and religious interests involved. But only when these interests are likely to be affected, is it necessary to call for external opinion? It should not be necessary to pass on to committees for opinion every book that is put forward as a potential text-book. While the utility of Text-Book Committees as a body of advisers upon rare occasion must be recognized, it must at the same time be deplored that upon these bodies has fallen an altogether unforeseen burden of purely routine work. What is the remedy? The work of examining critically the vernacular books that are produced in such abundance, and on such an extraordinary uniformity of pattern, should be relegated to paid readers in the offices of the secretaries of each text-book committee. The critical work of these men could be checked by responsible officers of the Department; and when required further reference should be made to the members of the text-book committee. This type of appointment is urgently required in the interests of the schools of the Presidency and in the interests of the Education Department. Such an officer might well begin his work by a scrutiny of the multitudinous books that have succeeded in securing a place on one or other of the vernacular lists now published in Bengal. The mass of the material now accumulated has become so unwieldy that sifting and re-arrangement have become necessary. This work is all the more urgent in view of the fact that a new curriculum for schools is about to replace the existing courses of the two separate parts of the Presidency.

691. **The set text-book.**—The suggestion to appoint readers may well give rise to enquiry regarding the nature of the books used in schools, and put forward by publishers for consideration. In the infancy of our present educational system, when a syllabus of study was first drawn up, the complete absence of all kinds of text-books made it imperative to have books written specifically to suit the new syllabus. This theory of text-book creation has persisted for about half a century, and it is still vigorous to-day. Books continue to be written on the lines of the various courses laid down; and are, of necessity on this system, turned out on a set pattern with no other merit than that they profess to adhere to the given model. The result, useful enough for a beginning, has been intellectual stagnation to a degree that would be tolerated only by the type of unenlightened teacher whom absence of universal training has made possible. With a fixed syllabus and a book that does not deviate a hair's breadth from this syllabus *and upon which a written examination will be held for scholarships* even the dullest teacher cannot go very far astray. Fortunately this system in Western Bengal stopped short with the middle stage of instruction, but in Eastern Bengal it dominates the whole high school course. Indeed it may be said quite justly that a school boy's career in Bengal is a graded progress from one text-book to another; and when he enters a college, he comes once more under the influence of the same method, the University having adopted the set-text-system in a way foreign to the spirit of all generous academic culture. This general criticism is peculiarly pertinent with regard to all junior stages of instruction. In the upper classes of high schools there is a certain amount of latitude, but here again the recommendation by the University of standard books for the matriculation examination soon begins to tell against liberty.

692. **Types of books presented for consideration.**—Of the books now presented for consideration there are the following kinds:—

- (1) Works forwarded by English publishers dealing with those subjects in which instruction is carried on in English. In mathematics, history, geography and literature generally these books are the

best in the market. Many of them are admirable, and attempt to meet the needs of the Indian pupil and teacher on original lines. In the earlier days of educational activity, as already stated, wholly unsuitable English books were read. Then came the adaptation to Indian needs of English texts; and now, it is pleasant to report, we have books in English written specially for Indian pupils.

- (2) Works on vernacular literature and grammar. These range from elementary alphabet books and texts for scholarship examinations to general reading books. Of the first the plan, as already stated, has been laid down, but greater latitude is possible in the second and here scrutiny is essential. It is imperative to sift the material presented to pupils in the vernacular; and in this respect the responsibility of the Department is increasingly great. We must be certain that no unsuitable or deliberately noxious material slips into schools under a vernacular guise. At the same time it is necessary to see that junior texts are something more than merely saleable collections of paper. So long as we adhere to a stereotyped plan of book production, we shall continue to be overwhelmed with inferior material. A glance at the lists will show to what extent the junior books outnumber the senior; this is simply because the latter make originality possible, while the first do not.
- (3) Works in English, and partly in English and Bengali, produced by Indian publishers. These deal with a variety of themes. There are texts in history, geography, mathematics and even in English grammar and literature, that come up repeatedly for patronage. Generally, the quality of these works is inferior: and the frequent presence of textual error makes it often impossible to allow their use in schools. Generally speaking, however, Indian publishers have received ample encouragement through the Education Department, and even in certain English texts, are beginning to compete on equal terms with their European rivals. At one stage in the history of text-book committees in Bengal, it was argued that departmental patronage would encourage Bengali literature. Needless to say this prophecy has never been fulfilled; but the need for school texts may be said quite justly to have created an industry of a special and lucrative kind which Indian publishers have been swift to make their own.

693. **Keys.**—Unfortunately the vigorous growth of the Indian publishing market has given rise to some abuses. Of these the most flagrant is the manufacture of keys. Much may be said for and against the use of these productions, but certain outstanding evils should be noted here:—

- (1) The keys produced are nearly always execrably bad and not only deprive the student of intellectual initiative, but lead him definitely astray.
- (2) Keys are used in the teaching of the Indian classical languages as Sanskrit or Persian where teachers are frequently incapable of translating through the medium of English. The result is “small Sanskrit and less English.”
- (3) The sale of keys has been marked by extortionate demand. For example, the key is not only ridiculously highly priced, but unless it is purchased, booksellers have been known to refuse to sell the original text.

In matters of this kind the educational authorities have some right to expect the co-operation of teachers and publishers: but there is little hope of checking the evil until a higher intellectual and moral tone has been attained as a result of a comprehensive educational propaganda. During the quinquennium under review 1,058 keys are known to have been published in the Presidency of Bengal.

694. **Control over text-books used in class.**—The next question that arises is the necessity of exercising control over the use of the large numbers of text-books now produced. Hitherto the system employed has been that laid down by the Government of India's Resolution No. 64 of 1900. Briefly for Government schools text-books are exclusively prescribed, and for aided schools a larger choice is given to teachers. This gave rise to the "prescribed" and "approved" lists of Bengal. Pupils competing for scholarship examinations have been examined on the prescribed texts set for Government schools and on no other. It is necessary to comment upon this system, and to describe it in operation during the last five years. It is impossible to deny the necessity of providing Government schools only with the best books. But, having selected these texts, it is difficult to refute the argument that they should be as exclusively prescribed for aided as for Government schools. If they are really the best books, why should we admit the possibility of inferior material being used in any kind of school? In actual operation, and while aided schools have had a wider liberty of choice, they have frequently confined their selection to the books set for Government schools. This principle of exclusive prescription combined with the system of examining for scholarships upon set texts, has given rise to a somewhat remarkable state of affairs. This can be described only as the creation of certain monopolies for publishers and authors. Let us consider briefly and approximately the size of the Bengal scholastic market: at the close of the lower primary stage there are about 200,000 pupils at school: at the close of the middle stage about 50,000: at the close of the high school stage about 20,000; and the numbers reading in the four high school classes range from this figure to more than 30,000. These figures represent an enormous market; and far surpass the reading public of the popular novelist. To capture such a market is no mean achievement; but to be given a monopoly therein is to have secured a fortune. The Education Department in Bengal has been the dispenser of monopolies for nearly half a century; and the time has now come to consider if this system is the best in the interests of the schools, of the authors and of the publishers. It is absurd to select, say, a single text in geometry, and to give this book sole prescriptive rights when there are at least 20 books as good. It is also open to serious question if the system of examining for scholarships upon set texts is not an outworn method. It has to be remembered that the system of exclusive prescription dates from a time when there were very few books available. It cannot be considered adequate at a time when the publication of school texts is so abundant as in the present.

695. **The direction of change.**—The following suggestions outline a possible course of change:—

- (1) Exclusive monopoly of sale for any book should be discouraged, whenever possible. When there are 3 or 20 books of almost equal value, each should be given its chance; and this system should be made as applicable to Government as to aided schools. The Government of India in laying down the principle of prescription of books for Government schools did not necessarily imply the prescription of only one book. This suggested widening of the range of selection may easily be applied to what are now known as the "prescribed lists."
- (2) In order to guide teachers in preparing pupils for scholarship examinations, certain books may be noted as setting the standard required in these examinations. But these need not be used exclusively by teachers who know their business and prefer an alternate text.
- (3) The old "approved lists" should be as modern and comprehensive as possible: and they should contain nothing, but the best material.

696. **The University text-books for matriculation.**—In this way two very desirable objects will be attained. Authors and publishers will be brought on to one common level of opportunity; and will be stimulated to devote their

energies *not* to interviewing educational authorities, but to the creation of really good books that will meet with the approval of those, namely, the teachers, who are concerned with their use. It has been no uncommon occurrence to find teachers trying to use books badly produced and inappropriate to the classes in which they are found. This latter evil has been most noticeable in the case of the books issuing from the University Press, as setting the standard of the matriculation examination. Not without reason teachers have attempted to introduce these books in the high schools at too early a stage : and unfortunately the texts hitherto issued have been seriously defective, presenting misspellings, wrong facts and faulty sentences to young learners of English. It is satisfactory to note that the University are taking steps to remove these errors ; but it is open to serious question if an academic body should determine the lines of high school study by the creation of special text-books for a single matriculation examination.

697. **Greater freedom for teachers is essential.**—In conclusion the whole problem of text-books and text-book committees is part of the larger question of the training of teachers. The rigidly prescribed text-book and the examination which does not postulate any information outside of that text-book, are the result of an almost universal absence of trained teachers with independent minds and original methods. The first thing that strikes the examiner of well-staffed mission schools is the fact that the classes are usually using text-books other than those prescribed by the Education Department. Freedom of this kind should be welcomed and should be encouraged, whenever conditions make it unlikely that freedom will be abused. It cannot be denied, however, that for many years to come the problem of the text-book will continue to be with us. It will be necessary for the Education Department to exercise the closest scrutiny upon all books approved for use in the schools of Bengal. But there is no need to make this scrutiny more rigid in its final operations than is absolutely necessary. The initiative of the teacher should be encouraged, and he should be given liberty of choice in selecting from the lists of the best books available in the Indian market. For the checking of the most flagrant forms of abuse connected with scholastic publications, as for example, the production and almost compulsory sale of keys, we must look to the growth of healthy public opinion and to the improved intellectual level of our teachers.

698. **The orders of the Government of India regarding text-books in primary schools.**—The Government of India decided, in the course of the quinquennium, that so far as primary schools are concerned, the local education authorities should be allowed full latitude in the selection of text-books from a list approved by the Education Department. These authorities are to be allowed to go outside the approved list with the consent of the Collector (*Cf.* paragraph 281 above).

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