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PROGRESS

OF

EDUCATION IN ASSAM

FROM

1912-13 to 1916-17.

QUINQUENNIAL REVIEW.

CHAPTER I.

I.—INTRODUCTION.

1. This is the first quinquennial report of the newly constituted province of Assam, and the period of the review is coincident with the first five years of the new administration. The last quinquennial report for Assam as a separate province was written in 1902, and for the two quinquennial periods intervening Assam was treated along with Eastern Bengal forming as it did a part of the province of Eastern Bengal and Assam from October 1905.

During the 6½ years that Assam formed part of the joint province but little was attempted in the direction of amalgamation of the systems prevailing in the two separate parts of the province. The differences were strongly marked. They are stated in the Director of Public Instruction's Report for Eastern Bengal and Assam for the year 1905-06 and quoted in the quinquennial report for the period ending 1907. "The former (the educational system of Eastern Bengal) is largely a spontaneous growth, decentralised, lightly controlled, indeed by reason of the proportion it has attained, almost beyond control. The other (that of Assam) is the result of a scheme devised for a small and backward province, controlled by the State or by Local Bodies, a scheme which has nevertheless produced what cannot be characterised as other than a highly popular course of secondary instruction."

At the re-constitution of the province as a distinct unit of administration Assam found itself still in possession of the excellent features that had marked its educational activity from the inception. The temporary union with Eastern Bengal had accomplished much of good. Conjoined with a more powerful and a more clamant neighbour she secured from the Government at least her full share of the liberal funds that were made available. The College at Gauhati, which had remained in a state of stagnation from the time of its founding by Sir Henry Cotton, shared in the liberal measures for collegiate expansion which marked the educational policy of the Government. The Murarichand College which was in a state of collapse and on the verge of extinction was helped by liberal grants pending its provincialisation. The whole organisation of the schools, English and vernacular, secondary and primary, was reviewed and a comprehensive scheme of reorganisation drawn up. The curricula in force in schools were brought under review and revised courses of studies issued setting a marked advance both in respect of extent and in the methods of instruction. The inspecting staff was strengthened, and schemes devised for a larger output of trained teachers, and in every direction a new life was given to education, and a new meaning imparted.

And with Assam re-established as a separate province in 1912 under the most favourable auspices and with large funds from the Government of India and with the expectation of larger grants to follow there was no relaxation of effort. Advances that had been planned and awaited action came under a new review and the proposals that issued were in many respects more ambitious than those framed in times of more limited finance.

General policy.

2. The general lines along which educational progress should proceed have been laid down in the Government of India resolution of 1913 and, working along these lines, plans for a provincial advance have been defined embracing every class of institution and every form of instruction. The wide range of the Government of India resolution and the high standard of the aims set forth will demand for their realisation financial help far in excess of the very liberal grants from imperial revenues already declared. Even for the limited proposals set forth in the following pages as the immediate purposes to be secured funds far greater than those originally granted are called for. Under nearly every head the recurring obligations already entered into have exhausted or nearly exhausted the recurring grants. This is true in respect of recurring grants for Colleges, Secondary Schools and Training Institutions, for primary schools, for girls' education, for manual training, and for hostels, that is in fact under each head where expansion is most in demand and where expansion is most expensive. From the grants for technical and special education but little has been expended. This is however due to the absence of a programme, the special officer to hold charge of that department not having been appointed owing to the general restriction upon expenditure.

Imperial grants.

The balance of the recurring grant for general educational purposes could have been easily expended in meeting some of the many obligations upon the department were it not that the order of retrenchment made further utilisation impossible.

The non-recurring grants show a total surplus of Rs. 3,90,429. The only balances are under the heads of primary education, girls, technical and special education, manual training, educational hygiene, and the unexpended balances of the recurring grants for general educational purposes. With the exception of technical education, for which however no sum has been specifically assigned, plans for expenditure of these amounts have been prepared and generally sanctioned pending release of funds.

A detailed statement of the position of the imperial recurring and non-recurring grants during, and at the end of the quinquennium, is given at the end of this chapter, and in succeeding chapters special references are made indicating in general outline the objects upon which expenditure has been incurred.

Increased obligations for consolidation.

3. Apart from further expansion the obligations already incurred will demand increased expenditure. No provision has been made for the increase of pay for the large additions to the staffs of our schools and colleges which will fall due within the next few years, no less than 150 new appointments in the lowest grade of the Subordinate Educational Service having been made within the course of three years. The growth of the enrolment in the Board schools already established will demand an increase in the staff as well as extensions to buildings and additions to equipment. The imperial allotments distributed to the boards have been expended and the normal developments of the schools have been left unprovided for. And for all teachers, English and vernacular, newly joined or of long service, a re-adjustment of salaries is called for in the interests of educational efficiency.

For expansion.

4. In all grades of institutions too the increase of supply has but stimulated demand. There are many tracts without schools and many venture schools awaiting relief as an alternative to disappearance. The Local Boards are near the end of their resources, and complain that for education all other district needs are being neglected—communications, sanitation and dispensaries. The cry for an English education—a cry which is almost universal—has either to be stifled or be met by a large increase of middle English schools aided or departmental. Female education, which after facing years of indifference and even of hostility has begun to get under way, demands considerable expenditure. Training institutions involving at least three times the present recurring charges are an absolute essential if the education imparted in schools is to be saved from deterioration, and an increase in the inspecting staff for the more adequate control of the schools is a measure whose urgency cannot but be admitted.

In respect of collegiate education, whilst much has been done, much more remains to be done, and amongst the most pressing is the decent housing of the Murarichand College and its adequate founding in respect of hostels, playing fields and staff quarters.

These measures of requirements serve as indications of the great advance that the quinquennium has witnessed. In education it is especially true that the appetite grows with feeding and the hopes and ambitions stimulated by liberality seek further fields of expectation. And that much has been done in the quinquennium the following pages evidence in detail. A brief outline may however here find place.

5. In collegiate education the range of extent of teaching has been widened and its character heightened by the acceptance of the general principle that honours affiliation is essential for the well being of a college. The importance of hostels in the interests of discipline and in their value upon college life have been recognised. Action has been mainly directed to the Cotton College at Gauhati which has added honours classes to its courses as also a measure of post-graduate affiliation. The Murarichand College has been raised to the status of a first grade institution and to both colleges large additions to hostel provision have been made.

Outlines of action.

Colleges.

In high school education a great advance has been registered both in respect of the number of institutions and of their enrolment as well as of the staffs enlisted and of the qualifications demanded. The staffs and equipment of middle English schools have similarly undergone improvement. Vernacular education has not only been made free to its highest stage, but the principle has been laid down, that, as far as funds permit, primary schools should be developed to the middle vernacular standard. The minimum pay of teachers in vernacular schools has been raised to Rs. 8 and a wider range of openings offered by the establishment of a number of superior primary schools with improved terms of service. In the result a better class of teacher is being enlisted and the middle vernacular qualification is becoming the ordinary qualification of new appointees.

English schools.

Vernacular schools.

The training schools for vernacular teachers have been considerably improved both in respect of staff and of equipment and the extension of the term of training, as well as the higher educational qualification of the student, have resulted in a superior outturn.

Training schools.

Female education has made an advance that, when judged by the limited opportunities for expansion that a contracted revenue could alone afford, can be accepted as establishing a certainty of rapid development when funds adequate to proved demands are forthcoming.

Female education.

In the direction of "special, technical and industrial education," the quinquennium has witnessed an important departure in the study of law by the establishment of the Earle Law College at Gauhati as an experimental measure. A new industrial class has been opened up in the plains area whilst in the Lushai Hills a system of apprenticeships to trades has been introduced.

Special education.

European and Anglo-Indian education has secured a stimulus and secured an advance that gives much of promise.

Europeans.

A very special attempt has been made to bring Muhammadans forward along the lines of general advance by providing for their particular needs in the various schools of the Department. The establishment of a Senior Madrasa at Sylhet has at the same time helped to foster the needs of those to whom indigenous education presents the stronger attraction.

Muhammadans.

Whilst considerable attention has been paid to the intellectual side of education the physical and moral needs have been by no means overlooked. Playgrounds have been provided in many cases, and grants and subscriptions for athletic purposes systematised. The large increase in hostel accommodation, and the more social and disciplined life engendered in them as a result of increased efficiency in supervision, has had an undoubted influence upon the moral welfare of pupils and students.

Physical and moral training.

II.—GENERAL SUMMARY.

6. Public educational institutions are usually classified as colleges, secondary schools (including high schools, middle English and middle vernacular schools), primary or elementary schools and special schools. This classification is to some extent unsatisfactory. The prescription of special curricula for all vernacular schools, together with the accepted policy of regarding primary schools as incomplete vernacular schools, makes a classification of colleges, English (or Anglo-vernacular) schools and vernacular schools more advantageous. The placing of vernacular education of all grades in the hands of local boards, and the general reservation of schools teaching English to more direct departmental control are additional reasons for a revised classification. In the following pages middle vernacular schools are treated along with primary schools, but the chapters are headed, although somewhat misleadingly, secondary and elementary education. Middle English schools are not usually of a higher educational character than middle vernacular schools.

Classification of public educational institutions.

7. The following table shows the rate of advance recorded in the quinquennium both in respect of the number of institutions and of the enrolment :—

Statistics.

Descriptive head.	1911-12.		1916-17.		Percentage of increase in the number of pupils since 1911-12
	Institutions.	Pupils.	Institutions.	Pupils.	
1	2	3	4	5	6
PUBLIC INSTITUTIONS.					
UNIVERSITY EDUCATION.					
Arts colleges.					
English ... For males ...	2	295	2	688	133·22
English ... For females...	...	...	...	...	...
Colleges for professional training.					
Law ... ... For males ...	...	...	1	45	...
Law ... ... For females	...	...	...	...	...
SCHOOL EDUCATION—GENERAL. SECONDARY SCHOOLS.					
High schools for males	27	8,701	36	13,481	54·94
Middle schools for males. English ...	95	10,922	113	11,183	2·39
Middle schools for males. Vernacular...	35	2,753	112	12,328	347·8
High schools for females ...	1	223	2	489	119·28
Middle schools for females. English ...	3	294	12	1,146	289·79
Middle schools for females. Vernacular...	6	447	11	983	119·91
PRIMARY SCHOOLS.					
For males	3,469	141,748	3,868	171,015	20·65
For females	242	7,239	329	10,793	49·09
SCHOOL EDUCATION—SPECIAL.					
Training schools ... For males ...	9	402	9	489	21·39
Training schools ... For females...	...	...	2	27	...
Law schools ... For males ...	1	14	1	13	—7·14
Law schools ... For females...	...	...	...	...	...
Medical schools ... For males ...	1	108	1	178	64·81
Medical schools ... For females...	...	...	...	...	...
Technical and Industrial schools. For males ...	5	43	6	59	37·21
Technical and Industrial schools. For females...	...	...	1	12	...
Other schools ... For males ...	89	3,843	81	1,890	—50·32
Other schools ... For females...	...	...	...	...	...
Total of Public Institutions ...	3,985	177,032	4,587	224,819	26·99

Descriptive head.	1911-12.		1916-17.		Percentage of increase in the number of pupils since 1911-12.
	Institutions.	Pupils.	Institutions.	Pupils.	
1	2	3	4	5	6
PRIVATE INSTITUTIONS.					
1. Advanced teaching—					
(*a*) Arabic or Persian { For males ...	10	566	7	301	—46·82
For females...	...	...	...	...	...
(*b*) Sanskrit ... { For males ...	3	59	18	283	379·66
For females...	...	...	...	...	...
2. Elementary teaching—					
(*a*) A vernacular only or mainly. { For males ...	18	442	41	537	21·49
For females...	...	...	2	45	...
(*b*) The Koran only... { For males ...	94	2,984	78	2,692	—8·18
For females...	1	27	4	162	500
3. Other schools not conforming to Departmental standard—					
For males	17	1,052	152	5,051	380·13
For females	...	...	1	28	...
Total Private Institutions ...	143	5,080	303	9,094	79·01
Grand total	4,128	182,112	4,890	283,913	28·44

8. The provincial average of advance for the quinquennium is 28·44. The total number of institutions has advanced from 4,128 to 4,890.

Analysis.

Private institutions measure the greater advance both in the number of institutions and in the number of pupils, but the heterogeneous nature of such schools, combined with the irregularity and uncertainty of the returns, render comparison of little value. Under this head are included all unrecognised vernacular and Anglo-vernacular schools, as well as indigenous schools such as unrecognised tols, maktabs, and Koran schools. All primary schools with less than ten pupils are also classed as private institutions.

Private Institutions.

Of public institutions the greatest advance is that in the number of middle vernacular schools for boys and of their pupils, the latter marking an increased enrolment of 347·8 per cent. The provision of free middle vernacular education has vindicated itself in result and in a remarkable manner given life to the whole range of vernacular education. The figures for primary schools for boys, although small in comparative advance with those of middle vernacular schools, afford evidence of an ordered movement and give indication that the limits to expansion are but those set by financial capacity and that the demand will keep pace with any measure of conceivable supply.

Public Institutions.

Middle English education may be said on the whole to have remained stationary during the quinquennium, the increased percentage of pupils being only 2·39. This is but another example of the direct relations in matters educational between supply and response. The finances of the Department have been almost exclusively occupied with the extension of vernacular education, with the provision of additional high schools, and with female and collegiate education. Middle English schools have largely had to fend for themselves. Had the Department been willing to extend recognition to projected schools, of inadequate foundations, a large addition of institutions and pupils would have fallen for chronicle. But the Department was generally without funds even

Vernacular schools.

Middle English schools.

to give grants, and the people directly concerned were not sufficiently in earnest, or sufficiently endowed with resources, to be prepared to accept fees at such a rate as would secure an establishment of comparative efficiency.

It must be recognised, too, that the general abolition of classes I and II of middle English schools, as also the raising of fee rates in the majority of cases to the high school standard, as well as the conversion in certain cases of populous middle English schools to high schools have joined in counteraction against enrolment in middle English schools. Read in the light of these adverse factors the percentage of increase, small as it may appear, is a clear indication of the demand that exists for a measure of English education.

High schools.

Upon high school education a large proportion of the public funds have been expended, the number of high schools has increased from 27 to 36 and the enrolment by 54·94. The limitation set upon the number of sections in a school, and upon the enrolment of sections, has fixed the limit of the upward range. Proposals for high schools have been many, but the Department has already more than reached the limit in its recurring obligations, and the demand has gone unsatisfied, except where it has evinced itself in measure sufficient to secure its ends independently of government assistance.

Colleges.

The expansion in the figures for Arts Colleges is the outcome of the provincialisation of the Murarichand College, of the increased range of affiliation of the two provincial colleges, of the general increase in the number of matriculates and of the growth in liberality of the scholarship system.

Female education.

Female education records a striking advance—primary schools for girls with an increased enrolment of 49·09 per cent., middle vernacular with 119·91 and middle English surpassing all other classes of schools with its 289·79 per cent. The popularity of English in the case of girls' schools is an index of what the comparative figures for middle vernacular schools for boys and middle English schools for boys would have been if the finances expended in the former had been directed to the latter.

Provincial figures of advance.

9. In 1911-12 there were 2·71 children in every 100 of the population of Assam *attending school, including public and private institutions*, and one public institution to every 7·0 towns and villages. One such institution served on an average 13·3 square miles and for a population of 1,684·7. In 1916-17 the percentage of scholars to population rose to 3·48. There was one public institution to every 6·08 towns or villages, one school for every 11·55 square miles and for every 1,463·6 of the population. These figures refer to Assam excluding Manipur.

By districts.

Among plains districts in 1911-12 Sylhet with a school for every 4·18 square miles, Kamrup with one for every 9·6 are in sharp contrast in this respect with the districts of Nowgong and Darrang with one school for 19·4 and 18·8 square miles, respectively. These districts occupy the same relative positions at the end of the quinquennium in respect of provision as measured by the area served per school, but all have advanced, Sylhet to one school for every 3·72 square miles, Kamrup for every 7·87, Nowgong and Darrang one for every 16·93 and 16·04 square miles, respectively.

Plains districts.

Sylhet in 1911-12 had one school for every 1,926 of the population, with a percentage at school of 2·7 of the population. In 1916-17 one school served for 1,707·64 of the population and the percentage at school rose to 3·35. Kamrup with one school for 1,661·2 of the population in 1911-12, advanced to one school for 1,362·91 in 1916-17 and the percentage of the population at school moved from 3·1 to 4·48. Nowgong and Darrang with their 2·8 and 1·8 of the percentage of population at school in 1911-12, moved to 3·78 and 2·44 in 1916-17.

Judging from these factors Kamrup may be said to be the leading plains district in measuring advance and Darrang the most backward. But no account is taken in these numerical calculations of the unequal distribution of population in the various parts of the districts, of the standard of the schools, or of the degree of literacy attained by the pupils.

Hills districts.

In hills districts the Khasi Hills easily maintains the lead it has acquired through the long and zealous labour of missionary bodies. In 1916-17 it had one school for every 14·52 square miles or for every 566·43 of population, and had 4·68 of its population at school. On this figuring the Khasi and Jaintai Hills might be assigned a position in advance of that of Kamrup. But not even the most enthusiastic admirer of the educational

propaganda in these hills would put forward such a claim. The Garo Hills has advanced rapidly during the quinquennium. With one school for every 23·7 square miles and for every 1,204·1 of the population, and with only 2·1 per cent. attending school, it closes 1916-17 with one school for every 18·91 square miles, for every 957·44 of the population and with a percentage at school of 3·25.

Although the Naga Hills and the Lushai Hills have roughly doubled their percentage of pupils at school during the quinquennium, the figures ·62 and 1·79 for 1916-17 are sufficient to indicate that the problem of education in these hills has not yet even been touched.

Distribution of pupils according to stages of instruction.

10. Educational advance during the quinquennium, as measured by the number of schools, and by the increased percentage of the population in attendance, has been set forth in the preceding paragraphs. It remains to show that an advance has been registered in the general level reached by the pupils attending schools. In 1911-12 out of every 100 in public institution 95·1 were in the primary stage of instruction, 4·7 in the secondary stage and ·2 in the collegiate stage. Corresponding figures for 1916-17 are 92·2, 7·4 and ·4, a very satisfactory measure of increase in the higher stages of instruction.

Institutions according to management.

11. Of the total number of institutions in 1911-12, 103 schools with 8 ·635 pupils were managed by Government, and 2,850 schools with 1,26,932 pupils managed by Boards and Municipalities, while 797 schools with 30,047 pupils were aided, 235 with 11,418 pupils were unaided and the rest were private. Government schools have increased by 83·5 per cent. during the quinquennium, Board and Municipal schools by 15·9, aided schools by ·4 and unaided by 25·5 per cent.

The increase in the number of Government institutions is due to the policy of establishing a Government high school in each subdivision, to the expansion of primary education in the Garo Hills by the opening of a number of primary Government schools and to the opening of a number of schools for girls under direct control.

The increase of educational activity of local boards has been due to the financial assistance rendered by Imperial grants which enabled new schools to be opened and the better venture schools to be absorbed. The provision of free education in the vernacular and the development of many primary schools to the vernacular standard are contributary factors.

The small increase in the number of aided institutions and the large increase in unaided schools indicate the growing depletion of the resources of the department which, after meeting the requirements of provincialisation, found but limited means to extend its assistance to other institutions.

Race and creed of scholars.

12. Table III-A classifies pupils according to race and creed. Confining attention to public institutions the number of Hindus has increased from 1,07,466 to 1,32,352 in the quinquennium or by a percentage of 23·1. The Muhammadans have increased from 41,244 to 51,718, a percentage of 25·4. Out of 100 at school on 31st March 1912 there were 60·7 Hindus, 23·3 Muhammadans, against 58·8 Hindus and 23·0 Muhammadans in 1916-1917.

Languages learnt by scholars

13. Table III gives the number of pupils learning the vernacular, classical languages and English. Comparing with 1911-12, it will be seen that the number of scholars in public institutions reading English has increased from 18,025 to 28,368. The increase is due to the larger number of high schools and to their expansion to double-sectioned standard as also to the opening of a number of English schools for girls. The rise in the number of those reading a classical language from 8,178 in 1911-12 to 11,999 in 1916-17 is accountable by the inclusion of secularised maktabs under the head of primary schools and by the extension of Arabic to the pupils of vernacular and middle English schools with the object of attracting Muhammadans to these institutions. The addition of two years to the classical course in high schools in respect of Arabic and Persian has also had some effect in increasing the figure.

The study of a vernacular forms part of the course of all schools and public institutions, except European schools, and institutions of a special character. The number therefore is practically identical with the total number reading in these institutions. The figure returned as reading vernacular is 222,475 against a total enrolment of 224,819.

III.—EXPENDITURE.

General.

14. The total expenditure upon education amounted in 1911-12 to Rs. 16,09,062, in 1916-17 to Rs. 25,59,290 or an increase of 59 per cent. Distributed over the total population the amount expended on education per head of the population moved from Re. 10·23 to Re. 0·38. Considered in relation to the total number of pupils the cost per head increased from Rs. 8·8 to Rs. 10·9. Public funds, including provincial revenues, and Local and Municipal funds, advancing in expenditure from Rs. 11,03,263 to Rs. 17,63,738 or by 59·8 per cent., contributed Rs. 0·16 of the amount expended per head of population, and Rs. 6·0 of the cost of educating a pupil in 1911-12. The corresponding figures for 1916-17 are Rs. 0·26 and Rs. 7·5. Whilst the burthen upon public funds has thus increased by 59·8 per cent., the share borne by private funds, which include fees, subscriptions and endowments, has advanced from Rs. 15,05,799 to Rs. 7,95,552 or by 57·2 per cent. and has borne Rs. 0·12 of the cost as distributed over each head of the population and Rs. 3·4 of the cost of educating each pupil, in 1916-17, as against Rs. 0·08 and Rs. 2·8, respectively, for 1911-12.

Imperial grants.

15. Provincial revenues furnished Rs. 9,97,022 in 1916-17 against Rs. 5,87,016 in 1911-12, Local Boards and Municipalities Rs. 7,66,716 as against Rs. 5,16,247 in 1911-12, the total advance being Rs. 6,60,475 from these two sources. But of this amount Rs. 4,63,463 was furnished by drawings upon the imperial grants during the year 1916-17, leaving the balance of Rs. 1,97,012 as increased expenditure from local revenues, of which Rs. 25,553 represents increased provision by Local Boards.

Local revenues.

16. It must however be pointed out that this amount, although returned as increased expenditure by Local Boards from their own resources, is in reality part of the unexpended balance of previous allotments from imperial grants. The increased expenditure by Municipalities during the quinquennium is Rs. 19,503, but of this Rs. 5,623 is met from imperial grants, leaving the increased contribution of Municipalities as Rs. 13,980. The total of Rs. 25,553 and Rs. 13,980 deducted from the balance of Rs. 1,97,012, leaves the sum of Rs. 1,57,479 as actual increased expenditure from provincial revenues.

The position of the Local Boards in respect to income and expenditure has been dealt with in the chapter on Controlling Agencies, as also in that on Elementary Education. It suffices to say here that the Local Boards find no adequate measure of expansion in their income for any increased expenditure. Provincial finances have played their part to the limit of their power.

Fees.

17. Expenditure from private sources include fees, endowments and subscriptions. Fees have advanced from Rs. 2,79,365 to Rs. 4,64,503. As a measure of the readiness of people to pay for the education they receive, and in consequence a measure of the value that they attach to it, these figures are of especial interest. An increase of 66·3 per cent. in fees, with an increase of 28·4 per cent. in the number of pupils, may be taken as indicating generally that fee income has more than kept pace with the increased enrolment of pupils, and this in spite of the fact that the making of middle vernacular education free has reduced the income from this class of school from Rs. 7,724 to Rs. 771 in 1916-17 and has resulted also in a very wide increase in the number enrolled.

Contributary causes to this satisfactory result are the raising of fees in aided high schools, and in middle English schools as well as the levy of fees in girls' schools where English is taught. The general principle followed in respect of fees is that whilst a vernacular education is accepted an essential for all, an English education has an economic value with a corresponding obligation for payment.

Subscriptions and endowments.

18. Subscriptions and endowments are generally taken to indicate the value which is attached by people to the education of the community to which they belong. The advance made in the quinquennium is from Rs. 2,26,434 to Rs. 3,31,049. Of the latter amount the various missionary bodies operating in Assam contributed Rs. 1,66,905, or over half the total. Subscriptions as part of the receipts of aided schools have come under some degree of suspicion, and are at any rate very inconsiderable in amount.

The maintenance of unaided schools by leading zemindars and others contributes substantially to the balance of these receipts.

Direct and indirect expenditure.

19. Money expended on education is either directed to maintenance of schools, or for meeting other charges such as the provision of school buildings, furniture, equipment, library or for the provision of hostels and for their maintenance. Charges for direction, administration and

inspection are included in the second class. It will be seen that this latter class includes more especially those charges which only indirectly concern the actual tuition of the pupil, whilst the first includes the salaries of teachers, pay of menials, rates and taxes and current expenditure for repairs to buildings, postage and similar items of a recurring nature. The first kind of expenditure is called direct, the second indirect.

It is in respect of the first kind of expenditure that it is hoped that the people concerned will bear an increasing proportion, and it is usually upon these charges only that the cost of educating a pupil, or the cost of an institution is generally calculated.

Private funds.

20. Direct expenditure has increased from Rs. 10,63,149 in 1911-12 to Rs. 17,51,302 in 1916-17. Taking fees, endowments and subscriptions together, the share of the expenditure covered from these sources decreased from 36·2 per cent. to 33·2. Considering different classes of institutions we find that in colleges the share borne by private sources is 23·1 per cent. in 1916-17, as against 23·2 in 1911-12. The cost of secondary education to private funds has decreased from 64·7 per cent. in 1911-12 to 58·1 per cent. in 1916-17. Primary education met only 14·1 per cent. of the direct cost in 1916-17 as against 19·8 in 1911-12. The decline in the share borne by private funds in respect of secondary education is due to the greater expenditure upon secondary schools as the result of the improved staffing introduced into those institutions.

Average cost per pupil.

21. The average cost in 1916-17 of educating a pupil in different classes of institutions, based upon direct expenditure, as compared with 1911-12, and as distributed over private and public funds, was as follows. The calculations are based upon the average monthly number upon the rolls.

—	1911-12.			1916-17.		
	Public funds.	Private funds.	Total.	Public funds.	Private funds.	Total.
1	2	3	4	5	6	7
Arts colleges	185·6	55·9	241·5	178·5	53 4	231·9
Professional colleges	...	...	...	247·2	78·6	325·8
Secondary schools	6·4	11·8	18·2	8·3	11·4	19·7
Primary schools	2·9	·7	3·6	3·7	·6	4·3
Training schools	96·7	4·3	101·1	99·3	3·5	102·8
Other schools	9·3	4·1	13·4	19·1	6·0	25·1

Summary.

22. The total expenditure for 1916-17, as compared with 1911-12, is summarized :—

—	1911-12.	1916-17.	Per cent. of increase in 1916-17.
1	2	3	4
	Rs.	Rs.	
Provincial Revenues	5,87,016	9,97,022	69·8
Local Funds	5,02,485	7,33,451	45·9
Municipal Funds	13,762	33,265	141·7
Fees	2,79,365	4,64,503	66·2
Endowments	2,26,434	80,931	46·2
Subscriptions, etc.		2,50,118	
Total	16,09,062	25,59,290	59·0

The following tables show the growth in respect of direct and indirect expenditure :—

Direct expenditure.

—	1911-12.	1916-17.	Per cent. of increase in 1916-17.
1	2	3	4
	Rs.	Rs.	
Provincial Revenues	2,45,229	5,01,156	104·3
Local Funds	4,22,084	6,40,306	51·7
Municipal	11,141	27,971	151·0
Fees...	2,28,317	3,92,696	75·8
Endowments	1,61,378	89,485	17·2
Subscriptions, etc.		1,49,688	

Indirect expenditure.

—	1911-12.	1916-17.	Per cent. of increase in 1916-17.
1	2	3	4
	Rs.	Rs.	
Scholarships	51,633	85,414	65·4
Buildings	1,82,447	2,35,842	31·0
Furniture	35,733		
Superintendence	1,50,774	2,42,109	60·5
Miscellaneous	1,25,326	1,94,623	55·2

23. The following table as required by the Government of India is furnished showing the expenditure on buildings, furniture and apparatus for the year 1916-17 :—

Year.	Amounts expended on buildings, furniture and apparatus.						Total amount expended as given in column 33 of General Table IV.
	Colleges.	High Schools.	Middle English Schools.	Middle Vernacular Schools.	Primary Schools.	Special Schools.	
1	2	3	4	5	6	7	8
1916-17.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Provincial Revenues (including Imperial).	38,380	67,167	7,856	3,039	4,163	2,529	1,23,134
Local Funds	...	...	4,195	11,887	43,777	...	59,859
Municipal Funds ...	...	...	400	342	2,157	...	2,899
Subscription and other private sources	...	72,929	5,193	1,465	18,878	1,515	99,980
Total	38,380	1,40,096	17,644	16,733	68,945	4,044	2,85,840

24. The following statement shows the average monthly pay of employees in non-Government services :—

Kind of employment.	Number of teachers in public institutions not managed by Government.	Average pay.		
		In secondary schools.	In primary schools.	In other schools.
1	2	3	4	5
		Rs. a. p.	Rs. a. p.	Rs. a. p.
Board	4,478	15 7 3	10 11 3	37 8 0
Municipal	80	14 14 8	14 12 6	...
Private	940	28 10 2	8 9 2	28 4 8

IV.—IMPERIAL GRANTS.

25. The following table shows the position of the Imperial grants at the close of the quinquennium :—

I.—Recurring grants.

Serial No.	Head of expenditure.	Provision.	Expenditure on recurring charges in				Balance available for expenditure on non-recurring charges in				Total expenditure on recurring grant from 1913-14 to 1916-17 (total of columns 4 to 7).	Balance available on non-recurring expenditure from 1913-14 to 1916-17 (total of columns 8 to 11).
			1913-14.	1914-15.	1915-16.	1916-17.	1913-14.	1914-15.	1915-16.	1916-17.		
1	2	3	4	5	6	7	8	9	10	11	12	13
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	Colleges, secondary schools and training institutions.	1,14,000	12,871	78,546	1,03,035	1,09,677	1,01,129	35,454	10,965	4,323	3,04,129	1,51,871
2	Primary education for boys.	2,00,000	49,557	1,83,009	1,88,565	1,91,287	1,50,443	16,991	11,435	8,713	6,12,418	1,87,582
3	Girls' education ...	28,400	1,511	26,661	27,206	28,126	26,889	1,739	1,194	274	83,504	30,096
4	Technical and special education.	12,200	...	1,150	1,200	1,200	12,200	11,050	11,000	11,000	3,550	45,250
5	Manual training ...	2,000	...	...	2,000	2,000	2,000	2,000	...	...	4,000	4,000
6	European education ...	14,000	4,000	7,256	7,418	7,418	10,000	6,744	6,582	6,582	26,092	29,908
7	Hostels	12,400	1,438	11,793	12,400	12,400	10,962	607	...	...	38,031	11,569
8	1914 grant for general educational purposes.	35,000	...	4,562	13,158	13,158	...	30,438	21,842	21,842	30,878	74,122
	Total ...	4,18,000	69,377	3,12,977	3,54,982	3,65,366	3,13,623	1,05,023	63,018	52,734	11,02,602	5,34,398

II.—Non-recurring grants.

Serial No.	Head of expenditure.	Balance from recurring grants.	Non-recurring provisions.	Total.	Expenditure.				Total.	Balance.
					1913-14.	1914-15.	1915-16.	1916-17.		
1	2	3	4	5	6	7	8	9	10	11
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	Colleges, secondary schools and training institutions.	1,51,871	3,30,000	4,81,871	1,24,164	2,25,127	1,96,113	50,511	5,95,915	—1,14,04
2	Primary education	1,87,582	2,50,000	4,37,582	1,06,383	44,284	7,290	6,225	1,64,182	2,73,400
3	Girls' technical	30,096	1,00,000	1,75,346	45,836	13,382	5,469	4,661	69,348	1,05,998
4	and Special education	+45,250								
5	Manual training	4,000	25,000	29,000	...	1,000	...	...	1,000	28,000
6	European education	29,908	1,50,000	1,79,908	...	1,59,168	27,878	...	1,87,046	—7,138
7	Hostels	11,569	3,50,000	3,61,569	1,37,766	1,52,440	73,386	33,745	3,97,337	—35,768
8	Educational hygiene and gymnastics ...	...	1,25,000	1,25,000	16,708	20,991	8,337	3,055	59,141	65,859
9	1914 grant (recurring) for general educational purposes.	74,122	...	74,122	...	...	...	...	...	74,122
	Total	5,34,398	13,30,000	18,64,398	4,30,857	6,26,392	3,18,523	98,197	14,73,969	3,90,429

CHAPTER II.

CONTROLLING AGENCIES.

I.—Control by departmental officers.

Direction.

26. The Hon'ble Mr. J. R. Cunningham was in charge of the Department throughout the quinquennium, except for three weeks at the beginning, and for three months in 1916 when the charge was held by Mr. F. W. Südmersen. The post of Personal Assistant was filled by Babu Jogendra Nath Roy Chaudhury from the date of the opening of the office after the reformation of Assam into a separate province up to August 1913 when he left the Department and the province, and was succeeded by Srijut Kamala Kanta Barua, formerly Deputy Inspector of Schools, Gauhati. Srijut Kamala Kanta Barua occupied the post up to the end of the quinquennium except for two periods, 6 weeks in 1914 on privilege leave, and 8 months in 1915, when he was appointed to officiate in the Provincial Educational Service as Assistant Inspector of Schools, Assam Valley. On both occasions Babu Girish Chandra Chakravarty, Head Assistant of the office, acted as Personal Assistant.

Rai Sahib Durgadhar Barkataki was on special duty for about 2 years (June 17th, 1913—June 12th, 1915) to assist the Director in the preparation of schemes for the utilisation of the Government of India allotments, and to help in outlining other schemes in anticipation of further grants.

Inspection.

27. The subjoined statement shows the sanctioned strength of the various services as they stood on 1st April 1912 and on the 31st March 1917:—

	1st April 1912.	31st March 1917.
Indian Educational Service	5	11
Provincial Educational Service	13	37
Subordinate Educational Service	124	307
Ungraded Services	226	453

The need of a reinforcement of the superior inspecting staff was realised early in the quinquennium. The Inspector of Schools in the Surma Valley was provided with an Assistant Inspector, whilst an Assistant Inspectress relieved the Inspectress.

Deputy Inspectors and Sub-Inspectors.

28. But it was in respect of the subordinate inspecting staff that relief was most needed. The requirements of the Assam School Manual demand that every lower primary school shall be visited at least three times in the year, other vernacular schools at least once, and that each inspection should last for the full sitting of the school. The number of these inspecting officers was found to be entirely inadequate for the efficient performance of these duties even in respect to schools as they existed in 1912-13. In addition, the programme of expansion of primary education, following upon the announcement at the Coronation Durbar, led to the rapid growth in the number of primary schools and made an increase of the inspecting staff a matter of paramount importance if numerical increase was not to be immediately negatived by a deterioration of quality. The more exacting nature of the curriculum prescribed for primary schools, a curriculum demanding from primary schools teachers a large measure of initiative and a more educational method of instruction, required from inspecting officers that the guidance of school pandits in the purpose and scope of the curriculum, and in methods of teaching, should be regarded as of at least equal importance with the work of inspection and examination.

One additional Deputy Inspector and 16 additional Sub-Inspectors of Schools were accordingly provided. The total provision therefore at the end of the quinquennium was 21 Deputy Inspectors and 39 Sub-Inspectors, the distribution of these Sub-Inspectors among the various subdivisions being determined on the principle that ordinarily a Deputy Inspector could conveniently control between 45—60 primary schools, a Sub-Inspector from 70—75 such schools.

Insufficiency of inspecting staff.

29. The number of schools has, however, in many subdivisions largely exceeded this limit, and complaints are general that the exacting requirements of the Manual cannot be met without a deterioration in the quality of the inspections held. An increase in the number of inspecting officers of all grades is a pressing want. It is a question, too, whether the Assam Valley Circle should not be divided into two under the charge of separate Inspectors.

Duties of inspecting officers.

30. All recognized educational institutions in his circle except those immediately subordinate to the head office, or to the Inspectress of Schools, are under the control of the Inspector.

Inspectors.

Inspectors are required to visit all Government high schools in their circle, as also Government training schools, twice in each year. They should inspect every recognised high school and training school at least once yearly. Inspections of Government high schools or training schools should extend over at least three working days.

The Inspector and Assistant Inspector, between them, are required to inspect all middle English schools in their circle once a year.

The offices of each of his Deputy Inspectors are to be inspected once a year by the Inspector, who is also required to visit as many vernacular schools in the area of each Deputy Inspector as necessary to inform himself thoroughly of the efficiency of the latter's working.

Vernacular and middle English schools at the various headquarters stations have to be inspected at least once annually by the Inspector, who is also required when halting for the inspection of an English school in the mofussil, to visit as many vernacular schools as possible in and about the same centre.

No minimum number of touring days has been assigned to Inspectors.

Assistant Inspectors.

Assistant Inspectors are primarily the Inspectors of middle schools of all grades. They are however required, without prejudice to this duty, to devote a portion of their time to the inspection of all recognised high schools, other than those maintained by Government. They are only entitled to inspect Government high schools or normal schools when specifically directed to do so by the Inspector. A fixed minimum of 180 touring days has been laid down.

Deputy Inspectors and Sub-Inspectors.

In each subdivision, the institutions under the Inspector, with the exception of high schools, are under the immediate charge of the Deputy Inspector of Schools. He is assisted in the inspection of vernacular schools by his Sub-Inspectors. The Deputy Inspector is also required to assist the Inspectress in connection with the administration and control of the girls' schools under her immediate charge. He is also the educational adviser of the Local Board of his subdivision.

The Deputy Inspector is called upon to arrange that every Board lower primary school is inspected at least three times a year, by himself or by a Sub-Inspector, class promotions being made at one of these inspections. All middle schools, including middle English schools in receipt of Government assistance, are to be inspected at least once a year by the Deputy Inspector. Inspections are usually to last for an entire sitting, and are to embrace not mere examination but the direction and assistance of the school teachers in the practice of teaching.

The only change during the quinquennium, calling for comment, has been that, whereas Sub-Inspectors formerly confined their attention to lower and upper primary schools, the middle vernacular schools being beyond their range, the latter class of school has been included within their powers of inspection. This is the natural outcome of the accepted policy of regarding lower primary as incomplete vernacular schools. The aim of the inspecting staff is now to secure, through the help of Local Boards and Municipalities, the advance of these schools to the full vernacular standard. It is not advisable that schools so advanced should pass out of the control of the agency which had worked for the advancement.

The Inspectress of Schools.

The Inspectress of Schools is entitled to inspect all educational institutions for girls. All girls' schools and zenana classes for women, and all attached hostels at district and subdivisional headquarters stations, together with training classes for mistresses, are under her control. Schools other than those at district and subdivisional headquarters stations are in the charge of the Inspector and his subordinate inspecting staff. The Inspectress is in charge of recognised schools in which European girls are being educated.

The Assistant Inspectress of Schools.

The Assistant Inspectress of Schools works under the direct control of the Inspectress. She deals with middle and primary schools for girls, and zenana classes for women, at headquarters stations, but does not visit girls' high schools except when especially deputed to do so. She is expected to utilise her visits to schools by instructing the staff in the methods of teaching, especially in needle-work, hand-work and domestic science.

Assistant Inspector for Muhammadan Education.

The Assistant Inspector for Muhammadan Education is required to inspect the Urdu, Persian and Arabic classes in high schools and to secure an improvement in the methods of instruction followed by the maulvis of these schools. His primary duty is, however, to interest himself in the progress of the scheme which has been initiated to attract Muhammadan boys to primary schools by the offer of religious instruction, and to persuade muktabs and madrassas to accept secularisation under similar conditions.

Fixed travelling allowance for Sub-Inspectors.

31. To encourage Sub-Inspectors to travel by independent means of conveyance during the day, to simplify procedure, and to secure adequate supervision of schools near headquarters stations, and more frequent halts on tour, a fixed scale of travelling allowance has been brought into force. The minimum monthly rates are increased according as the Sub-Inspector keeps a bicycle, a riding horse, or, in certain areas, a boat. Insufficient touring and insufficient inspection are penalised by a reduction of the admissible allowance.

The scheme appears to have worked well and to have secured some improvement in inspection, the number of cases in which Sub-Inspectors have failed to put in the required minimum of days on tour in the year is not excessive, and there has been an improvement shown in the matter of more systematic touring.

Touring of Deputy Inspectors and Sub-Inspectors.

Under orders contained in the Government of Eastern Bengal and Assam letter No. 5914C., dated 15th May 1907, Deputy Inspectors and Sub-Inspectors of Schools were required to be on tour for at least 210 and 230 days, respectively, during the year. The weight of office work of Deputy Inspectors has however considerably increased since the promulgation of these orders. On the other hand Sub-Inspectors have no office work, their duties consisting entirely in inspection. A re-adjustment was accordingly effected. As pointed out above Deputy Inspectors are now required to tour for only 200 days, whilst Sub-Inspectors are to put in 240 days in the year. It is expected that the efficiency of the local inspecting staff will not be affected, as a whole, by the relief extended to Deputy Inspectors.

Departmental Examinations for inspecting officers.

32. Inspecting officers of the Indian Educational Service, as also Assistant Inspectors and Inspectresses, are expected to pass by the higher standard in the language commonly in use in their division before being confirmed.

The Deputy Inspectors and Sub-Inspectors are required to pass a lower grade departmental examination comprising (1) vernacular literature, (2) the Art of Teaching, Discipline, and Organisation and (3) Departmental Rules and Orders.

Exemptions in part are granted where the essential requirements have already been met. This is the case where the Vernacular Examinations of the University have been taken in the case of (1), and in the case of (2), where the officer has taken a licentiate or degree in teaching. Part (3) is however obligatory upon all.

Failure to pass involves refusal of confirmation or of promotion or exposes the officer to more extreme measures. Stringent orders have recently issued calling upon the few officers still defaulting to satisfy requirements.

Provincial and Divisional Examination Boards.

33. The Central Board of Examiners at Dacca, which was established by Government Notification No. 3097E., dated 24th of November 1909, controlled the following examinations in Assam at the beginning of the quinquennium :—

(1) The Normal School Examinations in respect of the Normal Schools at Jorhat and Silchar.

(2) The training classes examinations in connection with the primary training classes at Jorhat and Silchar.

(3) The Departmental Examinations for Inspecting Officers.

(4) The Madrassa Examinations.

(5) The *Tol* Examinations.

(6) The examination of apprentice teachers in Assam.

The functions of this Board, in so far as Assam is concerned, ceased to be exercised shortly after the beginning of the quinquennium, and separate boards were established.

A Provincial Board of Moderators was appointed to conduct the Lower Grade Departmental Examination of Educational Officers in Assam, consisting of the two Inspectors, the Superintendent of the two Normal schools, the two Assistant Inspectors of Schools, and two Headmasters or Deputy Inspectors. The duties of the board are to appoint examiners and make all other arrangements for the examination, to moderate question papers, tabulate marks and report the results of the examination to the Director of Public Instruction for publication.

Separate boards were constituted with similar powers for the conduct of Sanskrit *Tol* Examinations, one for each valley, as also for Normal and Training School Examinations. For the Madrassa Examination one provincial board was constituted.

As the apprenticeship system was abolished in the early days of the quinquennium, no arrangements were called for in this respect.

For the conduct of the Primary and Middle English Scholarship Examinations, as well as to control the newly-introduced Vernacular School-leaving Certificate and Scholarship Examination, separate Divisional Examining and Moderating Boards were introduced, one for each division. The constitution of these boards is as under :—

The Inspector of Schools—President, *ex-officio*.

The Assistant Inspector of Schools—Secretary, *ex-officio*.

The Superintendent of the Divisional Normal School.

A Deputy Inspector of Schools.

A Headmaster of a Government High School.

GENERAL SUMMARY OF THE YEAR 1916-17.

34. As this report is to serve also as an annual report it is desirable, in order to maintain a continuity of record, to furnish some particulars with respect to the year 1916-17 in so far as the work of controlling officers is concerned. The sections following have therefore only a limited interest.

Director.

The Hon'ble Mr. J. R. Cunningham was in charge of the duties of the Director throughout the year, except for three months when he was on privilege leave. During that period Mr. F. W. Südmersen officiated as Director.

Inspectors.

In the Assam Valley Division Rai Sahib Durgadhar Barkataki officiated as Inspector throughout the year, except for the first four days of April when Mr. Small was in charge. Rai Sahib Durgadhar Barkataki was on tour for 214 days, and inspected all the high schools, the Divisional and Tura Training schools, 26 middle English schools, 31 middle vernacular schools, 119 primary schools and 14 special and indigenous schools, as also all the Deputy Inspectors' offices, as well as those of all high schools.

In the Surma Valley and Hill Districts Division Mr. E. B. Wilkins was in charge throughout the year. He was on tour for 217 days and inspected 13 high and 24 middle English schools, 12 middle vernacular, and 6 upper primary and 54 lower primary schools for boys, as also 1 secondary, and 7 primary schools for girls and 7 special schools.

Assistant Inspectors.

Rai Sahib Durgadhar Barkataki was in charge of the office of Assistant Inspector of Schools, Assam Valley Circle, for the first four days of April throughout which he was on tour, visiting one middle English, 3 middle vernacular and 2 primary schools. The post then remained unoccupied up to 19th May when Rai Sahib Golap Chandra Barua was appointed to officiate. He was on tour for 125 days, and assisted in the inspection of 2 high schools, and also inspected 15 middle English, 20 middle vernacular, 70 primary schools and 4 special and indigenous schools. The necessity of familiarising himself with the working of the office, as a preliminary obligation, prevented this officer putting in a sufficient measure of touring.

Babu Sarada Charan Chakravarti was Assistant Inspector of the Surma Valley and Hill Districts Division throughout the year. He was on tour for 212 days and inspected 49 middle English, 13 middle vernacular, 2 upper primary and 90 lower primary schools for boys. He also inspected one high school, 38 primary schools for girls, and 7 special schools.

Deputy Inspectors.

The work of Deputy Inspectors in both divisions has been satisfactory. In the Surma Valley all Deputy Inspectors put in the minimum of 200 days' touring, the highest record being that of Mr. U Alexander, Deputy Inspector, Khasi and Jaintia Hills, who put in 231 days on tour.

In the Assam Valley the minimum was not worked up to in the case of 5 Deputy Inspectors. The requirements of Article 226 in respect of middle schools, under the direct charge of Deputy Inspectors, were fulfilled by all Deputy Inspectors of Schools, as also in the case of primary schools similarly situated, except in the Garo Hills where the number of schools receiving direct Government assistance is too large to admit of the carrying out of this rule.

Sub-Inspectors.

The returns for the Assam Valley show a distinct improvement in the touring of these officers. All Sub-Inspectors toured for the required minimum number of days with one exception. There has been a marked improvement in the carrying out of the obligations of Article 226 of the Assam School Manual—the total number of defects in meeting these requirements being 633 as against 1,096 during the preceding year—of these, 491 occurred in two subdivisions (Dhubri and the Garo Hills), where inspection is admittedly beyond the possibility of the present staff.

Of the 19 Sub-Inspectors of the Surma Valley 3 failed to put in the requisite number of days on tour. The total number of defects reported in meeting the requirements of the Manual was 82 only.

Inspectress and Assistant Inspectress.

Miss Garrett was in charge throughout the year of the office of Inspectress of Schools and Miss B. Das of that of Assistant Inspectress. Miss Garrett toured for 135 days visiting 65 schools, and Miss Das for 166 days paying 52 visits to schools.

Assistant Inspector for Muhammadan Education.

Maulvi Ataur Rahman joined the newly-created post of Assistant Inspector for Muhammadan Education on the 20th July 1916. He was on tour for 133 days and visited 151 institutions—22 high, 12 middle English, 15 middle vernacular, and 68 primary schools in addition to 25 Islamic institutions and 8 Muslim hostels.

ACKNOWLEDGMENT TO EDUCATIONAL OFFICERS.

35. The Director desires to take this opportunity of acknowledging the services of the following officers who have been of especial assistance to him during the period now reviewed :—

DEPUTY INSPECTORS.

Assam Valley.

Srijut Kamala Kanta Barua who is now Personal Assistant to the Director "in which office he continues to distinguish himself by capable and zealous service."

Rai Sahib Golap Chandra Barua who "in addition to the conscientious performance of his routine duties helped in the preparation of text-books and produced in his Ahom Dictionary a work of value to scholarship."

Maulvi Tayab Ali " who has done good work among the Meches of Goalpara."

Babu Nadiya Behari Das "who has worked enthusiastically for the success of the Nalbari Hostel scheme."

Surma Valley and Hill Districts.

Babu Sarada Charan Chakravarti, now Assistant Inspector, "in which capacity he continues his good work."

Babu Ananda Mohan Dutta, Mr. Alexander, } "both very capable and energetic officers."

SUB-INSPECTORS.

Maulvi Abdur Rahman No. II.

Srijut Harendra Narayan Datta.

Srijut Gaurikanta Deka.

Srijut Bharat Chandra Das.

Srijut Komoleswar Barthakur.

Amongst Headmasters of Government high schools in the Surma Valley Division the Director records for special distinction the names of Babu Biswesvar De of Silchar High School and Babu Baikuntha Nath Bhattacharja of Sylhet High School. The following are also mentioned for good work—Babu Kunja Behari Guha, Habiganj High School, Babu Bharat Chandra Chaudhuri, Karimganj High School, Babu Biswesvar Das Gupta, Maulvi Bazar High School.

Amongst Headmasters of the Assam Valley the Director has selected for mention the names of Babu Karuna Kanta Das Gupta and Srijut Ramani Kanta Barua as those of officers who have worked vigorously and well in charge of the schools

entrusted to them. The Director points out in this connection that the Headmasters in the Assam Valley were for the greater part overburdened by their responsibilities and by the difficulty of securing good results with an inexperienced staff.

II.—Control by Governing Bodies and Committees.

Governing Bodies of Colleges.

36. The College Councils have been enlarged, a non-official representation being secured. The Governing Bodies are now composed as follows:—

Cotton College.

The Commissioner, Assam Valley Districts, *ex-officio*—President.

The Principal, Cotton College, *ex-officio*—Secretary.

Three members of the teaching staff.

Two non-officials.

Murarichand College.

The Deputy Commissioner, Sylhet, *ex-officio*—President.

The Principal, Murarichand College, *ex-officio*—Secretary.

Three members of the teaching staff.

Two non-official members of whom one is a representative of the family of the original founder.

The duties of these Councils are generally to frame the college budget, to control expenditure, to advise the Director with regard to changes or additions to the staff, to initiate and submit schemes for the improvement of the college, and to deal with disciplinary cases brought before it by the Principal.

These bodies are also Hostel authorities in respect of hostels attached to the colleges and they have been authorised to frame a roster of their members for the purpose of visiting the hostels.

37. Members, other than those appointed *ex-officio*, hold office for two academic years.

The constitution of the Managing Committees of Government high schools is as follows:—

Managing Committees of Government High Schools.

1. *President.*—The Deputy Commissioner, or the Subdivisional Officer according as the school is located at the headquarters of a district or of a subdivision.
2. *Vice-President.*—The Inspector of Schools.
3. *Secretary.*—The Headmaster.
4. Ordinary members—
   - I. The Assistant Inspector of Schools.
   - II. A civil officer appointed by the Director of Public Instruction on the recommendation of the Commissioner.
   - III. The Assistant Headmaster.
   - IV. The Deputy Inspector of Schools.
   - V. Two or, if thought advisable, three non-official members appointed by the Director of Public Instruction on the recommendation of the Deputy Commissioner.

The Managing Committee has the general direction and control of the current business of the school and its hostel, but ordinarily leaves to the Headmaster such matters as concern school instruction, arrangement of classes, admission and transfer of pupils, the awarding of class promotion, or routine matters relating to teaching, administration, or to the discipline and control of pupils and staff. Authority to rusticate or expel is reserved for the Managing Committee, the Headmaster having only the right to suspend pending a reference to that body.

In such reports as touch upon the working of these committees the opinion is expressed very emphatically as to the good result that has followed upon a widening of authority and of interest. A greater knowledge of the aims of the Department has helped to secure a more ready acceptance of the methods devised for the securing of these aims. There has been, on the whole, but little disposition to trespass beyond the bounds of the power entrusted, and there appears to have been no weakening of the power of Headmasters. The value of the executive element upon these committees needs no emphasising.

38. The institution of committees for aided high schools is laid down in the grant-in-aid rules. The minimum number of members is six and the maximum ten, and emphasis is laid upon the necessity of securing representatives of the various classes of the community. The Secretary is the corresponding agent of the school.

Aided High Schools, Middle schools, Government and aided.

The officiating Inspector, Surma Valley and Hill Districts, reports as follows regarding the management by local committees of middle schools.

"In many cases they were non-existent as working bodies. In some cases they met to destroy, not to construct, to quarrel not to agree. There were instances where headmasters were detected in what appeared to be misappropriation under the eyes of the local committee, but no corrective action was taken until some officer of the department interfered."

39. Under the Assam Local Self-Government Act of 1915, every Board and Board aided school is, wherever practicable, to be managed by a committee. The power and responsibilities of the committees are defined as being, amongst others, to see that teachers attend regularly, to supervise the financial arrangements of the school, and in the case of aided schools to maintain the school house, furniture and equipment in proper repair and in sufficiency for the enrolment.

Board and Board aided schools.

In the case of village vernacular schools the president of the committee is ordinarily the Chairman of the Village Authority or, where such authority has not been established, the village Gaonbura, or the President of the Chaukidari panchayat.

Village School Committees do not seem to have yet been able to get above factious contentions, and whatever interest is shown in the school working seems to be animated rather by personal antipathies than by any educational enthusiasm. The burning down of the school house, and thefts of school material, are not unknown results of village factions, and the school pandit is often by no means unwilling to take a prominent part in the maintaining of these feuds.

III.—Control by executive officers.

40. The importance of co-operation by executive officers of Government in the work of the department cannot be over-estimated. These officers, representing to the great mass of people the only Government they know, are in a peculiar position of responsibility. The instruction laid down in the Assam School Manual is very explicit.

Elementary education.

"District Officers and Subdivisional Officers are *ex-officio* Visitors of all schools, of every class, in their districts and subdivisions, and they should lose no opportunity of inspecting not only schools at their headquarters, but also such schools as come in their way on tour. Such inspections must be considered as much a part of their tour programme as any other work they have to do in camp."

In addition to this, as Chairmen of Local Boards, which are directly charged with the control of vernacular education, a large share of actual direction of the most important, and numerically the largest, element in local education is in their hands.

It is gratifying to report that all inspecting officers of the department speak in high terms of the help and sympathy they have received at the hands of executive officers, and of the great benefit they have derived from the friendly advice and criticism that has been at their disposal. The ready accessibility to District and Subdivisional Officers by the subordinate inspecting officers of this department is a privilege that they have highly esteemed, and the one which they regard as having had most beneficial results in furthering their work.

Mr. A. W. Bentinck, Deputy Commissioner, Kamrup, who has in a special measure interested himself in educational problems, and whose forwarding notes, in transmitting the reports of his Deputy Inspectors, are always illuminating, speaks against "the system of doles" which renders a continuous policy impossible. He urges that an educational *cess* is imperative, if Local Boards are not to be in a constant stage of armed defence against the department, to enable them to meet in some adequate measure the many claims upon their very limited resources. The constitution of School Boards for each local area, in place of the present educational sub-committees of Local Boards, would be, he thinks, a measure likely to ensure more attention to educational matters, and fewer variations of standard. The budget for education, when passed by the Local Board, would be made over to the Local School Board, and be liable to no subsequent curtailings.

41. As has already been pointed out, District and Subdivisional Officers have been made *ex-officio* presidents of the school managing committees of the Government high school at their headquarters station, whilst the Commissioner of the Assam Valley Division is president of the Governing Body of the Cotton College, the Deputy Commissioner of Sylhet occupying that position with respect to the Murarichand College. Executive interest and

Higher education.

responsibility in all education, from the village pathsala to the highest educational institutions in the province, have thus been enlisted.

IV.—Control by Local Bodies, Municipalities, Missions and other local agencies.

Local Boards.

42. The Assam Local Self-Government Act of 1915 placed the charge of vernacular education in the hands of Local Boards. Their duty is laid down as being the maintenance of free vernacular schools of all grades, and the Act imposes as an obligation the development of all vernacular schools, so far as demands warrant and funds permit, to the middle stage. They are authorised to maintain middle English schools for the present, subject to departmental sanction in the case of new proposals, but are not to utilise their funds in aid of high schools. *Tols*, muktabs and madrassas are outside the range of their financial assistance, and aid to Mission schools can only be given with the sanction of the Chief Commissioner. Local Boards are not permitted to reduce the number of their vernacular schools without departmental authority.

The Deputy Inspector of the subdivisional area, in which a Local Board operates, is the educational adviser of the board and is also a member of that body. It is his duty to prepare the educational budget estimate in consultation with the Inspector. The making, renewing, reducing, increasing, suspending or withdrawing of grants-in-aid by the Board requires the previous approval of the Inspector, or, in the case of girls' schools, of the Inspectress of Schools.

To secure a reasonable expenditure upon education by Local Boards the Act lays down that the percentage of the recurring contribution for educational purposes from the local income of the Board, excluding imperial and provincial grants, shall not, without the approval of the Chief Commissioner, fall short of the percentage of the recurring contribution (*a*) for the previous year and (*b*) for the year 1904-05.

This standard of expenditure is however undergoing reconsideration.

During the closing years of the quinquennium the Director of Public Instruction raised the question whether local boards were spending the recent educational grants entirely on education. In his Annual Report for 1914-15 the following passage occurs :—

"I am not in a position to state assuredly that the special grants given to the Boards for education, and the unspent balances of previous years (an important item), were fully devoted to the purposes for which they were granted, or, in so far as they were unspent, reserved for educational purposes in future."

Assuming that a local board should expend from its own resources at least as much, after special grants had been given, as before, and taking a board's average expenditure during the three years preceding 1912-13 as the standard, it was found that whilst ten boards had expended in excess, 9 were in defect, 7 considerably so. Action was taken which resulted in a reduction in most case of these deficits. The only local boards having large outstanding balances at the end of 1915-16 are Habiganj, Mangaldai, Jorhat, Golaghat and Sibsagar, the amounts varying from Rs. 7,172 to Rs. 2,523, these defects being the totals for the first four years of the quinquennium.

The system of board control, although excellent in principle, depends for its efficiency upon an expanding income to meet increasing obligations. But there is practically no limit to educational demands. More schools are needed everywhere, and, what is more, better schools. The whole standard of instruction needs to be raised, teachers to be trained, adequate and proper housing with suitable equipment provided, and the pay of teachers raised much above the level it has yet reached. And the resources of the board expand but slowly, in some cases they are said to be stationary. Grants communicated to the boards from provincial revenues show but little increase, and movement is only possible when the provincial revenues are reinforced by imperial grants. The irregularity of the latter make a "firm offer" to local boards an impossibility, and programmes of development have to wait upon expediencies.

Venture schools, in the meantime, appear and disappear leaving however evils behind as the outcome of the education imparted, an education markedly inferior to that provided in board or aided schools. The demand for schools is however persistent everywhere, and failing the provision in some measure of a controlled school, others spring up, and the time may come when education, which has been in Assam from the very beginning of the province largely controlled by the state, will pass in a great measure into the hands of a proprietary class living upon schools subordinated, in every way, to their own interests.

Municipalities, Unions, etc.

43. Under the Bengal Municipal Act, municipalities are empowered to expend as certain portion of their funds for educational purpose. In Assam every municipality, station or union is expected

to expend not less than 3 per cent. of its total income on the promotion of primary and middle education within its limits. The local Deputy Inspector of Schools, acting in consultation with the Inspector, frames the educational budgets of these bodies.

The municipalities of Shillong, Karimganj, South Sylhet and Sunamganj spent in 1916-17 less than 3 per cent. of their revenues on education during the past year, whilst the Sylhet Municipality spent 15·5 per cent. and the Mangaldai Union 18 per cent. of its income.

The position of municipalities in the educational scheme is not well defined. There is in consequence a considerable amount of overlapping, the department, the local board and the municipality all operating within the limited municipal area. It would be well, when funds permit, to put municipalities in charge of all vernacular schools within their area, the department withdrawing from immediate control of all schools except English schools and those of a special character.

Missions.

44. Education in the hills of Assam is largely in the hands of Missionaries, and it is to their enterprise that the opening up of education to the hill tribes is due. Initiation and control is still largely in their hands. Education in the Khasi and Jaintia Hills has made most rapid progress under the direction of the Welsh Calvinistic Methodist Mission, whose operations extend to the Lushai Hills and to the hill districts of Cachar. The same mission has been working also in the plains area—the development of female education in the Sylhet and Silchar districts owing much to their labour. They have recently taken up work upon the Namasudras in the Surma Valley.

The American Baptist Mission Society works among the Garos in the Garo Hills and in the plains adjoining, and also among the Mikirs of the Mikir Hills and the Nagas of the Naga Hills. It has given a stimulus to female education by the establishment of a middle and a primary school for girls under conditions that afford much promise. A Mission high school for boys at Jorhat under the same control deserves more than a passing reference. The death of the Revd. P. H. Moore of this society has been a heavy loss to education. He had for many years been closely associated with all formsof educational activity and especially with work among the Mikirs.

Statistics relating to educational activity of Missions.

The following table shows the Missions operating in Assam, the number of institutions controlled by them, and their enrolment, together with the expenditure incurred in their maintenance :—

Name of Mission in order according to denominations.		Number of Mission institutions and their pupils.									Expenditure.					
		—	Colleges.	High Schools.	Middle English Schools.	Middle Vernacular Schools.	Primary Schools.	Training institutions.	Other special schools.	Total.	From Provincial Funds.	From Local Funds.	From Fees.	From Mission Funds.	From other sources.	Total.
1		2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Welsh Calvinistic Mission ...	Schools ...		...	1	10	...	419	...	...	430	Rs. 20,351	Rs. 360	Rs. 2,556	Rs. 83,307	Rs. 106	Rs. 1,06,680
	Pupils ...		...	308	1,314	...	9,399	...	...	11,021	...	...	...	...	...	...
Roman Catholic Mission ...	Schools ...		...	...	1	...	8	...	...	9	2,199	...	...	7,327	...	9,526
	Pupils ...		...	...	75	...	190	...	...	265	...	...	...	...	...	...
Church of England Mission ...	Schools ...		...	...	1	...	1	...	...	2	...	...	226	2,378	...	2,604
	Pupils ...		...	...	57	...	22	...	...	79	...	...	...	...	...	...
Home Mission	Schools ...		...	...	...	...	32	...	...	32	...	...	...	10,094	...	10,094
	Pupils ...		...	...	...	...	645	...	...	645	...	...	...	...	...	...
Unitarian Mission	Schools ...		...	...	...	...	4	...	...	4	...	...	...	417	...	417
	Pupils ...		...	...	...	...	41	...	...	41	...	...	...	...	...	...
American Baptist Mission ...	Schools ...		...	1	1	2	138	1	...	143	12,256	1,539	4,825	11,649	7,075	37,344
	Pupils ...		...	348	238	321	3,751	11	...	4,669	...	...	...	...	...	...
S. P. G. Assam Church Mission	Schools ...		...	...	...	...	2	...	...	2	...	...	...	120	120	240
	Pupils ...		...	...	...	...	50	...	...	50	...	...	...	...	...	...

Other agencies.

45. The land owners of Goalpara, in particular the Rani of Bijni, the Raja of Gauripur and the Zemindar of Bagribari, continued their liberality towards education. A new school building was erected by the Gauripur Raj to provide for a double-sectioned high school. New hostels have been built in connection with the Harendra Narayan Seminary at Bagribari.

The Hon'ble Mr. Ramani Mohan Das has taken upon himself the financial responsibility for the Nilmani Middle English School at Karimganj.

Strength of services.

45A. The actual strength of the services as on the 31st March 1917 is shown in the following table :—

Service.	Number of officers.			Average pay in rupees to one place of decimals.
	European or domiciled community.	Indian.	Total.	
1	2	3	4	5
Indian Educational Service	8	...	8	693·7
Provincial Educational Service ...	...	33	33	249·4
Subordinate Educational Service ...	...	298	298	70·2
Ungraded services	...	450	450	27·2

In the two Arts and one Professional College of the province there were, on the 31st March 1917, 5 officers of the Indian Educational Service, 26 of the Provincial Educational Service, 5 of the Subordinate Educational Service, 3 of the ungraded service and 1 of the Provincial Civil Service.

WAR SERVICES.

Indian Educational Service.

46. Mr. G. A. Small joined the Indian Army Reserve of Officers on the 4th April 1916. No further information is available. Mr. F. B. Wilkins joined the Khasi Labour Force and has proceeded to France.

Other services.—Revd. D. J. Davies of the Welsh Mission, in charge of the Shillong Government High School, was in Mesopotamia for six months working in connection with the Y. M. C. A.

CHAPTER III.

COLLEGIATE EDUCATION.

Colleges.

47. There are two Arts Colleges in the Province, the Cotton College at Gauhati serving the needs of the Assam Valley, the other the Murarichand College at Sylhet to meet the requirements of students of the Surma Valley. Both are Government institutions, their cost being met from Provincial revenues. At the close of the last quinquennium, there was only one Government College, the Cotton College at Gauhati, the Murarichand College being on an aided basis. This latter institution was the result of an outgrowth of the Giris Chandra High School, a proprietary institution under the control of Raja Giris Chandra Ray. At the introduction of the new regulations of the University the abolition of the College was imminent but the Government of Eastern Bengal and Assam came to its assistance in 1908 with a grant-in-aid pending provincialisation. The latter was effected in the first year of the present quinquennium.

Enrolment.

The number of students in the two colleges was 295 in the closing year of the previous quinquennium, the number reaching to 688 in 1916-17. The classification shows 86 Brahmins, 179 non-Brahmins, 27 Muhammadans and 3 "others" in 1911-12, as against 177 Brahmins, 420 non-Brahmins, 86 Muhammadans and 5 "others" in 1916-17. There were no Europeans, Indian Christians, Buddhists or Parsis in either year.

Expenditure.

The direct expenditure in Arts Colleges has risen from Rs. 66,679 in 1911-12 to Rs. 1,53,514 in 1916-17, the cost to Government increasing from Rs. 51,241 to Rs. 1,18,151. Fees in 1911-12 were Rs. 15,256 against Rs. 35,363 in 1916-17, subscriptions in 1911-12 were Rs. 182 as against *nil* in 1916-17. The amount subscribed locally in the Surma Valley towards the recurring of expenditure of the first two years in raising the Murarichand College to the degree standard has not been included in the returns.

Average cost.

Coincident with the increase in enrolment, there has been a decline in the average provincial cost per annum from Rs. 233-15-0 to Rs. 178-7-7, the cost to the pupil declining from Rs. 55-4-5 to Rs. 53-6-8.

Examination results.

48. A table showing the number who passed in the various University Examination in 1916-17 as compared with 1911-12 is given below :—

		European.	Indian Christian.	Hindu.		Muhammadan.	Buddhist.	Parsi.	Others.	Total.
				Brahmans.	Non-Brahmans.					
M. A.	1916-17	...	...	...	1	1	..	...	...	2
	1911-12	...	...	...	...	...	...	...	...	...
B. A.	1916-17	...	...	15	21	4	...	...	...	40
	1911-12	...	...	2	5	1	...	..	...	8
B. Sc.	1916-17	..	...	2	5	1	...	...	...	8
	1911-12	...	...	...	1	...	...	...	...	1
I. A.	1916-17	...	...	32	57	14	...	...	...	103
	1911-12	...	...	16	32	11	...	...	...	59
I. Sc.	1916-17	...	...	8	27	2	...	...	...	37
	1911-12	...	...	3	8	...	...	...	...	11

Of the 40 shown above as taking their B. A. degree in 1916-17, 6 secured honours (2nd class) and 9 obtained "distinction," of the 8 who took their B. Sc., one secured honours (2nd class) and 4 passed with distinction. It may be further added that a student in the Intermediate in Arts in 1916-17 took the 5th place in the University, the first four places being occupied by students of the Presidency College.

The number of passes and the standard of success obtained afford evidence that the widening of the range of opportunity for Collegiate education has resulted in an output that is satisfactory both in quantity and in quality. In view of provincial requirements for the staffing of the English schools of the province, apart from all other demands, a comparison of figures for the two successive quinquennial may have value. The total number of students graduating from the local colleges in the quinquennium ending 1916-17 was 152 B. A.'s and B. Sc.'s. Of the total

of 152, eleven only was contributed by the Murarichand College which sent up candidates but for one year of the quinquennium. For the previous quinquennium there were but 16 graduates, 15 B. A.'s, and 1 B. Sc., but it was only in 1911 that candidates were sent up for the B. A. Examination and in 1912 for the B. Sc. examination from the Cotton College.

A reference to the report of the Syndicate of the Calcutta University for the year 1916 shows that in the Intermediate in Arts Examination in 1915 and 1916, Assam, with 55·1 and 57·7 per cent. in these years, respectively, headed Bengal and Bihar and Orissa in both years, Bengal securing 50·1 and 45·6 per cent. in these successive years.

Similarly in respect of the Intermediate Examination in Science, Assam with its 91·1 and 66·6 per cent. headed both Bengal and Bihar and Orissa, Bengal securing 55·7 and 51·5 per cent.

In the B. A. Examination, Assam securred 56·09 per cent. of passes in 1915 and 63·8 in 1916, as against Bengal's 45·7 and 51·2, Bihar and Orissa securing 54·4 and 52·9 per cent.

Figures are not available in respect of the B. Sc. Examination.

Scholarships.

Junior.

49. There are two grades of scholarships for Collegiate education called Junior and Senior. Junior scholarships are awarded on the results of the Matriculation Examination and are usually held for 2 years. In special circumstances a scholarship may be continued for a third year to enable a boy to appear at an Intermediate Examination later than that in which he would normally present himself. These scholarships are 38 in number, 3 of the first grade of the value of Rs. 20 per mensem and 35 of the second grade of Rs. 15 per mensem. They are limited to scholars who pass the Matriculation Examination from High schools in Assam recognised by the Education Department. Certain reservations are made in favour of Hill races, and to secure some degree of preferential treatment in the case of Muhammadans, Ahoms and inhabitants of backward areas. Scholarship holders are expected to ordinarily read in one of the Assam Colleges but exemptions are given by the Department.

Senior.

Senior scholarships are 22 in number, 3 being of the value of Rs. 25 a month each, and 19 of the value of Rs. 20. They are awarded on the results of the Intermediate Examination of the Calcutta University. Similar reservations are made in favour of Hill Tribes, Muhammadans, Ahoms and backward localities. Special scholarships of Rs. 15 per mensem are awarded by the Director of Public Instruction at his discretion to Junior scholars who pass creditably from one of the Assam Colleges but fail to secure one of the ordinary senior scholarships. Senior scholarships are usually held for two years but may be extended to a third year in the case of a student of some promise who has been unable to secure his degree at the end of that time. Senior scholarships are also tenable at the Calcutta Medical College, in which case the tenure is extended to cover the full range of the course at these institutions.

To encourage indigenous inhabitants a close limitation has been put upon the number of scholarships that can be held by the "domiciled" community as distinct from natives of the province. Similarly a territorial distribution of the scholarships aims at the elimination of undue competition between one valley and the other.

With a view to giving further encouragement to Muhammadans and backward communities steps were taken to provide a close range of scholarships in addition to the reservations made in the ordinary open scholarships. Twenty-five special scholarships are given annually to indigent Muhammadans and 21 to indigent members of backward communities. They are awarded at the discretion of the Director of Public Instruction to boys who matriculate in the first and second classes. Their value is fixed at Rs. 10 a month and they carry with them the privilege of free study in the local colleges. They are tenable for two years and if the holders after passing the Intermediate Examination fail to secure one of the ordinary senior s holarships they may be continued for the two years remaining to complete the course for the degree.

Post-graduate scholarships.

Two post-graduate scholarships of the value of Rs. 25 a month each, plus tuition fees, are annually awarded on the results of the B. A. and B. Sc. Examinations. They are open to graduates who are natives of, or have made their homes in Assam.

Post-graduate research scholarship.

One research scholarship of Rs. 100 per mensem has been created with a view to encouraging research. Only one scholarship is ordinarily current at a time.

Expenditure on scholarships.

The result of these liberal measures has been that expenditure on scholarships held in Collegiate institutions has risen from Rs. 8,129 in 1911-12 to Rs. 29,178 in 1916-17.

Action during the quinquennium.

50. In addition to the liberal range of scholarships, and to careful reservation in the interests of particular communities, which placed a College education within reasonable access, a very definite advance was registered during the quinquennium in the education imparted in the colleges of the province. These will be detailed under the separate headings of the colleges but a reference here to the general policy, outlined and followed so far as circumstances permitted, may not be out of place. It was accepted that unless colleges undertake teaching up to the honours standard a great incentive to efficient work is lost, in the absence of the best pupils and in a non-unknown tendency of staffs to relax when the demand made upon them grows into a routine as a result of experience and of much repetition; that for the teaching of honours, as also for the more effective teaching of pass subjects, professors should be chosen from the best output of the University, and to that end that the terms of the Provincial Educational Service should generally form the basis of all new recruitment; that for special subjects and in special circumstances recruitment in the Indian Educational Service was an absolute essential for advance. The necessity of adequate accommodation for class teaching and for laboratory practice, of the expansion of libraries and of the supply of science equipment have been recognised and large grants made. And a realisation of adequate hostel provision as an essential of regulated college life has been manifested by the large increase of hostel accommodation and by the provision of staff quarters for superintendents and others and forms a very special feature of the advance of the colleges during the quinquennium.

Requirements.

51. Whilst much has been done much still remains to be done. The Cotton College, upon which the greater part of the expenditure upon buildings, staff and equipment has been incurred, is still lacking in sufficient class room accommodation, its laboratories are generally overcrowded, and unable to meet the requirements of the restricted numbers admitted to the science classes, its library is rapidly outgrowing the limited space available and seminar rooms for advanced study are generally wanting. Examination halls, and administration rooms are badly needed, as well as retiring rooms for professors, and reservations for the social needs of the students of the college. The hostels, which have increased three-fold during the quinquennium, will need extension during the ensuing quinquennium and the acquisition of a site for the purpose will be a somewhat expensive project. And whilst residential requirements of members of the European staff of the college have been met, and to some extent those of the Indian members, much more remains to be done in the latter direction before the realisation of a residential college is achieved.

But if these are heavy demands for the future in respect to the Cotton College at Gauhati, in the face of so much that has been done in the past, it is insignificant to the requirements of the Murarichand College where but little has been done during the quinquennium to provide the College with suitable housing. Temporary college buildings and temporary hostels, very limited too in the extent of the provision afforded, have been the only positive results of much anxious deliberating and estimating.

The Matriculation Examination.

52. The greatest handicap to college development is the very inferior character of the educational equipment of the average entrant to college. The Matriculation Examination affords no test of the power of the candidate to understand spoken English, and its test of the power of writing English is very unsatisfactory. The low percentage of pass marks required enables a boy to get through in English in spite of bad spelling and composition, and this is the case too in Mathematics where a knowledge of the four elementary rules with a memory retention of a few propositions in Euclid will secure a pass. The memorising of a few passages of translation and of a few stock answers in grammar will enable him to satisfy the examiners in Sanskrit. The following passage quoted from the report of the Principal of the Cotton College sets out the position very definitely:—

> The contending claims of college studies, in the proper sense of that term, and the needs of the great mass of our students for the provision of instruction that forms part of an elementary school education, are hard to balance. On the one hand we have to realise that the great desire of the larger number, in fact of almost the whole of our students, is for the possession of a degree at any cost. We are bound to face this demand and to do what we can to meet it, whilst at the same time, by slow interpenetration, striving to ennoble the ideal and the aim of university studies. But the quantity of energy possessed even by the most enthusiastic teacher is limited and the difficulty of securing these two contrary aims is becoming increasingly greater. And with it all, there has gone on a deterioration in

the standard of our entrants, coupled with a rapid advance in the number of admissions, all of which has added to the burthen and increased the difficulty of seeing the bright outlook of our dreams. Whilst this deterioration of entrants is true generally, it is especially in English that the position is felt most acutely.

It may be affirmed, without fear of contradiction, that first-year students come to college with but a very limited knowledge of English, colloquial and literary. They have acquired some limited technical terms, the real value of which has often escaped them. Of the broad facts of life, of history and of geography their equipment is inadequate. And as literature is based on life, of past and present, a world of ideas and facts has to be created in the minds of these students before any profitable advance in literature can be made. From the point of view of language, as apart from literature, the same deadening drudgery is called for. It is almost incredible, but it is fact, that dictation lessons have to be introduced in order to secure an improvement in spelling and a knowledge of punctuation. It must not be forgotten too, that, whilst this instruction is being provided, the student is at the same time being introduced to Milton's Lycidas, or Paradise Lost, or being made acquainted with the critical chapters of Lyall's "Tennyson."

Cotton College.

Affiliation.

53. The three quinquennial periods from 1902 roughly coincide with the whole history of the college. At the end of the first period it was affiliated up to the I. A. standard under the old regulations of the Calcutta University. During the second period it secured affiliation up to the B. A. and B. Sc. standard in English, Vernacular Composition, Classics, Mental and Moral Philosophy, History, Mathematics, Chemistry and Physics. During the present quinquennium it secured honours affiliation in all subjects of the B. A. and B. Sc., taken in the college, with the exception of Persian, and added Political economy and Political Philosophy up to the B. A. honours standard. A beginning in the direction of post-graduate work was also made, the college being affiliated up to the M. A. in English (Group A).

Staff.

54. The staff at the close of the first quinquennial period consisted of a Principal with four Professors, all in the Provincial Educational Service. At the end of the second period there were 2 officers of the Indian Educational Service and 15 other officers of the Provincial and Subordinate Services. During the third period additions were made to the staff of 3 officers of the Indian and 3 officers of the Provincial and Subordinate Services, the staff in 1916-17 comprising 5 members of the Indian Educational Service, 14 of the Provincial Service, three of the Subordinate Service, and one outside the services.

Statistics.

55. The number of pupils on the rolls on 31st March 1902 was 57. At the close of the second quinquennium the number was 197 rising to 317 on the 31st March 1917.

Examination results.

56. The college has continued to provide successes in the examinations adequate for the most exacting requirements. A comparison between two successive quinquennial periods shows that for the quinquennium ending in 1911-12 a total of 243 pupils were in 2nd year Intermediate in Arts class on the 31st of December preceding the examination, that 197 proceeded to the examination and that 149 passed, or a percentage of 61·32 on the total enrolment on the 31st December. Corresponding figures for the present quinquennium shows an enrolment of 373, a submission of 306 to the examination, 196 passes and a percentage of 52·54 of passes upon the enrolment. One student took the first place in the University during the quinquennium.

In respect to Intermediate in Science Examination, no comparison with an earlier quinquennium is possible, candidates being sent up for these examinations only during the quinquennial period ending March 1917. A total of 116 is shown as on rolls on the 31st December, 89 sent up and 74 passes, a percentage on the total enrolment of 63·7.

With regard to the B. A. Examination, out of a total of 23 on the rolls on 31st December in the earlier quinquennium, 23 were sent up and 15 passed—a percentage on the total of 65·22. During the quinquennium ending in 1917 there was a total of 193 on the rolls, 174 sent up for the examination and 110 passes, a percentage on the total possible of 57.

There were only 2 B. Sc. students in the former quinquennium, both appeared and 1 passed—a percentage of 50. The quinquennium ending in 1917 gives a total of 46 in the class on the 31st of December, 42 sent up for the examination and 31 passes—a percentage of 67·4 on the possible number.

The passes secured are equally satisfactory in respect of quality. In the quinquennium ending 1911-12 there were 42 first divisions, and 83 second divisions and 24 third divisions in the Intermediate stage, the B. A. results being all passes. In the present quinquennium in the Intermediate stage 121 first divisions have been secured and 122 second divisions. In the B. A., out of the total success, 13 have secured honours (one in the first class) and 26 obtained distinctions.

The results for 1916-17 are as follows:—The two candidates sent up for the M. A. degree both passed—in the third division. Out of 62 in the fourth year class, 47 sat for the B. A. Examination securing six honours, 8 distinctions and 15 passes, 14 sat for the B. Sc., and secured 1 honours, 4 distinctions and 3 passes. Out of 113 in the second year class, 70 sat for the Intermediate in Arts, of whom 45 passed (19 first division, 21 second division, 5 third division) and 28 for the Intermediate Examination in Science of whom 23 passed, 18 in the first division and 5 in the second. One student stood fifth in the University in the Intermediate in Arts, the first four places being occupied by Presidency College students. This student secured the Duff scholarship in languages.

Honours affiliation.

57. The enrolment in Honours classes has not been unsatisfactory. Sometime must be allowed for development and for students to learn to believe in their capacity to take up, with a fairly exacting pass course, an additional burden of not inconsiderable proportions. On this matter the Principal writes:—

> Students find the present demand upon them in the pass courses sufficiently heavy, and when to that is added a special course for Honours, all but a very few feel the burden too heavy. The idea of quantity, both in respect of the number of examinees as well as in the extent of the curricula, dominates the University idea. It is not to be wondered at that so many students, cumbered by masses of information gathered and stored in their minds, find it impossible to ever sit down and think about their accumulations of knowledge.

The remedy would appear to be a final separation of honours from pass courses.

The total number of students enrolled for honours since the inception in 1914 is English 14, Sanskrit 9, Mathematics 9, Philosophy 7, History 6, Economics 10, Physics 11, Chemistry 6. The successes from 1915 when the first candidates sat for honours are English 4, Mathematics 2, Sanskrit 2, Economics 2, Philosophy 1, History 1, Chemistry 1. The honours obtained were all in the second class, except one in Mathematics of the first class.

Post-graduate affiliation.

58. The enrolment in the M. A. class in English for the two years of its existence during the quinquennium has been unsatisfactory, the numbers dropping from 4 to 3. The outcome has been so far that two candidates who presented themselves in 1916-17, the first examination held since the institution of these classes, both passed but in the third division only. Students usually combine law lectures and law examinations with their M. A. studies, and give but partial attention to a course which is sufficient to demand whole-time concentration.

Tutorial assistance.

59. The marked feature of the period has been the strong endeavour to supplement lecturing by tutorial assistance, and, by the formation of seminars, to encourage advanced students to read papers embodying the results of their own studies. In English every student has to produce one exercise a week for scrutiny. In other subjects the students submit exercises fortnightly, a careful record being kept of exercises submitted and of marks gained. This is scrutinised at times of promotion or when applications for testimonials or special favours are submitted. In addition to this, regular monthly examinations are held.

There are seminar classes in English, Philosophy, History, Economics and Sanskrit. These classes are usually held in the library itself or in some adjacent room. The student is first made acquainted with the material that the library offers in respect of the particular subject upon which he is to submit a paper, and then the staff and students supplement the paper contributed as well as offer criticisms upon it.

In addition to these classes, various college societies hold their meetings outside college hours and to them they invite all students of the subject whose interest in its suffices to move them from the limited pages of their particular text-books. There is a Philosophical Club, a Historical Society and an Economics Society. Papers are usually read and are followed by discussions. There are also staff societies—the science society of the science staff, and the literary society of the arts professors. The purpose of these societies is, apart from their social value, the securing of an understanding audience before which a professor may read contributions, invite criticism and secure help.

60. A sum of Rs. 1,850 is annually allotted for the maintenance of the library. Additional grants were also made during the quinquennium. It now contains 6,810 volumes. It subscribes to several leading journals including the Philosophical Magazine, the Journal of the Chemical Society of London, the International Journal of Ethics, the Hibbert Journal, the English Historical review and the Economic Journal. It is satisfactory to note that the Library is reported to be well used, an average of 6·28 books being taken out per student for home reading during the last year. In addition to this, on a daily average, 48 students use the library for consultation and reference. Complaints are made by professors of limited allotments for their particular subjects, and of the impossibility of real honours teaching and research work with the present inadequate equipment. A working interchange with the larger libraries of Calcutta seems the only possible solution for small mofussil Colleges.

Library.

61. At the close of the first quinquennium the college possessed only one building to serve for all purposes of arts and science. During the period ending 1911-12 two additional buildings were added to serve for library and for science laboratories. During the period now under report an additional arts building was provided containing two large galleries and six class rooms. Proposals were submitted and received general administrative approval for the preparation of a comprehensive project to add considerably to the accommodation by providing, among others, an examination hall and a suitable range of rooms for use as seminars. To secure expansion for the College, reservation has been made of an adjoining plot of ground and a large area has been taken up for quarters for the European members of the staff on which four residences have been built.

Buildings.

62. At the close of the last quinquennium there were two Hostels for Hindus with the addition of a temporary building capable of accommodating altogether 138 students; the arrangements for Muslims were of a very temporary character and only provided for 17 boarders. There are now 5 Hindu hostels, and a Muslim hostel, enclosed in a ring fence of unclimbable spear headed pattern. Provision has been made for family quarters for four members of the staff in immediate proximity to the hostels under their supervision. Tennis and badminton courts provide for recreation within the hostel compound.

Hostels.

The hostels can now accommodate 231 Hindus and 45 Muslims; the whole available accommodation for Hindus was taken up.

An analysis of the enrolment as on the 1st January 1917 shows that the college is largely a residential institution :

Living in hostels	210
„ with parents	38
„ „ relatives	66
„ „ guardians	12

The Principal reports in this connection—"During the past year I again carefully scrutinised the case of every student living outside the hostel not with his parents. I concluded that, with, perhaps, two or three exceptions, none of these students were living under unfavourable circumstances. The residence committee continued to do good work."

The University Inspectors reported in their inspection of 1914-15 that "The ideal of a residential College is realised in Gauhati more than in any other College under the University."

63. As a result of the largely residential character of the College and the provision of an extensive play-ground, combined with the enthusiasm of the staff, many of whom take an active share in athletics, cricket, football and hockey are vigorously played at their appropriate seasons. Tennis is in evidence throughout the year, no less than 12 courts being in constant use.

Athletics.

64. The common room continued in popularity, an average of 70 visiting it daily. Subscriptions from students amounted to Rs. 353, Rs. 66 was realised from the staff and Government contributed Rs. 200. The College Union in addition to debates, is enlivened by popular lectures given by professors, supplemented on occasion by lantern displays. The tendency is, however, the Principal says, to leave things too much to the staff, the members keeping themselves in a state of quiescence. Initiation and individuality are not sufficiently in evidence.

College union and students' common room.

Murarichand College.

65. The following extract from the quinquennial report of 1911-12 on the progress of education in Eastern Bengal and Assam sufficiently describes the condition of the Murarichand College at the close of the last quinquennium.

Position in 1911-12.

The Murarichand is a second-grade college which was in a deplorable condition during the greater part of the quinquennium, although, with liberal grants-in-aid from the Department, it showed a slight improvement towards the end. As was the case with nearly all the private colleges of Eastern Bengal and Assam before the Government came to their rescue, its housing is of a kind than which nothing less academic could well be imagined. It occupies about one-third of a large rectangular tin-roofed and bamboo-walled building, the remainder of which is utilized for the Raja Girish Chandra High School. The hostels which were started only in 1909-10 consist of thatched hovels, with mud plastered and whitewashed bamboo walls. The college has no playing fields of its own. The instability of the staff, and the lack of continuity of instruction, may be gauged from the fact that every single professorship, except that of Chemistry, has changed hands, some more than once, during the five years, the late Principal alone remaining constant to shed the dry light of science on a world of flux.

In the year 1908 the Government of Eastern Bengal and Assam submitted proposals to the Government of India for the provincialisation of the Murarichand College at Sylhet. Pending the completion of the scheme the College was to be placed on an aided footing and receive a grant of Rs 500 per mensem. The proposals having been sanctioned it was hoped that provincialisation would be effected in the following year, but delay ensued, firstly, on account of the difficulty of providing funds, and subsequently in the preparation of plans and estimates. To meet this and to save the college from the further deterioration into which it was feared it was rapidly passing, temporary measures were taken to strengthen the staff and to raise the grant from Rs. 500 to Rs. 800 per mensem.

Action taken in the quinquennium.

63. On the 27th March 1912 definite orders of provincialisation were issued and affiliation was secured on a second-grade basis. The range of affiliation was, however, very narrow providing only for the teaching of English, Physics, Chemistry, Mathematics and Logic. The intention was that the college should specialise in science and be developed gradually to the highest stages of these subjects in a science course.

On the reconstitution of the province the Chief Commissioner expressed the determination to raise the College as far as possible to a first-grade and fully equipped one, capable of affording to the students of Sylhet a reasonably wide range of choice up to the degree in honours standard in Arts and Science. This involved a reconsideration of the site question and of the projected buildings, and the work, for which materials had been collected, was stopped. With a view, however, to some immediate action it was determined in the first place to add to the range of teaching up to the intermediate standard. Provision was accordingly made for the teaching of Sanskrit, Persian and Arabic and for the addition of History to the courses of instruction. Temporary buildings were provided to supplement the very limited accommodation offered by a wing of the local private high school. The additional affiliation took effect from 1913.

The preparation of proposals for the elevation to the degree stage was at the same time matured and a scheme was submitted to the Government of India proposing that affiliation should be sought up to the degree in honours standard in all subjects taught to the Intermediate standard. The non-recurring expenditure was estimated at six lakhs to provide for site, college buildings, hostels, quarters for three Indian Educational Service members of the staff and for most of the Indian Professors and Demonstrators.

These proposals were accepted by the Secretary of State in 1914, but local feeling manifesting itself in reference to the selected site a further delay ensued and a readjustment of the whole scheme became necessary. Whilst this was under preparation restrictions imposed upon expenditure rendered it unlikely that advance could take place in the near future. The public demand for some immediate action manifesting itself in an offer to pay half the recurring cost of a limited affiliation to the B. A. standard for a period of two years, the Administration decided to press for a measure of its ultimate proposals. As a result affiliation was secured up to the degree pass standard in English, Mathematics, History, Philosophy, Sanskrit and Persian. To provide accommodation temporary buildings were erected on a site adjoining the College building.

Site.

67. Reference has already been made to difficulty of securing a site generally acceptable to those most directly interested. When the Eastern Bengal and Assam Government decided upon provincialisation a site was selected fairly central in the town of Sylhet. But the enlarged affiliation proposed by the Assam Administration necessitated a more spacious site and an extension of that already acquired was only possible at a large expenditure, the surrounding areas being for the most part lowlying and full of tanks. That which the department had in contemplation was one about $2\frac{1}{2}$ miles from the centre of the town, consisting of tilas or low undulating hills, spacious, healthy and naturally

drained. It offered ample room for future extension and afforded an opportunity for a full realisation of an ideal residential institution, whilst the estimated cost of acquisition and improvement was put at only half a lakh of rupees. This site was now abandoned and the revised scheme located the future college buildings on the site selected by the Eastern Bengal and Assam Government enlarged by acquisition of adjoining plots. The non-recurring expenditure in the new proposals reached 13 lakhs as against the original figure of 6 lakhs. Of this increased expenditure it was estimated that 1½ lakhs was due to the change of site, the balance of the difference being the result of the general increase in the cost of building and of a more extended programme of provision. In the outcome the Government of India remitted it for further consideration in view of the necessity of rigid economy, and suggested among other possible means of reduction a return to the more distant site, and an avoidance as far as possible of the duplication of classes existing at the Cotton College, more especially in respect of honours classes and of science classes above the Intermediate standard. These questions were still under consideration at the close of the quinquennium.

Enrolment.

68. In 1908, the year in which the Government of Eastern Bengal and Assam first came to the help of the College, the number of students had declined to 27. As a result of Government intervention, the grant of aid and final provincialization, the number rose to 98 on the opening day of the quinquennium. The widening of affiliation has resulting in the quinquennium closing with an enrolment of 371.

Staff.

69. The staff at the beginning of 1911-12 consisted of the Principal and three Professors in the Provincial Educational Service, two Lecturers, whose services were temporary for one year only, and a Demonstrator in Chemistry. At the close it consists of the principal 11 members of the Provincial Educational Service and 2 Demonstrators. Three additional posts in the Provincial Educational Service have also been sanctioned since the close of the quinquennium.

Affiliation.

70. The College had an affiliation in 1912 up to the Intermediate Arts standard only and in the following subjects—English, Vernacular, Mathematics, Logic, Chemistry, Sanskrit and Persian, in the latter two only temporarily. It closed the quinquennium with affiliation up to the B. A. standard in English, Vernacular, Mathematics, Philosophy, Sanskrit, Persian and History; in Intermediate in Science, in English, Vernacular, Mathematics, Physics and Chemistry; whilst in Intermediate in Arts it preserved Sanskrit and Persian and added History. Affiliation in Arabic to the B. A. standard has been applied for and has been accepted by the Senate, and granted by the Government of India since the close of the period under review.

Examination results.

71. The results of the College in the University examinations are of uniformly high order throughout the quinquennium, the percentages of passes in the Intermediate Arts examination, based upon the total number in the class, and not upon the number of candidates only, is 54, 52, 51·5, 46·5 and 46·8 for the successive years of the quinquennium. Corresponding figures for the examination in Intermediate in Science give 75, 79, 64, and 64 for the four years when candidates appeared for this examination.

The Principal and the staff are especially to be congratulated on the very excellent results of their first batch of candidates for the Bachelor in Arts degree. Out of a class of 15, of whom 14 appeared, no less than 11 passed, one of whom obtained distinction.

Comparing total results for the 2 quinquennia, 239 passed the Intermediate in Arts Examination for this quinquennium, out of a total of 484 in the 2nd-year class and of 416 candidates sent up, a percentage of passes of 49·4 against the total number in the class. In the previous quinquennium the percentage was 43, 78 passing out of 183 candidates and of a total of 181 in the class. The Intermediate in Science results give a percentage of 68·6 for this quinquennium, 46 passing out of 63 candidates and of a total enrolment of 67. There were no Intermediate in Science classes in the previous quinquennium. During the course of the quinquennium a student took the first place in the University in the Intermediate in Arts Examination.

On the subject of examination results the Principal writes—

> In this connection I have to remark that the lowering of the percentage of passes in the Intermediate in Arts examination is mainly incidental to a certain number of students taking advantage of the facility offered by a College existing next to their door, but whose preparation for college studies up to the school stage has been quite inadequate.

Tutorial arrangements.

72. In discussing the tutorial arrangements at the College the Principal remarks :—

Instruction is imparted in the usual way by lectures with tutorial exercises. It is however regrettable that some members of the teaching staff do not appreciate the nature and scope of the latter work which they are required to perform. It is a notorious fact that the students coming to a college generally possess insufficient knowledge of the English language in which the entire college work is done. In consequence the lectures prove ineffective during the earlier portion of the first year's course; and unless the tutorial work is made more effective in the teaching of the language, as well as in improving the general knowledge of the student, he usually starts with a serious handicap in his college career.

Tutorial work is supplemented by regular circle examinations.

As already pointed out the building programme of the College has been held in suspense during the quinquennium, first because of the delay in the settlement of a site and subsequently through absence of funds. With the exception therefore of four temporary buildings the accommodation of the college remains generally as it was at the close of the last quinquennium.

Buildings.

73. On this subject of buildings the Principal writes :—

I am constrained to remark that the College has continued to be miserably housed throughout the quinquennium. In the beginning, the College had been in the unhappy possession of one corner of a barn-like building beyond public view. People saw nothing more of the College than that it was an appendage to a growing high school which occupied the rest of the building.

He goes on to refer to the "temporary location in the open" as marking at any rate a step forward to securing public recognition. These temporary buildings are bamboo structures of thatch resting upon masonry supports and about 4 feet above ground level.

Laboratories.

74. The rooms in the local high schools, which formerly served for all the purposes of the college, were made over entirely for science teaching during the quinquennium, the arts classes, the library, and administration rooms being provided for by temporary erections. The total expenditure upon the laboratories during the quinquennium was Rs. 30,862 and included the provision of gas and water-supply. They are well equipped in every way and provide in a sufficiently satisfactory manner for teaching up to the Intermediate stage.

Library.

The College had at the beginning, but a few text-books and books of reference. During the quinquennium Rs. 12,323 was spent under this head and the library now contains 3,432 volumes.

The library is reported as being among the best equipped of College mofussil libraries.

Common room.

During the last year of the quinquennium one of the temporary buildings has been assigned for the joint purposes of housing the library and providing for a student's common room. A number of newspapers and magazines, European, American and Indian, are provided for the use of the reading room, the students subscribing towards the expense.

Hostels.

75. At the time of provincialisation the term hostels was applied to a few miserable sheds accommodating in a condition of insanitation and wretchedness, 16 Hindus and 8 Muhammadan students. There are at the present time in an open and healthy location, 3 Hindu hostel blocks of a temporary character, accommodating 86 students in a degree of comfort, and decency far surpassing that of their unfortunate predecessors. There is a Resident Superintendent and the Principal resides in the adjacent compound. A similar temporary hostel was erected for Muslims capable of accommodating 21 students; and proposals are under consideration for an additional block and for family quarters for the Superintendent.

The Principal estimates that 29 per cent. of the students reside in the hostels and 39 per cent. under suitable conditions of guardianship. He is dissatisfied with the conditions under which the remaining 32 per cent live. Periodical inspections of the residences of these students are made by selected members of the College staff.

Games.

76. It has not yet been possible to find sufficient funds to provide the College with a play-ground, although some expenditure in this direction has already been incurred. Cricket and football are played on the common *maidan* and tennis and badminton courts have been provided in the hostel compounds.

Imperial Grants.

77. There are two recurring grants for Collegiate education, a former recurring grant of Rs. 20,000 and the 1913 grant for " Colleges and Training Institutions " of Rs. 30,000. The whole of the recurring grants was utilised in the last year of the quinquennium in meeting part of the cost of raising the pay of certain lecturers of the Cotton College as well as in adding additional professors to the staff. The staffing of the Law College involves an expenditure from this grant of Rs. 14,700 a year.

The non-recurring grant of 1912 of Rs. 3,00,000 for " Colleges—Secondary schools and Training institutions, " reinforced by unspent balances of the recurring grants for Colleges and for Secondary education amounting to Rs. 1,51,871, and by the unexpended balance of the Government of India windfall grant of 1911, amounting to Rs. 30,000, totals Rs. 4,81,871. The whole of this amount has been expended upon Colleges, Secondary schools and Middle Vernacular schools.

Upon Arts Colleges expenditure was incurred in erecting a new Arts block for the Cotton College, in adding to its laboratory equipment, and to its library, and in a provision of a site for European professors' quarters and for part of the cost of erecting residences upon it. For the Murarichand College, expenditure was limited to the acquisition of a small site and for erecting temporary hostels upon it, to the improvement of laboratories, for gas and water installations and for temporary buildings for the purpose of Arts teaching.

CHAPTER IV.

SECONDARY SCHOOLS FOR BOYS.

I.—General.

78. Secondary schools are of two kinds—high and middle—the latter being either English or vernacular, according as to whether English does or does not form part of the curriculum. The high school aims at the Matriculation Examination of the Calcutta University, and the departmental curriculum ceases at the 8th class, the 9th and 10th classes being preparation classes for the University Examination. High schools, however, have primary and middle classes, and secure their name, not from the average level of the instruction imparted, but from the highest point to which it ranges. But a step has been taken towards giving a distinctive character to these institutions by the elimination, in every case, of the two lowest classes, which were purely vernacular, from the high schools of the province.

Classes of Secondary schools.

High schools.

79. Middle English schools aim at a level of attainment corresponding to a stage four years in defect of the full high school course. In practically all of these schools also the purely vernacular classes at the bottom have been eliminated. The curriculum followed is that of the corresponding classes of high schools with the exception that Sanskrit is not taught.

Middle English schools.

80. Middle Vernacular schools have seven classes. They offer a thorough grounding in the vernacular in which, and through which, all instruction takes place. It will be shown afterwards, in the chapter on elementary education, that a definite policy has been accepted during the quinquennium of treating lower primary schools as incomplete vernacular schools and of gradually developing such schools to the middle stage.

Middle Vernacular schools.

81. It is the opinion of the reviewer that in a well-defined scheme of public instruction it is undoubtedly better for each stage of instruction to be imparted in a school of that grade. Thus we should have vernacular schools, teaching up to the middle vernacular standard, which should be accepted as the final stage of a vernacular education, middle English schools, which should take pupils who desire an English education at the close of the third class of the vernacular school and carry on their education up to a point where high school instruction properly speaking can be said to begin. The vernacular school would thus have seven classes, the middle English four and the high school four. The staff, equipment, and general demands of each of these classes of schools should be differently determined. The middle English course should be regarded as a self-contained one, and to express that idea a new nomenclature should be determined on, to mark some degree of finality. A public examination, on which departmental certificates should issue, should mark the close of the course. It cannot be doubted that a certain knowledge of English is a commercial asset of no mean value. With improved methods of teaching, especially by the more rational employment of the direct method, there is no valid reason why, in the course of four years, a practical working knowledge of the English language should not be secured which could be easily developed into a sufficiency for the demands of simple conversation, reading and writing letters, and of keeping easy accounts; enough, that is, to meet the requirements of a contractor, or of a business man with English connections.

The present arrangement of English schools fosters the idea that no education is final, unless it heads to the Matriculation Examination, and the present tendency seems to be to treat even that examination as a merely preparatory stage. The result is a constant heightening of demand with but little realisation of the end or object to which distinct stages of instruction should be directed.

82. Bifurcation during the high school stage of instruction should divert pupils to two courses, one preparatory to the University and being more largely literary in its aims, the other directed to the requirements of pupils who will leave school at the end of that time. This proposal to bifurcation does not claim to be novel; it has been tried and has failed. The causes of failure appear to be the feeling of insecurity which takes possession of the mind of one who leaves the recognised path marked out by years of treading, for an unknown and an uncertain one, leading to something altogether indeterminate. He knows that failure often awaits the journeying in the beaten track, but he knows, too, many instances of success. If, however, departmental examinations, resulting in school leaving certificates, adapted to the requirements of both these sections of a high school, were introduced, and if these certificates were accepted as completely satisfying demands of all Government offices for clerkships, and if a further range of employment were definitely made available, divergence would probably grow more popular. The high school, too, should be gradually developed to take upon itself additional classes, beyond the four, and to undertake some

of the elementary work which is being done in the colleges, so as to make both high schools and colleges approximate more closely to their legitimate functions.

Facility of transfer from vernacular to English schools.

83. Whilst these three classes of schools should be definitely marked off as complete, it should however be possible at any stage for a pupil whose own, or whose parent's ambition is expanding, to secure ready passage from one class of school to another, so that from the village school to the University the path should be clear and unimpeded. With regard to boys attending a primary school, and then entering a school where English is taught, there is little difficulty, provided that the transfer takes place early in the primary stage. With every year of delay the passage becomes more difficult. When a boy has entered into the middle stages of vernacular education, it is scarcely possible to effect a change without the loss of a year or in some cases of two years. Special efforts, not always very thorough in their application, nor always very effective in their result, have been made during the period under review to secure against undue loss of time any pupil transferring himself from a vernacular to an English school. Detailed rules have been framed, and many safeguards erected, to facilitate the process.

At a Conference of educational officers in 1913 the necessity of assisting transfer from vernacular to English schools came under consideration. It was felt very strongly in the Conference that artificial barriers and artificial restrictions had no justification, and that it was obligatory upon educational advisers to consider all possible measures that would tend to remove the difficulty that undoubtedly at present besets the village school boy. The demand for English education threatened to out-run any possibility of supply and the general unpopularity of middle vernacular schools seemed to require measures of counteraction. The Conference came to the opinion that—

"it was desirable to use the present eagerness for English education as a means of advancing the progress of vernacular education, and that this might be achieved by allowing the option of English as a subject of instruction in vernacular schools which had advanced beyond the lower primary standard, the cost of this additional instruction being borne by the local public."

Conditions were to be imposed to prevent an abuse of this freedom, and to secure that the schools remained in essence vernacular. Encroachment upon the time fixed for vernacular instruction was to be strictly guarded against. Difficulties, however, presented themselves to the introduction of the scheme during the quinquennium.

The declared policy of the quinquennium, that primary vernacular schools are to be regarded as incomplete vernacular schools, makes it advisable to treat middle vernacular schools along with primary schools. This present chapter will therefore concern itself with schools in which English is taught. Following precedent the chapter is headed "Secondary Education," but middle English education has no more right to be called secondary than middle vernacular education. "Anglo-Vernacular schools" and "Vernacular schools" would be more suitable headings for chapters IV and V of this report.

Management of English schools.

84. The Assam Local Self-Government Act of 1915 defines the particular charge of Local Boards to be the direction and control of education in the vernacular, and the development, as far as funds permit, of primary vernacular schools to the middle standard. Whilst Local Boards are still empowered under the Act to make grants to middle English schools the accepted policy is to bring middle English schools gradually under direct departmental control as soon as funds are free for the Department to assume the responsibility of management. All aided high schools are directly controlled by the Department. The action throughout has been in accordance with the recommendation of the Royal Commission on Decentralisation of 1908-09.

The classification by management of Secondary English schools for boys, excluding the European School is as under :—

—	Number of schools.				Number of pupils.			
	1911-12.		1916-17.		1911-12.		1916-17.	
	High schools.	Middle schools.	High schools.	Middle schools.	High sschools.	Middle schools.	High schools.	Middle schools.
1	2	3	4	5	6	7	8	9
Managed by Government	11	5	18	4	4,121	733	7,593	405
Managed by Local or Municipal Board ...	...	12	...	14	...	1,914	...	1,453
Aided	9	62	7	73	2,537	6,823	2,590	7,042
Unaided	7	16	10	22	2,043	1,452	3,199	2,283
Total	27	95	35	113	8,701	1,0922	1,3382	11,183

II.—Progress in the quinquennium.

A.—Government High Schools.

Expansion and increase in number of high schools.

85. With the assistance of special grants from the Government of India a liberal policy of expansion was decided upon. The lines upon which development was to proceed are thus summarised in the Public Instruction Report for 1913-14:—

"In the first place—to provincialize aided high schools at subdivisional headquarters.

"In the second place—to extend existing Government high schools and the newly provincialized high schools, so as to permit of the opening of 2 sections in each class from the first to the last involving an ultimate number of 640 boys in each school.

"In the third place—in stations where there is no second high school—to encourage the formation of middle English schools to relieve the pressure upon the lower classes of existing high schools, and, pending the development of these middle schools and their ultimate elevation to the high school standard, to permit, as a temporary measure only, of the opening of third sections in high school classes proper (classes VII-X).

"In the fourth place—to improve existing aided high schools by increased grants-in-aid to enable them to secure and retain the services of a reasonably well-qualified staff, and to put them in a position to develop as demand arises and responsibilities increase.

"In the fifth place—to assist in the opening of new high schools where a demand can be clearly shown to exist and the public are apparently eager for the establishment of the institution and to make the usual proportionate contribution."

These were liberal measures of conception, the full realization of which could only wait for abundance of finance and, what is even more essential, sufficiency of well-qualified teachers. They lay down a limit of action on the part of Government and state, in definite and decisive language, what it may hope ultimately to accomplish, and what it regards as beyond its power to expect to finance. It was natural however that any definition should evoke dissent, and for some time controversy prevailed and the cry was insistent that the Administration had set itself the task of restriction rather than that of expansion. The rapid growth in the demand for English education in many centres led to the request for the opening of additional sections. But it was felt that the maximum of 640, which is the full enrolment of a double-sectioned school, was the limit for effective control. The opening of additional high schools was impossible, for the resources of the Administration were pledged to the full and it was unable to face any further commitments.

The following summarises the action taken in the carrying out of the programme:—

(1) *Provincialisation.*—The following schools, which were aided institutions at the close of 1911-12, were provincialised:— Karimganj High School, Maulvi Bazar High School, the Prithiram High School at Goalpara, the Barpeta High School, the Mangaldai High School, and the Golaghat Bezbarua High School. In addition, the provincialisation of the Habiganj High School, which was on a temporary basis, was made permanent, and the Government Middle English school at North Lakhimpur was advanced towards the status of a full high school. All these schools are admitted to the double-sectioned standard as demand establishes itself. The completion of the scheme of having a Government high school at each subdivision awaits the provincialisation of the high schools at Sunamganj and Hailakandi, and the completion of the development of the school at North Lakhimpur. Projects in these directions were suspended as a result of the retrenchment necessitated by altered financial conditions.

(2) *Expansion of High Schools.*—Additional sections were added to each class in all Government high schools where the demand clearly existed, up to the limits defined above. The adding of these sections to previously existing high schools and to newly provincialized ones gives a total of 101 sections in excess of the requirements of normal single-sectioned schools, an equivalence of nearly 13 high schools.

(3) *The Aided High Schools.*—Four of the schools that were on the aided list in 1911-12 were, as pointed out above, taken over by Government. The Sonaram School at Gauhati which was an unaided institution in 1911-12 was taken upon the aided list. The following schools advanced to or towards the high school stage and were brought upon the list of aided high schools:—The George Institution at Dibrugarh, the Narsingh Institution at Silchar and the Panchakhanda School in the Karimganj subdivision. The total number of aided high schools in 1916-17 was 7, three only of which were on the aided list in 1911-12.

The carrying out of these measures involved a large increase of expenditure for provision of staff, accommodation and equipment.

Nor was action limited to mere quantitative measures. A complete overhauling of existing conditions was made, a definite scale of establishment drawn up, and a definite demand made in respect of qualifications of the teaching staff. Each section of a school was estimated to require one teacher, and the demand of 24 hours of actual teaching per teacher per week was made. An Assistant Headmaster was provided to relieve the Headmaster of direct and immediate responsibility for the lower classes of the school, and these two officers were reckoned as one in calculating the total staff. The scheme was substantially in accordance with that drawn up by the late Eastern Bengal and Assam Government, with the exception that it was considered that separate drawing and drill masters were not required, and that drill could be usually taught by class masters. Three vernacular masters and one combined drawing and drill master were estimated for in place of the two vernacular masters and one drawing and one drill master, as in Eastern Bengal and Assam proposals.

In the high schools of Assam there were many matriculates, and men of even lower qualifications, in an ungraded service, on very inferior pay, posing as teachers of English. The Government of India Resolution of 1913 laid emphasis upon the need of improved qualifications for teachers in high schools, and affirmed that a graduate qualification, or a certificate of training, was an essential minimum. It was accordingly determined to enlist only graduates for new appointments as English teachers in high schools, and to replace inferior men by graduates as opportunity offered. But in a country like Assam, where college education has up to recent years been the privilege of but few, great difficulty was experienced in securing graduates for service in schools, especially in the Assam Valley. There was a sudden and large demand, altogether in excess of the normal, owing to the necessity of an increase of staff to bring schools up to the new scale and to provide for the additional sections in schools which had to be staffed at a time of abnormal educational activity.

Difficulty in the supply of qualified teachers.

86. Graduates in Assam are few in number, and can usually find other and more remunerative and satisfactory fields of employment. The few that were ready to enter schools were not prepared to do so on any lower terms than Rs. 75 per mensem. Importations from Bengal of qualified and even trained graduates were easily to be secured on the ordinary terms of the Subordinate Educational Service, with an initial pay of Rs. 50. But this was vigorously opposed, and in the alternative it was resolved, so far as the Assam Valley schools were concerned, to lower the initial qualification, and accept F. A. and Intermediate qualifications where higher ones could not be secured. In the case of the Assam Valley it was further determined that graduates from the Surma Valley, who were not, in any case, more than sufficient for the requirements of Surma Valley schools, should not be considered preferentially to an Assamese E. A. or I. A. These concessions were intended to be temporary, and promotion beyond the lowest grade was made contingent upon the taking of a degree, or the securing of the Licentiate in Teaching of the Calcutta University.

The lowered standard for new teachers.

This lowered demand has resulted in the schools of the Assam Valley having had a large influx of teachers of very moderate attainments. They are usually young men who have in many cases made no definite choice of the profession, but have drifted into the schools for want of immediate occupation. It is satisfactory that with a reduced demand and an increasing output of graduates the position has become easier towards the close of the quinquennium.

Proposals for improving the pa and qualification of classical teachers.

87. The late Government of Eastern Bengal and Assam in its letter No. 1137E., dated 18th May 1908, to the Government of India, formulating a general scheme of improvement for secondary schools of the province, drew attention to the requirements of the new regulations of the Calcutta University in respect of the teaching of classical languages, and to the consequent necessity of Sanskrit and Persian teachers being of the same calibre as English teachers. They recommended therefore their inclusion in the Subordinate Educational Service. It was however not contemplated that this should be accomplished by a single operation. Improved qualifications were, as a rule, to be rigidly insisted upon, and increased remuneration to issue only as a result.

A survey of the head pandits and maulvis of the 11 Government high schools existing at the beginning of the quinquennium showed that only one teacher had a minimum qualification in English (the F. A. of the Calcutta University), the rest had but a rudimentary or no knowledge of English, and were altogether unable to control the work of translation from and into English. It was therefore determined to offer to such officers, including those in newly provincialized schools, the opportunity of qualifying in English within a period of 3 years, the standard set being that ruling at the Intermediate stage of the Calcutta University. Central examinations were held

by the Inspectors of Circles according to a definite prescription. On satisfying the test, promotion was afforded to the Subordinate Educational Service. The scheme was however not extended to second pandits and maulvis, although they were permitted to appear at the examination with a view to improving their qualification in the hope of ultimate advantage.

The outcome.

As an outcome we have, at the close of 1917, 10 pandits and 9 maulvis in the Subordinate Educational Service, all of whom with but one exception have passed this qualifying test. The exceptional treatment was reserved for a case of very high qualifications in the classical language, coupled with long service, where the demand for qualifying in English was obviously an impossible one to meet.

Doubts have however been freely expressed as to whether undue laxity in the application of the test has not been in evidence. The knowledge of English is generally stated by Headmasters to be hazy and uncertain, and classical teachers appear to be still unable to supervise effectively translation into English and from English into the classic concerned.

A revised code of rules has accordingly been framed, laying down, as conditions for promotion in the service, the passing of a supplementary and more advanced test in English as well as one in school teaching and method. A higher level of classical attainment of all new appointees is at the same time being insisted upon.

Replacement by vernacular masters of matriculates in high schools.

88. A further measure of improvement was the issue of orders to place, as far as may be, and as often as opportunity occurs, normal school vernacular passed masters in charge of vernacular classes. The practice had been growing of preferring matriculates, and others with even inferior qualifications for the charge of vernacular work. These men were but ill-qualified, whether in English or in the vernacular, and occupied, in a state of chronic discontent and hopelessness, positions which offered a comparative prize to the vernacular teaching profession. The result was that the vernacular education imparted in high schools was everywhere in a state of inferiority to that imparted in vernacular schools.

Buildings and equipment.

89. Concurrently with the increase in the number of Government high schools and their expansion, a demand had to be met for additional accommodation. To avoid delay temporary structures were for the most part erected, pending the elaboration of detailed plans for permanent buildings. Whilst a number of new permanent buildings were put up, retrenchment of expenditure affected the complete carrying out of many projects, and the temporary structures will have to serve for many years more than they were intended.

Among others, permanent buildings of the Assam type were erected for the following schools—Jorhat, Golaghat, Goalpara, as well as works of extension in connection with the schools at Silchar, Maulvi Bazar and Gauhati, whilst new hostel buildings were constructed at Gauhati, Silchar, Jorhat and Shillong. Schemes have been framed in connection with every high school of the province but are in the waiting list pending provision of funds.

Strictly speaking, there are but few permanent buildings in Assam, the term semi-permanent more correctly describing their character. The essentials are iron or wood uprights, surmounted by *sâl* trusses carrying a corrugated roofing, the walls framed into sections, each section being filled with reeds (or *ekra*) mudplastered and whitewashed. Between the ceiling cloth and the roofing a layer of mudplastered reeds is usually interposed to reduce heat. The floors are cement, the doors and windows glazed. The impermanent nature of the structure is due to the constant need of renewals of the timber and of the *ekra* walling, the maintenance charges being considerably higher than those of a stone-built structure. An advance in permanency has been secured by the growing practice of putting brick for the lower sections of walls.

The temporary buildings, which have had to supply the want of these semi-permanent structures, have in most cases thatched roofs resting on bamboo or *sâl* uprights, with walls of split interwoven bamboo, or *ekra*, or matting, mudplastered and whitewashed. The doors and windows are of mats, and the floor of earth, usually two feet above the neighbouring level.

But in all new institutions, whether temporary or permanent, certain points have been insisted upon as essentials. The unit taken is a room 24 feet long by 17 feet broad, and not less than 12 feet in height from floor to ceiling, uninterrupted by posts and open along its length to the light, with two doors and three windows protected by a verandah of at least 6 feet in width, or by efficient sun screens, from the direct rays of the sun. This room is to serve for one class or class section, of not

more than 40 pupils, and the number of rooms required is one room for each class or section, in addition to provision for the common purposes of the school in respect of library, offices, etc. Special attention has been paid to frontage, a southern facing being insisted upon wherever possible. Where land is available, an extended building running east and west with the rooms opening north and south to permit of a through breeze is insisted upon.

Attendance in high schools.

90. The average attendance for the closing year of the previous quinquennium shows 84·6 per cent. of pupils in average daily attendance.

As the general average level of class attendance bears a direct relation to the quality of the work produced, a condition of things in which a large number of boys are habitually absent negatives progress, and penalises the regular boys of the class for the faults of their more indifferent companions.

Rules were accordingly introduced as an experimental measure in the course of the last year of the quinquennium the general tenor of which was the endeavour to work up to a 90 per cent. standard. Managing Committees of schools were authorised to exclude boys from appearing at promotion examinations when their unauthorised absences exceeded 10 per cent.

The results following the working of these rules are regarded as very satisfactory by both the Inspectors of Schools. The average attendance in the Surma Valley Government high schools rose to 95 per cent., in the Assam Valley the Inspector reported the cases of 6 schools where the average percentage had risen from an average of 87 to one of 93. The percentage of average daily attendance to the average monthly enrolment in each class of high schools is given below :—

	Government.	Aided.	Unaided.	All institutions.
1916-17 ...	91·9	87·3	78·3	87·8
1911-12 ...	87·1	83 2	80·9	84·6

The lead set by Government high schools is unmistakeable.

Other urgent measures of reform.

91. Other urgent measures taken for the improvement of Government high schools are summarised below, fuller details in respect of some of the measures being furnished in other parts of the report :—

(*a*) the appointment of clerks to assist Headmasters ;

(*b*) the maintenance of records of pupils' work by the teacher ;

(*c*) the adoption of an admission test to the lowest class (class III) and a more careful adherence to a reasonable standard of promotion to succeeding classes ;

(*d*) improvement of teachers' libraries ;

(*e*) the holding of regular meetings of the staff by Headmasters to discuss progress, school methods and educational topics ;

(*f*) the introduction, as an experimental measure, of manual training into a selected school in each valley ;

(*g*) the introduction of the direct method of teaching English ;

(*h*) the addition of non-officials upon school managing committees and the devolution to the committees of some measure of responsibility for school administration ;

(*i*) the fostering of friendly gatherings of parents and teachers (a scheme inherited from the late Eastern Bengal and Assam Government).

The efficiency of the high school.

92. From the foregoing account of measures taken it will be accepted that, in so far as administrative and departmental control can effect the teachers and the pupil, endeavours have, by no means, been wanting. So far as statistics go, it will be shown subsequently that there has been considerable enlargement in the number of schools, the number of teachers, the rate of pay and even in examination successes. And some progress in the actual quality of the work may also be found, as also some limited, but growing, conception of intellectual development as the aim of all school studies. But it must be confessed that the pace is slow and that the slowness of it is not compensated by any certainty in its steadiness. Unremitting attention and vigour of control on the part of Headmasters and of all inspecting authorities are constantly in demand, and retrogression is only avoided by determination and vigilance. The Surma Valley schools have made much greater progress than the schools in the Assam Valley due to their securing better qualified teachers, and the condition of these schools warrants some degree of hope.

93. Some of this deficiency, and lack of educational vigour on the part of teachers, is undoubtedly due to a want of training, and the opening of a provincial training college is a measure of distinct urgency. But "training" is no cure for a discontented mind, which will continue to follow the more easy and mechanical road of instruction with which it is more familiar. The fact must be realized that before all things, before training even, the prospects of the service must be improved and a career afforded. The highest appointment that can at present be secured is a Headmastership, which may be on any pay, from Rs. 100 per mensem with a slender chance of reaching Rs. 250. The Government of India policy in this respect is laid down in paragraph 22 of its Educational Resolution of 1913.

Necessity of an improvement in the conditions of service of teachers.

(*a*) To employ only graduates or trained teachers.

(*b*) To introduce a graded service for teachers of English, with a minimum of Rs. 40 and a maximum of Rs. 400 per mensem.

94. A scheme has been submitted of which the general features are an introductory pay of Rs. 50, with an incremental as against a graded pay offering a practical certainty of a salary of Rs. 150 to all graduate entrants into the service, and opening further prospects of special appointments as Assistant Headmasters, Headmasters of subdivisional high schools and of district schools, to especially deserving men. Proposals have also been submitted to place all ungraded teachers of high schools, such as vernacular teachers, matriculates functioning as English masters, classical masters without English qualifications, and drill and drawing masters, in three different grades, each on an incremental basis, and with facility of transfer from one grade to another for special meritorious work, the range from the bottom of the lowest grade to the top of the highest grade being from Rs. 20 to Rs. 75 per mensem.

Proposal submitted.

There is but little room for doubt that the adoption of forward action, on lines like these, would have a very marked effect upon education, and, should financial limitations necessitate a choice between further expansion of schools on the present basis, or a reform of existing conditions, there can be no doubt that consolidation is the primary requisite.

95. But the domination of the matriculation examination is almost as great an evil as the present inadequate salaries. Although the Department prescribes a curriculum extending to class VIII, the two top classes are left free to meet University requirements. If the matriculation course afforded an all-round test of what is accepted as a good school education, this should not be, in itself, a cause of complaint. But the evil of early specialising, which marks that examination, affects the lower classes of the schools; and pupils, early in their school career, appear to determine what they will, and will not offer for the matriculation examination. The result is that subjects, of which the pupil is supposed to have received a grounding before his period of specialisation, are often only studied to the barest minimum required for class-to-class promotion. A large part of the value of the prescriptions contained in the curriculum for high schools is accordingly lost, and the pupils begin their specialisation without that general round of knowledge that specialisation assumes.

The domination of the Matriculation Examination.

96. Again, the general standard of demand in the examination has been considerably lowered, so that boys with but mediocre attainments can secure success without much difficulty. A further evil arises from the uncertainty of the examination. With 17,000 candidates no uniformity of standard of marking is possible, and the hope of a successful gamble in the chances of passing ruins master and pupil alike. There is little credit for the teacher in the success of his pupils, and many possible excuses and explanations to account for failure.

The low standard of that examination.

It is at least to the good that towards the closing of the quinquennium a special committee of the Senate was appointed to consider the regulations and propose alterations. A preliminary report, just to hand, foreshadows a possible widening of the range of compulsory subjects, demanding as it does a course of English reading, and a knowledge of History and Geography. The question of standard, a matter of at least equal importance, has not been as yet reported upon.

The prospect of reform in the Matriculation Examination.

97. But for real educational advance University domination of a school course should cease. The subjects of a matriculation examination should be chosen, not with a view to the testing a school career, and the fitness for emerging into life, but from considerations of an academic character. A matriculation marks a point of departure, not a terminus. The advi-

School Leaving Certificates.

sability of the introduction of a school leaving certificate came under review of the Government of India who, in their Resolution dated 21st February 1913, expressed the desire that a school leaving certificate examination should be introduced as soon as practicable as a final examination for high schools. The resolution laid emphasis on the necessity of securing that in such an examination due credit is given for the actual school work of the candidate as evidenced by a record kept of the pupil's career in the highest classes. An oral examination, conducted by the Inspector in consultation with the members of the teaching staff, is laid down as an essential part of the scheme. The Government of India regarded the carrying out of this proposal as next in importance to the improvement in pay and prospects of teachers, and they pointed out that a large increase in the inspecting staff was a preliminary to action.

The improvement of service of teachers a prior necessity.

It has not, as yet, been possible in Assam to take action. The comparatively simple and limited demands of the matriculation standard have only been met with difficulty. A school leaving certificate examination must offer a wide range of choice, so that the pupil may be prepared to some extent for his occupation in life. It should therefore provide for examinations in commercial subjects, elementary science, handwork, drawing, as well as in literary subjects. All this demands money and teachers of ability, and the latter will in any case only be slowly forthcoming.

B.—Government Aided High Schools.

98. The policy in respect of aided institutions is laid down in paragraph 22 of the Government of India Resolution on Education of 1913. It is as follows:—

> " To increase largely the grants-in-aid in order that the aided institutions may keep pace with the improvement in Government schools and to encourage the establishment of new aided schools where necessary. "

An important modification was made in the rules relating to grants-in-aid published in Eastern Bengal and Assam Notification No. 1126-E., dated 18th May 1908, in that the policy of relying upon private subscription or donations as a form of local contribution was definitely abandoned. The following outlines the plan usually followed in bringing a school on to the aided list. The sources of revenue are accepted as two only, public contributions in the form of fees, and Government funds. Private subscriptions, if made, are regarded as extra revenue to be placed to the credit of the school balances. The fee rates are to be not less than in a Government high school, the total cost of the institution to be according to a scale fixing the number, qualifications and pay of the teachers, and providing for the requisite allocation for furniture, library, repairs and contingencies, as well as for a reserve fund. From the total receipts of the schools a deduction permits of a provision for free studentships and a contribution for school sports, the difference between the final figure of receipts and expenditure determining the amount of the Government grant, subject to a maximum.

The numerical staffing of these schools does not differ from that in Government high schools, and the pay, although in most cases somewhat less than that in Government schools, is generally sufficient to secure men of practically equal qualifications. The aided high schools at the close of the quinquennium were the Sunamganj Jubilee High School, the Hailakandi Victoria Memorial School, the Panchakhanda High School (in the Karimganj subdivision), the George Institution at Dibrugarh, the Nazira High School, and the Sonaram High School at Gauhati.

C.—Unaided High Schools.

99. There are 10 unaided high schools, of which 4 are under zemindars. Of three of these schools, for which the Rani of Bijni, the Raja of Gauripur, the zemindar of Bagribari, have made themselves responsible, it is impossible to speak too highly as regards the public-spiritedness and educational zeal displayed by their founders. These three schools are situated in the Goalpara district. The fourth school, called the Raja Giris Chandra High School, is located in Sylhet.

Three schools may be classed as proprietary, the Sibsagar Bezbarua School, the Jorhat Bezbarua School and the Nilmani High School at Karimganj. Of the latter, however, it must be affirmed that the only advantage the proprietor receives is that of paying out the difference between receipts and expenditure and taking upon himself a heavy financial burthen.

One high school is under the American Baptist Mission and is located at Jorhat. It has made an excellent start and has planted well and generously. The Gurdon High School at Nalbari is an institution which has developed from a Local Board Middle English school. It is now under a local committee which has made itself responsibile for meeting the requirements of the Department, and has undertaken to make up the deficiency between income and expenditure by a raising of the fee rates above those ruling in high schools or by local subscriptions. No aid beyond a grant for a hostel site and for a playground has been given or promised. The institution will serve as an excellent test of the real value put upon an English education, in so far as this can be measured by the willingness of the people mostly concerned to pay for it. Whilst a somewhat lower standard of staffing and equipment has been accepted by the Department than that ruling in high and aided schools, there is not sufficient divergence from standard to warrant a perceptibly lower quality of output. The school is an experimental one, its final success depending upon the local financial support forthcoming. Of the remaining school, that of Baniachong, it may be said that its history during the quinquennium has been very unsatisfactory, and that the chaos of its affairs is being slowly reduced to order.

III.—Examination results and statistics.

Results of the Matriculation Examinations.

100. The following table shows the percentage of successful candidates at the matriculation examination, to the total number sent up for the examination, for the last year of the previous quinquennium and for four years of this. The results for 1916-17 cannot be included, as the examination was held after the close of the quinquennium. The lead of the Government high schools is undoubted; aided and unaided schools are fairly equal :—

	State schools.	Aided schools.	Unaided schools.
1911-12	70·6	56·1	69·2
1912-13	85·7	69·4	62
1913-14	68·1	45·7	58·1
1914-15	73·2	50·7	49·4
1915-16	71·1	53·2	61
Average for 4 years	74·5	54·7	57·6

A comparison with neighbouring provinces which send up candidates for the Calcutta matriculation examination shows that Assam in 1915 with a percentage of passes of 65·07 shows up favourably against Bengal with its 61·2 per cent., Bihar and Orissa with 56·2 per cent. and Burma with 57·5 per cent. In 1916 Assam again holds the premier position with a percentage of 68·05 of passes, against Bengal 60·2, Bihar and Orissa 53·7 and Burma 44·02 per cent.

Statistics.

101. There were, in 1911-12, 27 high schools, of which 11 were maintained by Government, 9 were aided institutions and 7 unaided. The total enrolment was 8,701, the number of pupils in Government institutions being 4,121, in aided institutions 2,537, in unaided 2,043.

Number of schools and enrolment.

In 1916-17 the total number rose to 35, of which 18 were Government, 7 aided and 10 unaided. The total enrolment advanced to 13,382, and this despite the fact that in nearly every case the two lowest classes had been transferred to vernacular schools. percentage of 53·8 measures an advance of substantial value. The enrolment, as distributed over the various classes according to management, shows 7,593 in Government institutions, 2,590 in aided, and 3,199 in unaided schools.

Expenditure.

102. The comparison of expenditure shows that whilst Government had spent more than double in 1916-17 of what it did in 1911-12, fees have increased only by 67·6 per cent., subscriptions however being more than double. The actual figures are— 1911-12, total expenditure Rs. 2,00,124, Government expenditure Rs. 56,719, fees Rs. 1,29,771, subscriptions Rs. 13,634; in 1916-17 total expenditure Rs. 3,74,972, of which Government contributed Rs. 1,28,471, fees Rs. 2,17,515 and subscriptions, etc., Rs. 28,986.

The following table shows :—

Number of pupils in different classes of English (High and Middle) schools in Assam.

Year.	I.	II.	III.	IV.	V.	VI.	VII.	VIII.	IX.	X.	Total.
1	2	3	4	5	6	7	8	9	10	11	12
1916-17	1,147	555	5,186	4,679	4,344	3,502	2,303	1,738	1,330	1,287	26,071
1911-12	3,583	1,133	3,760	3,429	2,699	1,887	1,274	837	711	780	20,093
Increase or decrease ...	-2,436	-578	+1,426	+1,250	+1,645	+1,615	+1,029	+901	+619	+507	+5,978
Percentage of increase or decrease.	-67·99	-51·01	+37·93	+36·45	+60·95	+85·59	+80·77	+107·65	+87·06	+65	+29·75

Analysis of enrolment.

103. It is not possible to separate figures for middle and high schools for separate classes, nor is this a matter of importance. The figures for classes I and II are of no value. Pupils of these classes should be in vernacular schools, if provision for their reception exists. In any case the number should gradually decline as facilities increase for the transfer of these pupils. Classes III to VI, the middle school stage of instruction, fall to be separately considered from those of classes VII to X, which constitute the high course proper.

Middle stage of instruction.

The increase in the enrolment of classes V and VI is especially satisfactory, reaching in the latter class to 85·59 per cent. The enrolment in class VI, to the enrolment in class III, is ·5 in 1911-12, and ·67 in 1916-17, in other words, out of every 100 in class III in 1911-12 there were 50 in class VI, whilst in 1916-17 there were 67. The improvement is marked and very satisfactory. It affords evidence that the middle English stage is one that does meet requirements and that it is generally persisted in by those who embark upon it. A scrutiny of the enrolment from class to class also affords confirmation. It must be remembered, however, that these figures represent the most favourable view, since there are importations at every class from vernacular schools. The rise in the higher classes may also be due to some extent to restrictions in promotions. How far these figures affect the result cannot be determined, but the vitiation is not sufficient to destroy its value as an indication of relative progress.

High school stage of instruction.

Regarding a middle course as one complete in itself, it is not necessary to consider wastage from class VI to class VII, the lowest stage of the high school course. The total number of those entering upon a high school stage is 85 per cent. higher than in 1911-12. The figures for class VIII show a percentage of increase of 107·65 followed by a decline to 87 per cent. for class IX and 65 per cent. for class X. But a comparison between the enrolment in the different classes as they stood in 1911-12 and in 1916-17 is not equally encouraging. For every 100 pupils in class VII, there were, in 1911-12, 65 in class VIII, 56 in class IX and 61 in class X. The corresponding figures for 1916-17 give 75 in class VIII, 58 in class IX and 56 in class X. Even if it be admitted that many boys are attracted to a high school course of instruction with no distinct aim in view, and are withdrawn at early stages through lack of means, or lack of desire, it might have been expected that some reduction in wastage might have been effected, as the result of the vigorous efforts made during the quinquennium to improve the condition of the high school in Assam.

In 1914-15 there were 1,048 pupils in class X. These would normally proceed to the matriculation examination in 1916. In that year 643 were presented from Assam (the figures are from the Syndicate's report) and 399 passed or 38 per cent. of a total of 1,048. Pupils who have reached class X of a high school have only the matriculation examination in view. If we apply this percentage to the figures given above, we may conclude that of the 56 in class X in 1916-17, only 21 will be successful in the examination in 1918, or of every 100 entering a high school course 21 will finally matriculate.

Wastage causes.

104. It is clear that when all allowance has been made for pupils whose continuance at school could under no circumstances be satisfactory, a considerable wastage remains. A very rigid test for admission to class VII may provide some remedy. And here it is that a fairly high final middle pass certificate examination would have considerable value. Again, instruction from class VII upwards is through the medium of English, and it is undoubtedly the lack of adequate equipment in English which is the adverse factor.

The direct reaching of English may in time have some distinct value in reducing this wastage. The general improvement in the character of the instruction imparted in high schools is, however, the main remedy.

Fees in high schools.

105. The following scale of fees is levied in Government and aided high schools. The fees as far as class VI are those usually ruling in Government middle and aided schools :—

Class.	III	IV	V	VI	VII	VIII	IX	X
1	2	3	4	5	6	7	8	9
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Fee rates	1 0 0	1 4 0	1 8 0	1 13 0	2 0 0	2 4 0	2 8 0	3 0 0

Average fee receipts in high schools.

The average fee receipts per head of enrolment in high schools for the year ending 31st March 1917 are :—

Area.	Government schools.	Local Fund schools.	Aided.	Unaided.	All classes.
1	2	3	4	5	6
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Assam	17 9 7	.....	17 3 2	12 4 8	16 4 1

Average fee receipts in middle schools.

The corresponding figures for middle schools are :—

Area.	Government schools.	Local Fund schools.	Aided.	Unaided.	All classes.
1	2	3	4	5	6
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Assam	8 2 6	14 7 3	10 14 7	8 1 10	10 11 2

Average cost per boy in high and middle schools.

106. The average cost of educating a boy per annum in high and middle schools is given below, according to the management of each of these classes of schools :—

High.			Middle.			
Government.	Aided.	Unaided.	Government.	Local Board and Municipal.	Aided.	Unaided.
1	2	3	4	5	6	7
Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
36 7 2	27 8 1	21 9 11	28 9 6	21 4 1	19 2 8	9 14 9

IV.—Middle English Schools.

General character of the schools.

107. The general character of middle English schools is thus summarised in the annual report of 1912-13 :—

"The middle English school is perhaps the least efficient of all classes of educational institutions. Its pupils emerge ill-taught in English and in the vernacular. The schools are, in the main, poorly provided in every way, the staff impermanent and unqualified, the buildings unsuitable."

108. The condition of these schools engaged serious attention. The policy laid down as the outcome of a prolonged discussion at a Conference was to transfer the charge of English to the Department in so far as funds were available, and to establish only such new schools as were clearly shown to be needed by the simple test of the readiness of people to contribute to them according to a scale of fees acceptable to the Department, which prescribed also a standard of expenditure. Lower vernacular classes were to be gradually abolished and the work of instruction confined to those classes in which English formed a part of the instruction. The scale of fees and of establishment was to be sufficiently elastic to impose no unreasonable burthen. But it was considered that the standard should generally be not seriously in defect of that in a high school, and that fees should be levied at rates existing in those schools. Reliance was no longer to be placed upon private subscriptions and donations, but when these were forthcoming, they were to be utilised, at the donor's option, in reducing school fees in the school generally, or in respect of any single section or class of scholar. The aid of the Department was to be forthcoming, in so far as its finances permitted, to make up the difference between the receipts from fees and total expenditure, subject to a maximum limit of one-half of the total expenditure. The effect of these proposals was to throw upon the class benefited its share of the burthen and to rescue schools from a position of insecurity and to place them in one of comparative certainty.

Policy laid down.

109. Whilst no immediate step was taken to insist upon recognized schools conforming to the new standard set up, every endeavour was made to secure modifications in this direction; but no new school was taken on to the list, whether for recognition or for aid, unless a reasonable and comparatively generous proposal was forthcoming, and suitable guarantees obtained. Buildings and equipment, suitable hostel arrangements, facilities for physical exercise, were all subject to close scrutiny, and the qualifications and pay of the staff were fixed at a reasonable level. It is not therefore a matter of surprise that comparatively few schools were opened, whilst many proposals were rejected. But those that were opened effected a standard of advance of some appreciable value.

Lines of action followed.

110. The standard set up may be particularised as follows: Every middle English school seeking recognition or aid is expected, as far as possible, to conform to the following requirements. Classes, or class sections, should be limited to 40, and one teacher should be in charge of one class or one section only. On this basis the staff required for a single-sectioned school with four classes is 2 English teachers and 2 Vernacular teachers, the opening of an additional section throughout the school requiring a duplication of these numbers.

Staff.

Whilst the Headmaster should be a graduate and the lowest qualification for an English teacher the Intermediate of the Calcutta University, no rigid rule in this respect is as yet practicable in the present dearth of graduates. The pay advised is on an incremental basis ranging from Rs. 50 to Rs. 75 in the case of the Headmaster, and from Rs. 35 to Rs. 50 for other English teachers, the pay for vernacular masters being from Rs. 15 to Rs. 30, the qualification demanded being the trained middle vernacular pass.

Scale of establishment.

The fees charged should be those for corresponding classes of high schools or an equivalent amount whether in the form of fees or subscriptions—Re. 1, Re. 1-4, Re. 1-8, Re. 1-12, in classes III IV, V and VI, respectively.

Fees.

The curriculum followed is that of corresponding classes of high schools, with the exception that there is no provision for classical languages, excepting Arabic, the introduction of which has been effected in a few of these schools where there is a maulvi upon the staff. This forms part of the scheme intended to popularise secular education among Muhammadans and is referred to at length in the chapter on "Education of Special Classes."

Curriculum.

No very marked expansion falls to be chronicled for the quinquennium either in the number of schools, or in the number under instruction. The total number of schools advanced only from 95 to 113. Government-controlled schools which stood at 5 at the beginning, is returned as 4 at the close, due to the advance of a middle English Government school to the high school standard. Local Board and Municipal schools were 14 at the close of the quinquennium as against 12 at the commencement, whilst the number of aided institutions moved from 62 to 73 and unaided from 16 to 22. The enrolment has increased from 10,922

Comparative statistics.

Schools and enrolment.

to 11,183, but the figure does not afford a correct view of the popularity of these schools since the two lowest classes have in nearly all cases been abolished, the pupils finding the necessary instruction in neighbouring vernacular schools. Comparative figures for schools, according to management, show a decline in Government, Local Board and Municipal schools, the figures for the former being 733 and 405, and for the latter 1,914 and 1,453. Aided institutions show an advance from 6,823 to 7,042, whilst unaided register 2,283 as against 1,452 at the beginning of the quinquennium.

Expenditure.

111. Expenditure shows Rs. 1,96,367 as against Rs. 1,33,048 in 1911-12. Government funds provided Rs. 15,342 in 1916-17 as against Rs. 9,001 in 1911-12. Local Boards expended only Rs. 29,556 in 1916-17 against Rs. 36,413 in 1911-12, Municipalities increased their expenditure from Rs. 1,067 to Rs. 1,787, whilst subscriptions show a reduction from Rs. 35,049 to Rs. 30,027. The most satisfactory figures are those for fees, which mark an advance from Rs. 51,518 in 1911-12 to Rs. 1,19,655 in 1916-17, or from 38 per cent. to 61 per cent. of the total expenditure. When it is remembered that all vernacular education has been made free during the quinquennium, that generally speaking middle vernacular education is within reasonable access, and that the enhancement of demands has limited the opening up of many new ventures, the fact that Rs. 68,137 more has been paid in 1916-17 than in 1911-12 in the form of fees is a clear indication of the popularity of these schools and of the increasing readiness of people to pay a reasonable proportion of the cost of their maintenance.

Middle English Scholarships.

112. The only provision for scholarships for boys reading in middle English schools is that made by the Department. Local Board and Municipalities are not authorised to award scholarships to middle English schools. The scholarships are limited to twelve a year and to the value of Rs 5 a month and are tenable for 3 years. They are open only to pupils of middle English schools, and are distributed according to districts, one to each district, except in the Sylhet district where 5 are allotted. In addition special close scholarships may, with the sanction of the Local Administration, be allotted to assist promising pupils to study in a high school when the middle school is serving an area in which high school facilities are clearly in demand, but for which no provision has been made.

Candidates for these open scholarships are selected by the Deputy Inspector on the results of his annual inspections, not more than one candidate being, as a rule, sent up from each school. The final selection is made by an examination held at the headquarters of each subdivision and under arrangements made by the Divisional Examining and Moderating Board. The examinations are partly oral and partly written, and the award is made by the Inspector of the division on the results placed before him.

The scholarships are tenable in high schools or in training schools. In the latter case the ordinary training school stipend of Rs. 6 per mensem may be held in addition. A scholarshipholder reading in a high school is entitled to free tuition, and, in the event of making satisfactory progress, is usually granted an extension of tenure sufficient to allow of his appearing at the matriculation examination.

In addition to the foregoing open scholarships, 2 special reserved middle English scholarships are open for competition among the Muhammadans of the Surma Valley division. Similarly three scholarships, two for the Assam Valley and one for the Surma Valley, are reserved for backward classes excluding Muhammadans. The value of these scholarships is however only Rs. 4 a month as against Rs. 5 for open scholarships.

To meet the requirements of hill districts 7 scholarships of the value of Rs. 8 a month are open to limited competition by children of hill tribesmen.

The question of re-introduction of a middle English final examination.

113. The middle English examination ceased as a public examination in 1905, only a few selected candidates being permitted to sit at the middle English scholarship examination. An "*in situ*" examination for class-to-class promotion by Deputy Inspectors of Schools replaced the more formal final examination, and transfer certificates, issued by the Headmaster, replaced those issued by the Inspector. The opinion of all educational officers has been emphatic in condemnation of the change. The old certificates were held in high esteem, whilst those issued by the Headmasters have little repute. Variation of standard, incapacity, indifference or desire to please on the part of the issuing authority, tend to produce a feeling of dissatisfaction and uncertainty.

114. But if middle English schools are to be regarded as embryonic high schools, a re-introduction of the certificate, by setting an official seal upon the course, would be logically indefensible. But in the actual conditions of things such a view of the relation of a middle English to a high school is rather an aspiration and a hope than one that comes within the range of practical considerations. And with our high schools already crowded, and with little possibility of further extension, it might well be considered whether a recognition of this standard might not be accepted, and with its acceptation a re-imposition of a public examination effected. Middle English education, incomplete and unsatisfactory as it is, does actually satisfy the needs and requirements of large numbers whose ambition, or whose poverty, limits their range. A modicum of English secures an immediate advancement to the poorer classes and opens to them employment that the most perfect vernacular education cannot secure. By imposing a fairly rigorous closing test at the end of this course of instruction we can go a considerable way in improving the instruction imparted by the stimulus afforded to teachers and pupils. The gradual raising of the standard of examination would secure a more general pressure upon the school that mere inspectorial visits can accomplish.

The relation of the middle English school with the high school.

The value of such an examination in determining those who are qualified to enter a high school course has already been referred to. And there is little reason to doubt that the erection of a definite barrier, surmountable only by those who give promise of success, is in the interest of parent and pupil alike and will have some effect in reducing the heavy wastage that marks our high school system.

V.—Imperial grants.

115. The recurring Imperial grants for the improvement of secondary education are two in number, the 1912 Coronation grant for the "Improvement of Aided Secondary English Schools" and the 1913 Government of India grant for "Secondary Education." The first is one of Rs. 30,000 and the latter of Rs. 34,000 per annum, a total of Rs. 64,000. The recurring expenditure on 1916-17 from these grants amounted to Rs. 58,625. This is however but a fraction of the amount which the sanctioned schemes will finally cost when they are fully developed. A very considerable increase will be involved in providing for the large number of new officers who have been enrolled in Class VIII of the Subordinate Educational Service. The total of the unexpended balances is Rs. 94,722, which has been transferred to the non-recurring grant of Rs. 3,00,000 of 1913 for "Colleges, Secondary Schools, and Training Institutions." This grant, re-inforced by unexpended balances of the recurring grants for collegiate education (amounting to Rs. 57,149), and by the unexpended balance of Rs. 30,000, from the Government of India windfall grant of 1911, amounts to Rs. 4,81,871.

The recurring grant is being expended for the following objects :—

	Rs.
(*a*) Provincialisation of 6 high schools formerly on the aided list, and the permanent provincialisation of another school, whose provincialisation was of a temporary character.	16,628
(*b*) Additional staff for Government high schools to meet expansion, and for improvements in pay and qualifications of certain teachers.	33,960
(*c*) Provision of clerks for high schools	3,600
(*d*) Improvement of staff in a middle English school	384
(*e*) Appointment of an Assistant Inspector of Schools, Surma Valley and Hill Districts.	3,063
(*f*) Maintenance charge of a motor launch for Inspector of the Surma Valley and Hill Districts.	990

The recurring grant of Rs. 35,000 for "General Educational Purposes" provides Rs. 4,100 of the cost of promoting certain I.A. and F.A. teachers to the Subordinate Educational Service.

Of the total non-recurring grant of Rs. 4,81,871 for Colleges, Secondary Schools and Training Institutions, the whole has been expended. The expenditure in respect of secondary schools was directed to the provision of additional buildings and equipment for Government schools and to grants-in-aid for buildings and equipment in respect of aided schools.

CHAPTER V.

ELEMENTARY EDUCATION.

Classes of vernacular schools.

116. Vernacular schools in Assam were divided into three classes at the beginning of the quinquennium, lower primary schools with a course of five years, upper primary schools, which continued education for one year further, and middle vernacular schools, which had eight classes, the lowest class in all these schools being divided into two grades—A and B. Schools are now divided into two classes only, the primary schools and the middle vernacular schools, the upper primary being no longer returned as a separate class of school, except in hill areas where distinct curricula are in force. The upper primary stage was an anomalous one, confining itself largely to revision of the preceding course of instruction.

Vernacular schools in Assam have largely come into existence as the outcome of action taken by the Department, either directly, or through the agency of Local Boards, and of the working of missionary bodies. Generally speaking there is no large number of venture schools; such as do not succeed within a year or two in being taken over, or aided, by the Boards ceasing to exist. The grant of free education in Board schools makes the existence of a venture school a very precarious one entirely dependent upon the good will and financial ability of the Local Board for its final rescue. But they have a distinct value in determining the direction in which expenditure on development is likely to be most profitable.

Comparative figures of enrolment.

117. The number of primary schools for boys, including upper primary, has increased from 3,469 in 1911-12 to 3,868 in 1916-17. Considered according to management, schools maintained by Government have increased from 50 to 126, Board schools from 2,647 to 2,914. Aided schools advanced from 625 to 661, the number of unaided schools increasing from 147 to 167. Middle vernacular schools for boys have increased from 35 in 1911-12 to 112 in 1916-17, Government schools remaining at 16. Local Board and Municipal schools advanced from 5 to 87. The number of aided schools has declined from 14 to 7 and there were 2 unaided middle vernacular schools in 1916-17 as against nil in 1911-12. Whilst the number of pupils in primary schools for boys has advanced from 141,748 to 171,015 during the quinquennium, or by 21 per cent., the enrolment in middle vernacular schools for boys has proceeded from 2,753 to an advance of no less than 347·8 per cent., a striking sign of vitality in a class of institution which was supposed to be in a moribund condition at the beginning of the quinquennium.

Comparative expenditure.

118. Expenditure on primary schools for boys, including upper primary, has increased in the quinquennium from Rs. 4,87,083 to Rs. 6,91,429, the share borne by Government increasing from Rs. 29,845 to Rs. 68,157, that of Local Boards from Rs. 3,53,606 to Rs. 5,09,875. Municipalities increased their expenditure from Rs. 6,729 to Rs. 13,197. Fees declined from Rs. 8,920 to Rs. 34, whilst receipts from other sources, largely missionary, advanced from Rs. 87,983 to Rs. 1,00,166. The figures for Local Boards are, however, calculated to give an undue credit to these bodies, the large addition in the increased expenditure being met from Imperial grants distributed to them for disbursement.

Middle vernacular schools for boys cost in 1916-17 Rs. 79,496 as against Rs. 29,613 in 1911-12. Government expenditure was Rs. 12,456 in the latter year as against Rs. 23,766 in 1916-17, Local Board expenditure increased from Rs. 7,942 to Rs. 47,116, Municipalities, which expended Rs. 12 in 1911-12, moved up to Rs. 5,715 in the quinquennium, whilst fees declined from Rs. 7,248 to Rs. 700. Subscriptions, etc., remained almost constant, being Rs. 1,955 to Rs. 2,199 in 1916-17. The reduction in fee receipts is the outcome of the freeing of all vernacular education in Government, Board and aided schools. The small amount probably represents the receipts in unaided schools.

119. The following tables show :—

(*a*) *Number of Primary schools for boys according to management.*

—	Government.	Board.	Aided.	Unaided.	Total.
1	2	3	4	5	6
1916-17	126	2,914	661	167	3,868
1911-12	50	2,647	625	147	3,469

(*b*) *Number of pupils in Primary schools for boys according to management.*

—	Government.	Board.	Aided.	Unaided.	Total.
1	2	3	4	5	6
1916-17	3,823	144,108	17,592	5,492	171,015
1911-12	1,298	119,544	15,381	5,525	141,748

(*c*) *Number of Middle Vernacular schools for boys according to management.*

—	Government.	Board.	Aided.	Unaided.	Total.
1	2	3	4	5	6
1916-17	16	87	7	2	112
1911-12	16	5	14	...	35

(*d*) *Number of pupils in Middle Vernacular schools for boys according to management.*

—	Government.	Board.	Aided.	Unaided.	Total.
1	2	3	4	5	6
1916-17	2,178	9,210	813	127	12,328
1911-12	1,451	275	1,027	...	2,753

The Government of India, in a statement of its Educational Policy in 1913, expressed the hope that in the not distant future the number of pupils in primary schools would be doubled and that the number of primary schools would almost double what it stood at the time of the issue of its Resolution. The raising of the standard of existing institutions was however to have prior consideration to a mere numerical increase, when new institutions could not be efficiently forwarded in the absence of a better qualified and a better paid teaching staff.

Advance in the quinqnennium.

120. It is satisfactory that the number of pupils in the lower primary stage of vernacular schools for boys and girls has increased from 149,052 in 1911-12 to 190,503 or by 27·8 per cent., but of the total increase of 41,451 no less than 27,059 is accounted for by an increase in the lowest class of the school (class IA and IB). In respect of the breaking down of illiteracy this large increase in enrolment in respect of this class has in it no guarantee of ultimate value. The instruction secured in this class is of too elementary a character to have any enduring result for the pupils who leave at this stage. The total increase in the top 3 classes of the primary stage is 14,392. Inconsiderable though this is in its absolute relation to the whole problem of mass education, yet it registers an advance of 25 per cent. for the quinquennium. In class IV, the highest class of the primary stage, 30 per cent. more pupils were in attendance than in the year 1911-12. These advances are of value as indicative that, when pupils enter the higher classes of the primary stage, there is an increased readiness to complete the course.

Schools.

121. The number of primary schools which stood at 3,711 in 1911-12 and at 4,197 in 1916-17 has not shown the advance anticipated; but the addition of the middle vernacular schools to both figures, 41 in 1911-12, and 123 in 1916-17, gives a total of 4,320 vernacular schools in 1916-17 against 3,752, or an advance of 15 per cent. for the quinquennium in the number of vernacular schools of the province.

Enrolment.

122. The following table shows the number of pupils in different classes of vernacular schools in Assam, including schools for boys and girls, and including all stages of vernacular instruction. It should be pointed out that the two sections of class I must be read together, in view of the absence down to the middle of the quinquennium of any clear understanding

by returning officers as to which of these two sections was to be treated as the lower.

Year.	Class I.		II.	III.	IV.	V.	VI.	VII.	Total.
	A.	B.							
1	2	3	4	5	6	7	8	9	10
1911-12	53,671	37,939	26,154	19,845	11,443	1,414	461	183	151,110
1912-13	52,627	45,271	28,640	20,057	10,866	1,226	419	239	159,345
1913-14	74,687	35,228	32,198	20,517	12,213	1,676	549	359	177,427
1914-15	81,109	39,779	33,881	22,810	12,654	2,119	837	416	193,605
1915-16	84,309	38,342	32,931	24,221	13,922	2,313	1,018	587	197,643
1916-17	80,382	38,287	32,221	24,665	14,948	2,567	1,257	792	195,119
Increase or decrease in the quinquennium.	+26,711	+348	+6,067	+4,820	+3,505	+1,153	+796	+609	+44,009

The advance may be said to be fairly uniform throughout the quinquennium, the only set-back being in 1916-17 in class I (A and B), where the numbers declined from 122,651 in 1915-16 to 118,669 and a steady decline from 1914-15 in class II. Various causes have been assigned—local floods and consequent scarcity and the closure of some missionary schools due to the retrenchment of supplies. But these causes do not explain the regular rise throughout the quinquennium in classes above the second. It is possible that, whilst adverse conditions have had an influence, the reaction that invariably follows a period of successful effort must be accepted as at least a partial explanation. The inability of the boards to provide teachers and accommodation in measure with the rapid expansion is probably also a contributary cause.

Wastage.

123. It would be of considerable interest to follow the enrolment of the successive classes to which pupils entering the lower section of class 1 should find a place in succeeding years. But the confusion as to the pupils of A and B sections in the earlier years of the quinquennium to which a reference has been made vitiates conclusion. It is therefore only possible to consider the enrolment from class II. Taking the 32,198 in class II in 1913-14, the number in class III in the following year declines to 22,810. In the next year (1915-16) 13,922 are found entering class IV, but in that year 5,403 were in class III of English schools, nearly all of whom entered those schools from vernacular schools. For the purpose of an estimate of wastage this number may be added to the 13,922 above, giving a total of 19,325 as continuing their studies beyond class III ; in other words, 60 out of every 100 pupils in class II reach class IV. Whilst it must be admitted that this leaves out of account the heavy wastage which occurs in the two sections of class I, the figures can be accepted as at any rate marking some measure of advance in continuity of attendance.

When we attempt to similarly compare figures beyond class IV—the middle vernacular stage—there are many varying factors whose indeterminate values vitiate any conclusions. Pupils at the close of class IV often enter an English school, as also at varying stages in the middle vernacular course. In many cases middle vernacular schools are not readily accessible to encourage a pupil to continue after the close of the primary stage. But the figures for the middle vernacular course are nevertheless sufficient to afford an estimate of its popularity. The number in class V in 1911-12 was 1,414, in 1916-17, 2,567 or an increase of 81·5 for the quinquennium, in class VI, 461 in 1911-12 and 1,257 in 1916-17, an advance in enrolment of 173 per cent., whilst for class VII the quinquennium shows an advance of no less than 333 per cent. Nor are these figures for particularly favourable years. The numbers throughout the quinquennium show a regular increase. There is little doubt that middle vernacular education has grown in considerable popularity during the quinquennium.

Causes of wastage.

124. The complaint has often been heard—it is repeated in many reports of educational officers, and is the subject of constant references by Government officials and by non-officials alike—that education is not valued by the people mostly concerned, who find their sons leaving school with but little knowledge, unwilling to betake themselves to the hereditary employments of the village, preferring to idle their time, an encumbrance to their own people and a source of mischief to others. This may be true in some measure, it is repeated too often not to have a strong basis of support, but it is possible that the antagonism of the parent, or the unwillingness of the offspring to adapt himself to domestic requirements, may have been somewhat exaggerated.

With a view to secure some definite information upon this important subject, the Director of Public Instruction instituted an enquiry into a particular middle vernacular school in which the numbers showed every year a very considerable falling off in the higher classes during successive months, culminating in a very marked fall in December. The enquiry was to be direct and specific to determine whether the boys who so left did as a fact return to their villages and work in the fields or obtain other employment of a satisfactory nature. The report of the pandit in charge shows that poverty is generally the cause of the decline, that the offer of free education attracts boys to go on to higher classes, but that most of them find ultimately a need of helping at home and working at cultivation. The Deputy Inspector confirms this, and the Assistant Inspector adds that many of the boys work in the fields till 10 A.M., and find gradually that they are physically and mentally exhausted and unable to follow the school course which they finally abandon. "Boys who leave from class V, VI, VII, work nowadays in their fields, as they have no other alternative."

Other reasons are of course advanced—difficulty of distance andbadness of communication, illness and especially fever, but the fact appears established that in this school, at least, education does not produce economic discontent and idleness. A general survey of the pupils leaving middle vernacular schools, taking as an example a typical middle vernacular school in each subdivision, will probably produce the same result. If this is true of boys who have passed beyond the lower primary stage, there does not appear strong grounds for supposing that pupils in the lower classes are afflicted beyond remedy with a distaste for manual labour.

Capitation system.

125. The capitation system by which head teachers of lower primary schools received a fixed minimum pay, supplemented by an addition based upon the enrolment in the higher classes, was introduced into Assam in the time of Sir Bampfylde Fuller. It was hoped that its introduction would stimulate headmasters to secure an enlarged enrolment in those classes. The large majority of pupils of primary schools leave at an age when they have secured no knowledge beyond the forms of the alphabet and the most limited elements of arithmetic.

It was anticipated that the encouragement of a pecuniary reward would suffice in a considerable measure to stimulate to progress and it was confidently hoped that, as a result, a fair increase would show itself in the higher classes of vernacular schools. But that it has largely failed in achieving these results must be admitted.

As the Director of Public Instruction pointed out in the report of 1912-13 in referring to the capitation system :—

"Such conclusions as are safely deducible from statistics appear to indicate that the capitation system has not only not solved the problem but that it has not even touched it. Yet it seems admirably designed for the purpose. If in the poverty of teachers and the consequent attraction of a reward for increase in the rolls of the upper classes, the numbers remain obdurately low, it is evident that the forces in opposition are very strong indeed and that all the consideration and all the strength which the Department can afford must be continuously applied in the endeavour to overcome their influence."

At a conference of educational officers in 1913 opinions were divided, and as a consequence a reference was made to Inspectors who, after consulting with their subordinate inspecting staff, were to report upon the system. They were especially required to submit definite opinions as to whether the system does in fact tend to influence teachers to a campaign of persuasion of parents to keep their children longer at school, and whether there is justification for the charge that it tends to dishonesty, or breeds at least an atmosphere of suspicion.

As a result of the enquiry the total abolition is under proposal.

Average cost of a primary school.

126. The average cost of a primary school, including upper primary, according to management, for 1911-12 and 1916-17 is given below :-

Year.	Government.	Board and Municipal.	Aided.	Unaided.
1	2	3	4	5
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1916-17	171 7 5	179 14 11	203 5 5	87 6 1
1911-12	315 7 1	135 12 8	179 1 4	50 3 8

The decline in the cost of a Government primary school is due to the opening of a large number of small Government primary schools in the Garo Hills with a single teacher on Rs. 8 a month. The considerable advance in the average cost of a Board and an aided school afford indications that the claims of teachers for more adequate remuneration have at least received some practical recognition.

127. The cost of educating a pupil in a primary school has increased during the quinquennium from Rs. 3-15-4 to Rs. 4-5-1. Of this amount public funds contributed Re. 0-6-8 in 1916-17, as against Re. 0-4-11 in 1911-12. The expenditure from Local and Municipal funds advanced from Rs. 2-13-10 to Rs. 3-4-9, whilst private funds met but Re. 0-9-8 of the cost as against Re. 0-12-7 in 1911-12.

Cost of a pupil in a primary school.

128. The average cost of a middle vernacular school was Rs. 1,535-4-5 in 1916-17, against Rs. 1,124-2-10 in 1911-12, in respect of Government schools. Board and Municipal schools declined in cost during the quinquennium from Rs. 613-12-10 to Rs. 592-9-6, whilst aided schools increased in cost from Rs. 820-10-1 to Rs. 1,145-1-4. The lower cost in Board and Municipal vernacular schools may be due to the fact that many of these schools are primary schools in the course of development, the number of these schools in 1911-12 being only 5 as against 87 in 1916-17. The figures for aided schools refer only to 7 schools as against 14 in 1911-12, and an average figure has not much value.

Cost of a middle vernacular school.

129. Whilst the cost of a middle vernacular school has generally increased, the average cost of educating a pupil has declined. In 1911-12, this cost was Rs. 13-0-6, which has declined to Rs. 7-10-9 in 1916-17. The expenditure met from public funds has similarly declined from Rs. 5-3-2 to Rs. 2-8-2. Local Board and unicipal expenditure increased from Rs. 4-0-11 to Rs. 4-10-7, whilst private funds declined from Rs. 3-12-5 to Re. 0-8-0. The decline in the cost to Government and Local funds of educating each pupil, from a total of Rs. 9-4-1 to Rs. 7-2-9, coincident with an advance in the standard of pay, establishment and equipment is distinct and very definite evidence of the successful history of middle vernacular schools for the quinquennium.

Cost of a pupil in a middle vernacular school.

130. Primary scholarships in the plains districts, to the number of 211 and of the value of Rs. 3 a month, are given annually by Local Boards. These scholarships are intended for the pupils of vernacular schools of all classes, subject to the reservation that pupils from schools within municipal areas may not compete for them. These scholarships are open to pupils of class IV.

Scholarships, primary.

Municipalities, Town Funds, Station Committees and Unions are expected to provide primary scholarships from their own funds for pupils of all recognised vernacular schools within their limits.

To meet the case of backward classes reservations are made by Boards in consutation with the Divisional Inspector. To avoid any possibility of the examination reassuming the character of a general public examination a preliminary selection of candidates is made, generally limiting competition to one candidate from each school. The maximum age limit of candidates is 12 years.

The examination, which is partly oral and partly written, is conducted by the local Deputy Inspector of Schools, and by examiners appointed by the Board concerned and the results are submitted to the Local Board for final approval.

The scholarships which are tenable for 3 years may be held in any recognised school teaching beyond the lower primary stage, and are of sufficient length of tenure to carry the scholarshipholder through the middle vernacular course. Should the holder, however, decide upon continuing his studies in a middle English or high school, it will be necessary for him to join class III with the result that his scholarship will only suffice for three out of the four years of a middle English course. He is, however, entitled to a free studentship if reading in a Government school, and this free studentship is usually continued for the fourth year of the course.

To meet the case of hill districts 32 Government primary scholarships of Rs. 3 a month, tenable for 3 years and distributed among the different areas, are open for competition, primarily by the children of hill tribesmen.

To meet the case of Muhammadans and members of backward communities, a total of 18 Government scholarships are annually awarded, their distribution over races and areas being carefully defined.

131. Middle vernacular scholarships are awarded from Provincial revenues. They are 26 in number for plains areas, and are of the value of Rs. 4 a month. They are open only to pupils of middle vernacular schools whose age does not exceed 16 years. The scholarships are allotted between the various plains districts, and usually not more than one scholarship can be won by any one school.

Scholarships, middle vernacular.

If the scholarshipholder enters a high school, the scholarship is made available for 4 years; if he decides to enter a training school, the scholarship runs for three years only, but he is also eligible to draw the training school stipend concurrently.

A middle vernacular scholarshipholder entering a high school is usually placed in class VI, and the tenure of the scholarship will only suffice to take him to the end of the 9th class, or one year short of the Matriculation course. The free studentship, however, which the scholarship brings with it in Government schools is generally continued for the full course.

Special reserved scholarships for hills people, for Muhammadans and backward classes are provided following the lines of reserved primary scholarships.

Local Boards.

132. Reference has already been made in the chapter on Controlling Agencies to the part played by Local Boards in the direction and control of vernacular education, as also to the important enquiry held during the last year of the quinquennium to determine whether this agency had discharged its obligations to the full, or had receded in any measure from the standard set up before the receipt of grants from Imperial resources. The following table shows the position during the quinquennium as returned by educational officers in respect of expenditure and by the Comptroller as regards contributions:—

—	1911 12.	1912-13.	1913-14.	1914-15.	1915-16.	1916-17.
1	2	3	4	5	6	7
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Total expenditure, Table VII ...	5,02,485	5,81,901	6,25,382	7,81,381	7.26,152	7,33,451
Total Government grants for education	1,44,623	2,75,160	3,28,656	3,68,674	3,45,859	3,50,036
Difference, being contribution of Local Board from local sources.	3,57,862	3,06,741	2,96,726	4,12,707	3,80,293	3,83,415
Variation from standard of 1911-12 ...	...	−51,121	−61,136	+54,845	+22,431	+25,553

The total deficit expenditure, taking the Board contribution in 1911-12 as the standard for the first two years of the quinquennium, amounted to Rs. 1,12,257. It is satisfactory that, as an outcome of the action taken, Rs. 1,02,829 of this obligation was liquidated, leaving still however a debit balance against the Boards of Rs. 9,428. And this takes no account of expanding revenues, but is based upon an arbitrary standard, the expenditure in the year preceding the increased grants. As already pointed out the question of a definite percentage of the total income as a minimum contribution is now under the consideration of the Administration.

Municipalities.

133. The following table shows the part played by Municipalities in education in Assam. According to the "School Manual," Municipalities are required to expend not less than 3 per cent. of their income in education. They are specially charged with the duty of providing elementary education to the children living within Municipal limits, but are permitted to expend money in advancing middle education, including the provision of middle English schools.

The total amount expended by the Municipalities of Assam in 1916-17 from their own revenues was Rs. 31,608, while grants-in-aid amounted to Rs. 8,221.

Statement showing particulars for schools maintained or aided by Municipalities.

Class of institutions.	Number of institutions.			Recurring expenditure from—						Capital expenditure from—					
	Maintained by Municipalities.	Aided by Municipalities.	Total.	Provincial Revenues.	Municipal Funds.	Other public funds.	Fees.	Other sources.	Total.	Provincial Revenues.	Municipal Funds.	Other public funds.	Fees.	Other sources.	Total.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
				Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Colleges	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
High Schools	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Middle English Schools ...	1	6	7	2,820	2,747	2,019	5,568	2,252	15,406	466	400	...	...	...	866
Middle Vernacular „ ...	5	3	8	1,199	6,663	1,620	58	323	9,763	...	379	...	...	...	379
Primary Schools ...	30	12	42	2,030	19,625	1,731	284	630	23,700	1.466	2,154	294	...	...	3,914
Special Schools ...	...	1	1	240	240	...	..	52	532	...	...	...	...	...	...
Total ...	36	22	58	6,289	28,675	5,370	5,910	3,257	49,401	1,932	2,933	294	...	...	5,159

Provident funds and pensions.

134. Two statements are furnished, showing, separately for schools for boys and for schools for girls, the number of teachers who are admitted to the provident funds of Local Boards or Municipalities. In the Assam Valley all Local Boards except North Lakhimpur, Nowgong and Jorhat, and all Municipalities except Nowgong, Tezpur, Mangaldai and North Lakhimpur, have admitted teachers, whose fixed pay exceeds Rs. 10 a month, to the benefit of their provident funds. The report of the Surma Valley does not indicate the extent of the opportunity offered by Local Boards and Municipalities in that division.

In the absence of information as to the range of the offer it is impossible to determine the value put upon the privilege by the teachers to whom it has been offered, but the limited return is sufficient to show that it is not one to which much weight is attached.

The rate of subscription paid by teachers is one anna in each rupee of salary. To this the local authority usually adds 50 per cent., the amount being deposited in the local savings bank, the whole with interest at 3 per cent. being at the credit of the depositor. In other cases the subscription only is deposited in the savings bank and interest at 3 per cent. allowed.

PROVIDENT FUNDS AND PENSIONS.

(*a*) *In Schools for boys.*

Class of School.	Kind of management.	Number of teachers.	Rate of subscription by employees.	Rate of contribution by management.
1	2	3	4	5
High Schools	Aided	...	...	...
	Unaided	25	One anna per rupee.	Six pies per rupee.
Middle English Schools ...	Board	31	Ditto ...	Ditto.
	Municipal	...	...	...
	Aided	...	...	...
	Unaided	...	...	...
Middle Vernacular Schools ...	Board	78	One anna per rupee.	Six pies per rupee.
	Municipal	12	Ditto ...	Ditto
	Aided	...	...	...
	Unaided	...	...	...
Primary Schools	Board	64	One anna per rupee.	Six pies per rupee.
	Municipal	18	Ditto ...	Ditto.
	Aided	...	...	...
	Unaided	...	...	...

(*b*) *In Schools for girls.*

Class of School.	Kind of management.	Number of teachers.	Rate of subscription by employees.	Rate of contribution by management.
1	2	3	4	5
High Schools	Aided	...	...	...
	Unaided	...	...	...
Middle English Schools ...	Board	...	...	...
	Municipal	...	...	...
	Aided	...	...	...
	Unaided	...	...	...
Middle Vernacular Schools ...	Board	...	...	...
	Municipal	2	One anna per rupee.	Six pies per rupee.
	Aided	...	...	...
	Unaided	...	...	...
Primary Schools	Board	9	One anna per rupee.	Six pies per rupee.
	Municipal	6	Ditto ...	Ditto.
	Aided	...	...	...
	Unaided	...	...	...

Venture schools.

135. The number of venture schools, together with the number absorbed annually in the aided or the Board school system, are shown in the following table for the last year of the previous quinquennium, and for the five years of this. The only point of interest is the number of absorptions in 1913-14 when funds were free and the rapid decline as finances became more stringent. The large absorption in 1913-14 apparently stimulated enterprise, for in the following year the number of unaided schools was actually larger than in 1913-14. But that the venture schools still number as many as 319 in 1916-17 in spite of 556 absorptions shows a need for additional provision. These schools are usually opened in areas where no school exists in the hope of being subsequently taken on to the establishment or aided from local funds. Unless this occurs the schools almost invariably cease within a few years after their founding. They offer little of remuneration to their proprietors and are in no sense rivals of public institutions, or successful competitors for public favour.

Year.	Number of venture schools.	Pupils.	Number of schools absorbed in aided or Board school system.
1	2	3	4
1911-12	246	8,925	21
1912-13	333	11,859	61
1913-14	402	13,917	237
1914-15	406	13,965	136
1915-16	332	13,013	101
1916-17	319	12,146	58

The Inspector of Schools, Assam Valley, writes:—

"No reporting officer has made an attempt to explain the fluctuations. It is however apparent that all such schools which endure for a time become absorbed in the Board school system."

Middle vernacular education.

136. The position at the beginning of the quinquennium of vernacular schools which advanced themselves beyond the primary stage was very unsatisfactory. As lower primary schools they were under the special care of the Local Boards and the education imparted was free. If they added one more class, the upper primary, aid was withdrawn, the pupils were debarred from appearing for primary scholarships, were required to pay fees, and the teachers exchanged a position of comparative security for one of uncertainty and doubt. In circumstances like these it is not to be wondered at that vernacular education generally ceased at, or before, the end of the lower primary stage.

Lines of action taken.

137. Action was taken to remove these disabilities and to offer encouragement to development. Vernacular education, including the middle stage, was made the special charge of Local Boards, who were to regard the development of lower primary schools to the middle stage as one of their obligations. Fees in all vernacular schools under the Boards were abolished, and candidates from middle vernacular schools were no longer debarred from appearing at primary scholarship examinations. The re-introduction of public examinations to mark the close of the middle vernacular course, by setting an official seal upon it, met with universal satisfaction and contributed in no small measure to the advance which has been registered during this quinquennium.

Average attendance.

138. The subjoined statement shows the percentage of the average daily attendance to the average monthly enrolment in primary and vernacular schools :—

Primary.

Year.	Government.	Board.	Aided.	Unaided.	All institutions.
1	2	3	4	5	6
1916-17	74·55	71·24	71·91	76·76	71·57
1911-12	94·67	70·37	72·28	77·29	71·11

Middle Vernacular.

Year.	Government.	Board.	Aided.	Unaided.	All institutions.
1	2	3	4	5	6
1916-17	77·83	75·07	75	77·11	75·58
1911-12	75·79	73·98	80·33	...	77·6

The figure for 1911-12 for Gove nment primary schools can scarcely be accepted. The attendance generally has shown no advance in primary schools, but middle vernacular schools have shown some slight improvement.

Examinations.

139. A re-introduction of the middle vernacular and scholarship examination was effected during the quinquennium. The first examination took place in 1915-16 and showed clearly that this examination supplied a want which had been keenly felt. The number of entrants in that year was 267 including boys and girls, and aided and unaided schools, and the number passing was 140. In the year 1916-17 the total number of entrants was 479 and the number of passes 238. All inspecting officers speak of the examination as being widely valued. Nor can it fail to have a very encouraging effect upon vernacular education by the stimulus it affords to complete a full vernacular course of instruction.

A review.

140. This is the only public examination held in connection with vernacular schools, except in respect of girls' schools and schools in hill areas, and excepting also the limited competitions for primary scholarships which have been previously referred to. But in order to make a complete presentation, it is necessary to review the whole range of operations within recent years. Down to 1904-05 central examinations were held for leaving certificates at the close of the lower primary, upper primary and middle vernacular and middle English courses. In that year these departmental examinations were abolished and replaced by an *in situ* examination by inspecting officers at the close of the lower primary, upper primary and middle vernacular and middle English stages. Certificates were issued under the signature of the Deputy Inspector in the case of lower primary and upper primary scholars, and middle vernacular and middle English certificates under that of the Inspector. The primary certificates were granted as a result of the Deputy Inspector's own inspection or on the recommendation of Sub-Inspectors. The middle vernacular and middle English certificates issued by the Inspector were based upon the recommendation of the Deputy Inspector. These certificates were known as leaving certificates and were accepted as evidence of the satisfactory completion of the course. The examinations, which were largely oral, were markedly less terrifying to the pupils than the central examinations with their ordeal of printed examinations and written answers. But it was inevitable that greater variations marked the examinations and the leaving certificates did not carry the same weight as the more formal examinations.

Leaving Certificates.

But in 1915 a further step was taken to remove the incubus of examinations. The leaving certificates were abolished in all classes of schools with the exception of middle vernacular schools where a public examination —"The vernacular school leaving certificate and scholarship examination"—was reintroduced (generally on the lines of the examination abolished in 1905-06) to serve for the combined purposes of testing for scholarships and for the grant of leaving school certificates. These certificates are issued under the signature of the Inspector. Pupils in the top classes of lower primary and middle English schools now go without any certificates indicating the completion of the course. *In situ* class-to-class promotions by the subordinate inspecting staff regulate the pupils' progress through the school, and a transfer certificate issued by the headmaster at the close of the lower primary or middle English course affords the only indication of completion.

Transfer Certificates.

In hill districts and in girls' schools the system of granting leaving certificates as introduced in 1905-06 still continues, and the upper primary is still a recognised course in hill schools.

141. With regard to the abolition of the middle English leaving certificate a reference has been made in the chapter on "Secondary schools." Opinions of the inspecting staff vary as to the result of the abolition of the leaving certificate at the close of the primary stage, the general opinion being one of regret. It is said that the transfer certificate is not valued by the villager whose general respect for the village school master is not of a high order. But if the middle vernacular course is the equivalent of an elementary vernacular education, the lower primary course represents a stage of incompleteness and an authoritative recognition of it would appear impossible. It is hoped that the result will be a rapid advance in the number entering a middle vernacular course, but the effect will require careful watching, and, if a decline shows itself in these classes or in the upper classes of the lower primary stage, the re-introduction of the primary certificate may be necessary.

Opinions.

The question of especially backward areas in the plains may also call for special consideration. It is hardly feasible to expect where education is in its infancy, and the benefits are unrealised, that the middle vernacular course will be readily accepted as the normal end of a school career. It is unlikely too that funds will be forthcoming to provide facilities in these areas of scattered people until the more populated and forward tracts are provided.

142. The large grants made by the Government of India rendered possible a great advance in vernacular education. Pending the elaboration and submission of proposals for expenditure on recurring needs it was decided to spend the amount in the first year on the improvement of school buildings and equipment.

Imperial grants.

In the following year these amounts were directed to recurring needs with special reference to—

Expenditure on recurring objects.

(1) the extension of elementary education ;
(2) the extension of the principle of free elementary education for those unable to afford fees.

Action was accordingly taken with a view to raising the pay of all teachers in lower primary schools to a minimum of Rs. 8 per mensem and for the abolition of the unsatisfactory monitorial system, to which reference is made in the chapter on "Training." A beginning was made with a scheme for the general amelioration of the pay and prospects of vernacular teachers by the opening of a few lower primary schools in large villages with improved scale of pay for teachers, and for extending the scale proposed for these schools to upper primary schools. Further funds were granted to Boards, as additions to their ordinary primary allotments, to enable them to increase the number of schools on their list by the taking over of venture schools that had shown some measure of justification for their existence and by the opening of new schools and by the raising of others as far as possible to the middle stage. It was finally determined to make education free in all vernacular schools.

Lines of action laid down.

Superior lower primary schools—scale of establishment, buildings and equipment.

With regard to the superior lower primary schools the following scale of pay was proposed :—

	Rs.	a.	p.
Head Pandit	20	0	0
Second Pandit	12	0	0
Third Pandit	10	0	0
Contingencies	0	8	0
Total	42	8	0

It was arranged to open 25 such schools in each division and to secure, for the post of head pandit, men who had been successfully through a normal school course. For the second and third panditships it was expected that middle vernacular passed men who had undergone some form of training would be available. Capitation allowances were not to be applicable to schools of this improved type, and in order to secure a moderate enrolment in the higher classes of the school a reduction of pay was permissible, within narrow limits, where the number reached below a minimum.

Type-plans for these improved lower primary schools were drawn up, providing for 1, 2 or 3 rooms according to the number of teachers—the average cost being Rs. 1,138. Rupees 50 was allowed for equipment, whilst an addition of 5 per cent. was made to the recurring grants to allow for suitable maintenance and repairs. The additional recurring cost was estimated at Rs. 13,425.

It has already been said that the scale of pay and establishment was also extended to upper primary schools. This was estimated to call for additional grants to Local Boards, totalling Rs. 4,988, allowing generally Rs. 120 for the improvement of one Government aided school of this standing.

Improvement of upper primary schools.

In order to increase the number of vernacular schools, subsidies were granted to Local Boards to enable them to take over the more promising of venture schools and to open new schools where the demand had been clearly established. Ten per cent. of its average expenditure of the past 3 years was given to each Board for this purpose. The cost was estimated at Rs. 43,582 and it was expected that between 400 and 500 new schools would be opened up as a result.

Expansion of lower primary education.

The cost of making vernacular education free was estimated at less than Rs. 15,000 ; additional grants were accordingly made to Local Boards, Municipalities and other bodies to reimburse them against the loss arising from fees.

Abolition of fees in vernacular schools.

143. The following summarises the various measures that have been introduced during the period under review to encourage advancement in the vernacular :—

(1) The improvement in the pay of teachers in vernacular schools by fixing a minimum wage of Rs. 8 per mensem ;

(2) the making of vernacular education free up to and including the middle vernacular standard ;

(3) the making of vernacular education up to the middle vernacular stage the special charge of Local Boards, and the removal of all restrictions against the development of primary schools to the middle vernacular standard ;

(4) the removal of the embargo on pupils from middle vernacular schools appearing for the ordinary primary scholarship examination ;

(5) the institution of a vernacular school final leaving certificate examination ;

(6) the introduction of a system of scholarships encouraging pupils to proceed in the vernacular beyond the lower primary stage to the completion of the middle course ;

(7) the facilitating of the transfer of pupils from vernacular to English teaching institutions ;

(8) the raising of the standard of a teacher's qualification in primary and middle vernacular schools ;

(9) the lengthening of the period of training of primary and middle school teachers and the improvement of the course of instruction.

144. The curriculum in force at the beginning of the quinquennium was that issued by the Government of Eastern Bengal and Assam in its Education Department Resolution No. 413E., dated the 23rd May 1910. This curriculum proceeded far beyond the ordinary subjects of Reading, Writing and Arithmetic in the attempt to make the course a full preparation for village life. It abolished the use of text-books in such subjects as History and Geography, in the revolt against cram, and tried to instil more life and vigour into the school course and to move the teacher to give real educational lessons, by the substitution of Teachers' Manuals in History and Geography and by "Correlated Lessons." These last were intended, by means of a systematic course of object lessons, to inform pupils of the common facts of life and of their relation to one another. The lower primary course was extended from four to five years (the curriculum of the lowest class demanding usually two years for its accomplishment). The upper primary course was however reduced to one and mainly confined itself to the work of revision.

Curriculum modified.

The suitability of the curriculum was discussed by inspecting officers at the Conference in 1912. They laid stress on the impracticability of the proposals in view of the unusual demand laid upon teachers, many of whom had but the minimum of vernacular knowledge, and were but ill-grounded in the subject-matter which they were expected to teach. It was however considered that the scheme had such features of excellence and made such a distinctly forward demand upon the character of the education to be imparted, that it would be premature to abandon the attempt at introduction at so early a stage. Deputy Inspectors were therefore instructed to select a school at their headquarters station where a definite attempt should be made to carry out the curriculum. They were required to aid the gurus in charge in every way, and to forward the work to the utmost. Quarterly reports were to be submitted to the Inspector who was to personally examine the working of these schools and to submit a final report.

At the following conference the opinion prevailed that, although the trial period was undoubtedly short, the instruction by manuals was unlikely to be ultimately successful, as it presupposed originality and enthusiasm on the part of teachers beyond reasonable expectation. It was, apart from capacity or desire, regarded as physically impossible and impracticable, imposing as it did upon a teacher of a lower primary school, where only one teacher existed, the preparation and delivery of no less than sixty or seventy lessons in a week. Further objections raised to the curriculum were that it attempted too much to the detriment of the elementary subjects of instruction, and that by the withdrawal of text-books the pupil was deprived of the chance of acquiring definiteness in his learning.

A new curriculum was accordingly drawn up and received administrative approval. The main changes may be briefly referred to:—

(*a*) the abolition of the distinction between urban and rural schools ;

(*b*) the absorption of class V—the old upper primary class—into the middle vernacular course with prescribed work proceeding definitely beyond the lower primary ;

(*c*) the re-introduction of text-books;

(*d*) simplification of the courses in Object Lessons and Science, Handwork and Drawing ;

(*e*) the omission of Geography from class II.

In the opinion, however, of many inspecting officers the course still makes heavier demands than can be legitimately expected from a class of teachers poorly equipped by knowledge or by training.

English in primary schools.

145. The number of pupils of public primary schools returned as reading English is 2,269. These are pupils of schools in hill districts and almost entirely of schools in the Khasi and Jaintia Hills. The Deputy Inspector of that district, in discussing the subject, points out that the most potent reason for the teaching of English co-ordinately with the vernacular is the poverty of text-books in the vernacular suitable to meet the needs of the different classes of the school. There is also the fact that a knowledge of English is demanded by the villager, who is satisfied even with the most rudimentary attainment in that direction. The schools in which English is taught secure better enrolment and better attendance. The Deputy Inspector is of opinion that boys from primary schools where English is taught fare much better than others when they join a middle English school.

Transfer of pupils from vernacular to English teaching institution.

146. With a view to increase the popularity of vernacular education the Educational Conference of 1913 considered it desirable to facilitate the passage from vernacular to English schools. It was felt that the mere fact that the facility existed would tend to satisfy parents and guardians with the free vernacular education at their door for the immediate present, and would restrain them from adding to the overcrowding of high and middle schools by the early determination to be satisfied only with an English education. Boys coming from a vernacular school at the close of class III were to be usually admitted as a matter of course to class III of an English school, provided they produced a promotion certificate duly countersigned by a Deputy Inspector. For boys of class IV no restriction whatever was to be placed. Boys of classes V and VI were to be admitted to class IV and boys who had completed the middle vernacular course were to be taken into class V, special facilities being offered to them for the study of English.

Buildings.

147. The vernacular school buildings of Assam may generally be said to be satisfactory. They are at least free from the general charge of being insanitary, and, as far as ventilation is concerned, give but little cause for complaint. The usual village school is a simple structure as unpretending as the instruction imparted. It is usually a thatched building of one long room, mud floored, with a two-foot plinth, with reed walls, generally mud plastered, and mat doors and windows. In more pretentious buildings, a corrugated roof and even a pucca plinth are in evidence. In larger centres, and in the case of middle vernacular schools, corrugated roofing with battened doors and windows are usual.

With a view to control future erections for vernacular schools, and especially to guide Local Boards in the expenditure of their allocations of the Imperial grants, type-plans for vernacular schools were drawn up in 1913. They provide for the gradual enlargement of the school from a small lower primary institution with one teacher to a fully developed middle vernacular school with each class provided with a separate room under a separate teacher. The nucleus is a room 28′×15′—sufficient,

that is, for as many children of the lower primary stage of instruction as can be taught by one teacher. When numbers rise above this, a second room is to be added 20' × 15', sufficient for a class of 30 boys, and similarly for every addition of 30 pupils. The specifications are a mud plinth, corrugated roofing, mat ceiling, mat walling, battened doors and windows and generally bamboo framing and bamboo joists. The cost is estimated at from annas 14 per square foot with kutcha materials throughout, up to Re 1-8 per square foot when pucca plinth and flooring is provided.

Equipment.

148. A scale of equipment for all classes of vernacular schools was drawn up in 1913-14 in supersession of all previous lists. It was especially hoped that by the aid of this list, and of the Imperial funds that were then available, a very marked advance in school equipment might result. But the need for retrenchment arrested movement almost from the beginning. The list included, in addition to furniture and maps, the school manuals and the principal articles required by the manuals for the purpose of illustration and experiment, as also a sufficiency of books for the instruction of the teacher in the new curriculum.

The large majority of village primary schools can show but a few mats upon which most of the boys sit while at work, and a few benches for the higher classes. The only desk in the school is that of the head teacher, generally very ancient in appearance, and of unstable equilibrium. There is generally one old chair, the exclusive property of the headmaster, probably two black-boards, an almirah in one corner of the room almost surrounded by remains of broken furniture carefully garnered. The maps are usually as carefully rolled up, the displaying on the walls being deprecated as likely to incite to robbery. The school clock, if there is one, generally reposes in the headmaster's house as a precaution against theft, whilst the globe is brought out on special occasions from the same place of security, generally when an inspecting officer manifests curiosity in the matter.

But in nearly every school there is a collection of articles made by the pupils—clay models, flowers and fruits; models in wood of agricultural instruments, raised and coloured maps, all showing a degree of sufficiency that would put to shame in these respects many of the boys of high and middle English schools.

Average pay of teachers in primary schools.

149. In accordance with prescription a table is appended showing the average annual pay and emoluments of teachers in different classes of primary schools, including girls' schools. The decline in average emoluments of teachers in Government primary schools is in marked contrast with the advance in Board schools. It is probable that a mistake has occurred in the return submitted. The advance in aided schools is especially satisfactory. The decline in the case of Municipal schools is not understood. Omitting from consideration the unaided schools the average remuneration is over Rs. 10 per mensem. It will be seen that the total remuneration from the sale of quinine is a negligible quantity.

Statement showing average annual pay and emoluments of teachers in different classes of primary schools (boys' and girls').

Year.	Number of teachers in each of schools.					Total of salaries including capitation but exclusive of remuneration for postal work, etc., received by the total number of teachers in each class of schools.					Add remuneration received for sale of quinine and postal work in each class of schools.					Total remuneration.					Average, inclusive of capitation but exclusive of postal remuneration.					Average, inclusive of capitation and remuneration for postal work, etc.				
	Government.	Board.	Municipal.	Aided.	Unaided.	Government.	Board.	Municipal.	Aided.	Unaided.	Government.	Board.	Municipal.	Aided.	Unaided.	Government.	Board.	Municipal.	Aided.	Unaided.	Government.	Board.	Municipal.	Aided.	Unaided.	Government.	Board.	Municipal.	Aided.	Unaided.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
						Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1916-17	114	4,186	80	645	205	14,918	5,35,241	13,927	92,055	11,705	...	1,435	...	...	...	14,918	5,36,674	13,927	92,115	11,705	130 13 9	127 13 10	174 1 5	142 11 5	57 1 7	130 13 9	128 3 4	174 1 5	142 11 5	57 1 7
1911-12	48	3,448	44	285	151	6,984	3,70,385	8,818	33,273	3,618	...	...	...	...	...	6,984	3,70,385	8,818	33,273	3,618	145 8 0	107 6 9	200 6 7	115 8 6	23 15 4	145 8 0	107 6 9	200 6 7	115 8 6	23 15 4

IMPERIAL GRANTS.

150. The recurring Imperial grants for the improvement of primary education for boys are—

	Rs.
1912 Coronation grant for primary education	1,24,000
1913 Government of India grant for elementary education ...	76,000

Of this total of Rs. 2,00,000, the sum of Rs. 1,91,287 is, with effect from the last year of the quinquennium, being expended on the purposes outlined in the foregoing chapter. The following summary gives a closer indication :—

	Rs.
Additions to subordinate inspecting agency	12,840
Improvement and extension of vernacular education for boys ...	1,21,323
Raising the pay of head teachers in primary schools to a minimum of Rs. 8 per mensem	29,772
Additional grants to Missions	9,092
Further contributions to Local Boards for special purposes ...	4,332
Grants to Municipalities	3,375
Extension of term of lower primary scholarships	1,266
Extension of primary education in the Garo Hills	2,470
Revision of clerical establishment of Deputy Inspectors ...	4,005
Other items	2,812

The unexpended balance of the recurring grant transferred to the 1913 non-recurring grant of Rs. 2,50,000 was Rs. 1,87,582, bringing the non-recurring grant up to Rs. 4,37,582. The total expenditure up to the end of 1916-17 was Rs. 1,64,182. The expenditure was almost entirely incurred in building and equipping vernacular schools, usually through grants to Local Boards.

The recurring grant for general educational purposes is also drawn upon by Rs. 240 per annum.

CHAPTER VI.

TRAINING OF TEACHERS.

General Statistics.

151. In 1911-12, there were 9 institutions, for the training of teachers, 7 being Government and 2 aided. The two aided were mission schools at Impur and Kohima in the Naga Hills. The total number of pupils was 402 of whom 266 were in Government institutions and 136 in aided schools. Of this 136, fifteen were girls. The aided schools at Impur and Kohima, although they are returned as training schools, are not such in the ordinary sense of the word, and their varying figures vitiate statistical comparisons.

There were, in 1916-17, 11 training institutions in the province, with a total enrolment of 516, of which 330 were in 7 Government schools, the remaining 186 being in 4 aided institutions. Two of the aided institutions were for mistresses with a total enrolment of 27. There were 3 girls reading in the two aided institutions in the Naga Hills. Two new aided institutions for mistresses with an enrolment of 27 brought the number of mistresses under training up to 30. The number of men teachers under training was 486.

The total direct expenditure in 1916-17 on training institutions was Rs. 50,701 as against Rs. 35,979 in 1911-12. Of the Rs. 50,701, Government contributed Rs. 47,152 as against Rs. 32,316 in 1911-12. Of the total of Rs. 50,701, Rs. 46,270 was expended on Government institutions, the Government share of expenditure being Rs. 44,464. In 1911-12 the expenditure on these institutions came to Rs. 32,130, of which Rs. 30,011 was borne by the State.

The cost of educating each pupil in Government institutions was Rs. 132-12-8 per annum in 1911-12 as against Rs. 148-4-10 in 1916-17 ; in aided institutions the cost declined from Rs. 33-12-2 in 1911-12 to Rs. 24-7-8 in 1916-17.

The essentials for advance.

152. In the forefront of all educational needs of the province stands the necessity for adequate payment of teachers and secondly the provision of facilities for training. The first takes priority, for upon it depends the educational qualification and character of the man to be trained upon which in turn depends the value of the training imparted. If education in the province is to advance to a higher level, and to be more intelligently imparted, in other words, if character and intellectual power are to measure more largely in the output of our schools, it is essential that the range of choice of teachers be widened by the offer of terms at least not inferior to those offered in other public services to men of equivalent qualification. It may then be expected that the methods of teaching learnt in training schools and colleges will be more widely and more zealously put into practice, and that as a result the general character of our educational institutions will be raised to a degree to which the present offers but little in the way of approximation.

Widening of range of choice of teachers.

Increase in the value of training.

Action taken in respect of vernacular teachers.

153. It is a satisfactory feature of the quinquennium that improvement in the pay and prospects of teachers has been put in the forefront of all schemes of educational advance. In vernacular schools the minimum pay has been put at Rs. 8 per mensem, and the monitorial system, which was devised in the interest of economy to secure additional teachers on the meagre allowance of rupees three a month, has been abolished. To afford an opening to a higher range of pay a number of superior lower primary schools, with pay scaling from Rs. 10 for the lowest teacher to Rs. 20 for the head pandit, have been established. The benefit of this scale has also been extended to all upper primary and middle schools. The conditions of service of middle English school teachers have also been under consideration and endeavour has been made in the case of all schools seeking recognition, or aid, to secure that the pay is fixed with due consideration to the increased qualifications demanded. Similarly in the case of Government high schools the replacement of ungraded Anglo-vernacular teachers on low pay and with low qualifications by graduates in the Subordinate Educational Service has been carried out as far as opportunity afforded and funds were available.

Improved terms of pay.

Teachers of vernacular.

The importance of securing higher educational qualification in the case of newly appointed vernacular teachers, and of replacing unqualified teachers of vernacular by men of better qualification, has similarly not been lost sight of. It is satisfactory that passed middle vernacular pupils are coming forward in greater number to enter the vernacular teaching profession as an outcome of the greater liberality in the terms of service.

Middle vernacular passed men, with normal school qualifications, are now looked for in respect of all vernacular appointments in English schools and for the headmasterships of middle vernacular schools and of the superior lower primary schools. It has hitherto been necessary to be content, as a rule, with lower primary passed men with or without a one year's training for the headmastership of ordinary lower primary schools and for subordinate teacherships in middle vernacular schools. It is therefore particularly gratifying to find that middle vernacular passed men are being found to come forward more readily for these posts. The provision of free vernacular education in all grades of vernacular schools, and the placing of the development of primary schools to the middle vernacular standard in the educational programme of local boards, are factors in the acceleration of this process. Action in the future, proceeding on the same lines, should be directed to the opening of more middle vernacular schools together with a gradual increase in the number of the superior lower primary schools.

The extension and freeing of vernacular education as factors.

154. But though it has thus been possible to widen the range of choice, but little has been done during the quinquennium to increase the facilities for training for vernacular teachers. The utmost that can be said is that there has been a distinct improvement in the preliminary qualifications of the teachers who have come under training and a great advance in the quality of the training imparted. A scheme of advance in provision has been held in suspense for want of funds.

No advance in the number of training schools for vernacular teachers in boys' schools.

In English schools, as before pointed out, graduate qualification is being more insisted upon in the case of teachers of English in high schools. In middle schools it has not been usually possible to secure a graduate even as headmaster, most of the teachers being matriculates or intermediate passed men. The rapid increase in the number of graduates, which has been a feature of the quinquennium, should make it possible during the next five years to insist on a graduate qualification at least in the case of the headmaster, where new schools of this class seek recognition or aid. There is no provision for training of teachers of English beyond a reservation in the Dacca Training College.

Action taken to improve the qualifications of Anglo-vernacular teachers in boys' schools.

155. From the foregoing account of the different classes of teachers required for the schools of the province, it is clear that training institutions of varying character are necessary with courses adapted to the preliminary educational qualification which the candidate for training brings with him, and to the work in which he will be subsequently engaged. For the candidate with lower primary qualification, a training course of one year is requisite. These training classes are usually called Guru training classes, the passed men being eligible for an assistant teachership in a middle vernacular school or for the headmastership of a lower primary school. The middle vernacular passed men who go through this course have of course a greater chance of benefiting by it and of securing such appointments. A more severe course of training, in a class of training schools called Normal Schools, is demanded of those whose ambition extends to the securing a teachership in a high school, the headmastership of a middle school or of a superior grade lower primary school. The course is one of three years and the passing of the middle vernacular examination is a preliminary condition. To meet the case of English teachers in high and middle English schools a training college is needed to train candidates for the Bachelorship or Licentiateship in teaching of the University. The provision of separate institutions for mistresses to meet the requirement of trained teachers for different classes of girls' schools is similarly called for.

Classes of training institutions required.

For school teacher of ordinary primary schools.

For English teachers in Anglo-vernacular schools.

For mistresses.

In Assam there is also the need of meeting the requirements of the various hill tribes for lower grade training institutions to meet the difficulties raised by their varying vernaculars and by their divergent curricula.

For teachers in hill schools.

156. At the close of the quinquennium the provision existing was limited to the following:—

The provision made for training.

(*a*) Two training classes, attached to two normal schools, one in each valley, the maximum enrolment of each being sixty.

(*b*) A normal school at Jorhat and one at Silchar, each capable of admitting annually 30 students for a three years' course.

(*c*) There was no training college—the only training facility being that provided by a reservation of 19 places annually in the Dacca Training College.

(*d*) Two training classes for mistresses, attached to mission schools, one in each valley for the training of female teachers.

With regard to training for teachers of hill schools there were the training school for primary teachers at Tura in the Garo Hills, the Shillong Normal School and the Primary Training School at Jaiaw to meet the requirements of the Khasi and Jaintia Hills, and two primary training institutions in the Naga Hills at Impur and Kohima.

A review of the history of training institutions.

157. It may be of interest, before proceeding to some detail in respect of these various institutions and of the changes introduced during the quinquennium, to trace briefly the history of training in Assam within recent years.

In 1891-92, there were 16 training schools, 6 of which were under Government management, 7 under local or municipal boards, 1 aided and 2 unaided. They returned a total enrolment of 352. The 7 returned as under local boards and municipalities were really middle vernacular schools to which training classes were attached. The six schools under Government were situated at Gauhati, Haflong, Tezpur, Sibsagar, Dibrugarh and Shillong.

1896-97.

In 1896-97, the number of training institutions or classes managed by Government numbered 25, of which 19 were the training classes attached to the 7 schools referred to above. These were transferred during the quinquennium to the direct management of Government by Sir William Ward. There were in addition 2 aided and 2 unaided institutions, the total enrolment being returned as 364 pupils. In addition there was a training school for mistresses at Tura under the American Baptist Mission.

1901-02.

The number of Government training schools remained constant during the next quinquennium, but 7 of the 19 Guru training classes ceased to exist. The American Baptist Mission started a training school at Kohima on an aided basis, whilst the training school for mistresses at Tura was closed. The number of institutions in 1901-02 was 22, the enrolment 420. The training school at Gauhati appears as the most important of these institutions with a three-year course of instruction. This course was for head pardits of middle vernacular schools. The course for Gurus was one of two years.

1906-07.

During the quinquennium ending in 1906-07, the number of institutions dropped to 7—all the Guru schools intended to serve the needs of various subdivisions were abolished, and the Gauhati Normal School was transferred to Jorhat, retaining the only Guru class in the valley. A similar institution was opened in Silchar in 1906, with a Guru class attached. The normal school course was cut down to two years, and the curriculum simplified in its educational range. The *guru* training course was similarly reduced to one of six months.

It was hoped by reduction in the length of the course to turn out double the number of trained gurus with the reduced machinery. Reliance was to be at the same time placed upon an apprenticeship system to provide new teachers, the training class being generally utilised for existing teachers. The apprenticeship course was fixed at two years, and stipends of Rs. 3 per mensem were given, or Rs. 4 when the apprentice was an upper primary passed man. Two hundred and fifty of these apprenticeships were distributed among local boards. These apprenticeships were held in selected middle vernacular schools and the apprentices were required to satisfy the Deputy Inspector at the close of the course, the head pandit receiving a reward for any success secured. The system was, however, soon proved to be unproductive. It was the outcome of conditions of poverty and had no claim even to be a palliative. In practice it merely resolved itself into a pandit getting an additional teacher to help him in his work, and the school pupil being in consequence taught by instructors of less than the usual mediocre attainments. The headmasters of even the best of schools, with the best of intentions and desires, were qualified, neither educationally nor professionally, for the important duty of training others. Nor could an overworked headmaster find time, even if he had the capacity, to impart systematic instruction in the arts and methods of teaching.

The number of institutions and the number under training in 1906-07 was 7 with an enrolment of 445. The number of apprentices is not known.

No great change marked the ensuing quinquennium with the exception that the opening of a training college at Dacca afforded for the first time some opportunity for the training of English teachers in secondary schools. There were 9 institutions in Assam and 402 pupils under training in 1911-12.

1907-1912.

The total number of institutions for training in 1916-17 was 11, the total enrolment 516. Whatever may be the improvement in the instruction imparted in these institutions, the number under training shows but a slight advance over that returned a quarter of a century ago.

1913-1917.

It is instructive to find that the Gauhati Normal School, which had apparently been, even then, for some time in existence, was in 1874 ranking as a first-grade normal school. It had on its rolls 44 pupils distributed over a three-year course, which included Sanskrit and mathematics in a curriculum which was reported to be of a standard closely approximate to the University First Arts Course. In that year, too, there were Government training classes with two-year courses at Cachar, Sylhet, Goalpara, Kamrup, Nowgong, Sibsagar, Lakhimpur, in addition to other aided institutions generally under missionary management. Omitting the figures for these latter institutions, since their exact scope cannot now be determined, there were in these 8 institutions 315 students. In 1916-17 we have 7 such institutions with an enrolment of 330. In the intervening years many attempts have been made to deal with the problems of training in the hope that these might be capable of solution with little expenditure. The steps taken, or proposed, during the quinquennium recognise that no serviceable result can be secured without substantial outlay.

1874.

158. Over and above the aiding of two missionary enterprises for the training of female teachers, action during the quinquennium proceeded in the direction of improving the quality of the training imparted in existing institutions. The reduction of the course of training from one year to six months had proved unprofitable. The men under training were found to gain but little from the rapid and bewildering process through which they had been put. Their limited and vague general education altogether prohibited them from being benefited from a course of technical instruction which presupposed a power of observation and reflection, altogether beyond the capacity of men who had been, in many cases, only through a lower primary course. At the first conference of educational officers in 1912 it was considered that, without waiting for a more exhaustive review of the whole question of training, it was immediately urgent to secure the extension of the period of training from six to twelve months. The abolition of the apprenticeship system, the failure of which has already been referred to, was urged as an immediately urgent measure. Action in both directions resulted.

Action during present quinquennium.

Extension of training of primary teachers from six months to one year.

159. The number of lower primary teachers that can be sent for training to each of the two training schools is limited to sixty a year. The total output, assuming that all complete the course satisfactorily, and it is a large assumption, is therefore only 120. The number of teachers in primary schools for 1916-17 is returned as 5,340, of which 3,284 are untrained. Even in accepting the 2,056 trained as being so in reality (and, in face of the fact that the six months' course and the apprenticeship system have been long in operation, this involves a considerable share of optimism) there remain 3,284 to be dealt with at the rate of 120 a year. And this makes no allowance for expansion or for replacement by superannuation or death. Proposals have accordingly been submitted to cope with the situation by the opening of additional guru training schools. The limitations upon expenditure have had the inevitable result.

Limitation of present facilities for training.

Proposals for increase in the number of lower primary teachers' training schools.

In the hope of reducing the dread with which primary teachers face the order to proceed to training classes, the hostels at the two centres were improved, and the teachers under deputation guarded against pecuniary loss. They now draw the full pay of their appointments (a minimum of Rs. 8 a month) together with the estimated capitation which, but for their deputation, they would have received. Under the rule which has prevailed since 1906 the substitute's pay has been limited to a total of Rs. 7 a month. On this allowance well-qualified lower primary men cannot usually be secured, the result being often a serious decline in enrolment issuing from incapacity and indifference. The trained men on their return found conditions adverse, their emoluments from capitation affected, and the newly awakened zeal for educational efficiency rapidly becoming deadened. Proposals were accordingly framed and accepted

Improvements in the conditions of deputation for training.

to permit of substitutes drawing the full pay of the appointment and the actual capitation earned during the period of their charge, but in the absence of funds to reimburse local authorities for this extra cost no action could be taken.

The course of instruction in Guru training schools.

160. The extension of training from six months to one year was followed by the adoption of a revised course of studies and of a new examination programme. The new course aims at the improvement of the guru's knowledge of literature, grammar, arithmetic and geography, and his instruction in such subjects as drawing and manual work, music and physical training, general knowledge of plant and animal life, agriculture and sanitation. School method and practical teaching are made predominant by carrying 300 out of the total of 800 marks in the general examination, as also by the demand for at least 50 per cent. of these marks to secure a pass.

The Training Schools at Jorhat and Silchar.

Difficulty in the way of satisfactory and sufficient practising schools.

The great difficulty in the way of the two training classes, and this is true also of the normal schools but to a less extent, is the securing of satisfactory schools to serve for practising. The Superintendent of the Normal School at Jorhat draws also special attention to the need of instruction in the teaching of plural classes and to the difficulty of securing it in present circumstances. It is clear that, with the facilities now available, it is impossible to train many gurus under instruction in this important branch of the art. The control of the Superintendent has, however, been extended over all the schools in which practice is carried on, and steps are also being taken to improve the condition of these schools as far as possible. It is gratifying that the Superintendent of the Training class at Silchar is able to say that there was no lack of new candidates with middle vernacular qualifications. The usual proportion of teachers and new candidates for training is 40 of the first to 20 of the second.

Improved qualification of candidates for training.

Garo Hills Training School.

The training school for Garo primary school masters at Tura remained closed for a year to allow the newly-appointed Bengali headmaster to learn the Garo language and to acquaint himself with the condition of the Garo Hills in respect of primary schools. The school reopened in June 1916 and trained twelve teachers during the session of whom 11 were successful in the final examination. The headmaster has been provided with quarters in connection with a new hostel. A new curriculum for the class has been drawn up and awaits sanction.

Jaiaw Training School.

The Jaiaw Training School, which is a Government institution for the training of teachers for primary schools in the Khasi and Jaintia Hills, had 15 pupils in 1916-17 as against 13 in 1915-16. The school is reported as working without any definite course of studies.

Government normal schools.

161. The only provision for the training of vernacular teachers for superior appointments in the vernacular teacher's profession is the normal school at Jorhat and the one at Silchar. The latter was established in 1906 ; the first, considered as the continuation of the Gauhati Normal School, is over 43 years in age. Each school is able to take in 30 new pupils a year. The number of teachers of vernacular in middle vernacular and high schools returned as untrained in 1916-17 is 492. At the rate of 60 admissions a year the training could be completed in, say, 9 years, but reservation has to be made for new candidates to meet the needs for expansion and for lapses due to retirement or death. The gradual elevation of primary schools to the middle standard, which has been accepted as a definite policy, will bring many more forward for training. It is notable in this connection that the Superintendent of the Normal School at Jorhat finds many willing to enter the normal course without stipends. In addition therefore to the contemplated opening of new training schools for gurus, further provision will also be required in the very near future to meet the needs of this superior branch of the profession.

Need of additional provision.

Action taken in the quinquennium.

Eastern Bengal and Assam Government Resolution No. 513, dated 23rd May 1913, introduced a new curriculum for vernacular schools. By setting a more exacting standard of accomplishment, and demanding new methods of teaching, a complete revisal of the course of instruction in normal schools, which were still following the curriculum prescribed in 1909, was called for. A new curriculum covering a three-year course and designed to enable teachers to meet these requirements of the schools was drawn up,

Modification in the curriculum.

a special departure being made in providing for an elementary course in Sanskrit. With regard to this the Director of Public Instruction in submitting his proposals to the Administration wrote :—

Addition of Sanskrit.

"Such a course, I regard, as of great importance, not primarily for any value which it may have in directly qualifying teachers to exercise more efficiently their functions as teachers of the vernacular, but because it affords an opening, and to vernacular men the only opening, to a wider field of study. It should further result in the improvement of the vernaculars, and also, I trust, in the strengthening of the literature."

To secure adequate training in practical teaching the syllabus demands not less than three hours' practical training a week in the second year and six hours in the third. The facilities offered by the practising school were extended by the utilisation for the purpose of local schools, and particular emphasis was laid on instruction and practice in the conduct of plural classes.

Practical training.

The staff of both normal schools was strengthened during the quinquennium. At the beginning of the period there were at the Silchar Normal School, in addition to the Superintendent, only one assistant teacher in addition to a drawing and gymnastic instructor. In the Jorhat school there were only two class masters in addition to the part time services of a drawing master. The addition of a science master and instructor in manual training to each of these schools has enabled pupils to secure superior instruction in those parts of the new syllabus for vernacular schools which are concerned with science, manual training and kindred subjects.

Improved staffs.

The staff of the Silchar Normal School in 1916-17 was six, of whom one was in the Provincial Educational Service, three in the Subordinate Educational Service and two outside the graded service. The new syllabus of instruction is reported as being very popular and as likely to be productive of a superior type of teacher. The number on the rolls on the 31st March was 75. During the past five years, 112 students have been trained, of whom only 43 were teachers in employment. Of these only 15 got pass certificates. Out of the 69 new candidates, 54 secured certificates. It is of course difficult for teachers, whose school career was passed in the days of easier demands, to face with success a normal school course of advanced teaching, but the training secured, in spite of the want of success in the final examination, should be productive of considerable good.

The Silchar Normal School.

The Jorhat Normal School had 83 on its rolls on the 31st March 1917. The library and laboratory were improved at an expenditure of Rs. 1,250. The Inspector refers to the superior class of men coming forward for training and to the great advantage of the reinstitution of a final middle vernacular and scholarship examination as securing a better selection of candidates. The first examination, following the extended and revised course of instruction, was held in 1916-17; six out of the 11 appearing passed, all being placed in the 2nd division.

The Jorhat Normal School.

The Superintendents of both institutions are anxious for a complete separation of the guru classes from the normal school classes in the interest of more efficient practical teaching. The limited number of neighbouring schools makes the task of securing suitable practice a matter of great difficulty.

The Shillong Government Normal School stands in need of reorganisation. It really consists of certain classes attached to the high school for the instruction of candidates for teacherships in the Khasi and Jaintia Hills. Instruction is given by the staff of the high school as opportunity offers. Four students appeared at the upper primary school mastership examination, of whom two passed. Five appeared for the lower primary teachership examination, out of whom four passed. There was no examination for middle English school mastership certificates.

Shillong Normal School.

162. Two training classes for mistresses were opened in the year 1913, one for Bengalis attached to the Welsh Mission High School for girls at Silchar, and one for Assamese in connection with the American Mission School for girls at Nowgong. Teachers are examined by two standards, the junior for those who have passed only the primary examination, the senior for those who have qualified for entrance by passing the middle examination. The total number who have obtained certificates since the classes were started is 20, 7 securing Bengali junior mistress certificates, 3 Assamese junior mistress certificates; whilst 6 Bengali teachers have secured senior certificates against 4 Assamese.

Training classes for mistresses.

At the end of 1916-17 there were 16 Bengali teachers under training against 11 Assamese, the number in the senior classes being respectively 6 and 7.

Limited though the number may be, it is satisfactory that the training is being secured under the best of instruction. The co-operation of the mission in this work has enabled a start to be made under most favourable circumstances. The Director of Public Instruction speaks in terms of the highest praise of the admirable work which these institutions are accomplishing. The Inspectress refers in her report to the readiness of women to come forward for training as the result of the more liberal pay that is now being offered. The limited enrolment is said to be due only to the restriction in the number of stipends offered as a result of restricted finance.

Anglo-vernacular teachers.

163. Anglo-vernacular teachers are returned for 1916-17 as 690, of whom only 50 are reported as trained. As already pointed out, the only provision is a reservation in the Dacca Training College in favour of Assam, providing for a total of 19 a year. These are trained for the B. T. or the L. T. course of the Calcutta University.

In a forecast of requirements submitted to the Government of India in 1913 the importance of a training college for Assam was emphasised. The matter has again come into prominence since the close of the quinquennium and possibilities of an issue appear favourable.

IMPERIAL GRANTS.

164. Out of the 1914 recurring grant of Rs. 35,000 for "General Educational purposes," Rs. 8,818 is expended in the improvement of the staffs of the normal schools. Other expenditure in respect of this grant is referred to in the chapters on secondary and primary education.

In addition a sum of Rs. 600 per annum for the same purpose is provided from the recurring grants for "Technical and Special Education."

No expenditure for training institutions was met from Imperial non-recurring grants except in respect of hostels in connection with normal schools at Silchar and Jorhat, and for quarters for the Headmaster of the Garo Primary Training School at Tura. These amounted to Rs. 14,685 and were met from the non-recurring grants for hostels.

CHAPTER VII.

SPECIAL EDUCATION.

I.—Law.

Abolition of 3 Pleadership classes.

165. The only provision for the study of law is that provided by the new Law college opened at Gauhati, called the Earle Law College, and the pleadership class at Gauhati. The pleadership classes, formerly held in Sylhet, Silchar and Sibsagar, were abolished by the High Court. The withdrawal of these facilities for securing an entrance into the profession of law was regarded as a bar to local aspirants, but a representation to the High Court for the opening of three new centres in Assam failed in result.

Pleadership class at Gauhati.

166. The pleadership class at Gauhati had only 13 students on its rolls on 31st March 1917 as against 16 in the preceding year. The daily average attendance was 10 as against 8.

The figures of enrolment for preceding years are 13 in 1912-13, 14 in 1913-14, 17 in 1914-15. No information is available as to success in the pleadership examination.

The value of the pleadership class, judging from the attendance, may be regarded as insignificant. Nor in the fierce struggle for existence that now marks the legal profession can such inadequate training warrant an expectation of professional success. A matriculate or intermediate student, with his very limited range of English, and with a mind generally vacant of any real knowledge of men and things, is put to the study of the dry technicalities of law, where exactitude of language and expression is of the very nature of the subject. Cram is his only resource, and if, as does happen, he afterwards succeeds at the bar, it is rather because of natural capacity and natural endowments than from the benefit he has received from these classes.

The Earle Law College.

167. The advisability of the opening of a Law college at Gauhati was discussed at a conference under the presidency of the Chief Commissioner on the 9th September 1912. Some considerable diversity of opinion was expressed, non-official opinion being generally favourable to the proposal. It was urged on the one hand that a Law college would serve only the interest of the Assam Valley, that the requirements of the legal profession could be satisfied in respect of that part of the province by an output of five law graduates a year, that the location of a college at Gauhati would lead to over-production and that in any case better legal instruction could be secured at Calcutta than in the more limiting conditions prevailing at Gauhati. On the other hand it was urged that no less than 30 Assamese were at present studying law at Calcutta, that there was a considerable demand for Assamese graduates in law, that the conditions of study were adverse and that the heavier expenditure involved had proved a serious handicap. The Chief Commissioner, in a Resolution dated 1st November 1912, expressed himself as being greatly impressed by the comparatively large number of law students from the province at present studying at Calcutta in circumstances of difficulty, and foreshadowed the opening of a Law college for an experimental period of five years provided a staff satisfactory to the University could be enlisted. In the outcome the Earle Law College was established and was opened for its first batch of students in July 1914. In the absence of separate buildings the classes were held for the first year in the buildings of the Cotton College and enrolment was limited to students for the Preliminary Law Examination. By July of the following year the college was in possession of its own buildings and admitted students to all examinations for the degree in law.

The college is under a full-time Principal, assisted by three part-time lecturers. The library has been liberally furnished. The Principal is resident superintendent of the hostel which has accommodation for 21 boarders. There were 13 inmates of the hostel on 31st March 1917.

The number of pupils on the rolls on 31st March 1915 was 12, in 1916 and 1917 35 and 45, respectively.

The examination results are as follows:—

July 1915,	Preliminary Law...	...	...	6	presented,	4	passed.	
January 1916,	,, ,, ...	...	...	5	,,	1	,,	
July 1916,	,, ,, ...	...	...	9	,,	4	,,	
	Intermediate ,, ...	...	...	5	,,	3	,,	
	Final ,, ...	...	...	2	,,	2	,,	
January 1917,	Preliminary ,, ...	...	...	12	,,	4	,,	
	Intermediate ,, ...	...	...	3	,,	1	,,	
	Final ,, ...	...	...	2	,,	1	,,	

Expenditure.

The direct expenditure for 1916-17 amounted to Rs. 14,337, of which Provincial revenues bore Rs. 10,878 and fees Rs. 3,459. The cost of educating each student to Provincial revenues was Rs. 247-3-8, to the student Rs. 78-9-9.

II.—Medicine.

Berry-White Medical School.

168. The Berry-White Medical School at Dibrugarh was founded in 1900 in consequence of a legacy left by Dr. John Berry-White. It is an institution primarily for the instruction of candidates who seek employment under Government as Sub-Assistant Surgeons. Many of the students take to private practice or secure employment in tea gardens and factories. There is in addition a class for compounders. The general management of the school is vested in the Superintendent who is the local Civil Surgeon, whilst control is exercised by the Inspector General of Civil Hospitals, the Director of Public Instruction being an *ex-officio* visitor. The annual report for 1916-17 is printed as Appendix I.

III.—Engineering and Industry.

Industrial and Technical Education.

169. The subject of industrial and technical education was discussed at a conference of officials and non-officials in 1913 under the presidency of the Chief Commissioner. In opening the proceedings the Chief Commissioner stated that the appointment of a Director of Industries for Assam, who should also be in control of the various co-operative societies, was a measure of first importance. The hands of the Education Department were already full and it was impossible for it to take up new functions in connection with industries. At the same time the present arrangement by which co-operative societies could only secure a small share of the attention of an officer who was charged also with the direction of Excise, Registration, and many other matters was not conducive to a proper fostering of this important movement.

With regard to technical schools the only proposal discussed was the opening of a school to train Sub-Overseers for the Public Works Department and for Local Boards. It was estimated however that only about six Sub-Overseers were likely to be in demand for yearly recruitment and the cost of training these would be considerably higher than would be incurred by securing the requisite training in Bengal. It was felt that a sufficiency of scholarships to be held at Sibpur and Dacca would adequately meet requirements.

The opening of industrial schools for instruction in carpentry, weaving and smithy work next come under consideration. It was stated that there was a large demand for carpenters and smiths in tea gardens and that these schools would enable local men to meet the demand and reduce the number of importations. It was urged however that industrial classes did not succeed in turning out successful artizans and that the apprenticeship system secured a better result at a lower cost, and that in any case an industrial school should be established only in such localities where there was a favourable market sufficient to provide suitable and remunerative employment to those who complete the course of instruction. It was agreed that the Williamson Trust Fund would be better utilised in future by apprenticing boys to trades, giving them a bare living wage, and offering premia to mistris who turned out successful pupils, rather than by the giving of stipends.

The question of a modern side in high schools was deferred pending action by the neighbouring province in the matter of the institution of a school final examination as an alternative to the Matriculation Examination. With regard to typewriting and commercial classes the Director of Public Instruction said that the commercial classes in Calcutta had not been a success and that the classes opened at Alipur for the training of candidates for employment in public offices in typewriting and shorthand, which had been started under the most favourable auspices, had been recently closed, as the results attained were inadequate.

The definite formulation of a programme for action was deferred till a Director of Industries had been appointed and had been able to survey the industrial fields of Assam and embody his recommendations. The financial position has however prohibited this appointment and the position throughout the quinquennium remains practically unchanged.

Engineering Scholarships.

170. There is no engineering school or college in Assam, but engineering scholarships are awarded to candidates who have passed the I. A. or I. Sc. Examinations of the Calcutta University. They are tenable for 5 years at Sibpur Engineering College. Two scholarships are awarded annually and range from Rs. 25 per mensem (or Rs. 30 in the case of boys who have passed in the first division) in the 1st and 2nd years to Rs. 50 per mensem in the fifth year.

Six scholarships, tenable at the Dacca School of Engineering, or at the Apprentice Department of the Sibpur Engineering College, are awarded to candidates who have passed the Matriculation Examination. The value varies from Rs. 15 to Rs. 30 per mensem.

Grants are also given in addition to cover preliminary expenses, books and apparatus. All examination fees are borne by Government.

The Administration has guaranteed that, if a student from Assam graduates in Engineering from the Sibpur College and gains the appointment of Assistant Engineer annually allotted on the nomination of the Sibpur College to the student who stands first in the list of Bachelors in Engineering, he will secure a posting in Assam, but beyond this no guarantee of subsequent Government employ is given. Since 1907 sixteen scholarship-holders from Assam have joined the Engineering College and only three have completed their course and obtained a degree.

Industrial schools.

171. There are no technical schools in Assam, nor do present conditions demand such provision. There are however two institutions for the instruction of artizans in carpentry and smithy work. They are called Fuller Industrial Schools, one is situated at Shillong, and the other at Kohima, Naga Hills.

Fuller Industrial School at Shillong.

The Fuller Industrial School at Shillong is reported to have turned out 57 boys in carpentry and smithy work during the quinquennium. The boys chosen for instruction are mostly illiterate boys, but they are expected to receive elementary instruction in Arithmetic, Mensuration and Drawing. A bonus is granted to each pupil when he passes his final test to enable him to set up a workshop in his own village. Some of the pupils are reported to have entered the services of the Public Works Department. The report does not suffice to determine the value of the output, or its cost, nor has information been furnished as to the number of pupils turned out as carpenters and smiths who are now actually engaged in these occupations, nor as to the rate at which their services are estimated by the villagers where they have settled.

Fuller Industrial School at Kohima.

The Fuller Industrial School for training in carpentry and smithy work at Kohima is reported by the Deputy Commissioner as doing well, the three boys in the highest class in 1916-17 passing out successfully. It has been a subject of complaint however that successful boys seek for clerical posts and are unwilling to return to their villages to practise their handicrafts.

The Williamson Apprenticeships.

172. The only other provision for industrial training in the province, at the beginning of the quinquennium, was a system of apprenticeships to encourage youths to become good carpenters and blacksmiths, the selected apprentices being given certain stipends, from 6 to 8 rupees a month, for maintenance. The period of apprenticeship is for three years with a possible prolongation to a fourth year. Youths are selected who are likely to take to actual work as the outcome of the training. Those who are certified by the Executive Engineer of the division as being proficient in carpentry or smithy work are given a certificate and a grant of Rs. 25 to purchase tools. Bonuses are given to the workshop authorities on an apprenticeship being satisfactorily completed. Apprenticeships are usually held in the railway workshops of the province, but selected artisans are permitted to take apprentices. The total number is 18, of which 15 are to be held in railway workshops. The expenditure up to a limit of Rs. 2,400 annually is met from the "Williamson" endowment, and the apprenticeships are called "Williamson Apprenticeships."

The annual report submitted by the Public Works Department is furnished as Appendix II.

The reports submitted during the quinquennium are generally favourable, a fair number of apprentices completing their apprenticeships. What criticism there is

directed to the amount of the stipend, which is regarded as somewhat excessive. Ordinary apprentices who get no stipends, and receive only bare subsistence are said to do better on the whole than the stipend-holders of the "Williamson Fund."

The Lushai apprenticeships.

173. In 1913-14 the Administration sanctioned proposals to apprentice a number of boys of the Lushai Hills to various crafts; the estimated outlay was Rs. 3,180 a year. An experimental period of 3 years was fixed to determine the value of the output. The outlook is favourable. Further reference to the scheme is made in the Chapter IX—"Hill Tribes." It need only be noted here that the system differs from that of the two industrial schools at Shillong and Kohima in that it apprentices boys directly to craftsmen, or sends them to training classes in other parts of India—to Kalimpong for lace-making, to Ludhiana for weaving.

The industrial classes in connection with Tipkai Middle English School.

174. The only other departures made during the period now reviewed were the opening of a middle English school at Tipkai with carpentry and weaving classes, and the aiding of the Railway Traffic Training class at Gauhati. The Tipkai school was especially opened for the advantage of Meches who asked to be provided with a degree of English education together with instruction in practical crafts—a combination which has hitherto and elsewhere been a failure. It was decided however to make an experiment in Assam, and a middle English school was accordingly opened at Tipkai, a convenient centre for a large Mech population, with weaving and carpentry classes. The school is under the management of the Dhubri Local Board, but the expenditure is almost entirely met from Provincial revenues. The period of training in carpentry is for two years, the pupils being generally drawn from the rolls of the school. In weaving the training is for six months, the pupils being girls who do not generally attend the school. The scheme has made a satisfactory start, but no definite opinion of its ultimate value can be formed till sufficient time has elapsed to test whether the boys trained in carpentry, and the girls in weaving, do actually turn their education to practical purposes. It is satisfactory that the Meches, who contribute almost entirely to the enrolment, have realised their responsibilities. They have provided money for the hostels, and have helped in equipping the school, as well as erecting a hostel for girls and quarters for the Superintendent. In the last year of the quinquennium there were 20 pupils on the roll of the carpentry class, of whom 12 belonged to the middle English school, 8 being outsiders. The weaving class had twelve pupils of whom only 2 were attending school.

Telegraph Training class at Gauhati.

175. A grant-in-aid of Rs. 50 per mensem was made for the purpose of aiding a class for instruction in Railway Traffic work at Gauhati. It had an enrolment in 1916-17 of 9 pupils. The instruction is mainly in telegraphic work and the passed pupils are practically secure of appointment on the Assam-Bengal Railway or on the Eastern Bengal Railway.

Action taken by Local Boards.

176. In 1916-17 the Gauhati Local Board sent a pupil for training in weaving to Serampore and the Nowgong Local Board has employed a weaving demonstrator to teach improved methods of weaving with a new type of loom.

IV.—Manual training in schools.

The foregoing sections of this chapter deal with instruction which has a direct professional or industrial direction, the objects being specifically to turn out professional men in law and engineering or artizans, particularly carpenters and blacksmiths. But in all schools of the Department much attention is paid to the development of manual capacity for the educational value of the training afforded rather than for any definite economic result. The training of the hand and the training of the eye have been long recognised as having an important bearing upon intellectual development.

Handwork in schools.

177. Under the curriculum first introduced in the time of the Eastern Bengal and Assam Government, handwork formed a feature of the instruction in all grades of schools. This has been continued during the quinquennium, and forms a very interesting and attractive feature of school work. The normal school course also includes similar instruction of a more advanced character.

Vernacular schools.

The requirements in respect of vernacular schools are clay modelling of flowers, plants and fruits, the modelling of simple objects in wood, and the modelling of agricultural implements, in the lowest stage of instruction, whilst in the middle stage construction

work with cane, split-bamboo or light wood, together with the making of raised maps, are expected. Drawing of simple objects and map-making pertains to both primary and middle stages of instruction. On account of the lack of trained instructors in drawing and handwork there is more effort than success in the teaching of these subjects.

English schools.

In English schools, the work proceeds from paper cutting of forms of letters and numbers, modelling in clay of furniture and common objects, card and paper cutting of the clock dial and of the solar system, and brushwork to map drawing, including physical, historical, political and commercial maps, raised maps, wire-work and wood-work. Drawing forms part of the curriculum in all classes up to class VIII of a high school.

Normal schools.

178. In Normal schools the drawing course includes freehand, brushwork, blackboard drawing, model drawing and light and shade work. In handwork the students are required to make raised maps of the province and of India as also a globe in relief, clay models of selected fruits and vegetables, and models in wood of simple objects. They have also to be instructed in more advanced paper cutting and paper folding as well as in paper and leaf plaiting. An endeavour is also in progress to teach the students under training to manufacture for themselves, out of materials locally available, all the apparatus required for instruction in a primary school.

Girls' schools.

179. In girls' schools handwork instruction includes folding and cutting, the construction of relief models of the thana and subdivision and district, the making and colouring of maps. In addition, knitting and sewing are taught in every class.

Action taken during the quinquennium.

180. In paragraph 22 of their Resolution of 1913, the Government of India desired to see among other reforms in secondary schools the introduction of manual training. As pointed out, manual training has been a part of the curriculum of these schools since 1910 although progress has not been marked, and the modelling and wood-work requirements have been largely neglected.

With the funds at disposal it was only found possible to introduce improved manual instruction into two schools, one in each valley, the Sylhet Government High School and the Dibrugarh Government High School.

Two selected teachers were sent on deputation, temporary sheds were erected to serve as workshops and a beginning was made in 1915. The pupils are taught to draw plans to scale and to work from these plans. Instruction is at present confined to card-board modelling, paper cutting and folding in the Dibrugarh school, but a start has been made with working in wood in the school at Sylhet. The classes were opened only for boys in the four lowest classes, but at Sylhet an extension has been made up to class VII. The popularity of these classes is undoubted. Extension to other schools is but a matter of finance.

For the purpose of similarly improving manual instruction in the two normal schools special instructors of science and handwork were also appointed to these institutions.

The Inspectress of Schools reports that an effort has also been made to introduce weaving into a number of girls' schools, but that the already crowded curriculum is adverse to its general introduction. The Mission girls' school at Nowgong is said to have a large number of looms, the girls under the guardianship of the Mission being taught out of school hours to weave the material and to make their own garments from the product of their weaving.

V.—Oriental education.

Statistics—Public and private institution.

181. Oriental education (instruction in Sanskrit, Persian and Arabic) is imparted both in public and private institutions. There were 15,955 pupils so receiving instruction in 1916-17 as against 11,895 in 1911-12. Of these 11,999 were taught in public institutions in 1916-17 as against 8,178 in 1911-12. Whilst the number receiving classical instruction in a public institution has increased by 46·7 per cent., the percentage of increase in pupils reading a classic in private institutions is only 6·4. This is a gratifying result of the work of the quinquennium which has been especially directed to the bringing under more control the instruction imparted in maktabs and other indigenous agencies, and of replacing such institutions where possible by schools conforming to departmental requirements.

182. As required by the Government of India, the following statement furnishing particulars of maktabs, mulla schools and tols in Assam is submitted :—

Statement showing particulars of maktab, mulla schools, tols, pathsalas, etc.

Particulars.	Classed in General Table III as primary schools.	Classed in General Table III as other schools.	Classed in General Table III as private institutions.	Total.
1	2	3	4	5
Maktabs.				
1. Institutions ... ... For boys ...	34	7	41	82
„ girls ...	...	...	3	3
2. Pupils ... ... Boys ...	2,804	473	1,292	4,069
Girls ...	57	...	285	292
3. Expenditure from Provincial Funds Rs.	7,733	437	...	8,170
4. „ „ District or Local Funds „	...	...	...	...
5. „ „ Municipal Funds „	1,142	...	...	1,142
6. „ „ fees ... „	...	70	...	70
7. „ „ other sources ... „	3,198	1,594	367	5,159
8. Total Expenditure ... ... „	12,073	2,101	367	14,541
Mulla schools.				
1. Institutions ... ... For boys ...	...	...	40	40
„ girls ...	...	...	1	1
2. Pupils ... ... Boys ...	...	...	1,094	1,094
Girls ...	...	...	194	194
3. Expenditure from Provincial Funds Rs.	...	...	...	...
4. „ „ District or Local Funds „	...	...	...	...
5. „ „ Municipal Funds „	...	...	...	...
6. „ „ fees ... „	...	...	...	...
7. „ „ other sources ... „	...	...	..	..
8. Total Expenditure ... ... „	...	...	...	...
Tols.				
1. Institutions ... ... For boys ...	3	72	8	83
„ girls ...	...	...	...	...
2. Pupils ... ... Boys ...	101	1,274	125	1,500
Girls ...	...	...	...	...
3. Expenditure from Provincial Funds Rs.	439	2,075	...	2,514
4. „ „ District or Local Funds „	...	...	...	...
5. „ „ Municipal Funds „	...	240	...	240
6. „ „ fees ... ... „	...	84	70	154
7. „ „ other sources ... „	...	3,712	296	4,008
8. Total Expenditure ... ... „	439	6,111	366	6,916
Pathsalas.				
1. Institutions ... ... For boys ...	15	...	7	22
„ girls ...	2	...	...	2
2. Pupils ... ... Boys ...	781	...	179	960
Girls ...	91	...	22	113
3. Expenditure from Provincial Funds Rs.	2,401	...	...	2,401
4. „ „ District or Local Funds „	...	...	...	...
5. „ „ Municipal Funds „	...	...	...	...
6. „ „ fees ... „	...	...	...	...
7. „ „ other sources ... „	128	...	...	128
8. Total Expenditure ... ... „	2,529	...	...	2,529

Note—Column 3, excludes the Sylhet Madrasa and the Gauhati Traffic Training class.

183. Sanskrit and Persian are taught in the two colleges of the province, and Arabic in addition in the Murarichand College, Sylhet. In the Cotton College at Gauhati the standard of instruction is up to the B. A. Honours in respect of Sanskrit, in other cases it is up to the pass standard.

Colleges.

Instruction in a classical language forms part of the curriculum of all high schools, instruction beginning in class VII in the case of Sanskrit but in class V for Persian and Arabic, and proceeding up to the Matriculation Examination.

Classical teaching in public institutions.

In the middle English schools Arabic has been introduced as an optional subject in class V, but no similar provision exists for Sanskrit in these schools. The reason for the earlier introduction of a classical language in the case of Muhammadans is given in a subsequent chapter. During the quinquennium the general adoption of Arabic, in place of Persian, as the classic to be taught to pupils in departmental schools, has been accepted as the policy to guide future action. Arabic, as being the language of the Koran, proves more acceptable to the Muhammadans, and since Urdu is not generally known, there is no incentive to prefer Persian for its comparative easiness. Pending the final replacement of Persian by Arabic it was decided during the quinquennium to allow an option of these languages to pupils in schools with a large Muhammadan enrolment. Lack of funds has, however, made progress impossible.

High and Middle Schools.

Proposed replacement of Persian by Arabic.

With a view to encourage the study of Sanskrit, and to provide to members of the vernacular teaching profession an outlook into a higher education, Sanskrit has been made a part of the curriculum of the normal schools.

Normal Schools.

184. A further encouragement has been given to classical teaching by securing that head pandits and maulvis of Government high schools shall be placed on the same terms and conditions of service as other English teachers, conditionally on their passing a test in English and in school method. This marks a very distinct step forward in the recognition of the claims of classical learning and may be contrasted with the conditions of service displaced, when pandits and maulvis in charge of the classical teaching of a Government high school received on an average a pittance of Rs. 20 a month.

Improvement in pay and conditions of service of classical teachers.

185. Two thousand two hundred and thirty-eight pupils are reported as studying a classic in primary schools. These are either reading in tols or maktabs which have returned themselves as primary schools, or in primary schools which have taken advantage of the option of imparting elementary instruction in Arabic. This is referred to more fully in a later chapter.

Primary Schools.

186. Private institutions return a total of 3,956 studying a classical language in 1916-17 as against 3,717 in 1911-12. These institutions are classified according to the nature of the instruction they impart as (*a*) Advanced, teaching Arabic and Persian, (*b*) Advanced, teaching Sanskrit, (*c*) Elementary, teaching Koran, (*d*) Other schools. Returns show the following enrolments (*a*) 301, (*b*) 283, (*c*) 2,854, (*d*) 518, in 1916-17, as against (*a*) 566, (*b*) 59 (*c*) 2,919, (*d*) 173, in 1911-12.

Private institutions.

Indigenous agencies for the imparting of Sanskrit instruction are generally called tols, but other names are frequent such as Asram, Chatuspathi. There were 83 of these institutions in 1916-17 as against 54 in 1911-12. Institutions directed to the needs of Muhammadans are called Maktabs or Madrasas. Of these there were 143 in 1911-12 a number declining to 85 in 1916-17. As these institutions have been referred to at some length in Chapter IX, no further reference appears necessary. Similarly the action taken with regard to improvement in Islamic studies is dealt with in that chapter.

Tols, Maktabs, Madrasas.

A survey of the tols of Assam made in 1915 shows that in these indigenous institutions the *adhyapak* frequently bears the cost of the lodging and feeding of his pupils. In some localities the villagers assist or boys bring supplies from their own homes. The *adhyapak's* remuneration consists of *dakshinas*, or gifts on ceremonial occasions, in rare cases supplemented by income from endowments of land. A tol was originally a place of instruction to teach the sons of Brahmins the Vedas and the Sastras. It possibly had at first no secular or professional aspect. Later, as economic pressure increased, the tols

Tols described.

may have taken on a professional aspect for the purpose of equipping their pupils to exercise their caste occupation—such as Purohits (family priests), Jyotishis (astrologers), Kabirajis, gurus, or pandits. In Assam for the most part, however, they teach but the rudiments of Hindu logic, philosophy, and grammar. For specialisation beyond these elementary limits recourse is had to Bengal. The absence of facility, in the presence of poverty, has had a depressing influence on Sanskrit learning in Assam.

Subjects taught in tols.

187. Proposals were accordingly outlined and sanctioned for a central institution which should take up Sanskrit teaching from the point where instruction in the tol ceased. It was hoped that this might have a re-acting value upon tol instruction generally, and in the result effect desirable improvement in those institutions. The school would start with pupils who had passed the 2nd Assam Tol Examination or had attained an equal level of efficiency. In the first instance the course was to include (1) Kavya, (2) Smriti and (3) Nyaya, and the examinations to be those of the Calcutta Sanskrit Advisory Board. It was to be one of two years with an additional year for students of Nyaya. No arrangements were for the present to be made for English. The absence of funds, however, rendered it impossible to proceed with the scheme. The equally important question of improving Sanskrit tols could not be taken up for the same reason, and action was limited to the making of an exhaustive survey of the whole field of Sanskrit education in the province with a view to advance when funds again became free.

Sanskrit College for Assam.

188. The present relationship of Government to tols, and the help afforded, may be briefly alluded to. Grants-in-aid to tols are made only by the Department, or by Municipalities with the previous permission of the Chief Commissioner. These grants are given only to recognised tols. A tol which teaches the lower primary course can earn the same grants as an ordinary lower primary school, the maximum of capitation being however increased. To tols that do not fall under this head assistance may be given by special one-year stipends to the teachers, or special two-year scholarships to pupils.

Government and its relationship to tols.

These special stipends and scholarships are awarded annually on the results of examinations known as the First and Second Tol Examinations. These are identical in the subjects offered, and embrace (1) Translation from Vernacular into Sanskrit and *vice versa*, (2) Grammar, (3) Literature, (4) Smriti, (5) Puran, (6) Astronomy, (7) Logic (8) Philosophy; the second examination including essay-writing in Sanskrit under (1). Candidates have to take (1) and may offer as many of the others as they desire. The scholarships are of Rs. 3 a month each, the total number being six for each examination in the Brahmaputra Valley, and five for the first and four for the second examination for candidates from the Surma Valley. Certificates are awarded by the Director of Public Instruction to those who have obtained 50 per cent. of the aggregate marks allotted to the subjects the pupil takes up. If he succeeds in securing 70 per cent., the certificate is of the 1st grade. As the attainment of a scholarship is the natural aim of the better student of the tol, he is naturally tempted to offer as many subjects as he can possibly acquire a smattering of. This undoubtedly makes for superficiality, in spite of the fact that 33 per cent. must be attained in a subject to secure the inclusion of the marks in the total.

Special stipends and scholarships.

Defects of the present Tol examinations.

189. In 1916-17, 140 candidates presented themselves for the first tol examination of whom 72 passed. Of 38 candidates for the second examination, 12 were successful. There has thus been a distinct improvement over the results in 1913 when out of a total of 151 candidates for the first tol examination only 22 were successful and 6 out of 20 in the second examination.

Tol Examination results.

190. The Deputy Inspector of Gauhati subdivision, Babu Nadiya Behari Das, who has interested himself to a very considerable extent in the question of Sanskrit education, has referred to the following as having had a stimulating effect upon the study of Sanskrit:—

Encouragement of Sanskrit education in Assam by the Calcutta Sanskrit Board.

(1) The establishment of a Sabha known as the "Sanskrit Sanjibani-Sabha" at Nalbari.

(2) The recognition of Nalbari as a centre for the examinations of the Calcutta Sanskrit Advisory Board (the other centre is Dhubri).

(3) The inclusion of "Maithil Smitri" as a subject of examination for Assamese candidates by the Calcutta Board.

(4) The grant of permission by the Calcutta Board for Assam students to appear in the Title Examination in Literature, Grammar and Law, after passing the second examination of the Board, the appearance at the first examination being dispensed with. This is probably the most effective factor.

The Calcutta Sanskrit Board Examination.

The new centre at Nalbari for the holding of the examinations of the Calcutta Sanskrit Board has been successful in its first batch of candidates, 9 passing the first examination in Proyogratnamala, one of whom was placed in the first division, two others passing in Kabya. In the second examination 4 passed in the first division in Proyogratnamala and 7 in the second division, whilst one passed in the second examination in Kabya.

VI.—Imperial grants.

191. There are two recurring grants for technical and special education, the 1912 Government of India Coronation grant for "Technical Education" of Rs. 5,200 and the 1913 grant for "Technical and Special Education" of Rs. 7,000. In addition, the Government of India allotted in 1913 a grant of Rs. 2,000 for "Manual Training." From the combined grants of Rs. 12,200 a yearly expenditure of Rs. 1,200 is incurred in meeting one of the additional appointments in connection with manual instruction at the Silchar Normal School and in providing a grant-in-aid to the Gauhati Traffic Training class. The whole of the recurring grant for "Manual Training" is exhausted in meeting a part only of the cost of the special classes for manual instruction at Sylhet and Dibrugarh. A non-recurring grant of Rs. 1,00,000 for "Girls' schools—Technical and special schools" was made in 1913. This grant, reinforced by unspent balances of the recurring grants for "Girls' Education" and "Technical and Special Education" amounts to Rs. 1,75,346. Of this Rs. 7,449 was expended in buildings and equipment for the Tipkai carpentry and weaving classes, and Rs. 1,603 for improvements in connection with the Kohima Industrial School and the Normal schools.

The non-recurring grant of 1913 for "Manual Instruction in Schools" was Rs. 25,000 which has been reinforced by Rs. 4,000 unspent balance of the recurring grant for the same purpose. Of this total only Rs. 1,000 has been expended in meeting part of the cost of fitting up and providing with equipment the workshops at Sylhet and Dibrugarh High Schools for the manual instruction classes at these schools.

APPENDIX I.

Abstract of the Report of the Berry-White Medical School, Dibrugarh, for the year 1916-17.

1. The students on the roll of the school on the 31st March 1917 numbered 149 against 142 in the preceding year.

2. Of the 20 students of the 4th-year class, 17, or 68 per cent., passed the final examination and received their diplomas.

The percentage of successful students in the First License Examination was 76 against 73 in the year 1915-16.

3. Of the 149 students remaining on the roll at the close of the year, 86 were residents of the Brahmaputra Valley, 33 of the Surma Valley, 10 were Khasis, 3 Lushais, 2 Garos and 11 Bengalis, and 1 Naga, 1 Manipuri, 1 Gurkha, and 1 Miri.

4. There were altogether 39 scholarships including 13 special ones of Rs. 15 per mensem each. Forty-four free-studentships were granted to students according to rules.

5. In the compounder class, there were 28 students on the roll on the 1st April 1916, and 43 were admitted during the year making a total of 71. Forty students appeared at the examination, 39, or 97·5 per cent., passed out including 5 who passed at re-examination. Three students left the institution during the year. There were 29 students on the roll at the close of the year under report.

6. The total expenditure during the year was Rs. 45,716 against Rs. 42,917 in the previous year. A sum of Rs. 2,778 was received on account of fees, fines, etc., and a sum of Rs. 500 was received from Babu Kartick Chandra Das for the creation of an extra free-studentship in the name of his wife. The increase in the expenditure was due to the fact that larger sums of money were paid on account of buildings and annual repairs than were done in the previous year and that arrear municipal taxes for the last 3 quarters of 1915-16 were paid during the year under report.

7. The total expenditure on recurring charges amounted to Rs. 26,812 against Rs. 31,624 in 1915-16. The decrease is due to the fact that two of the senior teachers are now acting as Civil Surgeons and their places have been taken by junior men drawing lesser pay.

8. The average annual cost to the Public fund of educating each pupil was Rs. 164 against Rs. 196 in the previous year.

APPENDIX II.

Brief note on the working of the Williamson apprenticeship Scheme, 1916-17.

Under the scheme outlined in Assam Administration Resolution No. 4551G., dated the 19th May 1904, 15 youths were undergoing a course of training during the year ending 31st March 1917.

The enclosed statements show the distribution of these apprentices amongst the various workshops of the circle and the expenditure incurred in their training.

2. *Tezpur-Balipara Railway Workshops.*—Three apprentices were under training during the year under report. These include one new admission on the 9th May 1916, and one who completed his training on the 17th September 1916, but could not pass the examination held by the Executive Engineer. All the boys were trained as carpenters and also attended drawing classes. They are reported to be making good progress and to be regular except the newly admitted one who was irregular in attendance and absent since 10th March 1917. Two of the apprentices belong to the Darrang district and the other comes from the Nowgong district.

3. *Jorhat Railway Workshops.*—Five apprentices were under training during the year. This number includes one new admission in August 1916. Two boys, one being the newly admitted one, left the workshops without notice before the completion of their apprenticeships. The number of apprentices on the roll on the 31st March 1917 was therefore 3 against 4 on the corresponding date of previous year. All the apprentices were trained in drawing, carpentry and smithing. Four of the lads belong to the Sibsagar district and one is a Christian Garo boy.

4. *Dibru-Sadiya Railway Workshops.*—The total number of apprentices under training during the year was 6 including one new admission in December 1916, after the satisfactory completion of the training by one apprentice who belongs to the Sibsagar district in August 1916. The boys were trained as fitters and carpenters. They are reported to be regular in attendance and also as attending drawing classes. Five of the apprentices are the natives of the Lakhimpur district and one of the Goalpara district.

5. *Private craftsman*—(*a*) *Silchar.*—There was one apprentice under training during the year at Messrs. Ede Bros.' workshop.

The boy was trained in carpentry, fitting, smithing and drawing. The apprentice is reported to be willing and to have acquired a fair knowledge in his work, and his general conduct is good. He belongs to the Cachar district.

(*b*) *Gauhati.*—No apprentice was under training during the year under report.

Statement of expenditure incurred in training Williamson apprentices in Assam Circle during 1916-17.

Name of workshops.	Stipends.	Drawing Master's allowance.	Bonus.	Boarding house supervision.	Total.	Remarks.
1	2	3	4	5	6	7
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	
Tezpur Railway	180 15 7	56 9 11	...	12 0 0	249 9 6	
Jorhat ,, ...	259 2 8	82 6 5	...	...	341 9 1	
Dibru-Sadiya Railway ...	469 9 11	138 0 0	125 0 0	...	732 9 11	
Private craftsman—						
(*a*) Silchar	94 11 5	24 0 0	...	...	118 11 5	
(*b*) Gauhati	...	...	...	...	...	
(*c*) Shillong	...	...	...	...	...	
Total ...	1,004 7 7	301 0 4	125 0 0	12 0 0	1,442 7 11	

Statement showing the distribution of apprentices under training during the year 1916-17.

Name of workshops.	Number of apprentices under training.	Nationality.		
		Assamese.	Garo.	Native of Cachar.
1	2	3	4	5
Tezpur-Balipara Railway	3	3	...	...
Jorhat Railway	5	4	1	...
Dibru-Sadiya Railway	6	6	...	...
Private craftsman—				
(*a*) Silchar	1	...	...	1
(*b*) Gauhati	...	...	...	...
Total	15	13	1	1

CHAPTER VIII.

FEMALE EDUCATION.

192. The position in regard to female education in Assam is thus summarised by the Director of Public Instruction in his report for 1912-13. It is equally true of the position at the close of the quinquennium.

"In Assam, as elsewhere in India, female education has but few evangelists and has to make its way through opposition and indifference.

Leaving other adversities out of account, there can be little room for wonder that female education can show but small achievement, when the people of the province are still so far from persuasion on the general question of the value of education that 69 per cent. of the boys are not sent to school, and 70 per cent. of the balance are withdrawn before they have been given time to seal themselves to literacy. But progress, steady even if it be pedestrian, is being achieved. The majority of the headquarters towns, and the parts in which missionary influence is active, are setting an example which is slowly informing the landward areas. The town schools are teaching girls beyond the elementary stages, some of whom may in due course help in the teaching of their country women. The first need is for teachers, the second and third for more and higher schools and for trained teachers. And over all the need for larger subsidies from the public revenues. Every encouragement will have to be given to the schools at headquarters to advance their standard of instruction and to increase their enrolment, and new schools will have to be opened in mofussil areas. More difficult than action on these lines—which is rendered practicable in some measure by the grants received from the Government of India—is direct action for the supply of teachers. The Missions are moving in the matter of training teachers for their Mission work and the Department is co-operating to the full measure of its abilities. But to make a strong impression upon the course of female education in Assam it is necessary that we should have female teachers who have not been converted to Christianity. The time is not yet come when orthodox parents in any numbers will consent to send their children away from home, with a view to their undertaking the work of teaching in strange places, and there is not in Assam any town large enough to provide local employment for the outturn of a training class. All that can be done at this stage is to encourage missionary enterprise, to advance the standard of education in non-Mission and other schools—to prepare the way by these and other measures of encouragement and, for the rest, to hold ourselves alert for opportunity."

General considerations.

193. It has been customary in quinquennial reports to precede any discussion of female education by an enumeration of the difficulties that block the path of progress. The difficulties are now sufficiently recognised. It will suffice to say that, however great they have been and may continue to be, the most serious difficulties are the want of funds to meet the demand already created as a result of the propaganda so diligently spread, and the absence of qualified women for teacherships. The forces in opposition, which issue from conservatism, social obligations and customs, are losing in impetus; the more potent force, the economic condition of the great masses of the people which preclude their regarding the education of their women as anything more than a luxury, will remain full in strength until the general standard of living has reached a higher level.

Education in English most in demand.

194. The demand for more advanced education for women is in the direction of an English education in place of a purely vernacular one. In 1911-12 the number of girls reading in middle vernacular schools was 449, in middle English and high schools 615. In 1916-17 there were 1,171 in middle vernacular, against 1,732 in English schools. The percentage of increase is therefore 160·8 in middle vernacular schools, in middle English and high schools 181·6. That this advance would have been greater had it been possible to provide more facilities for teaching English there is no reason to doubt. The difficulties in the way have been the very high scale of pay demanded by female teachers who possess any qualification in English as well as of finance generally. The minimum qualification of an Intermediate pass is coupled with a demand of Rs. 100 a month with allowances which bring the remuneration up to Rs. 130. It is not possible to adequately staff schools with female teachers of English on this basis. On the other hand, objection is not unnaturally raised to the placing of men teachers in charge of these schools.

Statistics.

195. The number of institutions for girls in 1916-17 was 364 as against 253 in 1911-12. Of the former, 357 were public as against 7 private, the corresponding figures for 1911-12 being 252 public and 1 private. Of the public institutions 25 were secondary, 329 primary in 1916-17, as against 10 secondary and 242 primary.

Whilst in 1911-12 there were only two Government secondary schools and no board or municipal girls' schools, in 1916-17 there were 7 Government and 4 board or municipal secondary schools. In place of 6 aided secondary schools there are now 14; of unaided there were none in 1916-17 against 2 in 1911-12. The only other change calling for reference is the addition of 3 special schools during the quinquennium, two of which were training schools and the other a weaving institution for girls.

Enrolment.

The number of girls at school (excluding European schools) was 18,373 in 1911-12 against 28,516 in 1916-17, an increase of 55·2 per cent., the provincial advance being 28·44. In 1911-12 the percentage to population of girls attending school was ·57 against ·88 in 1916-17. But increase in the higher stages of instruction is of more importance than a mere numerical increase in the total enrolment, and the following table extending over a term of years will afford evidence that progress in this direction is not unduly lagging :—

—	1916-17.	1911-12.	1901-02.	1896-97.
1	2	3	4	5
Girls reading in the High stage ...	55	14	2	3
Ditto Middle stage ...	279	94	20	9
Ditto Primary stage ...	27,224	17,739	8,355	8,226

Figures for 1906-07 were included with those of Eastern Bengal and cannot now be separated. The figures of advance in higher stages of instruction from 1901-02 are striking. It must also be remembered that the figures for middle and high schools omit the number, stated to be large, who are sent outside the province for want of facilities nearer home. The table shows that the percentage of girls reading in the high and middle stages to the number reading in the primary stage has advanced from ·61 to 1·23. It will be seen, too, from later tables that advance is general throughout. The number of pupils in class I of schools for girls as compared with class V (the lowest class of the middle stage) gives a percentage of 2·08 for 1916-17 as against 1·80 for 1911-12; the percentage of pupils in the lowest class of the primary stage to those in the highest class of that stage has risen from 4·11 to 6·79 per cent. For convenience of reference comparative figures for boys' education is given. The percentage of the total number of pupils reading in the high and middle stages to the total number reading in the primary stage advanced from 5·53 to 9·11. The percentage of pupils in class I as compared with the lowest class of middle stage instruction is 3·28 in 1911-12 and 4·67 in 1916-17. Comparison of figures for 1911-12 and 1916-17 shows that the percentage of pupils in class I to the number in the highest class of the primary stage moved from 15·87 to 16·8. These comparisons in the present stage of female education have not much value, as the acceptance of the necessity for education for males is as yet far more widely distributed that a similar readiness to the advance of education among females. As a mark of comparative progress they may, however, have some convenience.

Expenditure.

196. In 1916-17 the total direct expenditure on education for girls was Rs. 1,02,968, of which Rs. 30,330 was borne by provincial revenues, Rs. 58,075 by Local Boards and Municipalities, fees contributed Rs. 1,565, subscription endowments, etc, Rs. 12,998.

Expenditure in high schools amounted to Rs. 6,295, of which Rs. 4,320 was borne by Government, whilst fees contributed only Rs. 195 and other contributions Rs. 1,780.

Middle English education costs altogether Rs. 21,007, of which Rs. 14,574 fell upon provincial revenues, Rs. 2,679 upon Local Boards and Municipalities. Fees contributed Rs. 1,049, the balance of Rs. 2,705 being met by subscriptions.

Middle vernacular schools totalled Rs. 16,190. Local Boards and Municipalities contributed Rs. 5,309, Government Rs. 7,512. Fees provided Rs. 71 and subscriptions, etc., Rs. 3,298.

Primary schools cost Rs. 59,476. Government expenditure was Rs. 3,924, whilst Rs. 50,087 was expended by Local Boards and Municipalities. Fees represented only Rs. 250 and donations, subscriptions, etc., Rs. 5,215. The distribution as between local agencies and Government does not, however, distinguish between funds provided by Government as additional grants to Local Boards for educational purposes and those contributed by the boards from their own resources.

These figures when compared with those for 1911-12 show a marked advance, the total expended in that year being only Rs. 47,610, of which Rs. 12,912 was borne by Government, whilst fees contributed Rs. 1,040 and Local and Municipal funds Rs. 24,927 ; expenditure on high schools totalled only Rs. 1,420, of which Government contributed *nil*. Primary education cost Rs. 3,246, Government contributing Rs. 5,294

and Local and Municipal Boards Rs. 21,126, whilst fees shared Rs. 5,757 of the expenditure. Middle vernacular education totalled Rs. 8,159, provincial revenues bearing Rs. 2,605, local funds Rs. 3,801, fees Rs. 476 and other sources Rs. 1,277. Upon middle English education only Rs. 5,615 was expended, of which Government contributed Rs. 5,013. These figures are conclusive evidence that Government finance has played its share to the utmost of its ability in aiding advance ; the question arises whether fees bear an adequate share of the increased burthen.

Action during the quinquennium.

197. The special grants made by the Government of India for female education enabled a definite movement to be made in extending facilities for girls' education. The direction in which expenditure could be most profitably directed was considered at a conference of educational officers in 1912. The conclusion arrived at was that the most urgent measure was for an extension in the number of girls' school, and that the improvement of existing schools should be subordinated to that end. It was accordingly proposed that 45 new primary schools of an improved type should be opened in the province, the scale of pay being that laid down for the improved vernacular schools for boys. The head teacher's pay was to range from Rs. 16 to Rs. 20 a month according as the school gave evidence of proceeding beyond the two lowest classes. Suitable buildings of a semi-permanent structure were to be erected following the type plan for vernacular schools. The non-recurring expenditure was estimated at Rs. 28,710, and, as only one teacher would, in the first place, be required, the recurring expenditure was put at Rs. 12,656. As female teachers were generally unprocurable, male teachers, who were, if possible, to be passed men of the normal school of mature years, were to be placed in charge when mistresses could not be secured. It was also proposed to place 25 existing schools in each valley upon this improved scale of pay at an increased recurring cost of Rs. 9,066 and to provide them, where necessary, with improved buildings and equipment.

Improved type schools.

Improved terms of service.

The minimum pay which was adopted for teachers in boys' schools of Rs. 8 per mensem was also suggested for similar teachers in ordinary girls' schools ; the extension of the principle of free vernacular education to girls was also recommended.

These proposals were accepted by the Administration and carried out in the early years of the quinquennium.

Scholarships.

198. A scheme framed on liberal lines to provide at an ultimate expenditure of Rs. 16,000 a year for a fairly wide range of scholarships was prepared in the early days of the quinquennium, in the expectation of a continued liberality of grants from Imperial funds. In the absence a very moderate programme of expansion in this direction was determined upon. The opportunity was however taken of unifying control over primary and middle scholarships by placing under the Inspectress the award of all scholarships provided for pupils reading in girls' schools. In place of 19 scholarships of varying grades 21 were created, 15 primary of the value of Rs. 3 per mensem and 6 middle English scholarships of Rs. 4 per mensem. The total cost is Rs. 3,060 per annum, an increase of only Rs. 552 on the previous expenditure. In addition, Local Boards and Municipalities were empowered to create special primary scholarships for girls from girls' schools situated in their jurisdiction, or to make reservations in favour of girls in the scholarships awarded by them in connection with the Local Board or Municipal schools under their control.

Special scholarships, outside these provisions, are awarded by the Director of Public Instruction to meet individual cases of girls for whose further education there was no adequate provision in Assam. During the quinquennium 45 girls were granted scholarships to read in Calcutta schools.

Training classes.

199. The training classes for mistresses were opened in the year 1913, one for Bengalis attached to the Welsh Mission High School for girls at Silchar, and one for Assamese in connection with the American Mission School for girls at Nowgong. These two classes are reported to be well attended and the training very thorough, the lack of sufficient stipends, however, restricting enrolment.

Other action.

The introduction of zenana classes, increased attention to weaving instruction in certain girls' schools, and the appointment of an Assistant Inspectress are other features of the quinquennium.

Need of a Government High School.

200. A further measure of improvement which it was hoped to effect during the early years of the quinquennium was the opening of a high school for girls for the Assam Valley. Although the number of girls who passed the middle standard and still

continued their studies was inconsiderable, it was realised that this formed no index of the demand. It cannot be reasonably expected that, whilst girls are compelled to go to Calcutta or elsewhere for education beyond the middle stage, any large increase can be looked for. It was hoped that the establishment of a high school would have a strong and favourable influence on the advance of female education, and at the same time help in supplying teachers for the middle English schools for girls which might eventually be opened up. Proposals were accordingly framed for the opening of a high school for girls at Dibrugarh, a place which has already shown signs of readiness for advance, and which already possesses two middle schools of more than average merit. The non-recurring estimate for buildings, dormitories, and residential quarters was put at a lakh of rupees, the increased recurring cost at Rs. 5,894 per annum. The programme was suspended by the orders of restriction upon expenditure.

Outlines of further advance.

201. The whole question of female education was again reviewed towards the close of the quinquennium at the instance of the Government of India. Accumulated opinions from officials and non-officials evidenced that, although prejudice and custom were still strong in reaction, there was no difficulty in securing adequate enrolment for any institution that the Administration could staff and finance. As pointed out before, the problem is not so much the opposition of the people as the financial incapacity to meet existing demands. A programme of expansion was, however, asked for and the Director indicated the directions in which expenditure would be productive of result. These may be summarised. A middle English school in each subdivisional headquarters station, a Government high school in each division with attached training classes for teachers, increased grants to the missions, who are at present the only agents engaged in the training of mistresses, to provide them with better buildings and equipment and with larger recurring grants, greater liberality in the grant of stipends for girls undergoing training and the opening up of superior girls' schools in village areas under such conditions of service as would indicate to the villager the high value which Government attaches to the education of women.

Advance by districts.

202. When a new movement is in progress, or particular attention is being directed to the fostering of a movement which has been in operation for some time, the mere survey of provincial figures offers no help in determining where special efforts are called for. The following table, which is similar to those which have appeared in the annual reports during the quinquennium, shows the advance by districts as registered during the quinquennium :—

Year.	Percentage to population of girls at school in											
	Khasi and Jaintia Hills.	Garo Hills.	Nowgong.	Cachar.	Goalpara.	Kamrup.	Sylhet.	Darrang.	Sibsagar.	Lakhimpur	Lushai Hills.	Naga Hills.
1	2	3	4	5	6	7	8	9	10	11	12	13
1916-17 ...	3·39	1·2	·94	·86	·86	·83	·79	·59	·57	·39	·34	·16
1911-12 ...	3·12	·73	·57	·58	·6	·57	·44	·38	·29	·29	·24	·04
Increase or decrease...	+·27	+·47	+·37	+·28	+·26	+·26	+·35	+·21	+·28	+·10	+·10	+·12

The Khasi and Jaintia Hills is still easily first in the number of girls at schools. These areas have secured a long start due to the enterprise of missionaries and to the general awakening which followed their advent among a primitive people, hampered by no restrictive customs and whose women had long before secured a predominance in partnership.

The Garo Hills takes the second place in the line of advance. The Garos find no difficulty in co-education and missionary labours are secure of a ready response. It will be observed too that the Garo Hills have not only the second place in absolute advance, but take the first in comparative advance for the quinquennium. The Naga Hills need not be considered, education in these hills is in every way unprogressive and female education but shares in the general want of advance. But the figures for Lakhimpur, which bear close approximation to those in the Lushai Hills, are very disappointing. In plains districts the greatest advance has been made by Nowgong, whilst Sylhet registers close. Cachar and Sibsagar, Goalpara and Kamrup have made good progress.

The following table shows the enrolment in each class of the girls' schools in the province, excluding European schools :—

Year.	Primary.				Middle.			High.			Total.
	I	II	III	IV	V	VI	VII	VIII	IX	X	
1	2	3	4		6	7	8	9	10	11	12
1916-17	9,488	1,640	1,111	642	197	123	79	17	5	10	13,282
1911-12	5,085	982	657	246	108	54	31	13	4	3	8,083
Increase or decrease ...	+3,473	+658	+454	+396	+89	+69	+48	+4	+1	+7	+5,199
Percentage of increase or decrease.	+68	+67	+69·1	+161	+82·4	+127·7	+154·8	+30·8	+25	+233·3	+64·3

Advance by stages of instruction.

203. The value of the table lies in this that it enables an estimate of comparative progress to be more accurately framed. The objections urged against co-education have undoubtedly considerable weight, and an attempt to estimate advance from the lowest classes to the higher classes of instruction on combined tables, including girls in attendance at boys' schools, would be immediately countered by the objections to co-education.

The figures presented in the table cannot be said to be unsatisfactory. Whilst the total increase is 64 per cent., the most striking features are the very high increase in the top classes of the primary stage, middle stage, and high school stage.

Wastage.

204. But the table does not afford much cause for congratulation when the wastage from class to class is concerned. The percentage of pupils in class II to those in class I in 1911-12 was 16·4, the percentage for 1916-17 is only 17·3, an insignificant advance. Similarly, figures for class III upon class II give a percentage in 1911-12 of 66·9 against 67·7 in 1916-17, a negligible movement. It is only when we come to a comparison between classes IV and III that an advance of any value is registered. The percentage for 1911-12 is 37·4, which advanced to 57·7 in 1916-17.

Nor can any satisfaction be derived from a comparison of figures for the lowest class in the middle stage and the highest class in the primary stage. In 1911-12 this percentage was 44, in 1916-17 it declined to 30. But when the middle stage has been definitely taken up, the position becomes more satisfactory; the percentage of girls in the top class of the middle stage to those in the lowest class was 28·7 in 1911-12, and 40 per cent. in 1916-17. Similarly, in the high school stage pupils who once enter appear to be more persistent, but the numbers in this stage are not sufficient to warrant a definite deduction. The issue of all these calculations is that middle school education is definitely valued and that an extension of facilities will secure a very certain advance.

The wastage in the early stages of instruction calls for very careful consideration. The Director in his report for 1913-14 sums up the position :—

> All other considerations are unimportant besides this, of children who come to learn and are withdrawn untaught, of a wastage at every stage so that not one girl in a hundred stays out the middle course, of numbers pretentious in their thousands but in the main a sham.

Apart from the improvement shown in the case of middle stages of instruction, where, however, the numbers concerned total only 399 in 1916-17, this is as true in 1916-17 as when it was written.

Attendance.

205. The following table shows the percentage of attendance in different classes of institutions for girls :—

Year.	Class of institution.			
	High.	Middle English.	Middle Vernacular.	Primary.
1	2	3	4	5
1916-17	69·1	69·3	6[illegible]	63·3
1911-12	73·1	61·6	69·3	65·8
	—4	+7·7	—1·3	—2·5

It is impossible to view these figures with any degree of satisfaction. The condition of primary schools, in which a large enrolment in the lowest classes afford but little index other than of the measure of the desire of parents to be safely rid of their children for a certain number of hours in the day, is such that no large percentage of attendance can be reasonably expected, but at the same time whatever movement is in evidence might certainly have been expected to be forward and not retrograde.

The figures show a slight advance in respect of middle English schools; in middle vernacular and in high schools a decline. The large enrolment in the primary classes of these institutions and especially in class I, is the most powerful factor in the production of these unsatisfactory results, but as these institutions are usually located in populous centres, it should not be difficult to effect an improvement. No real advance in education can be made when three out of every ten children are absent every day.

It might be possible to form a more favourable opinion if separate figures for the middle and high stages of instruction were available. But the general absence of conveyance facilities, which seem to be regarded as essential in many centres, might no doubt be urged as explanations if any undue deficiency disclosed itself.

Co-education.

206. The following table gives the total enrolment of girls in all classes of schools including those reading in boys' schools. The figures given include those for Europeans. To secure figures for Indian children 107 should be deducted from the 1,115 in middle English schools for girls in 1916-17 and 36 from the 265 in 1911-12. A deduction of 17 should be made from the figures for 1911-12 primary schools for girls.

Comparative statistics of girls reading in girls' and in boys' schools.

—	Number of girls reading in																			
	High schools.		Middle English schools.		Middle Vernacular schools.		Primary schools.		Total.		Training schools.		Technical and industrial schools.		Other schools.		Private institutions.		Grand total.	
	For boys.	For girls.	For boys.	For girls.	For boys.	For girls.	For boys.	For girls.	For boys.	For girls.	For boys.	For girls.	For boys.	For girls.	For boys.	For girls.	For boys.	For girls.	For boys.	For girls.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	19	18	19	20	21
																			28,623	
1916-17	...	428	189	1,115*	199	972	14,179	10,583	14,567	13,098	3	27	...	12	15	...	713	188	15,298	13,325
																			18,426	
1911-12	1	200	149	265†	11	438	10,181	6,655‡	10,342	7,558	15	...	...	...	16	...	468	27	10,841	7,585
Increase or decrease	—1	+228	+40	+850	+188	+534	+3,998	+3,928	+4,225	+5,540	—12	+27	...	+12	—1	...	+245	+161	+4,457	+5,740
Percentage of increase or decrease ...	...	+114	+26·8	+320·7	+1,709	+121·9	+39·3	+59	+40·9	+73·3	—80	...	...	...	—6·3	...	+52·4	+596·3	+41·1	+75·8

* Includes 107 girls in European schools.
† Includes 86 ,, ,, ,,
‡ Includes 17 ,, ,, ,,

Confining consideration to the ordinary schools, and omitting training, special and private institutions, the special feature is the increase of 73 per cent. in the number reading in girls' schools as against an increase of 40 per cent. only in those reading in boys' schools. And this is seen similarly in all classes of schools except in middle vernacular schools, where the increase in boys' schools is most marked. The provision of free vernacular education and the want of separate institutions for girls in many areas afford adequate explanation. There is a general weight of evidence that co-education beyond the earlier classes of the primary stage is not viewed with favour in plains areas, although in the hills this is an accepted feature of school life.

Whilst co-ordination must continue in the primary stage to provide for the needs of girls in remote areas, the special needs of girls in these schools will require consideration when funds are free.

Educational advance by race and creed.

207. In Table V-A a classification according to race and creed, and according to stages of instruction, has been for the first time prepared. Its value in estimating relative progress can only be utilised at the end of the next quinquennium, and detailed reference to it may therefore be omitted.

A comparison is, however, possible between the different races and creeds attending different classes of schools. The following table shows the percentage of the total enrolment as distributed in each grade of school and over the various races or creeds:—

Race or religion.	Primary schools.		Secondary schools.		High schools.	
	1911-12.	1916-17.	1911-12.	1916-17.	1911-12.	1916-17.
Hindus	57·11	59·45	58·55	60·42	·5	32·
Muhammadans ...	11·73	13·29	4·23	8·41	...	·48
Indian Christians ...	21·92	15·41	28·76	21·66	82·09	53·73
Others	9·24	11·85	8·46	9·51	17·41	13·79

The dominating position in all classes of schools, excepting high schools, is held by Hindus and even in high schools the predominance of Indian Christians is being threatened. But without a reference to population no deduction adverse to any section of the community can be drawn. The increasing share of the enrolment in schools by Muhammadans affords distinct grounds for satisfaction.

High schools.

208. There are two high schools in the province, both of which are the outcome of missionary activity and receive for their encouragement small grants from Government. The first of these is situated at Shillong and its enrolment is entirely from Khasi girls. The school has passed three pupils in the Entrance Examination of the Calcutta University. Government aid is Rs. 150 a month. The second school is a development of a Middle English School at Silchar under the same mission, the Welsh Calvinistic Methodist Mission. It is in receipt of a grant of Rs. 230, monthly.

References have already been made to the need of the opening of a Government high school in each division, and to the action taken, which reached almost to maturity, towards the opening of one of these schools during the quinquennium.

Middle schools.

209. In 1911-12 there were 8 middle schools in Assam, in 1916-17 the number is returned as 21. The comparative figures of enrolment are 694 and 2,000. Of these middle schools, there are 10 middle English as against 2 in 1911-12.

There are Government middle schools at Dibrugarh, Jorhat, Habiganj, Sylhet, and Shillong, the staffs of which are mainly mistresses. The difficulty of securing qualified and trained mistresses on reasonable rates of pay has already been referred to. The Inspectress reports that the school at Sylhet is the one satisfactory Government institution in the province, well staffed and well housed and doing good work. The American Mission Middle Vernacular School at Nowgong is said to have made good progress during the quinquennium. Its existence and its success are attributed to the late Revd. P. Moore, who sent teachers for training to Calcutta and secured two qualified ladies from America to take charge. The Middle Vernacular Mission School at Gauhati has made a rapid forward movement.

Training classes for mistresses.

210. Reference is made in the chapter on training to the opening of training classes for mistresses during the quinquennium in connection with two excellent schools for girls under mission management. The necessity of increased provision for training both by the establishment of training classes under direct Government control, and by the giving of more liberal grants to the institutions already established has been affirmed during the

quinquennium. Additional stipends would also secure a more extended use of the facilities already in evidence ; twenty-seven under training in 1916-17 cannot be said to provide for existing requirements of the schools, and expansion during the ensuing quinquennium will need to wait upon an increasing output of trained teachers.

In this connection a reference may be made to the failure of attempts to solve the problem of securing trained teachers by short and ready methods in the case of boys' schools, as instanced in the chapter on training of teachers. The trained product, to be of any value, can only issue as a result of hard systematic training carried out under the best and most favourable circumstances.

Zenana education.

211. A beginning in *zenana* education was made in 1912 in Sylhet with 5 pupils. The number rose in the following year to 28 and increased to 70 in 1916-17. Two governesses are now at work, a curriculum has been drawn up and text-books prescribed. Vernacular education is imparted free, but fees are charged for instruction in English. The success in Sylhet is largely due to the co-operation and guidance of Miss Williams of the Welsh Mission, who has had intimate acquaintance with *zenana* work for 20 years, and has been unremitting in placing her experience at the disposal of the department by supervising the work of the governesses.

Examinations and scholarships.

212. The rules passed by the Eastern Bengal and Assam Government in 1910 for the award of special primary scholarships for girls reading in girls' schools were in force throughout the quinquennium. By these rules 11 primary scholarships were competed for by girls of all classes of girls' schools from the plains and hill districts. In addition, certain upper and middle scholarships were provided in accordance with the rules contained in the Assam School Manual. In 1916 the number of primary scholarships was increased to 15, and in lieu of the provisions in the Manual 6 middle scholarships, 3 for each valley, were created. As pointed out in an earlier part of this chapter, a more liberal provision was impossible in the absence of funds, but 62 extra scholarships were sanctioned at various times during the quinquennium by the Director of Public Instruction, and 45 of these were made tenable in Calcutta.

Girls' schools.

Primary stage.

There are no public examinations at the close of the primary stage, but examinations are held *in situ* for class to class promotion and for leaving certificates by the ordinary subordinate inspecting staff. These certificates are issued under the signature of the Deputy Inspector. An *in situ* examination for the award of scholarships is held once a year by these officers on lines laid down by the Inspectress, who awards the primary scholarships above referred to after viewing comparative results.

Middle stage.

Girls in middle schools for girls similarly sit for *in situ* examinations held under the direction of the Inspectress. These examinations were first held in 1915, when only 26 appeared from 8 schools, 11 only of whom qualified. In the following year 50 appeared and 28 passed, 14 obtaining over 60 per cent. of marks. The middle scholarships are awarded upon the results of this examination. The Inspectress is of opinion that the institution of these examinations under her direct control has had a marked influence in raising the standard of attainment.

Mixed schools.

Girls in mixed schools secure no leaving certificate issued over the signature of the Depnty Inspector on completing the primary stage. They have to be content with a transfer certificate issued by the Headmaster or Mistress on the results of *in situ* promotion examinations held by Deputy and Sub-Inspectors. Similarly, they are not eligible to compete for the primary scholarships referred to above, which are reserved exclusively for girls reading in girls' schools. The only scholarships they can secure are primary scholarships given by Local Boards and Municipalities, and for these they usually have to compete on open terms with boys.

Girls reading in the middle classes of mixed schools appear at a Middle Vernacular Leaving and Scholarship Examination controlled by the Inspector and scholarships can only be secured in open competition with boys.

Curricula.

213. The curricula in force for middle English and vernacular schools for girls are those prescribed in the time of the Eastern Bengal and Assam Government. They mark a realisation of the fact that general prescriptions to cover the requirements of both boys and girls are educationally unsound. These curricula attach considerable importance to sewing, knitting, hygiene, domestic economy, and calisthenics. Success to a degree is possible in the case of middle English schools, but in the great number of vernacular schools, where

the charge is often in the hands of a single pandit of advanced years, whose educational equipment is of the most rudimentary kind, the course prescribed must, and does, remain a dream of hope rather than an attainable reality.

Towards the close of the quinquennium the question of a suitable curriculum for girls' schools came under further consideration as a result of a general reference to local bodies and private individuals. A representative committee has been appointed and will deliberate during the first year of the new quinquennium.

Special schools.

214. The only other special schools opened during the quinquennium, in addition to the two training classes, is the weaving class for girls at Tipkai in connection with the scheme for imparting industrial training to Meches. There were 12 girls under instruction in 1916-17.

Industrial education.

Industrial education is dealt with in Chapter VII—"Special Education," and a repetition may be avoided. It will suffice to say that no appreciable advance has been registered.

IMPERIAL GRANTS.

215. Imperial grants for girls' education are, recurring grants as under :—

	Rs.
1912 Coronation grant	10,400
1918 Government of India grant	18,000
	28,400

and a non-recurring for "Girls' schools, Technical schools and Special Education" of Rs. 1,00,000. This grant has been increased to Rs. 1,75,346 by additions of balances from recurring grants. The non-recurring grant covers three classes of institutions, but of the total amount expended, Rs. 69,348, no less than Rs. 60,296 has been directed to female education.

The recurring grant has, during the two last years of the quinquennium, been utilised to the extent of Rs. 27,206 annually in meeting recurring costs of the scheme for 95 improved primary schools for girls, in raising the pay of head teachers in other primary schools for girls, and in grants to various local bodies for improving female education in certain town areas.

Of the non-recurring grant Rs. 49,519 have been expended on new buildings and equipment, Rs. 6,447 on site acquisition for new or prospective erections, Rs. 2,860 in providing quarters for mistresses in connection with two schools, and Rs. 1,470 in providing an omnibus for the Habiganj Girls' School.

CHAPTER IX.

EDUCATION OF SPECIAL CLASSES.

I.—EUROPEANS AND ANGLO-INDIANS.

Number of schools.

216. There are three schools for Europeans and Anglo-Indians in the province—the Pine Mount School for girls under Government, and the Loreto Convent School for girls and St. Edmund's College for boys, which are aided institutions under the control of the Loreto nuns in the case of the former, and under the Irish Christian Brotherhood in the case of the second. All schools are ranked as secondary and prepare for the Cambridge University Local Examinations, the code for European schools being followed in the lower classes. All three schools are located in Shillong.

Increase of facilities during the quinquennium.

217. On the reconstitution of the Province there were only two schools, St. Edmund's College being the addition during the quinquennium. The opening of this school was made possible by the Government of India grant of 1913, the non-recurring grant of Rs. 1,50,000 being utilised to the extent of Rs. 1,29,168 for this purpose, Rs. 20,000 being secured from private sources. A grant-in-aid of Rs. 10,000 per annum is met from provincial revenues. At the instance of the Assam-Bengal Railway Company a scheme was also framed for a small convent school for poorer classes at Haflong, under the sisters of Notre Dame des Missions. A grant of Rs. 30,000 was made for the purpose, the buildings have been constructed and are ready for occupation, but, owing to the deputation of Mission workers, developments are in suspense. In response to an enquiry from the Government of India a forecast of further requirements was submitted. It included extension of the buildings of the Pine Mount School and of the Loreto Convent, together with increased equipment grants and provision for additional staffs.

Besides the opening of St. Edmund's College, progress was effected during the quinquennium by considerable and expensive additions to the buildings of both girls' schools, and by taking the Convent school on to the aided list. The staff of the Pine Mount School has been doubled, the terms of service improved, the domestic and menial establishment increased and the boarding arrangements reorganised. The Imperial grants for European education was utilised to the extent of Rs. 27,874 in meeting the total non-recurring cost of these improvements, whilst Rs. 7,418 a year of the additional recurring cost is met from these funds.

Statistics of enrolment.

218. The number of pupils on the rolls on the 31st March including all schools was 228, of whom 210 were Europeans and Anglo-Indians, 3 were Brahmins, and 4 Muhammadans, and 11 "others". The number of boys under instruction was 121, which includes 22 reading in girls' schools. There were 107 girls under instruction. No girls were reading in the school for boys. Figures for 1911-12 show that the total number in the two schools then existing was 76 only, of whom 23 were boys. There were no pupils of classes other than European and Anglo-Indian.

The following table shows the number of pupils reading in the various stages of instruction by periods.

	1911-12.		1912-13.		1913-14.		1914-15.		1915-16.		1916-17.	
	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.
High stage ...	...	...	...	...	...	...	...	1	3	16	22	11
Middle ,, ...	...	11	...	13	...	23	...	12	13	26	19	29
Total ...	...	11	...	13	...	23	...	13	16	42	41	40
Upper Primary stage	5	17	8	18	17	32	...	18	33	61	16	17
Lower Primary stage (a) Reading printed books.	18	25	8	4	18	14	42	40	12	...	49	30
(b) Not printed books.	...	...	4	4	...	...	...	...	...	...	15	20
Total ...	23	42	20	26	35	46	42	58	45	61	80	67
Grand total ...	23	53	20	39	35	69	42	71	61	103	121	107

Statistics of expenditure.

219. The total direct and indirect charges of the three institutions amount to Rs. 79,253 of which Rs. 33,737 is returned as direct, the balance being distributed as boarding charges Rs. 42,937, other indirect charges as Rs. 2,579. Of the total direct charges Rs. 19,165 were provided from provincial revenues. Fees were returned as Rs. 9,575 and endowments and subscriptions as Rs. 4,997. Of boarding charges, Rs. 9,813 were met from provincial revenues, Rs. 32,463 realised from boarders and Rs. 661 from endowments.

220. The direct expenditure of Pine Mount School is returned as Rs. 13,651, this expenditure being that estimated to cover direct charges for tuition only. Of this expenditure, Rs. 2,122 was met from fees, and Rs. 1,158 from subscriptions. On a monthly average of 40, the annual cost for the education of a pupil comes to Rs. 341-4-5, of which Rs. 82 was met from fees and subscriptions.

Pine Mount School.

The indirect charges amount to Rs. 15,894, of which Rs. 879 was expended on buildings, the balance of Rs. 15,015 being returned as boarding charges. No information is supplied as to the items covered by this amount. It represents a sanctioned budget provision upon which the Headmistress is allowed to draw. The average number of boarders is returned as 42, an excess of 2 over the average number of pupils in attendance. Of the Rs. 15,015 expended upon boarding charges, Rs. 9,058 is returned as met by boarders. Distributed over 42 boarders, the average cost per annum per boarder is Rs. 357-8-0, of which Rs. 215-10-8 was met by pupils. The Rs. 879 expended on buildings fell upon provincial revenues.

221. Loreto Convent shows a total direct expenditure of Rs. 6,586; the average expenditure for educating each pupil per annum, over an average number of 58 pupils, comes to Rs. 113-8-10, of which Rs. 72-2-9 was met from fees, the balance falling upon provincial revenues. The indirect charges amount to Rs. 16,014, of which Rs. 14,314 were boarding charges and the balance, Rs. 1,700, was expended upon buildings. This latter cost was met entirely by Government. The whole of the boarding charges were met by the boarders. The average number of boarders being returned as 44, the average charge per annum for a boarder is Rs. 325-5-1. The boarding charges have been returned as food Rs. 10,588-13-0, fuel and light Rs. 914-6-0, repair of furniture Rs. 864, servants Rs. 1,280, dhobi Rs. 680, miscellaneous Rs. 200. This totals to Rs. 14,486, an excess of Rs. 172 over the figure supplied in the tables. On these figures the annual cost per boarder is Rs. 329-3-7. It has not been possible to effect a reconciliation of the figures.

Loreto Convent.

222. St. Edmund's College shows a total direct expenditure of Rs. 13,500; the average cost for tuition, based on an average enrolment of 47 amounts to Rs. 287-3-9, of which Rs. 151-3-1 was derived from fees and endowment, Government bearing the remainder of the cost. Boarding charges are returned as Rs. 13,608, and as expended over an average of 32 boarders, or Rs. 425-4-0 per boarder, of which Rs. 304-12-0 was met by pupils or from endowments, the balance being supplied from provincial revenues.

St. Edmund's College.

No information has been supplied as to what details have been included in the figure shown above as boarding charges. Subsequent enquiry secured the following estimate as to the cost of a boarder:—Food Rs. 23, servants Rs. 5-8-0, supervision Rs. 2-8-0, taxes Re. 1, medical attendance Re. 1, fuel and light Re. 0-8-0, wear and tear of crockery Rs. 2-8-0. Total Rs. 36.

223. The following table shows the examination results of the schools in the Cambridge Local Examinations.

Nature of examinations.	Number of institutions sending examinees.				Number of examinees.					Number passed.					Race or creed of passed scholars.								
	Institutions under public management.	Aided institutions.	Other institutions.	Total.	Institutions under public management.	Aided institutions.	Other institutions.	Private students.	Total.	Institutions under public management.	Aided institutions.	Other institutions.	Private students.	Total.	Europeans and Anglo-Indians.	Indian Christians.	Hindus.		Muhammadans.	Buddhists.	Parsis.	Others.
																	Brahmans.	Non-Brahmans.				
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
CAMBRIDGE.																						
Senior ... ... Males	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Senior ... ... Females	...	1	...	1	...	4	...	...	4	...	3	...	...	3	3	...	...	...	...	...	...	...
Junior ... ... Males	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Junior ... ... Females	1	1	...	2	4	3	...	...	7	3	2	...	...	5	5	...	...	...	...	...	...	...
Preliminary ... Males	...	1	...	1	...	4	...	...	4	...	1	...	...	1	1	...	...	...	...	...	...	...
Preliminary ... Females	1	1	...	2	1	4	...	...	5	1	2	...	...	3	2	...	1	...	...	...	...	...

224. There are no coded scholarships for Europeans tenable in local schools. Special scholarships are awarded in individual cases where local facilities are not sufficient.

Scholarships.

The Pine Mount School, Shillong.

225. The Pine Mount School was classed at the close of the last quinquennium as an elementary school, with 29 pupils on its rolls. The school which is now classed as secondary had 64 pupils on the rolls on the 31st March 1917, of whom 13 were boys. The staff consists of a Headmistress and 5 teachers in addition to a music mistress. The teachers are qualified as follows: two are graduates (one being of Calcutta and the other of Aberdeen), one holds the Cambridge Higher Local Certificate and the Local Cambridge Teachers' diploma, and two have passed the High School Examination under the European code, whilst one is uncertificated. The music mistress is L. T. C. L. Six are returned as trained and one as untrained. The fees levied for tuition vary from Rs. 2-8-0 to Rs. 4 per mensem according to the number of children of the same family attending the school. Where pupils are boarders, the tuition fees is included in a combined fee of Rs. 35 per mensem—a reduction of 5 per cent. is made where two children of the same family are at the school, and a reduction of 10 per cent. where there are three or more so attending. A concession in respect of boarding charges is also made when the parents' income does not exceed Rs. 350 per mensem. The salary of one of the five teachers is paid from a grant given by the Church Education League.

The one candidate who appeared for the Preliminary Cambridge Local Examination passed, and 3 out of the 4 who appeared at the Junior Examination.

Examination results.

The following description of Pine Mount School has been furnished by the Inspectress of Schools :—

Pine Mount School was founded in 1900 as a Government institution for the education of children of European descent. The school-house, which has recently been extended and enlarged, was erected in 1903 on one of the finest and healthiest sites in Shillong. Separate accommodation is provided for cases of sickness. The school grounds are extensive and provide ample space for out-door recreation.

A good supply of pure water is ensured by a pipe connection with the municipal waterworks; milk and butter are obtained from a dairy under Government supervision. The Civil Surgeon of Shillong supervises personally the hygienic arrangements of the school, and attends any boarder who is ill. Parents of day scholars make their own arrangements for medical attendance.

The school is managed by a Committee approved by Government, consisting of the Deputy Commissioner, the Civil Surgeon and the Chaplain as *ex-officio* members together with unofficial members, two of whom are parents of children attending the school.

The Loreto Convent School.

226. The Loreto Convent School was started in 1909 and was recognised as an elementary school towards the end of the last quinquennium. At the beginning of the present quinquennium it was brought on to the aided list and substantial grants were made for buildings and equipment. The grant-in-aid is Rs. 2,400 a year. At the close of the last quinquennium there were 47 pupils on its rolls, of whom 29 were boarders. At the close of this year there were 65 pupils. The staff, which five years ago consisted of 3 Loreto sisters and 3 secular mistresses, now includes 5 members of the religious order and 5 secular mistresses and one pupil-teacher. Of the lay teachers, two are returned as trained at St. Bedes. Of the 5 Loreto sisters three are trained. In addition one is trained in Kindergarten. One of the secular mistresses is untrained. The secular mistress of music is qualified as an A. T. C. L. and one of the Loreto sisters is a special teacher of French. The fees levied are Rs. 35 per month in the case of full boarders and Rs. 20 for day boarders. Tuition, where no board is included, varies from Rs. 6 a month in the Kindergarten class to Rs. 10 in the highest class.

In 1916-17, 4 pupils were presented for the Preliminary Cambridge Local Examination, 3 for the Junior and 4 for the Senior, the successes being 2, 2, and 3, respectively: all were Europeans and Anglo-Indians, except one who was a Hindu (Brahmin).

Examination results.

The following is taken from the report of the Inspectress of Schools:—

The object of this institution is to give to European girls a first-class education, together with accomplishments suited to their sex, whilst devoting special attention to their moral culture and to the development of those qualities which will best fit them for their future life.

The Convent has an ideal situation on St. Mary's Hill amidst picturesque surroundings, being at an elevation of 5,000 feet. The infirmary is under the care of an experienced sister.

The course of education comprises that prescribed by the Code of Regulations for European schools. Pupils are prepared for the Cambridge University Examination. The musical education of the pupils is an object of special care. Two instrumental lessons, and one in theory are given weekly and special attention is paid to technique. Pupils are sent up every year for the local examination in singing theory of music and playing on the pianoforte and violin, held in connection with Trinity College, London, to which the school is affiliated.

St. Edmund's College.

227. The staff of the school consists of 7 trained members of the order of the Irish Christian Brothers. In addition there is a music mistress and a senior scholar acting as a pupil-teacher. There were at the close of the year 99 boys in the school, of which 32 were boarders. Religious instruction is given daily from 12-30 to 1 P.M. No influence is brought to bear upon Protestant children to attend Chapel or instruction in religious subjects, section 6 of the Code for European schools being scrupulously observed. There is at present no arrangements for the teaching of handwork or science, developments in these respects awaiting funds.

The grounds of the College are over 23 acres in extent affording excellent facilities for exercise and recreation. Fives, tennis and badminton courts are under preparation, and two large playgrounds provide facilities for hockey, football and cricket. The building itself has been especially designed for residential and educational purposes, and has been well equipped with lavatories and septic installations. It is lit throughout by electric light from its own plant.

Examination results.

Out of 4 pupils presented for the Preliminary Cambridge Local Examination one was successful, an Anglo-Indian.

The Director of Public Instruction on a recent visit recorded as follows :—

With what I have seen of the work and the government of the College I am entirely satisfied. As this is the first occasion on which I have recorded a note, I observe, for the information of the Brother Provincial, that the College has made a promising start, and, at its present rate of progress, bids fair, with due support and encouragement, to become one of the foremost schools of the Brotherhood in India.

Qualifications of staff.

The nine teachers of the school are qualified as follows:—Seven teachers are trained members of the Irish Christian Brothers, the music teacher is certificated by the Royal Academy of Music, London, and the pupil-teacher has passed the Senior Cambridge Local Examination.

II.—Muhammadans.

General comparative statistics for the quinquennium period.

228. The Muhammadan population in the census of 1911 was put at 1,887,000 the percentage of the Muhammadan population to the total population as 28·1. In 1911-12 there were 44,904 Muhammadan pupils under instruction in all classes of institutions, the number rising in 1916-17 to 55,621. As distributed between different classes of institutions there were in 1911-12, 41,244 pupils reading in public and 3,660 in private schools ; in 1916-17, 51,714 read in public as against 3,907 in private schools. Taking the different classes of public institutions there were 86 reading in arts colleges as against 27 in 1911-12, and 5 in professional colleges as against "nil." In secondary schools (English) there were 4,009 reading in 1911-12, the number in 1916-17 being 4,447. In middle vernacular the increase has been from 495 to 2,271, in primary from 34,014 to 44,236.

Decline in proportionate advance in respect of public institutions.

The percentage of Muhammadan pupils to total number of pupils has declined from 23·3 in 1911-12 to 23·0 in 1916-17 in respect to public institutions, whilst in private institutions the decline has been more marked, being from 72 to 42·9. The percentage of Muhammadan pupils to the total number of pupils reading in all schools in 1916-17 is 23·8 as against 24·1 in 1911-12. The percentage of Muhammadan pupils in primary schools to the total number of pupils in such schools has risen from 22·8 to 24·3 in the quinquennium. The provincial average of advance for the whole quinquennium is 28·4, that of Muhammadans 23·8.

Decline in the last two years of the quinquennium.

It may be pointed out that the Muhammadan total enrolment in schools of all classes which has shown a consistent rise in each year of the quinquennium has decreased from 57,992 in 1915-16 to 55,621. Of this decline of 2,371 pupils, 1,400 is accounted for in the decreased enrolment of private institutions. But any decline, where so much leeway has to be made up, is very regrettable.

Secular education and Muhammadan progress.

229. The fact that the percentage of Muhammadan pupils to the total number of pupils in public institutions has declined during the quinquennium shows that the Muhammadans in spite of the very serious attempt that has been made during this period to bring them into line with general educational advance have allowed themselves to be further outstripped in the race. That the enrolment in private institutions has increased from 3,660 to 3,907 is also not a matter for congratulation. These institutions are of three classes, advanced, teaching Arabic or Persian (so called Madrassas), where the number has declined from 566 to 301, elementary, teaching the vernacular, where the decline is from 76 to 55, Koran Schools, where the decline has been from 2,960 to 2,854, and "other schools," where the increase from 58 to 697 is most marked.

Enrolment of Muhammadan pupils in different classes of institutions.

The following table shows the total enrolment of Muhammadan pupils in all classes of schools, including professional and arts colleges, as also special schools, for 1916-17 ; separate figures are given for boys and girls :—

—		Arts colleges.	Law college.	Total.	High.	Middle.	Total.	Middle Vernacular.	Primary.	Special schools.				Total.	Total in colleges and schools (public institutions).	Total in private institutions.	Grand total.
										Training schools.	Law schools.	Medical schools.	Other schools.				
1		2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1916-17...	Males ...	86	5	91	2,406	1,947	4,353	2,123	40,944	30	1	26	597	654	48,165	3,265	51,430
	Females ...	...	...	...	2	92	94	148	3,292	...	...	...	15	15	3,549	642	4,191
	Total ...	86	5	91	2,408	2,039	4,447	2,271	44,236	30	1	26	612	669	51,714	3,907	55,621

Proportion of Muhammadan pupils in each of the secondary stages of instruction.

The subjoined statement shows the proportion of Muhammadan scholars in each of the secondary stages of school instruction for the last two years :—

——	Secondary schools.	High stage.	Middle stage.
1916-17	16·6	16·1	17·07
1915-16	17·6	17·3	17·7

Increased enrolment in higher classes of public institutions.

230. The percentage of increase of Muhammadan pupils in primary schools to the total number of pupils in such schools affords some measure of satisfaction, but it is only when consideration is directed to the increased enrolment in the higher classes of public institutions that indication of progress can be adequately gauged. The enrolment in arts colleges has increased from 27 to 91, in high schools from 1,702 to 2,406, whilst in middle vernacular there is the very satisfactory advance from 495 to 2,271, whilst in middle English schools a decline from 2,307 to 1,948 has been registered. Free vernacular education is probably the inducement of the greatest weight in securing the advance in respect of middle vernacular schools. If this is so, it affords some hope that it is poverty, more than conservatism and disinclination for secular education, which is the predominant factor in the situation.

Muhammadan girls.

231. Whilst taking the figures on a whole there is not much cause for congratulation the separation of figures for girls shows satisfactory progress, 4,191 being returned as against 2,084, taking into account all classes of schools. The increase of girls in primary schools has been from 1,975 to 3,292 and from 45 to 242 in schools above the primary.

Examination results.

232. Examination results during the quinquennium provide something in the way of encouragement. The following table shows for each successive year of the quinquennium the success secured in the various examinations of the University. As departmental examinations

in respect of lower primary, upper primary, and middle English were abolished during the quinquennium and the middle vernacular examination was held only in the last two years of the period, reference need not be made to these examinations :—

	1911-12.	1912-13.	1913-14.	1914-15.	1915-16.	1916-17.
1	2	3	4	5	6	7
M. A. or M.Sc.	...	...	...	...	...	1
B. A. or B.Sc.	1	2	2	4	3	5
I.A. or I.S.c.	11	4	10	11	15	16
Matriculation	35	38	39	44	57	...

As the Matriculation examination for 1916-17, which is usually held in March, has been postponed to July, the result of this examination cannot be taken into account, but confining consideration to a comparison 1911-12 and 1915-16, it will be seen that, whereas the number of Hindu matriculates increased from 224 in 1911-12 to 307 in 1915-16, or by 37 per cent., the percentage of increase in the case of Muhammadan is 54. This is to the good as also the fact that the percentage of success of Muhammadans to the total number of successful Hindu and Muhammadan candidates has risen from 13·5 to 15. It is clear that Muhammadans, when they have once been attracted to the higher ranges of the educational courses, are able in increasing measure to hold their own. The figures for examinations above the Matriculation examination need not be discussed; they too are indicative of progress, which may be called satisfactory.

Employment of Muhammadans in the department.

233. In 1911-12, out of 5,683 inspecting officers, teachers of all classes of schools, and clerks in schools, 688 were Muhammadans. Especial orders were issued during the quinquennium for the larger employment of Muslims in the service, and, as a result, the number has risen to 913 out of 7,294 in 1916-17. The difficulties to be faced are twofold, the want of men with requisite qualifications, and the counter attraction of other departments, to whom similar orders for the due consideration of the claims of Muhammadans have been issued.

Measure of illiteracy among Muhammadans.

234. The following taken from a note prepared by the Director of Public Instruction shows the illiteracy of the Muhammadan population as compared with that of the Hindus as revealed by the last census :—

"Out of a total Muhammadan population of 1,901,032 in the whole province, of Assam (including Manipur), 1,842,592 were returned at the last census as illiterate, that is to say, 969 Muhammadans in every thousand were unable to read or write. Of the 31 in every thousand who were literate, only two were literate in English. Amongst Hindus of all castes, backward and progressive, 65 in every thousand could read and write, and, of these 65, 7, or more than three times as many as in the case of Muhammadans, were literate in English."

"To extend the comparison somewhat further, contrasting the measure of Muhammadan literacy, with the literacy of a few of the various communities within the Hindu fold, may help to emphasize and impress the general conclusion. One or two examples will suffice. Amongst the Hindus, the most highly educated caste is the Vaidya. In proportion to their population they show 19 men literate in the vernacular and 119 in English for every single Muhammadan so literate. The figures for Kayasthas and Brahmins to be compared with the Muhammadans are 12 and 10, respectively, for general literacy and 42 and 25 for literacy in English. But it is not necessary to go to the advanced castes for a contrast to Muhammadan backwardness. The Ahom, the Koch, the Keot, the Mahisya, the Jogi, the Nadial are all more forward than the Muhammadan. We have to come to the Namasudras, the Patnis, or the animistic tribes to find communities who lag still further behind in the race."

Reasons for comparative backwardness.

235. The cause of the comparative backwardness of the Muhammadan community is well known. It proceeds from the demand that education should first be directed to the acquisition of the Arabic alphabet and to the reading of the Koran. This education is imparted in maktabs. A maktab proper consists of three classes. In the first the children are taught the Arabic alphabet, in the second to read the Koran and learn by heart such passages as are necessary for worship, in the third class they learn something of one or more of the Islamic languages, Urdu, Persian, Arabic.

The maktab usually sits in the morning, the more ambitious parents send their children during the day to the ordinary *pathshala*. It is obvious that attendance from, say, 6 to 9 o'clock in the morning followed by attendance at a lower primary school from 11 to 4 results in the learning of little or nothing, and produces deteriora-

tion in the natural intelligence of the pupil and a lowering of his physique. It is little to be wondered at that few boys struggle through and reach the higher classes of secular instruction.

Muhammadan Conference of 1914.

236. In the hope that it might be possible to provide a solution to the problem of meeting the requirements of the Muhammadans in matters of secular education, without at the same time prejudicing the religious instruction to which they attach prior consideration, a conference of leading Muhammadans, both official and non-official and representative of different classes of the community, was held in Shillong in 1914.

Conclusion of the Conference.

The conclusions arrived at may be summarised as follows in so far as they concern the proposals to replace special Muhammadan schools by the ordinary schools of the Department :—

(1) That all that Muhammadan children really require in the nature of religious instruction is to be taught the Arabic alphabet, to read the Koran by rote, and to be instructed in *namaz* and the principles of Islam.

(2) That this instruction required not more than an hour a day.

(3) That therefore the three to four hours spent daily at a maktab for this purpose was not necessary.

(4) That the ordinary course of a lower primary school, supplemented by this hour's religious instruction would adequately meet the requirements of Muhammadans in both religious and secular directions up to the primary stage.

(5) That, in stages above the lower primary, further religious instruction combined with Urdu or Arabic up to and including class VI of high and middle English schools would enable Muhammadans to find, without difficulty, all their requirements in these schools up to the middle stage. That in middle vernacular schools only Urdu need be provided beyond the primary stage.

(6) That this special instruction, with the exception of Urdu (or Arabic) should be given outside school hours, and that the expenditure involved in religious teaching should be met from outside sources.

(7) That the foregoing would meet all requirements for Muhammadans who did not desire to proceed at the close of the lower primary stage to special education in Madrassas, but that beyond the middle stage, in order to secure the best classical instruction for Muslims in high schools, it was desirable to replace Persian by Arabic, and, pending the replacement, to offer Arabic as an alternative to Persian in such schools as showed a strong Muhammadan enrolment.

The recommendations of the conference with respect to madrassas will be referred to when dealing with those institutions.

Action effected.

237. The degree of success which has marked the introduction of these recommendations (all of which received the approval of the Local Administration) may be briefly referred to. It must, however, be first pointed out that only two years have elapsed since action was taken, and, in the conservatism of the people, the interests which they consider at stake, and the almost revolutionary character of the proposals together with the lack of funds, it is not possible to expect any striking advance. The only reasonable expectation can be that some degree of a forward movement is in evidence, and it is at least satisfactory that figures provide some degree of assurance that the scheme is not doomed to die in its birth.

Islamic instruction in schools.

238. The introduction of Islamic instruction has been effected in 198 primary schools, 12 middle vernacular schools 13 middle English schools, and 6 high schools. These figures, which are for 1916-17 are exclusive of schools in Silchar and Hailakandi, returns from which subdivisions have not been received. The number shows a decline from 1915-16, when Islamic instruction is shown as having been imparted in 301 primary, 10 middle vernacular, 7 middle English, and 3 high schools. Whether this decline will now be arrested and a forward movement be given it is impossible to say. It is conceivable that the earlier figure is to be read as the outcome of a temporary enthusiasm in certain localities and the latter figure as a positive residue when effervescence has subsided. But even this cannot be affirmed with any degree of security. The opinions of inspecting officers as to ultimate success are not very encouraging, many are distinctly

pessimistic. The greatest difficulty is in the procuring of pay for the maulvis who impart direct religious instruction. The Assistant Inspector for Muhammadan Education thinks that with determined organisation on the part of Anjumans the difficulty will disappear.

Several maktabs and madrassas have accepted the option of returning themselves as primary schools with Islamic classes attached. Eighteen have been returned as such in the Surma Valley whilst all such recognised institutions in the Assam Valley have been returned as secular schools except the Madrassa in Dibrugarh.

Urdu and Persian in middle schools.

239. The difficulty in the way of the introduction of Urdu (or Arabic) in the classes above the lower primary has been that few teachers of the staff of a middle school are Muhammadans, and it is only by replacement (a difficult matter in the dearth of Muhammadan teachers) or by special grants (an impossibility in the present financial condition of the Department) that effect can be given to the scheme. Urdu has, however, been introduced into at least 12 middle vernacular schools, the returns from Silchar and Hailakandi being again silent, whilst Islamic languages have been introduced into classes V and VI of 13 middle English schools (again exclusive of Silchar and Hailakandi).

Improvement in classical teaching in high schools.

240. The introduction of Arabic into high schools and the employment of a second Maulvi is waiting, like many other measures, for the release of funds. In the meantime some improvement has been effected by extending the classical course for Muhammadans in high schools by two years, instruction beginning in class V instead of class VII. Improvement in the teaching has also been effected by the demand that classical languages shall be taught through the medium of English or the vernacular, instead of through Urdu, whilst Head Maulvis of Government high schools have had their positions and prospects improved by admission into the Subordinate Educational Service, conditional on their passing certain prescribed tests in English and in the methods of teaching.

Special scholarships.

241. The reservations of open Junior and Senior scholarships tenable at Arts colleges in favour of Muhammadans is referred to in the Chapter on Collegiate education. In the same chapter reference is also made to the special range of scholarships open only to members of this community.

In lower grades of education special Government scholarships are reserved for Muhamadans—Middle English, 2 of the value of Rs. 4 a month for 3 years, middle vernacular, 3 of the value of Rs. 4 tenable for 4 years, primary, 7 of the value of Rs. 3 held for 3 years.

Other measures taken to secure a marked forward movement in education among Muhammadans may be referred to. Muhammadan boys reading in high schools have been made eligible for free studentships, on evidence of poverty and capacity being furnished, up to a maximum of 8 per cent. of the total number of pupils on the rolls of the school. Instructions were issued during the quinquennium calling for a lenient interpretation of the conditions laid down.

Free studentships in high schools.

Hostels for Muhammadans.

242. Hostels for Muhammadans were attached to the two Arts Colleges, and to the Sylhet Madrasa. Provision for hostels for pupils in Government Colleges, high and middle English schools has been considerably extended during the quinquennium, there being 12 hostels in 1916-17 as against 6 in 1911-12. Other projects are upon the waiting list.

Aided maktabs and madrasas.

243. The rules defining the relation of the Department to maktabs and madrasas, and the aid to be afforded, are laid down in the Assam School Manual. They are similar to those dealing with tols, and affirm that grants of public money for the encouragement of classical studies are to be given sparingly, unless these studies form part of a general ordinary education. Every maktab or madrasa, that teaches the lower primary course, is entitled to draw the same grant and capitation as an ordinary village school, the maximum of capitation that may be earned being 50 per cent. above the maximum of these schools subject to the total payable to any one school not being in excess of Rs. 30 a month without special sanction of the Chief Commissioner.

Madrasa examinations.

244. Madrasa examinations of aided and private institutions are at present based upon the curricula of the Calcutta (higher grade) Government Madrasa, the examinations themselves being conducted by a provincial board. In 1916-17, 38 students passed the first Madrasa

examination and 8 passed the second Madrasa examination from the Surma Valley. No boy was presented from the Assam Valley for these examinations.

Scholarships for maktabs and Madrasas.

On the results of the first Madrasa examination, nine scholarships of the value of Rs. 3 a month tenable for two years, are awarded, and in the second examination three of the value of Rs. 7 a month, similarly tenable for two years.

Stipends, tenable for one year, are awarded to the teachers of maktabs and madrasas as rewards for the successes of their pupils in the Madrasa examinations.

To provide for the case of the new Government Madrasa at Sylhet a provisional arrangement permits of the award of 2 scholarships of the value of Rs. 7 each tenable for 4 years, on the result of the Junior examination. The extension to 5 years to meet the requirements of the extended course, as referred to later, is under consideration.

245. The object of madrasas was thus defined by the Muhammadan Conference in 1914.

Muhammmadan Conference of 1914—Madrasas defined.

> The object of Madrasas is the production of cultured Moslems well versed in Arabic, and possibly in Persian also, including a knowledge of Islamic subjects, Hadis, Tafsir, etc., who can, according as they wish, become enlightened ministers of religion, devote themselves to research in these languages and subjects, or betake themselves to secular occupation.

Government Madrasa at Sylhet.

The establishment of a Government Junior Madrasa at Sylhet in 1913 marks the first distinct step taken in the province to provide for advanced studies in Arabic and Persian. It started with an enrolment of 54 pupils, and closed the quinquennium with 168 on its rolls.

Its development to a Senior Madrasa.

As an outcome of the Muhammadan Conference in 1914, the Madrasa was raised to the status of a Senior Madrasa, one senior class being added in that year. The development to the full senior course of 5 years will be completed in 1918.

Curriculum—Junior Madrasa.

The junior curriculum for the Madrasa was not settled without prolonged discussion and much conferring. As now framed, it aims at securing some approximation with that of the middle classes of an English school, in order to facilitate the passage of a pupil of the madrasa at the close of the junior course to a high school. It thus enables a pupil to take up general education, as distinguished from the special education of these institutions, without being penalised for studying in the junior madrasa.

The junior madrasa course is one of 4 years, the pupils entering it being required to have passed through a course of vernacular instruction in a lower primary school, equivalent in extent to that which is required for admission to the lowest class (class III) of a middle English or a high school. It is essential, however, that such pupils should have gone through the Arabic Primer which has been introduced into primary schools under the scheme already referred to.

Leaving certificates at the end of the junior course.

Pupils who have passed the Junior Madrasa Examination are entitled to a leaving certificate at the end of class VI. This certificate entitles the holder to admission to class VII of a high school, provided he shows particular proficiency in English, or to admission to the senior course of the Madrasa if he has attained the proficiency level in Arabic. It is believed that this co-ordination between the studies in the junior madrasa and those in the middle stages of an English education has been accomplished without any sacrifice of the injunctions laid down by the Muhammadan Conference of 1914, that madrasas are primarily religious and Islamic in character.

Co-ordination with the curricula of middle schools.

246. This co-ordination is in accord with the principle, generally accepted at the Muhammadan Conference, that the only way to secure an advance in Muhammadan education is to so adapt the curricula of schools as to make it possible for a Muhammadan to defer his final choice, as to whether his children should pursue their education along indigenous lines or upon western lines, until as late a date as possible. The secularisation of maktabs, the adaptation of lower primary schools to meet special Muhammadan requirements, as also the curriculum of the Government Madrasa at Sylhet, are all directed to this end. The importance of these steps cannot be over estimated. If they succeed, and there appears in the consensus of opinions gathered no reason to anticipate failure, the conservatism of the Muhammadan community will find no adequate justification for a refusal to accept movement along roads marked out so clearly for

Importance of this departure.

advance. Some minor adjustments may be called for, as the outcome of experience gathered, but the general lines seem truly and correctly laid down. No appreciable result can be anticipated, unless and until a general awakening follows, and for this the community and its leaders must bear the responsibility. The department has done its work, it can only continue to watch and encourage, but real evangelisation must come from within.

Senior Madrasa course.

247. The curriculum of the senior madrasa course is mainly based on that now in force in the Calcutta Madrasa. This course, which was laid down under the guidance of Sir Archdale Earle when he was occupied in educational work in Bengal, is one that has been generally accepted as orthodox whilst being liberalising in its tendency. It is therefore anticipated that the Assam Final Madrasa Certificate will secure admission to the title course classes of the Calcutta Madrasa. In the curriculum English is permitted as an alternative to Persian. The formation of a Senior Madrasa Board, having power of readjustment of the curriculum in unessential matters, to control examinations and advise on text-books, is under consideration.

Progress at the Sylhet Madrasa.

The staff of the madrasa in 1913-14 consisted of 7 teachers, including the Superintendent. At the close of the quinquennium there were 11 on the staff, including 2 graduate teachers. The Junior Examinations, held for the present by the staff, have been passed by a total of 57 out of 192, 28 of whom were placed in the first division.

III.—Hill tribes.

The missionary as the pioneer.

248. There is no one definite agency at work charged with the spread of education in the hills. Before Government found time to concern itself with the educational needs of the people of the hills, the missionary had entered into the field and had accomplished much of the pioneer work. With its more elastic organisation, it was naturally more fitted to do this than a Government office with its action limited by procedure and precedent and by the necessity of submitting detailed and comprehensive plans outlining every proposed advance. The general policy followed, when Government realised its obligation, was to subsidise the missionary already in the field for the secular work he was accomplishing, and generally to leave him free to introduce such a curriculum as he thought best, and to carry on an educational propaganda on the lines he desired, within the measure of such grants as he could secure from his own organisation or from Government. The reduction to writing of tribal languages and dialects, the preparation of text-books and translations of books into these languages to provide something of a literature, have been the work of the missionary, and, if he has committed mistakes in the language he has chosen for the medium of instruction in the schools, or in the curriculum he has followed at various times, these mistakes were such as were perhaps inevitable in the difficulty the circumstances presented. That Government would probably have made as many also, and at a heavier financial cost, had it at the beginning undertaken the task, may be admitted; that it would have succeeded as well, may be denied.

Departmental agency.

249. It may well be that, in the future, a closer touch by the department will be called for, and a larger measure of control and direction. Such has to some extent been secured by the appointment of a Deputy Inspector to the Garo Hills and to the Khasi and Jaintia Hills. These officers act as educational advisers to the Deputy Commissioners. They are at the same time servants of the Department, and are able to keep the Inspector in touch with educational affairs.

Advance achieved.

250. That educational capacity is the monopoly of no class or section of society but that, given opportunities, no race need lag behind in the general advance, is shown by the fact that in the course of the quinquennium a Khasi headed the list of honours candidates in Philosophy in the University of Calcutta and followed up this success by taking a first class in this subject in the M.A. He is now as Professor of Philosophy in the Murarichand College, engaged in teaching philosophy to the people of the plains. A Khasi also stood first in the list of successful candidates in the overseer examination of the Joint Technical Board.

251. The following concessions were secured in favour of children of the hill tribes and aboriginal races of the province appearing for the Matriculation Examination of the Calcutta University :—

Modifications in the Matriculation course to meet requirements of hill tribes.

(1) Khasi was recognized for the examination in vernacular composition for the purposes of clause IV, section 9, Chapter XXX of the Regulations. Khasi pupils are therefore no longer required to take the alternative paper in English.

(2) Garo and Lushai were recognized for the examination in translation in the English paper for the purposes of paragraph 4 of section 10, Chapter XXX. Garo and Lushai pupils, who had formerly to study a foreign vernacular for purposes of translation from and into English, have been freed from this additional burthen.

(3) Pupils belonging to the hill tribes or other aboriginal races are no longer required to study a classical language, a special course, as follows, being open to them :—

1. English, including paper in translation from their own vernacular in the case of Khasis, Garos and Lushais, in another recognised language in the case of all other races.
2. Mathematics.
3. Composition in a vernacular language (their own in the case of the Khasis, another recognized vernacular in the case of all other races),
   or
   an alternative paper in English.
4. History.
5. Geography.
6. Mechanics or additional Mathematics.

The aboriginal races who share in the benefit of this revised course are intended as including all tribes or races in the province, whether living in the plains or in the hills, who speak in their homes a language other than one of the vernaculars recognised by the University for the purpose of Matriculation, and whose vernacular, if reduced to writing, has in any case only a very limited range of primary text-books or a few translations.

252. Three ordinary junior and two ordinary senior scholarships awarded on the result of the Matriculation and Intermediate examinations, respectively, of the Calcutta University are reserved for children of hill tribes. There are also 32 primary scholarships of the value of Rs. 3 a month tenable for 3 years, 2 middle vernacular of Rs. 4 a month tenable for 4 years. and 7 middle English of the value of Rs. 8 tenable for 3 years. These scholarships are distributed according to districts.

Scholarships for hill tribes.

253. Education in the Khasi and Jaintia Hills is almost entirely the outcome of missionary labour, and in an especial degree of the labour of the Welsh Calvinistic Methodist Mission. Of a total of 445 schools, 5 only are managed by the Department—the Shillong High School, the Shillong Normal School one middle English school, the Jaiaw Training School, and an Industrial School. Of the remaining 440 schools, 394 are under the control of the Welsh Mission. Nor does this exhaust the obligation. Thirty-two schools are under an indigenous evangelising mission, which has opened up these schools with an aggregate enrolment of 645 pupils. Khasi Christian ladies are the sole subscribers to the mission fund. It is gratifying to be able to note that all these schools conform to the prescribed course of studies and have received departmental recognition.

Khasi and Jaintia Hills.

The increase of the Government grant from Rs. 8,000 to Rs. 15,000 to this mission has resulted in a better equipment and housing of their schools.

Other missionary agencies at work are the Roman Catholic Mission, the Church of England Mission, the Unitarian Mission, and the Brahmo Somaj Mission.

It is well worth pointing out that of the total direct expenditure on secondary and primary education in the Khasi and Jaintia Hills, amounting in 1916-17 to Rs. 1,38,255, no less than Rs. 1,07,907 was met from private funds, including fees. As the total expenditure includes the expenditure on 2 Government schools, and as the fees in schools under mission management are reported to be generally so low as

to be only nominal, the extent to which education in these hills is financed by missions deserves recognition. Mission fund provision and private contributions amounted in 1916-17 to no less than Rs. 1,19,701, including direct and indirect expenditure.

The total number of schools has declined from 464 to 445, the decline in pupils being from 11,356 to 11,220. The decline is in the enrolment of primary schools only; the secondary schools show an advance. Retrenchment of missionary expenditure due to want of funds has had an undoubted influence. The Deputy Inspector reports that 58 teachers of the hill schools have joined the Khasi Labour Corps and at least double that number of pupils.

The following summarises the action taken during the quinquennium to improve education in the Khasi and Jaintia Hills :—

(*a*) Increased grants to the Welsh Calvinistic Mission.

(*b*) Formation of managing committees in certain village schools.

(*c*) The abolition of the Upper Primary Scholarship Examination, the increase in the number of primary scholarships from 10 to 12, and the extension of their tenure to 3 years instead of 2.

(*d*) The abolition of the capitation system of payment of teachers.

(*e*) The extension of the course of training to one year.

A training class for mistresses has been started in connection with the Mawkhar Mission Girls' school.

The Fuller Industrial School, in which instruction is given in carpentry and smithy work, and St. Mary's Orphanage primary school, in which instruction is given in laundry, needle work, cooking, etc., are the only institutions that have a direct industrial direction.

Garo Hills.

254. Education in the Garo Hills was until recent years entirely in the hands of the American Baptist Mission, who were in receipt of a small grant from Government. In 1905 the system of education in these hills came under review by Sir Bampfylde Fuller, who considered it undesirable to leave control in the absolute hands of the mission and ordered the opening of a limited number of new schools to be maintained directly by the State. The limit was gradually raised from 25 to 60 and finally the principle of a fixed limitation to the number of Government schools was abandoned. There were at the close of 1916-17, 82 schools managed by the Department, 79 aided schools, and 5 unaided. The total number of institutions in 1911-12 was 132. The number of pupils has increased from 3,336 to 5,170. Of the 166 institutions, 3 are middle schools, two being middle English and one a middle vernacular school. This number has remained unchanged throughout the five years under survey. None of these schools are Government institutions.

The total number of pupils in middle schools in 1916-17 was 328 as against 427 in 1911-12. The decline in numbers is due to the abolition of the primary classes in middle English schools and to the introduction of fees into the Tura Middle English School. Two hundred sixty-six are reported to be learning English as against 233 in 1911-12.

There is a training school at Tura to supply teachers for Garo primary schools in the district. It is under the control of the Department. It is expected to turn out 12 teachers annually.

In the beginning of the quinquennial period there was no separate school for girls, but one Government school has since been opened in the Bengali-speaking area, as also an unaided lower primary school. Garo girls read in boys' school, co-education being a common feature of Garo schools. The total number of girls at school increased from 566 to 1,334 during the quinquennium ; of the latter number, 1,286 read in boys' schools.

The question of education in the Garo Hills was exhaustively considered in 1915 by the Director of Public Instruction. The fundamental point requiring settlement was the securing of a working arrangement as between the Mission and the Government. The general policy accepted was that the mission should hold itself responsible for the maintenance of a definite number of schools in the hills, the cost being distributed between the mission and the Government, and that the mission should declare each year what schools they propose to relinquish and what new schools they intend to open. The Deputy Commissioner, if he approves of these proposals, is required to make provision in his budget for the schools to be relinquished.

255. Education in the Naga Hills is under the general control of the Deputy Commissioner, the agency employed being partly Government and partly missionary. The whole question of education in the Naga Hills awaits settlement, the principal difficulty being the language to be studied and the medium through which information is to be imparted. Three languages appear to be thrust upon these children—vernacular, Assamese, and English. It is not surprising to learn that primary education does not appeal to Nagas, who apparently have much to divert their attention from such a linguistic burthen, especially when we read in another section of the administration report that "Head-hunting and raiding on this wild border continued with unabated vigour among the tribes outside the British line."

Naga Hills.

The many languages, or dialects, current in these hills—Angami, Ao, Rengma, Lhota, Sema, Kacha Naga and others, some 27 in all, offer considerable difficulty to advance. In the absence of any tendency for one to dominate another, and in the difficulty of providing books, where in many cases none exist, the complexity of the problem becomes intensified. Further, unless education is to open no outlet or avenue, and to afford no help in the Naga's growing intercourse with the plains people, a second language is essential. Here again difference of opinion arises as to whether the second language should be Assamese, Hindustani, or making a decisive step forward, English.

There were in 1911-12 twenty-two primary schools, 10 of which were maintained by Government, the rest being under the management of the American Baptist Mission Society aided by Government. The total enrolment was 327.

On the 31st March 1917 there were 39 schools with an enrolment of 833 pupils. On this number 36 were primary schools with 659 pupils. It will be seen that the number of pupils in primary schools has increased by over 100 per cent. This is by no means an unsatisfactory record of progress, although measured by the area, population, and peoples concerned it may be regarded as negligible. It certainly shows, however, that if there is hostility to education, it is breaking down, and that, given a solution to the linguistic problem, sufficient finance, and a rational course of instruction, the Naga will not be found wanting. It was not possible during the year 1916-17 to accede to the Deputy Commissioner's request to open 10 new schools or to permit him to open schools at his discretion within his budget allotment.

Of the 39 schools, 2 are Training schools, located at Kohima and Impur. They are under missionary management, and are reported as doing good work.

The Fuller Technical School has been referred to in Chapter VII under the head of "Industries." It is located at Kohima, and gives a three-year training in carpentry and blacksmithy. Three Naga boys are admitted every year. The school appears to give good practical instruction, but the complaint is made that there is a tendency for the pupils to seek to become muharrirs and contractors, work for which they have not been trained, or to seek for clerical posts rather than to return to their villages and practise their handicraft. Only about one-third of those turned out are actually working as mistris.

If no market for remunerative employment exists, this is not to be wondered at. The instruction given in a school of this character should be determined by the actual requirements of the villagers, and the expenditure incurred in the production of the workman should have some proportion to his earning power. It may be that in the Naga villages specialisation of labour has not yet proceeded far enough to provide remunerative employment to a skilled workman.

256. In 1911-12 there were 4 middle schools and 35 lower primary schools in these hills with a total enrolment of 854, including 7 girls. In 1916-17 the number of schools is reported as being 4 middle and 58 primary schools with a total enrolment of 1,637, including 363 girls. The advance in the number of girls attending school is particularly striking. Of the schools only one is a Government school and is intended for the children of Bengalis. It was opened in January 1915. All other schools are for Lushais and are in the hands of two missionary societies—the Welsh Calvinistic Methodist Mission with headquarters in Aijal and the London Baptist Mission operating from Lungleh. The heads of these missions are called Honorary Inspectors of Schools and are in receipt of grants for their educational work.

Lushai Hills.

A course in "First Aid" was given in the middle English school at Aijal and twenty-four of the boys and teachers secured certificates. English has been introduced into the village schools of the Aijal district and an endeavour is being made to teach it by the direct method. An English Primer based on this method has been

prepared by the mission. The great want is for trained teachers qualified in English. The Superintendent of the Lushai Hills has allowed instruction in carpentry to be given for two hours a week at the Public Works Department workshop in Aijal. Basket-weaving has been introduced into the Aijal School.

At Lungleh an attempt is made to foster a desire for education by giving instruction in reading and writing once a week in villages—73 villages were in the range of operations with a total of 1,980 in 1915-16. In 1916-17, 1,500 pupils of all ages, male and female, were so receiving elementary instruction. A course of "First Aid" has been given and 20 boys were expected to have passed.

Education among the Lakhers under the London Baptist Mission continues to make some advance, but the lack of teachers has led to the closing of two branch schools, as well as of a night school. It is interesting to read that "the Boarding school contains sons of the ruling chiefs of the clans as well as boys of lower class and that one chief has been at school during the year." The curriculum followed is worth repetition. "The people being on the extreme edge of the Empire are purely savages and are difficult to deal with, but the subjects are reading, writing, arithmetic, some drawing and drill, gardening, road making, building, care of animals and any such subjects that will help to raise the savage from his savagery." One can appreciate that "Arithmetic is a very great trial to the Lakher and that it takes him some time to grasp the harder sums."

Ten boys from the Lushai Hills are now in the Shillong Government High School receiving special scholarships.

That the Lushai is capable of doing well and making a good master and servant to his community is shown by the fact that 3 Lushais are now Sub-Assistant Surgeons in the Lushai Hills (one has accompanied the labour force to France), one is a forester, and another has passed the Sub-Overseer examination and is awaiting employment.

In 1913-14 the Administration sanctioned proposals to apprentice 20 boys of the Lushai Hills to various crafts at an annual cost of Rs. 3,180. A period of 3 years was fixed experimentally. The scheme was brought into effect from 1st July 1914 and apprentices were attached to carpenters, blacksmiths, masons, sawyers, darzies, weavers and dhubies. The apprentices for weaving were sent to the Ludhiana Weaving School. The locally trained apprentices were said to be progressing satisfactorily and a full number to be under training. Stipends of Rs. 6 per mensem were given to the local apprentices and special scholarships to those sent out of the district. The first two years of working have had satisfactory results.

North Cachar Hills.

257. Omitting purely mission schools, there are in these hills only 4 schools, a disappointing outcome of 30 years. This may be in part attributed to the diversities of the people, Cacharis, Nagas, Kukis, Khasis, Mikirs, and others inhabiting these hills with no common language.

Down to 1902 Bengali was the language of the schools, all classes being taught in and through that language. In that year Sir Bampfylde Fuller decided that Cachari should be reduced to writing and made the school vernacular. In 1905 Government departed from immediate control over the schools, the Welsh Mission being entrusted with their charge, the expense being met by grants from Government.

But the introduction of Cachari has had no effect in stimulating to progress, and that this was inevitable follows from the fact that in the last census returns only 40 per cent. of the inhabitants of these hills were returned as Cacharis. Out of 39 shown in the enrolment of the Haflong schools in 1915, only 12 were Cacharis.

As the outcome of a prolonged discussion with executive and missionary authorities, the Chief Commissioner in 1915 ordered that English should be adopted as the principal school language, and that it should be introduced at as early a stage as possible, the various local languages, including Hindustani, being utilised only as a means of leading to the study of English. Subject to the right of Government to open schools, wherever and whenever it thought it desirable, education in these hills is still left in the hands of the Welsh Mission.

North-East Frontier.

258. There are 12 primary schools under the control of the Political Officer. The schools are reported to be fully equipped and to have been properly maintained throughout the year.

IV.—Tea garden coolies.

Classification.

259. The question of the education of the children of tea-garden coolies was first dealt with in Resolution No. 1097E. of Eastern Bengal and Assam Government, dated the 5th August 1908. The Resolution affirmed the intention of Government to open three classes of schools for the purpose of meeting these requirements :—

A class—to be ordinary Government schools of the lower primary standard maintained and managed entirely by Government ;

B class—private schools open for two hours only daily under the complete control of the manager, who is allowed to dismiss or appoint the teacher to these schools, to receive aid from Government, but to be open to Inspectors only at the time of the annual examination ;

C class—private schools similar to B, but unaided by Government and open only to an informal visit from the Deputy Commissioner or Subdivisional Officer.

All the schools were to be free.

History of the scheme.

In the scheme sanctioned in 1910 by the Eastern Bengal and Assam Government, the ultimate establishment of the following number was anticipated :—

	A.	B.	C.	Total.
Surma Valley	21	54	70	145
Assam Valley	25	31	160	216
	46	85	230	361

It was, however, planned to spread the establishment over a period of years, the C class schools being completed in 4 years, the B class in 8, and the A class in 15 years.

Action by the Assam Administration.

260. From a local enquiry made in 1913 it was ascertained that only 63 schools in all had been actually started, of which 7 were A schools, 13 B schools, and 43 C schools. In the hope of making up some of the leeway, sanction was accorded in 1914 to the abolition of the original calendar of expansion, and the Director was empowered to open additional schools irrespective of any definite proportion between the number of schools of the 3 classes, subject only to a total maximum of all classes up to 300 and to budget provision.

Arrest of development.

It was proposed to provide an additional sum of Rs. 6,508 yearly to meet the cost of 30 new schools until the maximum number had been reached. The general control of the schools was transferred to the Commissioners. The movement planned for advance came into operation in June 1914, but in January 1916 it was found necessary for financial reasons to refuse permission for the opening of new schools.

Position in 1916-17.

261. The total number of children employed on tea gardens in the Surma Valley Division is reported as 72,830, in the Assam Valley as 233,128. The Commissioner doubts the correctness of his figures.

There were altogether 13 A-class schools with a total enrolment of 361, of whom 220 were in the lowest classes. The total recurring expenditure was Rs. 2,436, of which Rs. 2,342 was paid by Government.

Of the B class there were 40 schools accounting for 1,094 pupils, 587 of whom were in the lowest class. The total cost is returned as Rs. 4,006, of which Rs 2,461 was met from Government revenues.

C-class schools totalled 96 with an enrolment of 1,772, of whom 881 were in the lowest class. The total expenditure is returned as Rs. 5,260, of which only Rs. 36 was borne by Government.

Comparing the two divisions, the total number of schools in the Assam Valley is 8, 16, 76 of the A, B, C class, respectively, with enrolments of 193, 323, 1,400. In the Surma Valley there were 5, 24, 20 schools of these classes with enrolments of 168, 771, 372.

Comparison with 1915-16.

Comparison with figures for 1915-16, the year in which these proposals for an advance first took effect, shows 167 schools of all classes with an enrolment of 3,615 as against 149 schools in 1916-17 with a pupilage of 3,227—the decrease in respect of schools is mainly in

C class, where 96 exist in 1916-17 as against 112 in 1915-16, the decline in the Assam Valley being from 89 to 76 in this class of school. In B-class school the Assam Valley registers a decline from 20 to 16, whilst the Surma Valley has advanced from 22 to 24.

General conclusions.

262. The result can only be said to be disappointing, nor does the future hold much promise. The two counteracting forces are strong in opposition—the general disinclination of managers and the unwillingness of parents to see the ultimate value of the education provided. Of the two forces the latter is undoubtedly the stronger, for it is inconceivable that any firm demand would not be sure of some degree of response from those in general control.

Opinion of the Commissioner, Assam Valley.

The Commissioner of the Assam Valley, who has recorded his opinions at some length, has thus summed up the situation :—

"The scheme is working mainly and entirely with the co-operation of the more liberal-minded amongst tea-garden managers who take an interest in the matter of imparting an elementary education to the coolie children of their garden, and it is owing to their sympathy and co-operation that what has been done so far has been achieved. Managers, however, I regret to say, are for the most part either indifferent to the spread of tea-garden coolies' education or not enthusiastic, and the coolie parents themselves are unwilling also to send their children to school, as they would far rather see their children earning a little money in the garden to supplement the family earnings than attending school, where they will learn nothing useful, but are likely to acquire a distaste for manual labour."

General unproductiveness of result in respect of B and C class.

The possibility of interference with labour in respect to attendance at B and C class schools has been met to a considerable extent by leaving it to the discretion of managers as to when school is to be held. The length of the session is limited to two hours, and provision has been made for lengthy holidays extending over the busiest months of the working season. Further concessions are impossible. The question even arises whether such limited instruction has any practical value from an educational point of view. The number who actually learn to read and write as the outcome of attending B and C class schools is negligible. The schools open and close with almost the same degree of irresponsibility and uncertainty as venture schools of the primary class, the difference being, however, that, whereas the latter entail no expenditure upon Government, these other schools entail expenditure, for which, as a rule, there is little outcome.

V.—Factory employees.

The scheme and its initiation.

263. An enquiry was instituted in 1912 as to the facilities which existed for the education of the children of employees in factories. In the Surma Valley it was found that there were only two factories, both saw mills, and that ordinary schools were near at hand. The number of children operatives was returned as totalling 33. No special facilities were thought necessary in this Valley. In the Assam Valley Division 14 factories were returned, of which only three employed children in numbers sufficient to justify the opening of special schools. In the outcome three schools were established in connection with the Mecklanadi Saw Mills, the Sisi Saw Mills, and the Assam Oil Company's Refinery. These are lower primary schools, in which the ordinary course is taught to children not employed in the factory and a special simplified course of not more than two hours daily to those so employed. These schools are subject to the inspection of the department. The first to be opened was at Digboi in connection with the Assam Oil Company's Refinery and involved a non-recurring expenditure of Rs. 660 and a recurring expenditure of Rs. 25-8 per mensem. The establishment of the lower primary school at Mecklanadi involved a non-recurring cost of Rs. 50 and a recurring cost per mensem of Rs. 20-8 that at the Sisi Saw Mills Rs. 250 for non-recurring expenditure with Rs. 25-8 recurring monthly expenditure.

The advance made.

264. The schools at Digboi and Sisi were opened during 1914-15, that at Mecklanadi on 1st April 1915. The enrolment at Digboi was returned as 17 and that at Sisi as 40, all of the children, except 3 being in the lowest class. During 1915-16 proposals for the opening of another factory school at Ledo with a population of 481 children operatives could not be proceeded with in the absence of funds, the nearest school available for these children being at the distance of six miles.

Position in 1916-17.

265. The total number of children employed in the various factories together with the number attending school is shown in the following table for the year 1916-17 :—

	Number of children employed.	Number of children under instruction.
Digboi	137	22
Mecklanadi	163	22
Sissi	258	23
Total	558	67

These figures, when compared with those of the two previous years 57 in 1914-15, 78 in 1915-16, afford little in the way of encouragement. It is evident that the number receiving even a modicum of education is out of any proportion to the total concerned.

VI.—Jains.

266. The number of Jain boys reading in schools in the Assam Valley is returned as 17 only, one being in a middle English school, the remainder reading in a private school in the town of Dibrugarh.

VII.—Depressed classes.

267. Table V-A supplies figures of depressed classes in the various stages of instruction as compared with the total number of each class and as distributed over the various stages. The classification on which the figures have been drawn up is as follows :—

1. Tea garden coolies.
2. Hill tribes.
3. Non-Hinduised aboriginal tribes of the plains.
4. The following Hindu castes, for the purpose of securing uniformity in returns, have also been included among depressed classes :—In the Assam Valley all, except Brahmans, Daibajnas, Kayasthas, Kalitas, Patias, Keots in Upper Assam, Haloi Keots in Lower Assam, Barkoches and Ahoms, were returned as depressed, whilst in the Surma Valley the classification of depressed included all those who were not either Brahmans, Kshatriyas, Baidyas, Baisyas, Kayasthas, Nabasakas, or who had taken the titles of Mahisya or Sudra Das.

The term " depressed " has been used in no social or caste sense, but in a conventional one only, the classes included in the above being those in which comparative statistics show relative backwardness. A better terminology for Assam would probably have been " educationally backward classes."

268. Education among the children of tea garden coolies and in the hill tracts has been dealt with above.

Action with regard to the fourth class has been limited to the opening of a special hostel for Meches in connection with the Government High School at Dhubri, the opening of the middle English school at Tipkai with carpentry and weaving classes attached, to which reference has been made in an earlier chapter of the report, and to the reservation of scholarships for backward classes in all grades of institutions. Proposals are under consideration for similar reservations in the case of free studentships in Government and aided institutions.

VIII.—Imperial grants.

Europeans.

269. There are two recurring grants for European education, the 1912 Government of India Coronation grant of Rs. 4,000, and the Government of India grant of 1913 of Rs. 10,000. These grants have been directed towards the improvement of the establishment of the Pine Mount School. The unspent balances added to the non-recurring grant of Rs. 1,50,000 of 1913 brought the latter to Rs. 1,79,908. The whole of this has been expended in the erection and equipment of St. Edmund's College, in providing a grant for the establishment of the elementary school at Haflong, and in making sundry additions to the Pine Mount School.

With regard to other classes treated in this chapter no specific Imperial grants have been made, but allotments from these grants have financed the following :--

Mubammadans.

Non-recurring grant to a secularised maktab, the erection of Muslem hostels in connection with the Cotton College and with the high schools at Gauhati and Nowgong, as well as provision for superintendents.

Hill tribes.

Additional recurring grants were made to the Welsh Mission, and for an extension of primary education in the Garo Hills. In Shillong extensions were made to the building of the girls' school, and a hostel was erected in connection with the boys' high school. Additional lower primary schools were provided in the Garo Hills.

Tea-garden coolies, factory employees and Jains.

No expenditure from Imperial grants was directed to the education of tea-garden coolies, factory employees or jains.

Backward classes.

Contributions, both recurring and non-recurring, were made to the Dhubri Local Board for encouragement of education among the Meches, and for the opening of carpentry and weaving classes in connection with a Mech school at Tipkai.

CHAPTER X.

DISCIPLINE, PHYSICAL AND MORAL TRAINING.

I.—Moral and Religious Instruction.

Religious Instruction—Muhammadans.

270. Reference has already been made when dealing with the question of Muhammadan education, to the offer of facilities for religious instruction to Muhammadans in high and middle English schools, as also in vernacular schools. This movement was the outcome of the desire to secure to Muhammadans opportunity of secular education without the sacrifice of the religious basis to which they attach such supreme importance. Instruction in respect of high and middle English schools is confined to classes III to VI and covers the Arabic alphabet, the reading and learning by rote the *kalemas* and formulas of *namaz*, reading of the Koran (beginning with the *Ampara* of which half is to be learnt by rote), the lives of the Prophet and of the first four Khalifs. The religious courses are taught outside school hours and formal religious instruction is limited to approved manuals. No fees are charged and no official pressure is brought upon the maulvi of the school to engage in this work. The local Muhammadan public is expected to interest itself in the matter and arrange, where necessary, for an outside instructor and for his pay. All such arrangements are however subject to the sanction of the school committee and to the approval of the Inspector of Schools.

With regard to vernacular schools the plan is somewhat similar, the object being to secure that Muhammadans shall be able to arrange within the vernacular school for that measure of instruction in religion, in Arabic, and in the Koran which they regard as essential. The course is so designed that a boy can pass at the end of the lower primary course to the Junior Madrasa without loss of time. Instruction, which is optional, is given outside school hours and the payment of the maulvi is a matter of local arrangement. The duty of fostering the movement in each locality is left to a committee, the appointment of the persons to give instruction being subject to the approval of the Chairman of the Local Board.

In order that these concessions and advantages might be fully realized by the community for whose benefit they were devised, two special officers of the Department were put on deputation for short periods to explain the purpose, and initiate action, and one of the duties of the newly appointed Assistant Inspector for Muhammadan Education is to forward the movement and to give it all the impetus in his power.

Superintendents of Muhammadan hostels attached to colleges and schools have also been advised to afford all possible facility to their inmates for the daily performance of *namaz*, and, where possible, to set aside a room in the hostel for that purpose. Where accommodation cannot be reserved, private liberality is to be looked to, conditional on the maintenance of Government right over any construction erected upon its land.

The success of these measures introduced experimentally has not, by any means, been complete. In many schools no advantage has been taken of the offer, the difficulty being the realization of the 4 or 5 rupees for the remuneration of a maulvi. Where a beginning has been made the maulvi has often remained with arrears due, leading to the gradual cessation of the classes. One Headmaster of a High school writes:—"A class for Islamic studies was held throughout the year. The Persian teacher is in charge. The attendance is small, and although it was decided by a committee of local Muhammadans that the maulvi should be paid Rs. 5 a month, almost nothing is paid to him." But immediate success was not to be expected. Meantime it rests with all officers of the Department, Hindu, Muhammadan, Christian alike, to strive in spite of disappointment, and to save themselves from the possible charge of having been lukewarm in support. The need for persistence has been reiterated in standing orders, and the importance of the movement emphasised in many departmental instructions. It may be—it is hoped not—that the whole scheme will not be a complete success, but it is a great attempt, and planned on thoughtful lines, and, if failure follows, much will have been learnt in the trying.

Soon after the initiation of the scheme by the two Muhammadan officers, 449 schools of all classes undertook to make a beginning in Islamic instruction. In the following year (1915-16) the number of schools in which this instruction was imparted was 321. The figures for 1916-17 are unfortunately not complete, no returns having been submitted from Silchar and Hailakandi. The numbers in other subdivisions have however remained practically stationary except in the case of North Sylhet where the decline has been from 110 to 17. Some progress has been made

in the Assam Valley where figures have risen from 77 to 86. That a decline should set in in the Surma Valley, where the population is more largely Muhammadan, is very regrettable.

The Assistant Inspector for Muhammadan Education points out that the crux of the difficulty appears to lie in the want of local organisations among Muhammadans. If the larger Anjumans bestir themselves and centralise the work for a time, there is some hope that smaller organisations will ultimately take over the immediate responsibilities in their local areas. As in most other movements, however, the financial assistance of Government is being invoked as the only guarantee of success.

Religious Instruction—Hindus.

271. In the Cotton College a religious society for Hindus has been established under the title of "The Hindu Moral and Religious Society." It has a very real existence and is said to have had a religious influence upon hostel life generally. It is a private society with no official sanction. A room in the hostel has however been set apart as a place of retirement and quietude, a place to which a boy can go for prayer or meditation or for simple retreat. The want of some degree of privacy appeared to the Principal to be a defect in the barrack-like arrangement upon which the hostels are planned. This concession has been much appreciated.

A room has similarly been set aside in the Muhammadan hostel and is reported to be increasingly used for prayer.

Moral Education.

272. For any marked improvement in the moral tone of our schools we must look to our teachers, and secure improvement in their pay as in their qualifications. Whilst many of them live on meagre salaries, and whilst instruction is given as a matter of dull, mechanical routine, and pupils' minds are burdened with a load of undigested accumulations, no mere introduction of text-books on morals, or definite lessons on morality will have any effect. The conception of a school as an entity, of the school-boy as a member of a corporate body, has yet to be created. Readiness to subordinate the self to the good of the whole, which is the principle underlying all rules of conduct, in the world, as in the school, is a thing of slow growth, but even the germ of the idea is not in the mind of the average school-boy. There is little of active and lively co-operation of the pupils in the work of the school, and but little pride in its welfare as something greater than the pupils' own interests.

There is nothing radical in the Indian pupil which is hostile and which has to be combated. He is indeed eager for guidance and receptive to ideas. It is simply that the "school idea" has not had a reasonable chance to get implanted, and that the very teachers often fail in knowledge of how the planting should be done. Social gatherings of pupils and teachers, the increased interest in athletics, the institution of annual school sports, and the growing popularity of hostels, all of which are features of the period under review, have had an effect, which, slight as it may be, deserves recording.

Further development can only result as a slow outcome of improvement in these and similar directions. For any marked change we must content ourselves to wait until the profession of the school teacher has become something to be sought after, and until the best of Indians enter into it prepared for sacrifice in the interests of their own people. The best teaching bodies in the world are those where of reward, in the monetary sense, there is little or none. In schools under such bodies formation of character results as a direct outcome of the methods of teaching and of the sterling character of the teacher. Direct moral and religious instruction there often is, but the benefit is primarily from the character of the person imparting the instruction, and only in a secondary sense from the instruction imparted.

Discipline.

273. Of discipline, as generally understood by that term, it may be said that it is not unsatisfactory. Positive instances of ill-doing are rare, and are generally of that minor character from which we can never hope to be free. Rustication or expulsion are punishments that have been but seldom inflicted. These punishments are in the hands of school committees and the constitution of these committees leaves no room to doubt that, when the extreme punishment is resorted to, it is with absolute warrant.

Complaints are from time to time made that the habits of school boys and their general demeanour are in sharp contrast with those of their parents, and that the old ways are dying out, and that the new ways are bad ways. Some changes are inevitable, but the evils of a little knowledge are admittedly great evils. In a period of transition, when knowledge remains but the possession of a few, it undoubtedly tends of inflated ideas and to an undue, and often impertinent, assumption of superiority.

The Officiating Inspector of Schools, Surma Valley, writes :—

"There is still a sad lack of courtesy outside the school room. The bigger boys, especially, seem to have imbibed the false idea that the ordinary courtesies of life are derogatory."

It is very regrettable that some teachers are reported to be "carefully careless about keeping examination papers under lock and key" and the securing of a teacher of a school, as a private tutor, is regarded in some cases as "a guarantee of promotion at the annual examination."

The Inspector of Schools, Assam Valley, writes that presentation of petitions by school boys for the cancellation of orders which do not meet with their approval is growing less frequent. That is, at least, something to the good and shows some growth in the idea of the proper relation between a pupil and the authority over him.

It is encouraging that the Director of Public Instruction, writing from Jorhat, advises that "the manners of the school boys in this very populous educational centre, as they have come before me in the course of a prolonged halt, leave little to be desired."

II.—Hygiene.

The need of a thorough enquiry into school and college hygiene was indicated in the Government of India Resolution of 1913. As the outcome of this, and of a further reference on the subject, a local committee was appointed to survey the whole field and to submit recommendations.

The Special Committee and its report.

274. The committee reported that, whilst existing school and hostel buildings, with perhaps the exception of certain vernacular schools, were generally badly designed and overcrowded, the position had already been recognised, the new type-plans for the different classes of schools already prepared by the Director being accepted as unexceptionable from a hygienic point of view. All that was wanted was sufficiency of funds to replace the schools and hostels condemned as unsatisfactory and to provide necessary extensions. All further type-plans were however to be examined and approved by sanitary authority. The teaching of sanitation and hygiene had already been in force in vernacular schools, but the effective outcome was reported as insignificant. It was considered, however, that, although influences were adverse, in the ignorance of the teachers, the poverty of the people and the counterforce of ages-long of habit, a continuance of such instruction was essential. It was advised that special endeavours should be made to make the school course in sanitation and hygiene as practical as possible, and to co-ordinate it with the sanitary propaganda which it was hoped would be effected through the village sanitary organisations contemplated in the newly introduced Local Self-Government Act. The importance of the provision of play-grounds, gardens, gymnasia, reading rooms and common rooms was emphasised. The need of a special inspecting and administrative staff was indicated. Classes in connection with the St. John's Ambulance Association were to be formed forthwith for higher grade pupils and for teachers under training, in a few of the larger centres, as an experimental measure.

The teaching of Hygiene in schools.

275. The teaching of hygiene does not figure specifically in the curriculum in force in English schools for boys, but the readers prescribed usually contain some lessons on this subject. It however forms part of the course prescribed for vernacular schools above the lower primary stage where it is included in the subject of "general knowledge and observation."

In girls' schools of the middle standard, whether English or vernacular, lessons are prescribed embracing such subjects as cleanliness, ventilation, exercise, filtered water, care of the sick and of children.

In normal schools, lessons on hygiene are included in "elementary science" and form part of the prescribed examination.

The Inspectress reports that the subject is also included in the instruction imparted in the zenana classes.

An important departure in the practical instruction of girls in the hygienic management of their own future homes has been made by the American Baptist Missionary Society at Gauhati, where they have re-formed their girls' primary school and placed it on original lines. The Inspectress writes as follows:—

"The girls and teachers are accommodated in cottages exactly representing their village homes. In these they are taught to live hygienically, and to do all their household duties, in a way wholesome and practicable in a village."

A considerable area outside the town limits has been taken and has been made into a self-contained educational settlement, most of the pupils being Christians of the mission residing in cottages in the compound. The advantage of the education imparted has however induced the parents of children of other religions to avail themselves of the opportunity.

Medical examination of school children.

276. Pending the elaboration of a more general scheme, and the provision of funds, the following measures were adopted to secure medical inspection of school children of high and middle English schools for boys, maintained by Government or Local Bodies, which were not situated at a greater distance than 2 miles from a dispensary. Medical inspections were to be carried out, once each month, by the local Assistant Surgeon ; in certain specified cases by a Sub-Assistant Surgeon. They were, by inspection of registers, to see if there had been any unusual sickness among the scholars, examine for defective eyesight, note cases of opthalmia or eye complaints, and signs of skin or infectious diseases, and to examine thoroughly any cases of suspected lung infection. The medical officer was required to make a note in the visitors' book, and the Headmaster to take all action indicated by the report. The adoption of these proposals entailed no additional cost to the Administration.

Operation of the Rules.

These rules have now been in operation for over a year. As an immediate outcome a very considerable number of boys have been protected by vaccination, and the segregation of boys suffering from contagious diseases, mainly of the skin, has had a marked beneficial result. The inspections, too, have had the effect of securing greater attention to bodily cleanliness. As may be expected opinions vary as to the attention paid by parents to the advice tendered by the doctors through the headmasters—the range of opinion varying from supreme indifference on the part of the parent, to a marked readiness to compliance. But as, on the whole, parents are fairly uniform in character and disposition, there appears no reason why success should not be equally marked at all institutions, where these inspections take place. The only varying conditions are really the force and ability of the Headmaster and of the medical authority concerned. The only criticism of any weight that has been advanced is that a monthly inspection of all boys, within the prescribed area, is too heavy an obligation upon the medical officer, that there is some tendency to a perfunctory examination, and that the charge, bringing with it no compensatory remuneration, is not one that is in all cases faced with a due sense of its importance. It may be considered whether a rotation of schools or classes might not be effected, so that each boy comes under a closer inspection at least once in three months.

St. John's Ambulance Classes.

277. Two St. John's Ambulance classes were held, one at Silchar in connection with the Silchar Normal School, and the other in connection with the Cotton College. In addition there were classes in connection with two schools in the Lushai Hills. The results of these classes have been very encouraging, except in the case of Cotton College, where the formation of the classes has been left to too late a period in the year for effective results.

III.—Hostels.

The advance made in hostel provision and the increase in the number of boarders during the quinquennium is brought out in the following paragraphs.

Comparative Statistics.

278. In 1911-12 there were altogether 64 hostels with a total number of 1,796 boarders. Of these, 30 (including one for females) were under direct Government control, 8 were under Local or Municipal Boards or receiving aid from Government, whilst 26 were unaided. Of the boarders, 158 were students of colleges, 1,270 were pupils of secondary schools, and 121 of primary schools, whilst 267 were connected with special schools.

In 1916-17 there were 114 hostels with 3,259 boarders, 298 being in arts colleges, 13 in professional colleges, 2,117 in secondary schools, 375 in primary and 456 in special schools. Whilst the number of unaided hostels has remained almost stationary, being 30 as against 26, the number of Local Board and Municipal and aided hostels has increased from 8 to 33, and the number of Government hostels from 30 to 51. The percentage of increase in hostels and residents is 78 and 81 respectively and it is satisfactory that the increase has been almost entirely in the direction of hostels under control by the Department or by local authority, the number of boarders in unaided hostels having increased but from 698 to 809. The enrolment in Government hostels has increased from 843 to 1,640 during the quinquennium.

279. Hostel accommodation is still very inadequate even in connection with Government high schools, the programme of expansion having been arrested for want of funds. In the case of middle schools and aided high schools, no appreciable improvement can be expected without an expenditure largely in excess of what the Department is likely to be in possession of. A larger measure of self-help must therefore be forthcoming from those immediately concerned. In rural areas the scheme framed by the Director of Public Instruction, with special reference to the local demand for a high school at Nalbari, is one that is especially fitted to solve the problem in such localities. The whole scheme is fully set forth in the annual report for 1914-15, and only a summary needs to be given here.

Need for extension and expansion.

280. The condition of residence in this school, and these conditions are typical of the residences of the boys in most mufassil schools, is thus described :—

Condition of mufassil hostels.

"At Nalbari I visited *bashas*, here and there, accommodating some 30 of the pupils of the school. I visited also the so-called school hostels. The hostels consist of a couple of *kutcha* buildings in the school compound, in a very dirty state of repair, in which the boys live free from any control. The buildings are dirty, the boys would be better not in school at all than living in this way. If the hostels are bad, the *bashas* are worse. This is only generally true, as some of the *bashas* are fairly decent. But for the most part they are mere cattle sheds. Some have no windows and the boys have to trust for light, only to the gaps in the wall-thatching, which render the building useless as a protection from the weather. Cooking proceeds in the living room. The roof under a scanty thatch, which can be of little protection from the sun, is hung with soot and cobwebs. Sanitary arrangements are insanitary, the water-supply impure."

About 200 boys of the school were reported as living in *bashas* of this type.

The scheme devised to improve this condition of wretchedness contemplates the provision of a plot of ground upon which *bashas* are to be erected by the pupils themselves, according to a plan and specification duly drawn up.

281. The *bashas* are to be arranged in convenient rows so as to provide for the *basha* of a teacher of the school to be built in close proximity at one end of each row; generally *bashas*, containing altogether 40 boys, constituting one row. In connection with each row of *bashas*, one large cook-shed and dining hall is to be erected, the boys building their own *chulas*, and bringing their supplies, as heretofore, from home. The *bashas* (15′ × 12′) are to be designed to accommodate three boys, and to be of the same material as employed in the boys' own homes—thatch, *kutcha* plinth, bamboo uprights, *ekra* or jungle grass for walls, mud plastered and whitewashed.

The Nlabari scheme.

The only expense to be thrown upon the school is that of the provision of site, water-supply, cook-sheds and latrines—a negligible amount in the mufassil where land is cheap and a preserved tank serves to meet requirements in respect of water. The advantages need not be emphasised. In addition to increased sanitary provision, and greater healthiness of the conditions of life, together with increased supervision by the school authorities, there is the great advantage that the messing system, which has generally proved very expensive in the model hostels of high schools, is not contemplated, and boys need find no increase of expenditure under this head.

To secure the acceptance of this scheme, and its actual adoption, has called for much energy on the part of the Department and its inspecting officers. It is a matter of considerable satisfaction that at the end of 1916-17 there were actually 14 *bashas*, containing 42 students, erected on the ground selected, which was given by Government, and there are signs that others will follow. The example set is likely to be followed in other areas, and there is reason to believe that during the next quinquennial period a very distinct progress will be recorded. Should this be so, the solution of a very difficult problem has been secured at a minimum resultant expenditure to Government and to the pupil alike.

Progress effected in the carrying out of the scheme.

In town areas no such simple solution is possible; the expense of land and the inflammable nature of *basha* buildings render its adoption impossible. Buildings of an improved type are necessary and of a more substantial character. The drawing from home of supplies is not so easily possible, and combination among boarders, for joint messing, is inevitable. Supervision is at the same time more necessary and more costly.

Difficulty in town areas of its adoption.

The mufassil boy living outside a hostel in town areas.

282. The general conditions of life of the mufassil boy reading in a town school are well known. If he is fortunate enough to be in a good hostel, and several hostels in connection with Government high schools may be said to be good, his only anxiety is the heavier expenditure which hostel life seems to call for. In many schools a large number of the pupils from the mufassil, however, live in *bashas* in the compound of nominal guardians, generally rent free (for the *bashas* are generally thatched sheds on the point of collapse), but some times repaying by tuition for the miserable accommodation they have secured. They bring their own supplies from the bazars, and prosecute their studies by the wretched light of a *chiragh*, whilst preparing their food. And these compounds too are largely occupied by similar huts. The sanitary arrangements are generally defective and the want of fresh air reduces vitality. Sickness and disease are frequent visitors and the mind, encumbered with ill-digested school learning, has but little power to support an enfeebled body. There is little wonder that the school career often ends in utter disappointment and vexation.

Growing popularity of hostels.

283. The opinion is generally expressed that boys prefer to live outside hostels because of the greater freedom which they enjoy. What ever might have been the case in the past, the experience gained during the quinquennium shows that the advantages of a regulated hostel life, with the conveniences of medical attendance, and some security of nursing in illness, are being very widely realised. The Government hostels are almost all full and in many cases recent additions have been found to be inadequate to requirements. The objections to hostel life are mainly those of expense, and it must be admitted that in very few of the Government hostels can boys escape under Rs. 8 or Rs. 9 a month for their messing and cost of servants. Living outside, under the miserable condition described, they can exist on Rs. 5 to Rs. 6 by being their own servants and reducing their diet to a minimum. The Director has recently issued stringent orders to hostel authorities to keep expenditure at the lowest possible amount, but it is obvously not desirable to reduce the standard of living to one of mere existence. There is however a certain extravagance, which seems almost inherent in the hostel system, which needs to be combated.

Discipline and control in Government hostels.

284. During the quinquennium action was taken to secure the carrying out, in more efficient measure, of the rules passed by the Eastern Bengal and Assam Government with regard to control and discipline in recognised hostels. These rules required that a "guardian" must be recognised as such by the Headmaster before a boy, not living with his parents, is allowed to take up his residence outside the hostel, or, in the event of want of accommodation in the hostel, in a duly approved mess, should such be established. All hostels were placed under the immediate supervision of resident Superintendents who are required to be members of the staff. In addition to free quarters, allowances were granted to Superintendents in Government hostels according to a sliding scale, which allows of an increase in the number of Superintendents, and an increase in pay, according to the monthly number in residence. As an example, a hostel containing from 56 to 75 boarders is entitled to one Superintendent on Rs. 45 and one Assistant Superintendent on Rs. 15 a month; a hostel reaching from 76 to 100 is allowed a Superintendent on Rs. 50, an Assistant Superintendent on Rs. 20 and a third Superintendent on Rs. 15. Superintendents are expected to be senior officers of the school, and the higher rates are accordingly intended for such officers. In case of necessity the employment of junior teachers is admissible, the scale of remuneration being in this case lower. The Assistant Surgeon is usually in medical charge of all the Government hostels in a headquarters station, in outlying areas the local Sub-Assistant Surgeon. Free medical attendance and free medicines and dressing are provided to boarders.

Duties of Superintendents of hostels.

285. The duties of the Headmasters, and of the Superintendents of hostels, have been carefully codified, emphasis being laid upon the obligations "to hold the hostel open to boys of all Hindu castes alike," "to encourage friendless boys of the lower castes to come into hostel" and "to secure for them such considerate and even treatment as will ensure that no pupil of the school shall suffer disadvantage by reason of his caste alone."

Seat rents.

286. A small beginning has been made in the direction of applying the principle of self-support to Government hostels, by the levy of a seat rent of 4 annas a month from each boarder of a Government high school hostel. In the case of the Cotton College hostels the annual charge for seat rent is Rs. 12 a year realisable in 3 instalments. In the Murarichand College hostels, in view of the temporary nature of the buildings, and the absence of furniture provision, the charges are Rs. 6 per annum. Boarders in the Earle Law College hostel pay Rs. 3 a month.

College hostels.

287. College hostels are provided for by separate regulations, the general principle underlying the rules for all hostels being very similar. In the Earle Law College the Principal is the Superintendent of the hostel for which he receives free married quarters. The Principals of the Cotton College and the Murarichand College are in general charge of the hostels connected with those institutions and receive free quarters. In the Cotton College Hindu hostel there are 3 resident Superintendents and one Superintendent is provided for the Moslem hostel. All Superintendents are members of the college staff. In addition to a remuneration they are provided with residential family quarters. In the Murarichand College there is a Superintendent with family quarters in connection with the hostel for Hindus, and arrangements are under contemplation to provide quarters for the Superintendent of the Moslem hostel.

Average cost of a boarder.

288. Considerable delay in receiving precise information as to the average cost of a boarder, due largely to a misunderstanding as to the items that should be included, has made it necessary to provide details in a supplementary note. It has not been found possible to attempt to work out an average for institutions of different classes nor would such an average have much practical value. The actual expenditure for the two arts colleges, of typical high school hostels in the plains, and in the hills, are furnished for 1916-17 and calculations made to determine (*a*) average monthly cost, (*b*) average monthly cost to Government, (*c*) average monthly cost to boarder. The boarding expenses, in the case of European schools, are dealt with under the sub-head "European and Anglo-Indian Education."

With regard to hostels connected with middle English schools and vernacular schools of all classes, where arrangements are of the most elementary character, no reliable figures of cost can generally be given. Supplies are often received from home; the cost of service is almost, if not entirely, *nil*. Variations of cost in different localities, and in different years, is really a question of the varying price of rice. The buildings have a negligible value, and taxation and maintenance are trifling and impose little or nothing upon the boarders. A statement of hostel costs in respect of a middle school hostel in the plains is appendded to the note.

IV.—Athletics.

The only departmental organisations for the encouragement of athletics are the three athletic associations, two of which are in the Assam Valley called the Upper and Lower Assam Valley Athletic Association, and the Surma Valley Athletic Association.

Inter-school athletic associations.

289. The establishment of athletic associations in Assam dates from the time of the Eastern Bengal and Assam Government when in 1908 the Principal of the Cotton College was entrusted with the formation of an athletic association for the Assam Valley in the hope of stimulating to activity in matters athletic, and a grant of Rs. 600 a year was given for the purpose. It was found however that distances were too great and, in the result, two associations were established, one under the Inspector at Jorhat, and the other under the Principal of the Cotton College at Gauhati. On the reconstitution of the province a similar organisation was established in connection with the Surma Valley, and the grants were raised to Rs. 500 for each association.

Value of these Associations.

290. There is no doubt that these tournament competitions, for which the high schools of the area concerned send in competing teams for football and cricket competitions have had a considerable value in directing attention to athletics. The disciplinary effect has also been excellent although in too many cases competing teams have been guilty of misconduct in which, it is regrettable to say, they have very often been supported by their teachers. But the lessons get learnt, although the process of learning has sometimes been painful, and the net result is of substantial value. Of the cricket played however there is little to be said. The playing of cricket ties offers no difficulty, for several cricket matches can be played in a day. In football the difficulty is to get a score at all, and football ties take much time before they are played out. The tournaments usually end in a sports competition or gymkhana, followed by a social evening. There is little reason to doubt that, from organisations of this character, some pride in the school has its rise, and, in addition to the moral and physical value of the games themselves, helps in the development of the idea of a school.

General popularity of football and hockey.

291. Of athletics generally it may suffice to say that the most popular game is football; cricket is generally too expensive in the materials needed and in its requirements of suitable ground. Its comparative unpopularity is due also to the much greater demand upon the individual, and to the certainty with which failure is marked out.

Football, or that which is cheerfully accepted as its equivalent, is played everywhere even in the smallest villages, where a bundle of rags does substitute, and hockey too finds enthusiasts, who are satisfied to play amidst the stubble of rice fields, when no better ground serves.

Government grants for encouragement of athletics in schools.

292. Article 186 of the Assam School Manual provided that promotion fees should be levied in all schools above the lower primary standard and at a uniform rate for all classes in the school. These promotion fees ranged from 4 annas in high schools to one anna in upper primary schools. The proceeds were to be credited to the games fund in the case of English schools, and to the games fund, or to the repair of the school, in the case of vernacular schools. At a conference of educational officers the principle of levying a fee from boys on promotion was held to be wrong. At the same time it was felt that the realising of subscriptions from pupils for athletics was called for in the interest of the school generally. The conference advised the imposition of Re. 1 yearly subscription in the case of the four top classes of high schools and 8 annas in the lower classes, permission being given to raise the rate in the lower classes where these children were afforded ample facilities for games. With regard to middle English, and vernacular schools above the lower primary standard, it was felt that the levy of a general compulsory subscription was undesirable as facilities for organised games did not usually exist. Deputy Inspectors in consultation with the school committees should however, it was felt, be authorised to introduce such charges, not exceeding 8 annas a year, where a levy was felt to be opportune.

As the Department was not in a position to make contributions to Board and aided schools, the proposals, submitted and approved, had reference only to Government schools in so far as a compulsory levy was concerned.

The help given by Government to Government schools where the compulsory rates have been introduced, varies from 8 annas to Re. 1 per head in the case of Government high schools, the actual amount depending on budget provision ; in the case of Government middle English and Government vernacular schools above the lower primary stage, the rate varies from 4 annas to 8 annas per head according to the amount of games fee levied, and the condition of the departmental budget.

In the case of Board and aided schools, where compulsion has been introduced by the committees, discretion has been left to the Director to give aid, where possible, subject to similar conditions and limitation as in Government schools.

Playgrounds.

293. Whilst by the aid of the Imperial grants, supplementing Provincial revenues, some advance has been registered in the direction of providing high schools with playgrounds or equivalent facilities, there remain many schools of this class very inadequately provided for. In some cases only some limited area of a common *maidan* is available, with restrictions upon its use. In other cases the playground is too small to permit of any but a few selected players getting any measure of play. The result is often that the general needs of the school are sacrificed to the efficiency of a selected number, and exercise is subordinated to athleticism. Playgrounds for the smaller children are also required in different areas of the town, or in close access, for little children cannot go far for exercise and play after their return home from school. This is a matter of considerable expense. Advantage is however taken of unoccupied areas for boys of the school to form local associations and the general funds of the school are drawn upon for them.

Middle and primary schools are almost without exception unprovided with playgrounds. But in the rural areas of Assam this is not a matter of importance, the difficulty of ground is soon got over and the boys are not very exacting in their requirements. In town areas some share of the common *maidan* is generally secured.

Desi kasrat.

294. The indigenous system of country exercises, known as *desi kasrat*, introduced into Assam in the time of Sir Bampfylde Fuller is in evidence in all classes of boys' schools including high schools. For girls' schools simple head, arm and trunk movements only are prescribed, together with marching and organised games. The exercises of *desi kasrat* which are practised even in the most remote of village schools have undoubtedly had some degree of benefit in the greater attention to regular exercise which has resulted. The great defect appears to be in the want of promptitude in the execution of the movements, and a considerable degree of laxity in the vigorous issue of the necessary orders.

V.—Control by parents.

Friendly gatherings.

295. Among the many measures adopted to secure the co-operation of parents with the teachers and the Department, one of the most effective has been the annual invitation of parents and teachers to a social gathering. The opinion of Headmasters is almost entirely strong in support. It is of course obvious that some parents, oblivious of the obligations which their position as guests of the Department impose upon them, avail themselves of the opportunity to make an onslaught upon those whom they consider somewhat in the light of natural foes. But the great majority seize the opportunity to secure information on points obscure to them in matters of discipline, curriculum, rules and orders, as well as with respect to the progress of their own children. A description of the gathering at the Shillong Government High School, though perhaps hardly typical of what goes on in all schools, gives a very clear indication of the purpose of these meetings and of the best methods to secure those purposes :—

"More than 300 invitation cards were issued. Light refreshments were provided in four different camps for Hindus, Muhammadans, Native Christians and Europeans. Specimens of drawing, brushwork and handwork done by the pupils were exhibited and were greatly appreciated by the visitors. The entertainment consisted of English, Bengali and Khasi songs and a few recitations. A display of physical exercises was also given in the quadrangle of the school. During the gathering there was a discussion on exercise books, which some of the guardians complained were very costly in the present condition of the market. The proceedings closed with the "National Anthem."

Residential arrangements of boys not living with parents or in the hostel.

296. In the case of boys coming from the mufassil, who do not live with their parents in the hostels, Headmasters are required to secure from the parent a letter of authorisation appointing a local guardian. If the Headmaster approves of the guardian the necessary authority issues. In the colleges, and in the better high schools, the local area is divided into separate charges, each under some responsible member of the staff, who is required to acquaint himself with the conditions under which such boys reside. Action called for, is taken by the head of the institution, after consultation with the parent. This has been a help of no mean order in securing some amelioration in the conditions in which such boys reside, and guardians have been moved in many cases to put some reality into what has too often been a mere fiction.

Admission and transfer of pupils and students.

In all educational institutions recognised by the Department, the transfer of pupils demands the previous application in writing of the parent. Guardians, in the common use of that term, are not recognised. Admissions to schools require the actual presence of the parent, or in default, a formal application by him.

Attendance.

Under the new attendance rules, all applications for leave have to be submitted by the parent, or a duly recognised guardian. These are transmitted to the Headmaster through the class master. A somewhat similar procedure is in force in the arts colleges of the province.

Progress reports.

In order to keep parents informed of the progress of their pupils a quarterly report is sent to parents detailing progress during the preceding period. The rule extends to high and middle English schools. In the Cotton College a similar report is issued once a year.

VI.—Imperial grants.

297. The Imperial grants which fall to be considered under this head are those which relate to—

(*a*) *Hostels*—The grants are Rs. 3,50,000 non-recurring made in 1913, and a recurring grant made in 1912 (Government of India Coronation recurring grant). The non-recurring grant re-inforced by unspent balances from recurring grants amounted to Rs. 3,61,569.

The whole of this non-recurring grant has been expended and upon the following objects :—

1. Additional Hindu hostels, the provision of a Moslem hostel, a hospital and four resident quarters for Superintendents, and land acquisition in connection with the Cotton College, whilst for the Murarichand College expenditure was confined to a small measure of land acquisition and to the erection of temporary hostels.

2. Erection of hostels in connection with secondary schools. Hostels largely financed from this grant were provided for the schools at Shillong, Nowgong, Jorhat, Silchar, Sadiya and Sunamganj. A hostel was provided for backward classes at Sylhet, and some action taken to provide residential quarters for Superintendents.
3. The normal schools at Silchar and Jorhat were provided with additional hostel accommodation.

The recurring grant has been completely absorbed in the last two years of the quinquennium in meeting the cost of improved superintendence and improved menial establishment in the hostels in high schools, and in adding to the menial establishment in the Murarichand College.

(*b*) *Educational Hygiene, Gymnasia, etc.*—The non-recurring grant of 1913, amounting to Rs. 1,25,000 has been expended to a total of Rs. 59,141 in connection with the playgrounds of the Murarichand and Cotton Colleges and of certain high schools.

Supplementary note.

298. The following note supplies detailed information as to the cost of hostels in connection with the two arts colleges of the province, as also of a Hindu hostel and of a Moslem hostel in connection with a Government high school in the Assam Valley, and of a hostel in connection with a Government high school in the plains area of the Surma Valley, of the Shillong Government High School hostel and of a middle English school in the Assam Valley.

Where the amount of municipal taxes cannot be exactly determined, one-third of the total taxes for the institution has been taken. Where tiffin and light have been paid for individually by boarders an estimated amount to cover these has been added to the messing cost. The average cost is taken by dividing the total of the six items by the average number of boarders and by 12, to spread the cost over the whole year. The cost to Government is taken as being items Nos. 1, 2, 4, 5 less the amount charged to boarders as seat rent, the cost to boarders items Nos. 3 and 6 with the addition of the seat rent levied. Charge for upkeep of buildings has not been included.

The lower cost of a college hostel to that of a high school hostel is due to the greater length of the holidays of the former, college holidays extending to about four months and high schools holidays to two months.

COTTON COLLEGE.

	Rs.	a.	p.
1. Superintendents' allowances	1,335	7	9
2. Annual cost of hostel menial establishment defrayed by Government.	1,716	12	6
3. Annual cost of hostel menial establishment defrayed by boarders	1,392	9	3
4. Municipal taxes for boarding house and Superintendents' quarters	1,405	9	1
5. Medical cost—			
Pay of medical officer	600	0	0
Country medicine	474	12	0
6. Total messing cost for the year including light and tiffin ...	16,669	8	0
Total ...	23,594	10	7

	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.
1. Average monthly cost per boarder				...			9	9	5
2. Proportion thereof borne by Government—									
Monthly average per boarder				2	3	11			
Deduct refund in shape of fees paid by boarders				0	4	3			
Difference				1	15	8			
3. Proportion of cost borne by boarders—									
Monthly average cost per boarder	7	5	6						
Add—fees paid to Government	0	4	3	7	9	9			
Total				...			9	9	5

MURARICHAND COLLEGE.

	Rs.	a.	p.
1. Superintendent's allowance	...		
2. Annual cost of hostel menial establishment defrayed by Government.	696	0	0
3. Annual cost of hostel menial establishment defrayed by boarders	291	15	6
4. Municipal taxes for boarding house and Superintendent's quarters	149	4	0
5. Medical cost—			
Pay of medical officer	475	0	0
Country medicine	...		
6. Total messing cost for the year including light and tiffin ...	7,712	9	0
Total ...	9,324	12	6

	Rs. a. p.	Rs. a. p.	Rs. a. p.
1. Average monthly cost per boarder	...	...	8 2 10
2. Proportion thereof borne by Government—			
Monthly average per boarder	...	1 2 6	
Deduct refund in shape of fees paid by boarders ...	...	0 8 1	
Difference		0 10 5	
3. Proportion of cost borne by boarders—			
Monthly average cost per boarder	7 0 4		
Add—fees paid to Government	0 8 1	7 8 5	
Total	...	...	8 2 10

JORHAT GOVERNMENT HIGH SCHOOL HINDU HOSTEL.

	Rs. a. p.
1. Superintendent's allowance	230 0 0
2. Annual cost of hostel menial establishment defrayed by Government.	300 0 0
3. Annual cost of hostel menial establishment defrayed by boarders	210 0 0
4. Municipal taxes for boarding house and Superintendent's quarters	121 9 0
5. Medical cost—	
Pay of medical officer	300 0 0
Country medicine	65 4 0
6. Total messing cost for the year including light and tiffin ...	3,861 0 0
Total ...	5,087 13 0

	Rs. a. p.	Rs. a. p.	Rs. a. p.
1. Average monthly cost per boarder	...	...	12 13 7
2. Proportion thereof borne by Government—			
Monthly average per boarder	...	2 9 1	
Deduct refund in shape of fees paid by boarders ...	...	0 3 3	
Difference		2 5 10	
3. Proportion of cost borne by boarders—			
Monthly average cost per boarder	10 4 6		
Add—fees paid to Government	0 3 3	10 7 9	
Total	...	...	12 13 7

JORHAT GOVERNMENT HIGH SCHOOL MOSLEM HOSTEL.

	Rs. a. p.
1. Superintendent's allowance	210 0 0
2. Annual cost of hostel menial establishment defrayed by Government	264 0 0
3. Annual cost of hostel menial establishment defrayed by boarders	132 0 0
4. Municipal taxes for boarding house and Superintendent's quarters	55 12 0
5. Medical cost—	
Pay of Medical Officer	300 0 0
Countrymedicine	49 8 0
6. Total messing cost for the year, including light and tiffin	1,705 0 0
Total	2,716 4 0

	Rs. a. p.	Rs. a. p.	Rs. a. p.
1. Average monthly cost per boarder	...	...	10 4 7
2. Proportion thereof borne by Government—			
Monthly average per boarder	...	3 5 3	
Deduct refund in shape of fees paid by boarders ...	...	0 4 7	
Difference	...	3 0 8	
3. Proportion of cost borne by boarders—			
Monthly average cost per boarder	6 15 4		
Add fees paid to Government	0 4 7		
		7 3 11	
Total			10 4 7

MAULVI BAZAR GOVERNMENT HIGH SCHOOL HOSTEL.

	Rs. a. p.
1. Superintendent's allowance	300 0 0
3. Annual cost of hostel menial establishment defrayed by Government	456 0 0
3. Annual cost of hostel menial establishment defrayed by boarders	286 14 0
4. Municipal taxes for boarding house and Superintendent's quarters	25 4 0
5. Medical cost—	
Pay of Medical Officer	360 0 0
Country medicine	58 8 0
6. Total messing cost for the year including light and tiffin	2,397 0 0
Total	3,883 10 0

	Rs. a. p.	Rs. a. p.	Rs. a. p.
1. Average monthly cost per boarder	...	...	11 8 11
2. Proportion thereof borne by Government—			
Monthly average per boarder	...	3 7 11	
Deduct refund in shape of fees paid by boarders ...	...	0 2 10	
Difference	...	3 5 1	
3. Proportion of cost borne by boarders—			
Monthly average cost per boarder	8 1 0		
Add fees paid to Government	0 2 10		
		8 3 10	
Total			11 8 11

(The taxes being defrayed entirely by the boarders is charged against them and not against Government.)

SHILLONG GOVERNMENT HIGH SCHOOL HOSTEL.

	Rs. a. p.
1. Superintendent's allowance	457 0 0
2. Annual cost of hostel menial establishment defrayed by Government	436 0 0
3. Annual cost of hostel menial establishment defrayed by boarders	Nil.
4. Municipal taxes for boarding house and Superintendent's quarters	274 0 0
5. Medical cost—	
Pay of Medical Officer	489 0 0
Country medicine	Nil.
6. Total messing cost for the year including light and tiffin	6,912 0 0
Total	8,568 0 0

	Rs. a. p.	Rs. a. p.	Rs. a. p.
1. Average monthly cost per boarder	...	...	9 8 4
2. Proportion thereof borne by Government—			
Monthly average per boarder	...	1 13 5	
Deduct refund in shape of fees paid by boarders ...	...	0 2 7	
Difference	...	1 10 10	
3. Proportion of cost borne by boarders—			
Monthly average cost per boarder	7 10 11		
Add fees paid to Government	0 2 7		
		7 13 6	
Total			9 8 4

A typical Middle English School Hostel return is given below. As already pointed out no regular messing system is, as a rule, in existence at these institutions :—

KAKOJAN MIDDLE ENGLISH SCHOOL HOSTEL.

	Rs. a. p.
1. Superintendent's allowance	Nil.
2. Annual cost of hostel menial establishment defrayed by Government	Nil.
3. Annual cost of hostel menial establishment defrayed by boarders	Nil.
4. Municipal taxes for boarding house and Superintendent's quarters	Nil.
5. Medical cost—	
Pay of Medical Officer	180 0 0
Country medicine	Nil.
6. Total messing cost for the year including light and tiffin	672 0 0
Total	852 0 0

	Rs. a. p.	Rs. a. p.	Rs. a. p.
1. Average monthly cost per boarder ...	...	...	5 1 2
2. Proportion thereof borne by Government—			
Monthly average per boarder	...	1 1 2	
Deduct refund in shape of fees paid by boarders ...	...	Nil.	
Difference ...	...	1 1 2	
3. Proportion of cost borne by boarders—			
Monthly average cost per boarder	4 0 0		
Add fees paid to Government	Nil.		
		4 0 0	
Total			5 1 2

No regular account has been kept. The boys bring the common articles of food from their homes and cook for themselves.

CHAPTER XI.

TEXT-BOOK COMMITTEES, LIBRARIES AND CONFERENCES.

I.—Text-Book Committees.

During the first year of the quinquennium the Eastern Bengal and Assam Text-Book Committee continued to control text-books in Assam, with the exception of books in Assamese, and for certain local areas for which separate organisations existed.

Establishment of Text-Book Committees for the Assam Province.

299. In 1913-14 three Text-book Committees for Assam were established—a Provincial Text-Book Committee dealing with English and classical books, an Assam Valley Committee concerned with books in Assamese, and a Surma Valley Committee with those in Bengali. Modifications in the curricula prescribed for schools, and the removal of the embargo against the use of text-books in certain subjects and classes, together with the anticipated increased enrolment in middle schools, was expected to produce an increase in the number of books submitted for examination and an improvement in the quality of production. Action was taken to secure that the series of teachers' manuals, projected by Eastern Bengal and Assam, should be completed and made available in schools, the manuals being included in the list of equipment drawn up to guide local authorities in the expenditure of capital grants.

During 1914-15 it was realised that the method of procedure under which books were sent out for opinions of members was cumbrous and unsatisfactory, the members being deluged with books produced with no reference to the courses of study prescribed. Such books were generally recommended as library and prize books, the latter list growing unwieldy and without due proportion in its varying parts. The Provincial and Surma Valley Committees were reported as being very heavily in arrear and unable to deal with the ever-increasing number of books referred to them.

Modification of working of the Provincial Committee proposed.

300. In October 1915 a meeting of the Assam Provincial Text-Book Committee was held to review the situation, and it was decided that procedure would be simplified, and results improved, if the process were reversed and members of the committee started with a review of prescribed books, and submitted for the consideration of the committee other books which showed fewer defects. It was also thought that Headmasters of high schools and Deputy Inspectors should be more largely consulted, and have an opportunity, once a year, of submitting suggestions for modification or change. They were to be asked to examine the list in force and submit definite proposals showing—

(1) whether any book in the list should be replaced,

(2) the reason for the proposed replacement,

(3) particulars of book or books proposed to be substituted.

After review, and a consolidation of the opinions gathered, copies of books thus recommended, together with the books proposed to be replaced, were to be sent out to members of the committee, accompanied by a clear statement of the class for which the change was recommended and a copy of the syllabus in the subject of the book. It would be open to members of the committee, and others interested, to initiate proposals for change in a similar manner. It was expected that this annual review would occupy 4 months, whereas the former method entailed the constant despatch of books and opinions throughout the whole year.

Experimental introduction of revised rules of working.

Detailed rules regulating procedure on these lines have been drawn up by the department and have been prescribed provisionally, as an experimental measure, for one year. Power is reserved to the Director to receive and invite submission of books from authors or publishers and to submit such books, at his option, for the consideration of the Committee concerned. To avoid unnecessary expenditure and labour, it is laid down that, as a rule, only such books will be received from publishers, and others interested, as the approved list is weak in, and the Director is empowered to issue a notification restricting submission of text-books to specified requirements. These rules were sanctioned in February 1917. Their working will fall to be chronicled in later reports.

Constitution of Text-Book Committees.

301. A brief account of the organisation for dealing with text-books, as it existed at the close of the quinquennial period, may be of some value.

The Provincial Text-Book Committee consists of 16 members, 8 officials and 8 non-officials, exclusive of the Director of Public Instruction who is *ex-officio* President. This committee deals with publications in English and in classical languages and with all other publications which do not fall within the province of a local committee. It is divided into sub-committees, of not more than 4 members, to deal with the various classes of books concerned. There are 7 of these sub-committees, the subjects being grouped as follows :—English, Mathematics and Science, History and Geography, Sanskrit, Arabic and Persian, Reference books, Miscellaneous.

Local Committees—There are four local committees —the Surma Valley Committee, the Assam Valley Committee, Khasi and Jaintia Hills Committee and the Garo Hills Committee. They deal with publications in Bengali and Urdu, in Assamese, in Khasi and in Garo, respectively. Text-books in languages other than these, are dealt with by direct correspondence between the Director of Public Instruction and the Deputy Commissioner of the district and the school authorities concerned.

The Surma Valley Text-Book Committee is divided into 7 sub-committees.

The following is a summary of the reports of the various committees for the year 1916-17.

Working of Committees for 1916-1917.

302. The Provincial Text-Book Committee—Thirty books were received for examination from the Director of Public Instruction, 113 books remaining undisposed of at the end of the previous year. Opinions on 83 books were submitted, 68 in English, 2 in Mathematics and Science, 8 in History and Geography, 4 in Sanskrit and 1 in Arabic and Persian. Letters issued amounted to 583, letters received to 324.

The Assam Valley Text-Book Committee submitted recommendations in respect of 8 books.

The Surma Valley Text-Book Committee dealt with 53 books, 34 of which received recommendation.

II.—Libraries.

303. In place of the previous practice, by which lists of library and prize books were largely made up of recommendations by members of Text-Book Committees of books which did not appear suitable as text-books, it was decided that a better procedure would be for a consolidated list of library and prize books for schools to be drawn up by certain members of the Provincial Committee, it being left to other members to make proposals for inclusion when the combined lists were circulated, the general list so prepared being kept up to date by periodic revision and additions at the instance of members or by the President himself. Action has been taken and lists are now under preparation.

College libraries.

304. Reference has already been made to the liberal grants to the Arts Colleges at Gauhati and Sylhet and to the Law College at Gauhati. These libraries are now fairly well equipped, as compared with the libraries at most mofussil centres, but from the standpoint of actual requirements for honours students and Professors they need large supplementing.

Government High Schools.

305. With a view to systematising grants for libraries to Government high schools a scale was drawn up, grants being given according to the number of classes or class sections in the school. Schools with from 8 to 12 sections were allotted Rs. 125 per annum, those with 13 to 14 sections Rs. 150, and to those which had over 14, Rs. 175.

Teachers' libraries.

306. The importance of forming school libraries for the use of teachers, to contain encyclopædias and other books of reference together with books on pedagogic subjects and educational journals, was emphasised during the quinquennium, and Inspectors were instructed to see that a portion of the library grant was utilised to this end, and that the provision so made was actually brought into use.

Class Libraries.

307. Another measure aiming at the utilisation of the school library was the formation of class libraries—the books being taken in charge by the teacher of the class and used in the course of his instruction, boys being encouraged to borrow them for home reading.

Use made of school libraries.

308. High school libraries are generally reported to be fairly satisfactory, the use made of them but very limited. The want of most schools appears to be adequate facility for boys to inspect the bookshelves and to come in direct contact with the books provided. The library and the teachers' common room are often located together, and the locked almirahs, often with wood panelled doors, are not inviting.

Boys too complain that they are overburdened with work and that they have but little leisure for general reading. There is no doubt that, whilst methods of teaching continue inefficient, much of the actual work of the school has to be done at home, as what is euphemistically called "preparation lessons." Leisure to read around a subject, and leisure to read for pure enjoyment, is wanting during the school session, and during the school vacation the library is not available. Nor can we feel sure that, granting leisure, there is an adequate measure of desire. There is too little of intellectual stimulus in the life of the school, and too much of mechanical drudgery, and with it all there is the ever pressing incubus of examinations.

Defects in existing libraries.

309. The scrutiny of several school libraries also leads one to think that books have been chosen rather because they are well known standard works—the books that "no library should be without" rather than from any expectation that they would be read. The many excellent simple small books that issue almost daily from the leading English publishers giving the best of classic English in a form that must appeal to the most dull, do not find sufficient place. And then there are many books, not standard, but simple and attractive, that can help to fill these bookshelves at a low cost. A boy may be induced to read a book of 80-100 pages of interesting matter, with good type and generally attractive get-up, when the larger and more ambitious book repels him. Standard works have their place, but only a limited one, in a school library, whilst schools remain at their present level.

The reading done in Matriculation classes.

310. How little real reading is done in schools is evidenced when the reading of boys in matriculation classes is considered. The University recommends a number of books to be read as "models of style," etc., the hope being that the range of reading will widen the pupil's power of understanding English and give him some power of expression as well as encouraging a love of reading for its own sake. In most schools but few of these books are read, and then generally laboriously, with detailed notes providing alternative phrases or words, for every difficulty presented. The process employed can scarcely be said to encourage a literary tendency in the pupil. It is not to be expected that boys, to whom reading has been made a task, will acquire in the process an incentive to additional reading.

Middle school libraries.

311. Middle school libraries do not exist, unless a few text-books and an odd dictionary can be dignified by the name of "library." Under the scheme for the establishment of improved middle English schools some moderately adequate provision for a library, and for its up-keep, is being insisted upon.

Library grants.

312. Library grants made to Government institutions during the quinquennium are set forth in the following table:—

—	Budget grants allotted to Government institutions under the head "Books, Maps, etc.," during				
	1912-13.	1913-14.	1914-15.	1915-16.	1916-17.
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	Rs.
1. Government Colleges—General ...	8,083	7,700	6,780	4,000	4,350
2. „ Law College	...	...	12,000	1,000	1,000
3. „ High schools for boys ...	1,731	2,369	4,047	3,153	2,700
4. „ Middle English schools for boys	96	89	90	90	90
5. „ „ „ „ for girls	40	40	116	80	80
6. „ Middle Vernacular „ for boys	188	125	380	306	306
7. „ „ „ „ for girls	...	22	50	50	30
8. „ Primary schools for boys ...	125	125	150	320	25
9. „ „ „ for girls ...	47	37	15	15	15
10. Zenana Class	...	...	...	...	64
11. Pine Mount School	150	150	150	100	100
12. Normal schools	302	702	677	627	750
13. Training classes	134	134	134	84	134
14. Industrial schools	10	10	20	15	5
15. Sylhet Madrassa	...	...	75	70	180
Total	10,906	11,503	24,684	9,910	9,829

III.—Conferences.

313. Conferences on educational questions were a marked feature of the quinquennium. References have been made to some of these in previous sections of the report. These conferences naturally fall into two classes—those held by Government in which leading non-officials joined with Government officials in the discussion, and departmental conferences of members of the educational service.

Government conferences.

I. A conference was held at Gauhati in 1912 under the presidency of the Chief Commissioner to discuss plans for the development of the Cotton College and proposals for a Law College. Among other measures advanced and accepted were proposals for the extension of facilities to teach up to the honours standard in the B. A., and for the addition of post-graduate classes. The construction of a Muslim hostel, and large additions to the accommodation for Hindus, with provision for resident Superintendents, was a further outcome.

The Earle Law College teaching up to the Final Examination for the degree of Bachelor-in-Laws was a result of this conference.

II. A conference on technical education, presided over by the Chief Commissioner, was held in 1913. It discussed, among many other questions, artisan classes *versus* apprenticeships, the industries of Assam that needed fostering and the methods to secure it, technical schools, their purposes and their relations to ordinary education, and to the markets for which they train.

III. A conference on the development of the Murarichand College, and its location. Reference to this has been made in the chapter on Collegiate Education.

IV. A conference on Muhammadan education. This has been dealt with in Chapter IX of the report.

V. A conference on education in the Garo Hills.

Departmental conferences.

314. Conferences of educational officers were held in 1912, 1913, 1914 and 1915, presided over in each case by the Director of Public Instruction. A detailed account of the proceedings would involve a repetition of much that has been referred to in the preceding pages. It might suffice to say that almost every measure of importance that received sanction during the quinquennium had first been discussed in, and approved at, one of these conferences, excepting only such matters as were dealt with at the Government conferences just referred to.

Inspectors' and Deputy Inspectors' conferences.

315. Conferences were convened by Inspectors and by Deputy Inspectors from time to time to discuss educational matters with their subordinate officers. Attention has been paid by Deputy Inspectors on tour to the calling together of school pandits at convenient centres for instruction in the requirements of the school curriculum and of the teaching methods needed to meet those requirements.

IV.—Keys.

316. There is but little definite information to be secured regarding the use of "Keys" in school, but the opinion of both Inspectors is to the effect that "Keys" have lost, to some extent, in popularity, the exception being in Sanskrit, where, especially in the matriculation classes, there is no diminution. The expense of dictionaries is advanced as one reason for the readiness with which boys take to the use of these adventitious aids. This may, and probably does, provide some explanation in the case of the classical languages, but where books are provided that, in addition to serving to some extent as a dictionary, serve also as a "crib" and a ready and facile solution to every difficulty, the mere cheapness or dearness of a dictionary has little effect upon the situation. Perhaps a more correct explanation of the popularity of the "Key" is to be found in the fact that the boy finds in it something of help, which, spurious though it may be in the sense of increasing educational efficiency, does actually secure him success in his examinations. And outside the "Key" what does the boy get from his teacher that would secure even this end? It has been remarked, and there is a good deal of truth in the remark, that if one could succeed in abolishing keys from the school room, in so far as boys are concerned, and even from their homes, a much more difficult proposition, we should still have to face the fact that the teachers will continue to use them and merely dictate from them. The result will only be that, whereas the printed key has perhaps a limited number of errors on a page, the boys' "notes" will contain a maximum number, apart from the extra loss of time involved in the process.

The value of a boy's equipment when he leaves a school is well known. He knows the actual value of scarcely one English word, beyond the words for common objects, when tested by his power to utilise the words he has laid hold of. He has spent his time in acquiring a facility in substituting one word for another and this facility proves fatal to the attainment of any linguistic or literary power. This is the result of education by "Keys."

317. The use of keys will end when the boy gets from his teacher knowledge of value, and when the methods of the teacher are directed to the teaching of the ideas conveyed by words, expressions and sentences, in short when synthesis counts for more than analysis.

318. It is not possible to estimate the number of keys produced nor to give any general indication of price, but the following list indicates somewhat the extent of the production and the price for these wares :—

	Price. Rs. a. p.
Keys in Assamese to English Readers—	
King Primer No. II	0 4 0
„ „ No. III	1 0 0
First Book of Reading	0 3 0
Second „ „	0 6 0
Third „ „	0 8 0
Fourth „ „	0 12 0
Keys in Bengali to English Readers—	
Bengal Reader, Part II	0 12 0
„ „ Part III	1 4 0
King Primer Reader, Part I	0 4 0
King Primer...	0 2 0
Third Standard English Reader	0 5 0
Fourth „ „ „	0 4 0
Fifth „ „ „	0 12 0
Sixth „ „ „	1 0 0
Children's Treasury I	1 4 0
„ „ II	1 8 0
The Heroes	1 0 0
Folk Tales of Bengal	1 8 0
Bengal Peasant Life	1 8 0
Nelson's Indian Reader III	0 12 0
Legends of Greece and Rome	0 14 0
Jennings Poems	1 8 0
Robinson Crusoe	1 4 0
Keys in Bengali to Bengali Readers—	
Sandarbha Chandrika	1 0 0
Kabita Pustak	0 12 0
Niti Sandharva Bodhini	1 4 0
Padya Path Bodhini	1 4 0
Sahityasar Bodhini	1 0 0
Sukha Path	0 12 0
Niti Kusum	0 8 0
Preo Path	0 12 0
Niti Kotha	1 0 0

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Resolution on the progress of Education in Assam, 1912-13 to 1916-17.

Extract from the Proceedings of the Chief Commissioner of Assam in the Education Department, No. 8574E., dated the 19th November 1917.

READ—

Report on the progress of Education in Assam during the years 1912-13 to 1916-17.

RESOLUTION.

The quinquennium under review commenced with the reconstitution of Assam as a separate province. Its earlier half was marked by an important pronouncement of the Imperial Government setting forth the necessity for educational advance and laying down the lines on which such advance should be undertaken, and by the allotment of liberal grants from Imperial funds for educational purposes. The latter half was overshadowed by the war and by the necessity for subordinating further progress to the policy of husbanding the resources of the State. Mr. Südmersen's report shows that the multitudinous problems arising from the administrative changes, and from the Imperial Government's pronouncement of policy, and the provision of funds, have been dealt with carefully and ably by the Education Department, and that very great progress has been effected. It indicates at the same time the need for far greater expenditure than is possible at present on all branches of educational work.

Controlling Agencies.

2. The inspecting staff was reinforced during the quinquennium by an Assistant Inspector, an Assistant Inspectress, a Deputy Inspector and 16 Sub-Inspectors. A new system of travelling allowances for Sub-Inspectors was introduced with the object of simplifying procedure and of securing an improvement in the work of inspection, and is reported to have worked well.

3. Non-official representatives were added to the College Councils and to the Managing Committees of Government High Schools, and the Chief Commissioner has heard with pleasure of the good results which have attended this innovation. He hopes to see committees, on which executive and educational officers and non-officials are represented, constituted for all classes of schools, although he realises that time and patience will be required before local committees in rural areas can be induced to take a serious view of their responsibilities.

4. Under the Assam Local Self-Government Act, 1915, the maintenance of vernacular schools is obligatory on Local Boards, whilst the maintenance or assistance of schools of other classes may be undertaken by them at their discretion, subject to any rules made by the Chief Commissioner. Middle English schools are at present in many cases maintained or aided by Local Boards, and instances have occurred in which money has been spent on schools of this class which might more appropriately have been devoted to the primary obligations of the boards concerned. The Local Administration has accepted the principle that funds for the maintenance of Middle English schools should be provided by it, and not by the Local Boards, and, as soon as the financial position permits, the existing obligations of Local Boards in this direction will be taken over by Government and boards will be forbidden by rule to spend money on schools of this grade.

5. The Chief Commissioner has accepted the view expressed by the Decentralisation Commission that local bodies should not be tied down to spend any particular proportion of their revenue on education. It is, however, obvious that funds allotted by Government to the boards in order to enable them to increase their expenditure on education must be devoted to that object. In certain cases it has been found necessary to point out that boards, since the receipt of allotments from the Imperial educational grants, have reduced the expenditure on education from their own funds, and to issue orders that these deficits shall be made good. The Chief Commissioner must insist on these orders being carried out.

6. The question of the provision of adequate funds to enable local boards to discharge their responsibilities in the matter of elementary education is one of the utmost urgency and importance. The progress which has been effected during the period under review has been rendered possible only by the Imperial grants, and it is clear that doles of this nature cannot be relied upon to finance the steady advance which is imperatively called for. The alternative solution is either an increase of the provincial resources which will enable the Administration to provide a steady increase of the funds of local boards, or some means of enhancing the local income of these bodies. The problem is not one that can be attacked successfully during the present period of severe retrenchment and financial depression, but it will require to be taken up in earnest as soon as possible after the war.

7. The report indicates the important part taken by the various Missions in the education of the hill tribes and depressed classes and in the development of female education. Sir Archdale desires to record his cordial appreciation of the assistance thereby rendered to the Local Administration.

Collegiate Education.

8. The quinquennium witnessed a marked advance in the matter of collegiate education. The affiliation of the colleges was extended, the staffs strengthened, the accommodation increased, the hostels improved and developed, and the libraries and laboratories more fully equipped. During the quinquennium the Cotton College secured honours affiliation in all subjects of the B. A. and B. Sc. taken in the college with the exception of Persian, and added Political Economy and Political Philosophy up to the B A. honours standard. A beginning in the direction of post-graduate work was also made, the college being affiliated up to the M. A. in English (Group A).

The Murarichand College was elevated to the first grade with the assistance of some of the leading inhabitants of the Surma Valley, who guaranteed the provision of funds estimated to cover half the additional expenditure for a period of two years. The college had an affiliation in 1912 up to the Intermediate Arts standard only, and in the following subjects :—English, Vernacular, Mathematics, Logic, Chemistry, Sanskrit and Persian, in the latter two only temporarily. It closed the quinquennium with affiliation up to the B. A. standard in English, Vernacular, Mathematics, Philosophy, Sanskrit, Persian and History ; in Intermediate in Science, in English, Vernacular, Mathematics, Physics and Chemistry ; whilst in Intermediate in Arts it preserved Sanskrit and Persian and added History. Affiliation in Arabic to the B. A. standard has been sanctioned since the close of the quinquennium. The increase in the number of students reading in the two colleges from 295 to 688 is most satisfactory, and the examination results are encouraging. The Chief Commissioner much regrets that it has not yet been found possible to erect suitable buildings for the Murarichand College. The project is now under the consideration of the Government of India, but it is unlikely that the Local Administration will be in a position to make any considerable progress with it until the conclusion of the war and the removal of the present financial stringency.

Secondary Education.

9. In pursuance of the programme which has been adopted for the expansion of secondary education, seven aided high schools at subdivisional headquarters were provincialised, the provincialisation of the Habiganj High School, which was on a temporary basis, was made permanent, and the Government Middle English school at North Lakhimpur was advanced towards the status of a full high school during the quinquennium. Additional sections were opened in each class of a Government High school, where the demand required them, up to certain limits imposed in the interests of effective control. Altogether 101 sections, the equivalent of nearly 13 high schools, have been opened, in excess of the requirements of normal single-sectioned schools. The extensive building schemes called for by this development have unfortunately been interfered with by the necessity for retrenchment. The total number of high schools for boys increased from 27 to 36, and the enrolment from 8,701 to 13,481.

10. The Department experienced great difficulty in staffing its high schools with qualified teachers, especially in the Assam Valley. The difficulty was met by a temporary lowering of the qualifications demanded, and the Chief Commissioner is pleased to hear that the position has now become easier with an increasing output of graduates. New rules dealing with attendance were introduced, and are reported to have resulted in a substantial improvement in this important matter in Government high schools.

11. Both in 1915 and 1916 Assam stood first amongst the provinces served by the Calcutta University as regards the percentage of passes obtained at the Matriculation Examination. This result is satisfactory, but the Chief Commissioner recognises that it does not indicate that the quality of instruction in Assam high schools leaves nothing to be desired. In the Assam Valley indeed the reverse is the case, and this must continue so long as the teaching staff is insufficiently qualified and inadequately trained. The Chief Commissioner agrees with the writer of the report that the improvement of the prospects of the teaching service is the primary requisite for placing the provincial high schools on a really satisfactory footing.

12. An important modification has been made in the rules relating to grants-in-aid to middle schools. The policy of relying on local contributions other than fees has been definitely abandoned, and grants are now calculated with reference on the one hand to the requirements of efficient management, according to a fixed scale, and on the other to the income derivable from fees at the rates levied in Government schools. The system ensures that when funds are free to give it full effect all aided schools shall be in a position to attain reasonable efficiency.

The number of Middle English schools advanced from 95 to 113, but, as the two lowest classes of these schools were abolished, the total enrolment increased only from 10,922 to 11,183. Endeavours were made to improve the staff and equipment of existing schools and no new schools were recognised or aided except such as undertook to maintain a reasonable level of efficiency. Recognition was withdrawn from a number of particularly inefficient schools of this class. The numerical advance, therefore, in the case of this class of school, represents substantial progress. The increase in the percentage of the total expenditure on Middle English schools which is represented by fees from 38 to 61 per cent. during the quinquennium is welcomed by the Chief Commissioner as indicating increased readiness to pay a reasonable proportion of the cost of English education.

Elementary Education.

13. The number of vernacular schools rose from 3,752 to 4,320, and that of pupils from 151,110 to 195,119. Vernacular education has been made free to its highest stage, and the principle has been laid down that, so far as funds permit, primary schools should be developed to the middle vernacular standard. The abolition of fees in, and the general encouragement of, middle vernacular schools met with conspicuous success, the number of these schools springing from 35 to 112, whilst the enrolment increased by no less than 347·3 per cent. The minimum pay of teachers in primary schools has been raised to Rs. 8, and a wider range of openings has been offered by the establishment of a number of superior primary schools with improved terms of service. It is satisfactory to find that a better class of teacher is now being enlisted, and that the middle vernacular qualification is becoming the ordinary qualification of new appointees.

14. The capitation system is reported to have failed in its object of encouraging the retention of pupils in the higher classes, and to tend to dishonesty, and its total abolition is under consideration.

The *in situ* examinations introduced in 1904-05 and the grant of "leaving certificates" at the close of the several stages of vernacular education were abolished in 1915, and a single public examination was introduced at the close of the middle vernacular course. This examination is said to be widely valued, and promises to have an encouraging effect on vernacular education.

Experience showed that the curriculum for primary schools which was introduced in 1910 made heavier demands than could be legitimately expected from a class of teachers poorly equipped by knowledge and training. A new curriculum has therefore been drawn up and approved.

Training of Teachers.

15. The training schools for vernacular teachers have been considerably improved both in respect of staff and of equipment, and the extension of the term of training, as well as the higher educational qualification of the student, have resulted in a superior outturn. There is at present no provision for training teachers of English beyond a reservation in the Dacca Training College, but the Chief Commissioner hopes to establish a provincial training college with the assistance of the funds recently provided by the Government of India for the training of teachers.

Special Education.

16. A Law College affiliated to the B. L. degree of the Calcutta University was established at Gauhati in 1914 as an experimental measure for a period of five years. The enrolment has been satisfactory, and the latest examination results, those of August 1917, are gratifying.

17. The only institution in the province for medical training is the Berry-White School at Dibrugarh, which trains candidates for employment as Sub-Assistant Surgeons. Under the provisions of Act VII of 1916 this school will no longer be competent to issue diplomas unless it is specially authorised to do so by the Governor General in Council under section 3. The Government of India have been addressed on this matter.

18. The subject of industrial and technical education was discussed by the Chief Commissioner at a conference in 1913, and it was decided that no advance was feasible until a Director of Industries could be appointed. The financial position has unfortunately prevented the creation of this appointment. The only industrial schools at present are two institutions for the instruction of artizans in carpentry and smithy work at Shillong and Kohima, and carpentry and weaving classes attached to the middle English school at Tipkai in Goalpara district. A class for instruction in Railway Traffic work has also been opened at Gauhati. The system of apprenticeships—mainly paid for from the " Williamson " endowment—to encourage youths to become good carpenters and blacksmiths continued to work with some degree of success ; and a scheme for apprenticing boys to a number of crafts has been introduced experimentally in the Lushai Hills.

19. Improved manual instruction was introduced in the Sylhet and Dibrugarh Government High Schools, and has obtained considerable popularity.

20. Proposals have been formulated and sanctioned for a Central Sanskrit College, but funds have been forthcoming neither for this scheme nor for the equally important matter of improving the Sanskrit *tols*. Sanskrit has, however, been made a part of the curriculum of the normal schools, and an improvement has been effected in the status and prospects of Sanskrit teachers in Government high schools.

Female Education.

21. The number of girls' schools rose during the quinquennium from 10 secondary and 242 primary institutions to 25 secondary and 329 primary schools. The enrolment increased from 18,373 to 28,516. The first high school for girls in the plains of Assam was opened in Silchar by the Welsh Mission in 1913, and several schools at headquarter stations were advanced to the middle English standard. Eorty-five new primary schools of an improved type were opened, and fifty existing schools were improved in conformity with the new type.

Training classes for mistresses were opened under Mission management in each valley. The introduction of zenana classes, increased attention to weaving instruction in certain schools, and the appointment of an Assistant Inspectress are other features of the quinquennium. Of the many projects in connection with female education which have necessarily been postponed for financial reasons, the most important is the establishment of a girls' high school at Dibrugarh. . The advance made during the period under review, hampered as it has been by lack of funds, is sufficient to show that a rapid development of female education would be possible in Assam if the provision of funds presented no difficulty.

Education of Special Classes.

22. Considerable progress was achieved during the quinquennium towards the extension and improvement of the facilities afforded for the education of European and Anglo-Indian children. The staff of Pine Mount Girls' School was strengthened, and other useful improvements were effected. The Loreto Convent School, hitherto unaided, was given a substantial grant for the enlargement of its buildings and for the improvement of the staff to enable the school to secure the recognition of the Cambridge Syndicate for the purposes of the junior school leaving certificate examination. A secondary school for European and Anglo-Indian boys under the title of

St. Edmund's College was established at Shillong in February 1916, on an aided basis, under the management of the Irish Christian Brothers. Buildings have been constructed for a small Convent school for the poorer classes at Haflong under the sisters of Notre Dame des Missions.

23. The total number of Muhammadan pupils under instruction was 55,621 in 1916-17 as against 44,904 in 1911-12. There was, however, a slight, but regrettable, decline in the percentage of Muhammadan pupils to the total number of pupils. The Muhammadan enrolment in arts colleges rose from 27 to 91, and in high schools from 1,702 to 2,406. The percentage of Muhammadan successes to the total number of successful candidates in the Matriculation Examination rose from 13·5 to 15, and satisfactory progress is indicated by the figures for the higer examinations. A conference of leading Muhammadans was held in Shillong in 1914 to discuss the question of Muhammadan education and important decisions were arrived at, which, so far as the financial position has permitted their being carried into effect, are now under trial. An Assistant Inspector of Muhammadan education has been appointed, and two special officers were temporarily deputed to initiate the new scheme, advocated by the conference, for adapting vernacular schools to the requirements of Muhammadan boys. The Government Junior Madrasa at Sylhet, which was opened in 1913, has been gradually advanced towards the status of a Senior Madrasa.

24. The Chief Commissioner is indebted to the Calcutta University for the introduction of certain important modifications in the matriculation course to meet the requirements of the hill tribes and other aboriginal races of Assam who speak languages other than the vernaculars recognised by the University. A striking fact noticed in the report is that a Khasi headed the list of honours candidates in Philosophy in the University of Calcutta and followed up this success by taking a first class in this subject in the M. A. A Khasi also stood first in the list of successful candidates in the Overseer Examination of the Joint Technical Board.

Increased grants were given by Government to the Welsh Calvinistic Mission towards their educational work in the Khasi and Jaintia Hills, and a working arrangement was arrived at between Government and the American Baptist Mission for the conduct of educational work in the Garo Hills.

25. The scheme for the education of children of tea-garden coolies which was set on foot by the Government of Eastern Bengal and Assam in 1908 made little advance during the quinquennium. Proposals were sanctioned in 1914 which were intended to accelerate the progress, but the financial restrictions imposed in consequence of the war interfered with their operation. Three schools were established for children of employees in factories other than tea gardens.

Discipline, Physical and Moral Training.

26. As an outcome of the conference on Muhammadan education held in 1914, the experiment was made of permitting local arrangements to be made for the religious instruction of Muhammadan boys in all classes of schools. The measure is still in the experimental stage, and it has not hitherto met with conspicuous success.

Social gatherings of pupils and teachers, increased interest in athletics, the institution of annual school sports, and the growing popularity of hostels, are reported to have had some effect in imparting a wholesome atmosphere to school life. Discipline has been not unsatisfactory.

27. A special committee appointed to consider school and college hygiene reported that, while the majority of existing school and hostel buildings were badly designed and overcrowded, the type-plans already prepared by the Director were unexceptional from a hygienic point of view. A beginning has been made with the medical inspection of school children in so far as this could be carried out by members of the existing Government medical staff without detriment to their other duties. Any development of the system is for the present, the Chief Commissioner fears, impossible on financial grounds.

28. Substantial progress was made in the provision of hostel accommodation, but this is still very far from sufficing to meet requirements. An interesting experiment has been instituted by the Director of Public Instruction in connection with the Nalbari High School and the success of this attempt to solve the hostel problem on inexpensive lines will be carefully watched.

29. Some advance has been made in the direction of providing high schools with playgrounds, but here too much remains to be done.

30. In conclusion the Chief Commissioner desires to express his deep indebtedness to the Hon'ble Mr. J. R. Cunningham for the signal ability and zeal with which he has administered his department during a period of special stress and importance, and to thank Mr. Südmersen for a very full and interesting report as well as for the unsparing devotion which he has shown throughout the quinquennium to the interests of the college under his charge. He has noticed with pleasure the names of the officers commended in paragraph 35 of the Report for good work during the quinquennium.

ORDERED—that the Resolution be published in the *Assam Gazette*.

By order of the Chief Commissioner of Assam,

A. W. BOTHAM,

Second Secretary to the Chief Commissioner of Assam.

A. S. P. O. (J. & G.) No. 40—450—20-11-1917—A. E. R.