REPORT OF THE VERNACULA AND VOCATIONAL EDUCATION RECORGANIZATION COMMITTEE

1936

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WITH THE COMPLIMENTS OF THE
SECRETARY TO THE GOVT. OF BURMA?
EDUCATION DEPARTMENT.

Report of the Vernacular and Vocational Education Reorganization Committee 1936

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ASSISTANT SECRETARY TO GOVT.
21 JUL 1936

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REPORT

OF THE

VERNACULAR AND VOCATIONAL EDUCATION REORGANIZATION COMMITTEE

1936

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GOVERNMENT OF BURMA.

(MINISTRY OF EDUCATION.)

Resolution.

[Extract from the Proceedings of the Government of Burma, Education Department,—No. 41QK36, dated the 19th June 1936.]

Since the advent of the Chelmsford-Montague Reforms, no Department of Government has been more widely discussed than that of Education. Criticisms of the system in force have been many and various and suggestions for improvement and alteration have been numerous and diversified. Changes have been made from time to time in response to some urgent requirement, but there has not for many years been any comprehensive review made of the whole system, with the object of welding its somewhat disjointed elements into a homogeneous unity. The creation of a suitable system of village education, has for long been regarded as a fundamental necessity. It was known to contain many anomalies and to be beset by many difficulties, though the full extent of these could in the nature of things be ascertained only after a detailed enquiry. The Government of Burma (Ministry of Education) therefore resolved to appoint a Representative Committee to examine the whole field of Vernacular Education under the Chairmanship of Mr. A. Campbell, M.C., I.E.S., Assistant Director of Public Instruction, and the following gentlemen kindly consented to give their services:—

1. Mr. H. L. Nichols, I.C.S., Commissioner, Mandalay Division.
2. The Inspector of Schools, Pegu Circle.
3. *Sayadaw* U Ahlawka of Myingyan District.
4. The Revd. B. C. Case, M.A., B.Sc., Pyinmana.
5. U Mya, M.L.C., Meiktila West (General Rural).
6. U Maung Maung Ohn Ghine, M.L.C., East Rangoon (General Urban).
7. U Ba Thein, M.L.C., Amherst (General Rural).
8. Mr. S. A. S. Tyabji, M.L.C., East Rangoon Indian Community (Indian Urban).
9. Sra Shwe Ba, T.P.S., M.L.C., Bassein Karen Community (Karen Rural).
10. U Tun Nyun, *Ex*-President, Paungdè Municipal Committee.

U Sein Ywet, B.E.S., Class II, was appointed Secretary.

The terms of reference were later expanded so that the Committee covered practically the whole of pre-University education in Burma, on which it has now submitted an extremely lucid, interesting and comprehensive report. The Government of Burma (Ministry of Education) is happy to note that in spite of the earlier fears of some of the members, freely and frankly expressed in paragraph (xii) of their introductory chapter, the Committee is unanimous in its recommendations. That it is, is a tribute to the earnestness and single-mindedness with which the members attacked the problem put before them, and a strong argument for attaching the greatest possible weight to their recommendations. The Report gives to the public for the first time an encylopædic review of the problems of Education in Burma and the

Government will await the views of the public on the various questions discussed in it with much interest. It remains only to express the thanks of the Government of Burma (Ministry of Education) to the members of the Committee who gave so much time and thought to this interesting, if controversial question, and to express the hope that they will have the satisfaction of seeing some at least of the problems they have discussed, solved by the help of their recommendations.

ORDERED—That a copy of this Resolution be forwarded to the Chairman and all members of the Committee, the Director of Public Instruction, Burma, and all Commissioners of Divisions (except Commissioner, Federated Shan States).

ORDERED ALSO that the Resolution be published in the *Burma Gazette*, for general information.

By order,

R. M. MACDOUGALL,
Secretary to the Government of Burma
Education Department.

INTRODUCTORY.

(i) The Committee was constituted under the provisions of Government of Burma (Ministry of Education), Education Department, Resolution No. 62QK34, Part II, dated the 31st January 1935—reading as follows :—

"The development of Village Education has been one of the main tasks of the Government of Burma since the middle of the 19th century. As long ago as June 1865 Sir Arthur Phayre remarked : 'In the present state of education in Burma it is manifest that what is required is primary education among the masses.' He proposed to develop the monastic schools, and the Education policy of Government was, with some modifications, guided by this principle until 1917. The monastic schools, however, made less progress than the lay schools, for during the period 1890—1917 their pupils increased in number from 10,821 to 108,944 only, while in the lay schools there was an increase from under 30,000 to 241,255. Unfortunately in neither class of school did the quality of instruction keep pace with the increase in numbers, while more than 80 per cent of the children left at such an early stage that little benefit accrued to the community.

In the years 1913, 1914 and 1915 the Government of India endeavoured to encourage Vernacular Education by special non-recurring grants-in-aid. It was difficult however to spend these grants beneficially. Until 1915, new schools were freely registered and staffed with teachers trained in hastily improvised training classes, but the sudden contraction of expenditure due to the War, combined with the rise in prices and in wages, brought to the verge of bankruptcy the system now burdened with these extra liabilities for which no recurring provision had been made.

1917 saw the formation of Divisional School Boards in pursuance of Government's general policy of associating the people more and more with the administration of public affairs. The new boards were hampered by lack of funds, and, in order to maintain efficiency in some of their schools, were forced to disregister others. In consequence there was a decrease in the number of registered schools, and as the monastic schools were generally less efficient than the lay schools, they were the principal sufferers. This transfer thus marked the final break with the policy of basing the provincial system on the monastic schools.

In 1916 Government had adopted the general principle that Vernacular Education should be the care of Local Authorities while the Provincial Education Department occupied itself directly with English and Anglo-Vernacular Education; but there were many exceptions to the general principle and it was not until the passing of

the Burma Rural Self-Government Act that principle and practice were assimilated. In 1923 the control of Vernacular Education in rural areas was transferred to District School Boards constituted under the Burma Rural Self-Government Act (and in excluded areas, to Deputy Commissioners' Local Funds), while in the case of Municipal and Town Committees, arrangements were made to transfer gradually to them the full responsibility for their Vernacular schools.

In 1924 a Committee on Vernacular Education made a series of recommendations and reported in the end of July, and as a result Government undertook to open 1,250 new schools in rural areas at the rate of 250 a year. Government also revised and substantially increased the rates of pay for teachers. The 1,250 schools were opened, and with inconsiderable exceptions are still doing good work; but the scales of pay which were sanctioned for the teachers were based on the inflated values then obtaining and have led to great financial and administrative difficulties. The Fixed Settlement published in February 1927 provided funds for these new scales at the outset, but their cost gradually increased, while the depression in the later years of the last decade restricted the funds available for Vernacular Education. In consequence, the whole system was subjected to considerable stress, under which the rates had to be reduced. In some districts adjustments were possible without either loss of efficiency or hardship to staffs, but conditions varied, and in many districts the results were distressing. Thus the financial stringency has pressed with some severity on the system of Vernacular Education. Moreover the Local Education Authorities set up by the Burma Rural Self-Government Act have not all been equally efficient, and in some cases educational considerations have been forced into the background by competing and often conflicting interests.

That there has been some progress must be admitted. In 1917, a statistical peak year, some 335,000 children were attending recognized and unrecognized primary schools. In 1933-34 the total was over 600,000, of whom two-thirds were in recognized schools. 900,000 children are not in school at all, though of these some have no doubt spent short periods in school in either the infant classes or in standard I or II. Of the 600,000 in school only 15 per cent proceed beyond the second standard, too small a number to have any perceptible influence on the cultural level of the country as a whole. Thus it comes about that while the number of literates in the average village is not unduly low—taking literacy to mean merely ability to read and write however slowly and imperfectly—the general level of education compares unfavourably with that in many Indian Provinces. Schools may be encouraged to attract older children to continue their schooling by giving increased results grants to the schools in the higher standards, but experience elsewhere indicates that compulsory attendance is the only solution. This is not necessarily the same as universal compulsory

regarded as a stage on the road to universal

lar Education are intimately connected
the teachers. They have done
d encourage such literacy as there is in
e been overweighted with unwieldy
too young to absorb even the
This, with the fact that most of the
d II, has confined the efforts of the
mparting by mechanical methods the
iting. This has had unfortunate
and has tended to narrow their

of finance. Funds are, even at the
at present when Burma has scarcely emerged
sis it has experienced in modern times, the
thods for securing the best results from
the possibility of supplementing these
ns for the spending of large additional
ialize for some time.

l aspects, all of which require the
e administrative problem involves the
thods for the management of Vernacular
will have to be economical is certain, but more
ured. The system must be such as to enable the
to guide the development of education in the
accordance with a defined policy, while at the same
time it must be sufficiently flexible to give as much freedom to the Local Education Authorities as is in keeping with the maintenance of that policy. Closely connected with this is the question of associating monastic schools with the system of Vernacular Education; that esents its own peculiar problems is manifest from the history of n throughout the last 70 years.

portance with the administrative question is the financial
ll consideration there is required a review of the
arrangements and an examination of all potential
h additional revenue could be drawn without
burden on the provincial budget. When that has
be necessary to decide on the most efficient and
the available funds.

he question of staffing the Vernacular schools.
problems relating to the training of teachers,
vice and the standards of education and training
ndidates for appointment.

nportant there is the welfare, moral, intellectual
hildren for whom the schools are provided. It is

ys.

essential to define the objectives of
This raises intricate issues and di
public mind. Not the least of these
above its value as development of t
the child. There is a growing
Vocational training—that is trainin
occupation—cannot begin in the
devised to lengthen the avera
Schools and thereby provide the
Education.

In the view of the Local Go
a task for the performance of w
all classes interested in educatio
up a mixed committee of officials
Vernacular and Vocational Educa
examine the problem and make sugge
of reference to the Committee will b

I. To examine the administr
make proposals for increasing its
(*a*) the necessity for the
consistent and home
introduction of comp
ultimate goal ;
(*b*) the desirability of allowing l
develop the facilities for
within their boundaries to the
with the maintenance of the
Province.

II. To examine the system of financing V
to make proposals for the more economical ar
resources having regard to—
(*a*) the maintenance of admini
charges at the minimum co
(*b*) the fixing of such scales of p
teachers as will secure the de
of Vernacular Education as ec
(*c*) the general principles to be ad
grouping areas for the provisio
kinds and classes and the centrali
specialist teaching.

III. To make proposals for increasin
Vernacular Education, having regard to—
(*a*) the necessity for relating educ
local area to the extent
willing to contribute towar

education, but
compulsory edu ability of directing provincial grants mainly towards
The problem g poor areas to maintain the level of development
with the capac ed by the general provincial policy ;
much in the ection of a suitable territorial unit for financial
the villag inistration in reha both of the distribution of
infant c provincial contributio and the institution of any
elementa education rate that ma e recommended by the Com-
other p mittee.
vi . o suggest measures for exte ding the period spent in school
average Vernacular school pupi having in view the ultimate
roduction of compulsory Primary Education.

V. To examine the possibility of introducing a satisfactory
heme of Vocational Education in connection with the Vernacular
hools, and to make proposals for experimental schools in which the
ficacy of any scheme suggeste can be tested practically.

VI. To suggest a suitable me d of bringing the monastic schools
nto the provincial system of V xplore ar Education.

VII. To examine the fac ies for the training of vernacular
teachers and to make propo fo their improvement and adaptation
to such developments of the rna Education System as may be
recommended.

VIII. To examine the cu , methods, buildings and equipment
of Vernacular schools and to make proposals for such adjustments as
may be deemed necessa for their improvement.

IX. To indicate the general lines to be followed in drafting any
legislation necessary to implement the proposals made by the Committee.

The Committee will have power to co-opt from time to time any
rson interested in particular branches of education (provided that at
e shall the number of co-opted members exceed two) and to
the ce from a sufficient number of witnesses to enable them to
this pr oblem as a whole. The work of the Committee will
the questio of time, and the Government of Burma (Ministry of
Of equal im ted to the gentlemen who have agreed to give
one. For its fu ttee will be constituted as follows :—
existing financial I.C., I.E.S.,—*Chairman*.
sources from whic I.C.S., Commissioner, Mandalay Division.
throwing an undue chools, Pegu Circle.
been done, it will a of Myingyan District.
equitable allocation ae, M B.Sc., Pyinmana.
There is thirdly eiktila (General Rural).
Here there arise m hn Ghe e, M.L.C., East Rangoon (General
conditions of se
required from ca
8. U Ba and most i Amherst (General Rural).
9. Mr. S. A. of the M.L.C., East Rangoon Indian Community
(Indian

10. Sra Shwe Ba, T.P.S., M.L.C., Bassein Karen Community (Karen Rural).

11. U Tun Nyun, ex-President, Paungdè Municipal Committee.

U Sein Ywet, B.E.S., Class II, Personal Assistant to the Director of Public Instruction,—*Secretary.*

ORDERED—That a copy of this Resolution be forwarded to the Chairman and all members of the Committee, the Director of Public Instruction, Burma, and all Commissioners of Divisions (except Commissioner, Federated Shan States).

ORDERED ALSO that the Resolution be published in the *Burma Gazette*, for general information.

By order,

R. M. MACDOUGALL,
Secretary to the Government of Burma,
Education Department.

The above Resolution was supplemented by the following Orders :—

Letter No. 62QK34, Part II, dated the 6th August 1935, from the Secretary to the Government of Burma, Education Department, to the Chairman, Vernacular and Vocational Education Reorganization Committee, Rangoon.

SUBJECT.—*Terms of Reference of the Vernacular and Vocational Education Reorganization Committee.*

With reference to this Department Resolution No. 62QK34, Part II, dated the 31st January 1935, I am directed to say that it has been brought to the notice of the Government of Burma (Ministry of Education) that the Vernacular and Vocational Education Reorganization Committee cannot usefully restrict its enquiries and proposals severely to Vernacular Education as though the Vernacular system were a completely isolated system in the public service of education It has been pointed out that the administration, finance, organization, inspection, curricula, training of teachers and other aspects of the Vernacular system are related to and linked with the other systems of education in the Province and that the Committee must examine the Vernacular system in relation to the whole public service of education.

The Government of Burma (Ministry of Education) is of the opinion that the Committee can make neither adequate examination nor proposals if its labours are rigidly confined to the sphere of Vernacular Education. The Ministry is therefore pleased to authorize the Committee, where necessary, to examine the relations of the Vernacular system to the general public service of education, to specify the relation of its proposals to that general service and to suggest ways and means of the necessary adjustments in the general service provided that, after the Committee has reported, the Government will take all necessary steps to obtain the views of the authorities and organizations representing systems of education other than the Vernacular system before accepting such recommendations.

(ii) For various reasons, the Committee was unable to assemble for its first meeting until 15th March 1935. The Chairman drafted a Questionnaire which was adopted with amendments on 15th March 1935. Three thousand copies of the Questionnaire in English and Burmese were issued to persons and associations throughout the Province. The English version of the Questionnaire is as follows :—

QUESTIONNAIRE.

GENERAL.

1. Do you consider that the administration of Vernacular education is too important to be treated as an adjunct of local self-government and that it merits treatment in a separate Education Act and the establishment of a separate system of administration ?

2. Are you satisfied with the administration of Vernacular education by Local Education Authorities ? If not, briefly state in what ways you consider the administration inefficient : (*a*) in urban areas, and (*b*) in rural areas.

3. In what ways would you alter this administration to secure efficient administration ?

4. (*a*) Do you think that new authorities with some such designation as " Regional Councils," having jurisdiction over larger areas and directly responsible to the Ministry would administer Vernacular education more efficiently ?

(*b*) If so, do you think it would be necessary to have Local Committees working under them ?

(*c*) If your answer to (*b*) is in the affirmative, what are your reasons ? Are there any advantages which would be lost if the larger authorities administered the schools directly and do these outweigh the expense and inconvenience of having two links in the chain between the Ministry and the schools ?

5. If you favour the administration of Vernacular education by Regional Councils having jurisdiction over areas covering more than one district, and possibly a whole Civil Division, have you any suggestions to make as to the constitution of these Councils ?

6. What arrangements would you propose to deal with the office staff, buildings, equipment, etc., of the existing Local Education Authorities ?

7. (*a*) On the assumption that to secure proper co-ordination and unification of policy, the Regional Councils would have to take control of all areas in their local jurisdiction hitherto administered by School Boards, Municipal Committees, Town Committees and Deputy Commissioners' Local Funds, would you admit any exceptions in respect of the larger towns ? If so, where would you draw the line ?

(*b*) On the assumption that Municipalities included under the jurisdiction of a Regional Council would share in any new funds raised or contributed for Vernacular education, do you consider the inclusion of all except the largest Municipalities, say Mandalay, Moulmein, Akyab and Bassein, feasible ?

8. How would membership of the Regional Council be arranged—

(*a*) by direct election from the area covered by the Regional Authority,

or

(*b*) by selection from existing local self-governing and other authorities ?

9. How would you appoint the Chairman of the Regional Council ? Would you delegate any powers to the Chairman ? If so, what powers ?

10. Do you favour the appointment of the Inspector of Schools or any other officials as *ex-officio* members of the Regional Council ?

11. Do you consider that these larger Education Authorities should each have an Executive Officer with high academic qualifications and administrative experience to conduct the ordinary administration, much on the lines of the Education Officer of the Rangoon Education Board ?

12. What powers would you delegate to such an Executive Officer ?

FINANCE.

13. The general tax-payer and the local rate-payer at present share the cost of Vernacular Education in the proportion of 80 : 20 * in the Districts and 12 : 88 * in Municipalities. Do you consider this reasonable ?

14. (*a*) In view of the fact that a local education rate enables a wealthy and progressive area to push on with schemes of development without waiting for the more backward areas, do you favour the taking of powers to impose such a rate, or do you think that this would result in too great unevenness of development ?

(*b*) If power is taken to impose a local education rate, should it be vested in the suggested Regional Councils or in the Local Authorities ?

15. If authorities such as the suggested Regional Councils were organized incorporating groups of the existing Local Education Authorities would such unevennesses be mitigated by the fact that town schools with their higher standard of equipment, etc., could be made available on easy terms for children from the surrounding rural areas ?

* (Figures based on Accounts for 1932-33.)

13

16. Do you consider that, subject to any rules issued by the Ministry and to the condition that not less will be spent on Vernacular education in any local area than is at present being spent, the Regional Councils, if it is decided to adopt the system of larger areas and special authorities for Vernacular education, should have a free hand in the allocation of their funds according to local needs ?

17. (*a*) Before it is possible to build up any system of village education, it is necessary to provide a stable foundation. For this there must be drafted a scheme showing what schools can be maintained and at what standard, with existing resources. Do you consider that the new authorities, having prepared such a scheme in consultation with the Inspectors of Schools and Commissioners and the Deputy Commissioners concerned, and secured its approval by the Ministry, should be debarred from changing it without sanction ?

(*b*) Do you think it reasonable that such a scheme, once approved, be prescribed for five years, within which period the Education Authority should produce a supplementary scheme for the expansion of educational facilities in its area, with proposals for financing them, and so on until there are sufficient schools to provide universal primary education ?

WASTAGE.

18. (*a*) What are the causes, in your opinion, of the wastage in existing Vernacular schools ? By wastage is meant the general falling off in the number of pupils from the infant classes to standard IV. At present only a small fraction of children admitted to the infant classes proceed to and beyond standard IV.

(*b*) Can you suggest how to stop this wastage ?

19. Are you generally in favour of the present system of grants-in-aid (Chapters V and IX of the Vernacular Education Code) ? If not, what changes would you recommend ?

20. Do you consider that a system of grants-in-aid based on the existing grants, incorporating a graduated scale of grants with higher rates applicable to average attendance in standards IV and III would assist school managers to stop the wastage in the primary schools ? If not, why not ?

21. Can you suggest any other financial measures that would assist Local Education Authorities to stop wastage ?

22. Would you be in favour of the re-introduction of a results grant payable according to the number of pupils who complete a satisfactory course in the IVth standard as a means of encouraging attendance up to and including this standard ?

Compulsory Education.

23. Do you know of any areas where compulsion might be applied at present and where parents would co-operate and not keep the older children from school to work in the house or in the fields? Is there any such area where the existing Local Education Authority could find the funds for the introduction of compulsory education?

24. Have you any suggestions as to how compulsion, if adopted in selected areas, could be enforced?

25. How would you ensure that all children of school-going age were registered and regularly attending school?

26. Would attendance officers be required? If not, could attendance be enforced by any other agency?

27. Would a fine on defaulting parents meet the case? Would the enforcement of such fines meet with public support, or would it cause resentment?

28. Would you be in favour of a system of fines for non-attendance that would fall on the whole community for which a particular school has been provided? What objections would you offer to such a system?

29. Would you favour enforcing attendance by making the School Committee [*see* Question 38 (*a*)] responsible for attendance? Could they carry out this duty?

30. If none of the courses proposed above appears to you to be satisfactory, can you suggest some other means of enforcing attendance and of fostering a public opinion in favour of enforced attendance?

Ministry of Education.

31. The Minister of Education is responsible for the control of education throughout the Province. His administrative staff consists of Commissioners of Divisions, the Secretary to Government and the Director of Public Instruction and their staffs. The Minister must ensure that the public funds provided for Vernacular education are expended usefully and economically. Are you satisfied that the Ministry has sufficient powers of control over policy and administration *vis-à-vis* the Local Education Authorities? If not, state briefly in what ways you consider the Minister's powers inadequate.

32. At present Inspectors and Deputy Inspectors are advisory officers to Local Education Authorities. Would you favour giving Inspectors more powers? If so, what powers would you suggest should be conferred on Inspectors in respect of—

(*a*) finance,

(*b*) the registration and disregistration of schools,

(*c*) the employment and dismissal of teachers?

33. If you consider the Minister's powers insufficient, do you think that an arrangement such as that suggested in Question No. 4 under which he would deal directly with a comparatively small number of Local Education Authorities, each administering schools directly, preferable to giving him more powers to be exercised through Commissioners of Divisions or Inspectors of Schools? Can you suggest any other course?

Inspection.

34. Do you consider that relations between Inspectors and Deputy Inspectors and school managers are satisfactory? If not, what suggestions have you to offer for their improvement: (*a*) under the existing regime, and (*b*) under any alternative scheme for the administration of Vernacular education which you support?

Recognized Schools.

35. Do you consider that the present system of recognizing and aiding private school managers is satisfactory? If your answer is in the negative, state briefly your objections to the system.

36. Do you consider that private vested interests of managers of aided Vernacular schools retard or injure the development of Vernacular education? If so, can you suggest how to eliminate these vested interests?

37. Do you consider that the policy of Local Education Authorities should be eventually to convert all Vernacular schools, except monastic schools, into Board schools?

38. (*a*) Do you consider it advisable to constitute a School Committee with supervisory duties for each village school or group of schools?

(*b*) The majority of Vernacular schools are private property receiving aid from Local Education Authorities. How would you adjust the supervisory powers of a School Committee to the rights of the owner-manager of a school in order to obviate friction?

Monastic Schools.

39. Do you think closer co-operation could be arranged between the Buddhist priesthood and Local Education Authorities? If so, how?

40. Do you favour, and, if you do, can you suggest any means of incorporating the monastic school in the secular system as an efficient unit in a provincial system?

41. Do you think it would be advisable and feasible to have separate arrangements altogether for the recognition and aiding of monastic schools, under which they would receive grants direct from Government on condition that they maintained specially prescribed standards

of efficiency, to be judged by Inspectors specially appointed for work in monastic schools ? Would you make any other special provisions ? If so, kindly describe them.

EDUCATION OF GIRLS.

42. Are you satisfied with the provision made for the education of girls in Vernacular schools ? If not, state briefly what you consider the deficiencies.

43. (*a*) Do you object to the instruction of boys and girls together in—

(i) Primary schools,
(ii) Middle schools,
(iii) High schools ?

(*b*) If you have objections please state them briefly and indicate how you would provide for the education of girls in the middle and higher stages of Vernacular instruction.

MEDICAL INSPECTION AND CARE.

44. Do you favour the medical inspection and care of all school children ? If so, what arrangements would you propose, keeping in mind the difficulties of supplying, at present, adequate medical service for such inspection and care in—

(*a*) Urban schools.
(*b*) Rural schools.

TEACHERS.

45. Do you consider the standard of efficiency of teachers in Vernacular schools satisfactory ? If not, what reasons do you give for inefficiency ?

46. Do you agree that a prime need in Vernacular primary schools is women teachers with Kindergarten training ?

47. Are you satisfied with the existing rules governing the appointment, dismissal, terms of service, etc., of teachers in recognized schools ? If not, state in what respect you are dissatisfied and what adjustments you consider necessary to improve the conditions of employment of teachers in recognized schools ?

48. The rates of pay prescribed for teachers in Vernacular schools are as follows :—

A.—*Vernacular teachers appointed before 1st September 1931.*

	Rs.
(i) Qualified teachers employed in a High Department...	65—2½—85 per mensem.
(ii) Qualified teachers employed in a Middle Department	45—2—65 ,,
(iii) Qualified teachers employed in a Primary Department and possessing—	
(*a*) Elementary " A " Certificate or higher	25—1—35—2—45 ,,
(*b*) Elementary " B " Certificate ...	20—1—30 ,,
(iv) Uncertificated teachers	20 fixed.

B.—*Vernacular teachers appointed on or after 1st September 1931.*

	Rs.
(i) Qualified teachers employed in a High Department...	60—2—80 per mensem.
(ii) Qualified teachers employed in a Middle Department	40—2—60 ,,
(iii) Qualified teachers employed in a Primary Department and possessing—	
(*a*) Elementary " A " Certificate ...	25—1—30—2—40 ,,
(*b*) Elementary " B " Certificate ...	20—1—25 ,,
(iv) Uncertificated teachers	15 fixed.

Do you consider these rates suitable ? If not, what rates would you recommend, bearing in mind the necessity for—

(*a*) securing efficient teachers ;
(*b*) staffing as many schools as possible with the limited funds available ?

49. Do you think that it is desirable to attract holders of University Degrees, of Intermediate Certificates and of English and Anglo-vernacular High School Certificates to the teaching service in Vernacular schools ? If so, would you offer pay higher than the rate prescribed ? If so, what rates would you suggest ?

50. In view of the difficulty of getting a large number of women with High School or University qualifications would you be in favour of making a pass in the VIIth Standard Vernacular Examination or a lower qualification the minimum qualification for admission to Kindergarten training ?

51. Are you satisfied with the existing arrangements for the training of teachers for Vernacular schools ? If your answer is in the negative, please state what modifications of the existing training you consider necessary ?

52. Do you consider that the training of Vernacular teachers would be rendered more efficient by centralizing all training (as has been done with Anglo-vernacular training) ?

53. Do you agree that teachers in Vernacular schools should be equipped in some measure to assist and advise in connection with social services, especially the following :—

(*a*) The Boy Scout movement.
(*b*) The Girl Guide moveiment.
(*c*) The organization of village social and athletic clubs, of reading circles, hobby circles, village libraries and the like.
(*d*) Child and village welfare work.
(*e*) Village arts and crafts.
(*f*) Public and personal hygiene.
(*g*) Elementary rural economy.
(*h*) Wireless reception.

If so, can you suggest ways of assisting teachers so to equip themselves ?

54. Have you any suggestions to make for strengthening and unifying the teaching body of Vernacular schools ?

55. Would you favour the institution of a Superannuation Fund or a Provident Fund on a contributory basis to be administered by the Ministry of Education even if for financial reasons this involves a reduction in rates of pay ?

56. Would the establishment of a General Register of Teachers help towards unification of the profession ?

57. Can you make any other suggestions for improving the standard of efficiency of the teachers ?

Payment of Teachers' Salaries.

58. Are you satisfied with the existing arrangements for the payment of school managers' pay and other emoluments and teachers' pay ? If not, can you suggest any method for improving the arrangements ?

59. Do you favour a system whereby Authorities would issue by messenger or post vouchers or pay bills to be cashed at the nearest Government treasury or sub-treasury—identification of the teacher to be made at the treasury—and receipt vouchers would be posted by the Treasury Officer to the Executive Officer of the Authority ?

Fees.

60. Do you support the view that all elementary Vernacular education should be free ? If not, do you see any objection to the making of arrangements by a Local Education Authority for the opening of a school on condition that the whole or part of the cost is met from fees, if otherwise the development of educational facilities is likely to be restricted ?

Curricula and Text-Books.

61. (*a*) Considerable assimilation of curricula and methods in Vernacular and Anglo-vernacular middle and high schools has been achieved. In view of this assimilation what are your views on the desirability or otherwise of encouraging the growth of Vernacular middle and high schools ?

(*b*) In view of the assimilation are you satisfied with the existing facilities for the transfer of pupils from Vernacular to Anglo-vernacular schools ? If your answer is in the negative, state briefly (keeping in mind the relatively higher standards of instruction in Anglo-vernacular schools) what adjustments you consider necessary in the Vernacular and/or Anglo-vernacular arrangements ?

62. Are you satisfied with the present curricula of Vernacular schools ? The curricula are set out in Appendix I of the Vernacular Education Code. If the answer is in the negative, what modifications would you suggest ?

63. Do you favour the popularization of curricula in rural areas to encourage a growth of desire for education ? If so, what steps do you suggest ?

64. Are you satisfied with the provision made for religious instruction ? *See* Vernacular Education Code, Rule 2 of Chapter XVI. Have you any suggestions to make for the improvement of this instruction ?

65. Are you satisfied with the facilities and instruction provided for physical training ? If not, can you suggest simple and inexpensive ways of improving this instruction ?

66. (*a*) Appendices VIII, X and XI of the Vernacular Education Code show the courses in manual training, needlework and weaving respectively. Are you satisfied that these courses are suitable for Vernacular schools provided adequately trained teachers are available to conduct the courses ?

(*b*) In the absence of efficient teachers for these courses, do you consider that some sort of instruction on the lines of the courses should be given ? If the answer is in the affirmative, what form of instruction do you think could be usefully given by teachers who have had no special training ?

67. Are you satisfied that the text-books now provided for vernacular teaching are suitable ? If the answer is in the negative, in what way do they appear to you to be unsuitable ?

68. Have you any suggestions to make in regard to text-books ?

Teaching of English.

69. Do you favour the teaching of English as a second language in Vernacular schools ? On what ground do you advocate this teaching ?

70. If you favour such teaching, at what stage in the Vernacular school would you introduce English as a second language ?

71. What qualifications would you demand from teachers of English? Should they have undergone training ? What rate of pay would you suggest for such teachers ? The present qualifications and rate of pay are as follows :—

(i) Present qualifications—Anglo-Vernacular High School Examination or lower.

(ii) Rate of pay—Rs. 60—4—80.

Examinations.

72. Are you satisfied with the conduct of the existing IVth, VIIth, IXth and Xth standard examinations by the Department ? If not, why not ?

73. Do you agree that since Government contributes to the cost of primary education it should test the quality of the education by means of a public examination at the conclusion of the IVth standard course ?

74. If you do not agree, can you suggest any other means whereby the quality of the education provided may be tested ?

75. Can you suggest any means of conducting the IVth standard examination so as to avoid the risk of the examination dominating the teaching ?

SCHOLARSHIPS.

76. Are you satisfied with the existing system of scholarships (Chapter XVIII of Vernacular Education Code) ? If not, in what way do you consider the system should be altered ?

VOCATIONAL TRAINING.

Note.—It is important to distinguish between *functional education* through the medium of such subjects as school-gardening, sewing, cooking, woodwork, clay-modelling, mat-weaving, etc., and *vocational* training designed to equip a pupil for a definite occupation.

77. (*a*) Do you favour the introduction of vocational training into vernacular curricula ?

(*b*) If your answer to (*a*) is in the affirmative, what forms of vocational training would you introduce in—

(*a*) urban areas,

(*b*) rural areas ?

(*c*) At what stages in the vernacular educational ladder would you introduce vocational training—

(*a*) the primary, or

(*b*) the middle, or

(*c*) the high ?

(*d*) Do you think that vocational training should be given in schools specially established (Trade Schools) for the purpose or should it be grafted on to existing schools ? Please give reasons for your opinion.

WIRELESS BROADCASTING.

78. Do you consider that wireless broadcasting could be used to any considerable extent to improve the education of the people ? Please state briefly your views on the topic.

ROMANIZATION OF BURMESE WRITTEN CHARACTERS.

79. Do you consider that the Romanizing of the Burmese written characters would have any material influence on the development of education, for example, in making available a greater volume of reading matter and in making the language more receptive of modern ideas ?

EDUCATION OF CHILDREN OF NON-BURMESE INDIGENOUS AND NON-INDIGENOUS RACES.

80. [*Important Note.*—

(i) This section of the Questionnaire is directed towards enquiry into the education problems of the non-Burmese communities in Burma. Replies are invited from persons particularly interested in any one of these communities.

(ii) Replies may be given to the whole Questionnaire on the assumption that the Questionnaire is framed for an enquiry into the educational problems of the Karen or of the Hindu or the Muslim or of any other community. In other words, where the Burmese community is stated or implied in the Questionnaire, another community may be understood to be stated or implied for the purposes of this section of the Questionnaire.]

EDUCATION OF CHILDREN OF NON-BURMESE INDIGENOUS RACES.

(*a*) Are you satisfied with the provision now made for the education of children of non-Burmese indigenous races ? If not, briefly state what you consider the deficiencies and what additional or special provision should be made for the race in which you are particularly interested ?

EDUCATION OF CHILDREN OF NON-INDIGENOUS RACES.

(*b*) Are you satisfied with the provision now made for the education of the children of the non-indigenous races in Burma ? If not, in what respect do you consider the provision deficient and what additional or special provision do you consider should be made in respect of the particular community in which you are interested ?

Written Evidence.

(iii) One hundred and twenty-five replies in English and 321 in Burmese were received.

These were collated and analysed and issued to members.

Sessions of Committee.

(iv) The Committee held the following Sessions :—

		Days.
1st Session, Rangoon—March 15th, 1935	...	1
2nd Session, Rangoon—June 24th to 26th, 1935	...	3
3rd Session, Rangoon—July 22nd to 26th, 1935	...	5

	Days.
4th Session, Mandalay and Pyinmana—August 26th to 31st, 1935.	6
5th Session, Rangoon—September 23rd to 26th, 1935	4
6th Session, Rangoon—October 21st to 25th, 1935	5
7th Session, Rangoon—November 18th to 22nd, 1935	5
8th Session, Rangoon—December 16th to 19th, 1935	4
9th Session, Rangoon—January 27th and 29th to 31st, 1936.	4
10th Session, Rangoon—February 11th, 1936 ...	1
Total ...	38

The discussions round the table occupied about 200 hours.

Attendances of Members.

The following table shows the attendances of members in days :—

Name of Member.	*Total attendances in days.*
Mr. A. Campbell, M.A., M.C., I.E.S.—*Chairman* ...	38
Mr. H. L. Nichols, I.C.S., Commissioner, Mandalay Division, Mandalay.	18
U Ba Aung, B.A., B.E.S. (I), Inspector of Schools, Pegu Circle	34
Rev. B. C. Case, M.A., B.Sc., A.B.M. Agricultural School, Pyinmana.	36
Sayadaw U Ahlawka, Monastic School Manager, Taungtha, Myingyan District.	30
U Mya, M.L.C., Meiktila West (General Rural)	38
U Ba Thein, M.L.C., Amherst (General Rural)	34
Sra Shwe Ba, T.P.S., M.L.C., Bassein Karen Community (Karen Rural).	37
Mr. S. A. S. Tyabji, M.L.C., East Rangoon Indian Community (Indian Urban).	35
U Maung Maung Ohn Ghine, M.L.C., East Rangoon (General Rural).	4
U Tun Nyun, ex-President, Paungdè Municipal Committee ...	1
U Sein Ywet, B.E.S. (II), Personal Assistant to the Director of Public Instruction, Burma—*Secretary.*	36

Ill-health prevented U Maung Maung Ohn Ghine and U Tun Nyun from taking material part in the work of the Committee ; they have not

Co-opted Members.

(v) The Committee co-opted :

1. U Thein Maung, M.A., LL.B., *Bar.-at-Law*, M.L.A., Chairman of the Conference of Vernacular Teachers' Associations, who attended on 16 days during the Sessions of the Committee ;
2. Saya Swe, President of the Vernacular Teachers' Association, Gyobingauk, who attended on 33 days during the Sessions of the Committee ;

as representatives of the Conference of Vernacular Teachers' Associations, and is deeply indebted to them for the great assistance they have given.

Oral Evidence.

(vi) The following persons and deputations favoured the Committee with oral evidence. This evidence was issued to members in précis form. It is not reproduced.

Name.

U Ba Thi, Vice-Chairman, Mandalay District School Board.

U Kyun Kyaw, Chairman, Myingyan District School Board.

U Thein Nyun, B.A., B.C.S., Executive Officer, Yamèthin District School Board.

U Maung Maung Gale, Executive Officer, Shwebo, District School Board.

U Ba Hlaing, B.A., LL.B., *Bar.-at-Law*, Executive Officer, Mandalay Municipality.

U Toe Myaing, School Manager, High School, Myingyan.

U Ba Yin, Superintendent, National School, Meiktila.

U Ko Ko Gyi, President, All-Burma Burmese Muslim Educational Association, Yamèthin.

Miss M. E. Hollinshead, Superintendent, Wesley Girls' School and Elementary Training Class, Kyauksè.

U Kyin, I.C.S., Deputy Commissioner, Katha.

Rev. G. J. Geis, American Baptist Missionary, Kutkai.

T. S. Atkinson, Esq., I.C.S., Deputy Commissioner, Pakokku.

Name.	
C. E. Grant, Esq., I.C.S., Commissioner, Sagaing Division.	
U Ba Yoke, B.A., B.E.S., Inspector of Schools, Mandalay Circle.	
U Ba Sein, B.A., B.E.S., Assistant Inspector of Schools, Sagaing Circle.	
Daw Mi Mi, Deputy Inspectress of Schools, Sagaing.	
J. Webster, Esq., Labour Superintendent, Burmah Oil Company.	
Saya Lun	Deputation representative of the Conference of Vernacular Teachers' Associations.
U Soe Hlaing	
Saya Hlaing	
U Lekkana	
U Lu Shein	
U Maung Gyi, B.A. (Cal.), Chairman, Municipal School Sub-Committee, Moulmein.	
U Aye Yin, Assistant Superintendent, Mudôn Shin Arahan School, Mudôn.	
U Maung Maung, ex-Chairman, District School Board, Thatôn.	
U Soe, Chairman, District School Board, Tavoy.	
Rev. Fr. Perrin, Superintendent, Roman Catholic Mission Normal School, Bassein.	
Daw Mya Shwe, Deputy Inspectress of Schools, Rangoon.	
Miss M. S. Franklin, LL.A., I.E.S., Inspectress of Schools, Rangoon.	
U Tun Nyoe, B.A., B.Ed., F.R.G.S., Secretary, Rangoon Education Board.	
Dr. R. D. Pal, M.B., B.S., Member, District Council, Toungoo.	
U Tun Hlaing, Chairman, Questionnaire Sub-Committee, Burma Education Services Association, Rangoon.	
U Maung Gale, B.A., B.E.S. (I), Inspector of Schools, Tenasserim Circle, Moulmein.	
Saw Doe Khut, Headmaster, A.B.M. School, Maubin.	
U San Shwe, M.A., F.R.G.S., *Bar.-at-Law*, Inspector of Schools, Rangoon Circle 1.	
U Tha Hla, B.A., B.Ed., Inspector of Schools, Irrawaddy Circle, Bassein.	

Name.	
Miss M. E. Hollinshed, Superintendent, Elementary Training Class, Kyauksè.	Deputation of the National Council of Women, Burma.
Miss Hardy, Principal, Diocesan Girls' School, Rangoon.	
Mrs. Ady, Honorary Secretary, National Council of Women, Burma.	
Mrs. Tyabji, Superintendent, Muslim Girls' School.	
Miss Ebersole, Superintendent, A.B.M. School, Twante.	
S. Loo Nee, Esq., *Bar.-at-Law*.	
M. A. Mayet	Representing Muslim interests.
Ubdar Khan	
Dr. Clark, M.A., Ph.D., I.E.S., Principal of the University Training College for Teachers.	
Lieut.-Col. E. Cotter, M.B., B.Ch., D.P.H., I.M.S., Director of Public Health, Burma.	
U Tin Gyi, A.T.M., I.C.S., Superintendent of Cottage Industries.	
Colonel Sodhi, M.C., L.R.C.P., L.R.C.S. (*Edin.*) L.R.F.P. & S. (*Glas.*), D.M.R.E. (*Cantab.*), D.T.M. (*Edin.*), L.M. (*Dub.*), Inspector-General of Civil Hospitals, Burma.	
Mr. C. K. Tambi, *Bar.-at-Law*	Representatives of general Hindu interests.
Mr. Subayah	
Mr. S. Meeriah	
Pandit Hari Badan Sarma	
Mr. D. S. M. Murthi	
Pandit Hari Badan Sarma	Representatives of Hindi interests.
Mr. Narayan, *Pleader*	
Mr. Bharti, D.A.-V. High School, Mandalay	
Mr. Amarnath, D.A.-V. High School, Rangoon	

Tours of Enquiry.

(vii) The Committee visited Thôngwa, Chaungwa, Mandalay, Kyauksè and Pyinmana to inspect special institutions and make enquiries locally. We record our thanks for the hospitality we received and for the trouble taken to facilitate our enquiries.

Clerical Staff.

(viii) The clerical staff of the Committee consisted of one stenographer, one general clerk and a peon. This staff was at times inadequate for the work of the Committee. We are grateful to the Director of

Public Instruction for permitting his staff to give clerical assistance from time to time, to tide our staff over periods of heavy work.

Cost.

(ix) The total cost of the Committee exclusive of the cost of printing this Report was Rs. 41,771-11-0.

References to other Reports.

(x) In referring to the source of quotations and of digested information in the body of the Report the following is the usage adopted :—

The Report of the Calcutta University Commission is referred to by the words "The Sadler Report."

The Report of the Royal Commission on Agriculture in India (1925) is referred to by the words : "The Linlithgow Report."

The Report of the Indian Statutory Commission by "The Simon Report."

The Review of the Growth of Education in British India by the Auxiliary Committee of the Indian Statutory Commission by "The Hartog Report."

The Consultative Committee of the Board of Education Reports :—

"The Education of the Adolescent," 1926,

"The Primary School," 1931,

"Infant and Nursery Schools," 1933,

by "The First," "The Second" and "The Third Hadow Report" respectively.

Other Reports are named in full.

Acknowledgments.

(xi) With the permission of the Chairman and other Members of the Committee, Sra Shwe Ba and Mr. S. A. S. Tyabji desire to express their very sincere thanks to the Chairman and Members of the Committee for the very sympathetic and able manner in which all matters referring to the minority groups have been considered and discussed. They feel that if the recommendations of this Committee are put into effect a great deal of the discontent now prevailing in these groups in connection with educational provision and administration will disappear. Most of the causes of this discontent, which have made the minority groups restless in respect of their future educational progress are common and some only special. They desire those interested to digest the recommendations and they believe those interested will find that all legitimate requirements have been met through the goodwill of all members of the Committee. They tender their thanks on behalf of the minority groups.

(xii) U Ahlawka, U Ba Aung, Sra Shwe Ba, U Mya, U Ba Thein and Mr. S. A. S. Tyabji wish to state that when they first sat together round the table each mentally envisaged that the bulk of the dissenting notes would be greater than the report itself, as the Committee could hardly have had before it a subject of more controversial nature and hitherto so little discussed. It is their surprise and pleasure to find that after strenuous labours of well-nigh on a year they sign the report without dissenting notes. This result has come about because every principle, every detail, and every recommendation has been hammered out on the anvil of debate and in accordance with educational requirements and with an honest desire to realize the points of view and meet the other side in compromise. They commend the report to the public as one on which all schools of thought can meet and work with a will to make the education system play a more valuable and constructive part in Burma.

They desire to express their appreciation of the unfailing courtesy and spirit of compromise and good humour which the Chairman of the Committee has shown all through heated and exciting debates and they desire to mention the very strenuous and whole-hearted labour which he has placed at the disposal of the Committee and the numerous notes which he wrote and which have helped to bring about a solid report.

They desire also to express their appreciation of the services of their co-worker Mr. H. L. Nichols, I.C.S., and of the judicious manner in which from time to time he suggested middle courses that met with general assent.

The thanks of the Committee are due to U Sein Ywet, B.E.S. (II), the Secretary of the Committee, for his assistance in the prompt and vigilant despatch of business and for his services as interpreter.

REPORT

OF THE

Vernacular and Vocational Education Reorganization Committee

PART I.

SUMMARY REPORT.

Burma is an agricultural polity. The educating of the people is a problem of providing an education system adapted, in the main, to the needs of a rural population. About 70 per cent of the working population is occupied in agricultural work and many of the remaining workers are engaged in occupations ancillary to agriculture. The total population of over thirteen millions is scattered over an area of 171,000 square miles. In nine-tenths of this area the population averages less than 150 persons per square mile, while the average number of children of school-going age (6 to 11 years) is only 18. These average figures, however, are of little practical significance. Each administrative area has its own peculiar problems of educational provision.

2. If adequate funds are available, the provision of primary education in towns and densely populated areas is relatively easy to organize and administer ; schools and staffs can be planned in large economical units ; efficient teachers and adequate supervision and inspection can be provided. In rural areas, schools must of necessity be small and adequate staff is difficult to recruit. Town-bred and town-trained teachers are averse from isolating themselves in jungle villages. Village conditions do not provide suitable amenities for women teachers ; the expedient of selecting and training local men and women for work in their home surroundings is expensive and not always satisfactory. Schools are isolated and the difficulties of administration and supervision are manifold. The absence of roads and other means of communication in many parts of the Province, physical obstacles in mountainous, in densely forested and in delta areas, and seasonal weather conditions make it difficult to assemble children in

central schools and to secure regular attendance. Such factors make for the multiplication of the unsatisfactory but only possible type of school for many rural areas, the single-teacher school. Attendance is interrupted by epidemic and seasonal illness—large numbers of the population suffer from malaria—while agricultural operations frequently interfere with the children's education. As for the agriculturist, isolation, poverty, chronic debt, spasmodic improvidence, the bondage of the soil, all blunt his sense of the value of education for his children. For him the temptation to take his child from school as soon as the child is able to do some domestic or field work is unfortunately too often irresistible. In addition to these obstacles to development there are the difficult problems of educational provision for Karens, Kachins, Chins and other indigenous and non-indigenous races and communities—problems of language and religion, of dialect and sect. These, in brief, are the circumstances in which a system of education must work in Burma.

3. We make proposals which are evolutionary. We relate them, as the supplementary terms of reference permit us, to the whole public service of education in the Province. Wherever in other education systems, experience, ideas and material suitable for Burma have offered, we have borrowed. At present there are few education systems in the world that are not undergoing reconstruction in the light of war and post-war experience and of economic and political necessities. Burma is late in the field, but may profit from that lateness by building on the experience of others. Our proposals are, we believe, in shape with mature conceptions of educational aim, organization and administration, while they fit life and work in Burma. If accepted, they will take many years to translate into practice. There are no quick-acting panaceas in education. We suggest that our general conception of the organization and administration of the public service of education in Burma be adopted as the plan of a frame-work and that policy be set and pursued persistently towards the assembling and rivetting of that frame-work.

4. The more marked flaws of the existing educational provision are the unrelated and loosely related parts, the single-track curriculum of the Anglo-vernacular and English schools leading all pupils to the bottle-neck of the High School Examination and entrance to the University and to a handful of higher technical and vocational institutions, the relative deadness and "dead-endedness" of the Vernacular school system, the virtual exclusion of Vernacular pupils from vocational and University education, the uncontrolled and ineffective system, for secular educational purposes, of many thousands of monastic schools, and the all-pervading bookishness and the disassociation of education generally from life and occupation.

5. Hand in hand with the effort to provide elementary education for all, and functional, realistic, and literary and vocational education for those who continue their formal education beyond the primary school, should go the effort to re-organize the present disassociated parts of the public service of education into a consistent whole.

6. Our view of the educational needs of the Province may be broadly summarized as :

(*a*) the constitution of a Provincial Authority with effective powers of control, directing an adequate service of constructive inspection and developing a determined and consistent policy to reduce illiteracy and to relate education to life and occupation in the Province ;

(*b*) efficient Local Education Authorities effectively controlled to ensure that the national and local functions of the public service of education are harmonized and developed ;

(*c*) the reorganization and the integration of the existing disassociated parts of the public service of education in a chain of general and vocational education based on present-day knowledge of mental and physical development in childhood, adolescence and youth, and on the varieties of the civil and occupational environment of the people ;

(*d*) the diversification of curricula in the chain to provide functional and realistic instruction related to these civil and occupational environments ;

(*e*) the training on modern lines of an efficient corps of teachers, and

(*f*) adequate finance for the existing public service of education and a policy of expansion of central and local finance to promote development planned towards compulsory education for all.

7. The teacher is the lever ; finance is the fulcrum of all. Effective arrangements for the training of Vernacular teachers must generally precede the expansion of schools. Multiplication of schools without such arrangements will but exaggerate existing wastefulness. The Provincial Authority must look ahead of the Local Authorities and take all possible steps to estimate future commitments ; thus it may obviate fluctuations and achieve continuity of policy, of administration and development even if the rate of advance has to be regulated from time to time by financial limitations. To accomplish this, schemes and programmes must be worked out in which developments should be arranged in order of priority according to urgency, importance and practicability. Such schemes of development cannot be worked out compartmentally for separate systems of schools, but must be part of a well-considered and co-ordinated plan. The system of finance will

have to be based on provincial taxes and local rates and will have to distribute the incidence of the cost of education between rich and poor areas according to capacity and necessity. It will have to allow for automatic expansion of Government's contribution concurrently with increases in local expenditure. Reasonable checks may be imposed on local extravagance, if these are necessary in addition to the natural checks imposed on Local Authorities by their responsibility for raising locally in the form of education rates, a proportion of the amount to be spent on education.

8. Our views and recommendations are summarized below. The arguments and data on which the views and recommendations are based are stated in detail in the several Sections of Parts II and III. Part III is devoted to vocational education. We have not assembled in separate sections our views and recommendations on the education of girls and on the special provision for, and needs of the non-Burmese indigenous and non-indigenous communities. These questions are discussed, and recommendations are distributed in the appropriate Sections.

Consolidating Education Act Required.

(*See* Part II, Section I.)

9. The organization and administration of the public service of education cannot in practice be segregated into separate systems of educational institutions and administrations designated "University," "Anglo-vernacular," "English," "Vernacular," etc.

University education is organized and administered under the amended University of Rangoon Act, 1920.

Vernacular education is organized and administered under the Burma Municipal Act, 1898, the Burma Rural Self-Government Act, 1921, and the City of Rangoon Municipal Act, 1922.

The system of Anglo-vernacular schools, the system of English schools and institutions for vocational and technical instruction have no statutory basis.

We recommend :

(1) that the systems of Anglo-vernacular and English schools be placed on a statutory basis and that these systems together with the Vernacular system should constitute a single system, and

(2) without prejudice to the powers of the University under the University Act, and without prejudice to the principle that local self-governing bodies shall be associated with the provision and administration of Vernacular education, that the public service of education, including the single system of schools, should be governed by a specific consolidating Education Act.

THE CENTRAL AUTHORITY.

A Board of Education and Education Advisory Board Proposed.

(*See* Part II, Section II.)

10. We recommend :

(1) that consistent with the Government of Burma Act, 1935, a statutory Board of Education with the Minister of Education as President be charged with the responsibility for the provision and control of education and that the Board consist of the Minister of Education (President) and Ministers nominated by the Council of Ministers, in number not less than half the number of Ministers constituting the Council of Ministers, and

(2) that the statutory functions of the Board of Education be defined as follows :—

(i) to control, supervise and co-ordinate the public service of education ;

(ii) to propose, prepare and carry through the legislature the measures necessary for the provision, reorganization, improvement and extension of the public service of education ;

(iii) to obtain from the legislature funds for the public service of education ;

(iv) to distribute public funds according to the instructions of the legislature and on the conditions prescribed by the Board of Education in its rules governing staffing, curricula, school organization, class management, methods, attendance, discipline, and other matters pertaining to the management of educational institutions ;

(v) to organize and systematize national and local finance for the public service of education ;

(vi) to secure adequate contributions by local authorities towards a national system of education accessible on a basis of equal opportunity to every person capable of profiting by it ;

(vii) to regulate, to inspect, and to examine in order to ensure that public funds are expended in accordance with the statutory provisions for the public service of education ;

(viii) to train and recognize teachers and to regulate the staffing of schools ;

(ix) to do or to cause to be done services which are not or cannot be done on a basis of local organization ;

(x) to distribute information and to operate the machinery of enquiry and consultation ; and

(xi) to frame rules for the discharge of any or all of the functions stated in the foregoing clauses.

(3) (*a*) that a statutory Advisory Committee similar to the Consultative Committee of the Board of Education in England be established to advise the Board of Education on educational matters referred to it by the Board ; and

(*b*) that a proportion of the membership of the proposed statutory Advisory Committee be reserved for representatives of the non-Burmese communities.

NOTE.—It is not intended that the constitution of this Advisory Committee should undertake the examining functions of the existing Secondary Schools Advisory Board or of the Vernacular Schools Examination Board.

Secretariat of Proposed Board of Education, Administrative Functions of Officers of the Board, Procedure, etc.

(*See* Part II, Section III.)

11. We recommend :

(1) that, as frequent changes in the incumbency of the Secretaryship are not conducive to continuity and consistency of educational policy, the Secretary to the Ministry of Education (The Board of Education) should be a Permanent Secretary ; if this is impracticable, that incumbencies of the Secretaryship should be for periods considerably longer than the average tenure of the past 15 years ;

(2) that, to ensure co-ordination of policy and administration throughout the Province, it is necessary to vest the Director of Public Instruction with definite powers as an administrative officer of the Board of Education to administer the general and special orders of the Board ;

(3) that the Director of Public Instruction should be a Secretary of the Board of Education with some such designation as "Joint Secretary to the Board of Education and Director of Public Instruction" ;

(4) that, for more economy of administration and reduction of redundant duplicate work, it is desirable to define in broad outline the functions and powers of the Secretary of the Board and the Director of Public Instruction (Joint Secretary) as co-operating but independent administrative officers of the Ministry of Education and the spheres in which each may exercise his functions and powers ;

(5) that, subject to the control of the Ministry and consistent with the powers of the Commissioner under local self-government legislation and rules, the Director of Public Instruction (Joint Secretary) should act as an

administrative officer of the Board of Education in the sphere of academic administration, *viz.*, in regard to the registration and disregistration of schools, the employment and dismissal of teachers, the training and qualifications of teachers, the application of grants-in-aid codes, school management, class organization, school methods, curricula, discipline, etc. ;

(6) that the principles and procedure of the Board of Education (England) in regard to the official relationships of the Minister, the Secretary, and the Director of Public Instruction should be adopted and practised in Burma with the proviso that all communications between the Minister and any subordinate should pass through the Director of Public Instruction or through the Secretary in the case of subordinates dealt with by the Ministry direct, to enable the Director of Public Instruction and the Secretary to keep touch with all matters affecting their administrative responsibilities ;

(7) that the excessive use of the machinery of appeal and petition be discouraged ;

(8) that in general the promotion, transfer and discipline of members of the Education Services and of holders of appointments subordinate to the Director, *viz.*, the Burma Educational Service, Class II, and other Services and appointments, should be under the control of the Director.

We are of opinion that the present duties of the Director of Public Instruction are unduly burdensome and do not permit him to devote adequate time to his constructive functions, to the shaping and explaining of policy, to dealing with the problems of "wastage" in primary schools, of disharmony between the primary and secondary systems of education, of excessive literariness and mechanical methods in the secondary systems, of the backwardness of the education of girls, of the educational needs of the non-Burmese indigenous and non-indigenous communities, and will not permit him to act as a clearing house of information and inspiration when Burma is separated from India, and, in consequence, is deprived of the services of the Indian Central Government Education Bureau.

We recommend :

(9) (*a*) that an additional Class I post should be established for the appointment of a Commissioner of Examinations to take the main burden of routine examination work off the Director of Public instruction, and

(*b*) that an additional Class I post should be established for a Second Assistant Director of Public Instruction, for

the special duty of assisting in the administration and development of Vernacular primary education ;

We recommend :

(10) that the internal organization of the office of the Director of Public Instruction should be examined with a view to more economical administration and specialization of the work of the more senior officers employed in the office ;

(11) (*a*) that Departmental Instructions should be overhauled with a view to the elimination of obsolete orders, and the reorganization and systematization of all orders on related subjects of administration ;

(*b*) that Departmental Statistics should give separate statistics of the numbers of Urdu, Hindi, Bengali, Tamil, Telugu, Sgaw-Karen, Pwo-Karen, and Taungthu-Karen speaking pupils.

In reference to the functions and powers of Inspectors and Commissioners we recommend :

(12) that, as it is undesirable to confuse his functions, the Inspector should not be vested with administrative powers which would conflict with his existing advisory and constructive functions ; and

(13) that, for the reasons stated in Part II, the existing powers of the Commissioner under local government enactments should continue to be held in reserve by the Commissioner to enable him to act effectively as an officer of the Ministry of Education as well as of the general administration.

The Inspectorate—Its Inadequacy for its Functions.

(*See* Part II, Section IV.)

12. We are of opinion that efficient and frequent inspection is essential to the efficiency and economical functioning of the public service of education, and that efficient and frequent inspection cannot be done by the existing cadres of Inspectors and Inspectresses, Assistant Inspectors and Deputy Inspectors and Deputy Inspectresses.

We recommend :

(1) that the Inspectorate should be augmented as soon as funds permit, by—

(i) the organization of a new Inspection Circle to be named the "Prome" Circle to relieve the pressure in the existing Pegu, Irrawaddy and Tenasserim Circles ; and

(ii) the re-elevation of the Arakan Circle to an Inspector's charge.

(2) that the Assistant Inspectorate should be augmented by the establishment of four Assistant Inspectorships to relieve pressure on the Inspectors in the proposed new "Prome" and the reorganized Pegu and Tenasserim Circles ; and that the Assistant Inspectorship in Arakan Circle should be transferred to Mandalay Circle on the regrading of Arakan Circle as an Inspector's charge ;

(3) that the Deputy Inspectorate be examined in light of the existing Departmental Instructions for the purpose of assessing the value of the existing inspection system and, in particular, of investigating the inadequacy of inspection now provided in the following sub-circles :—

Sub-Circles.			Number of Vernacular Schools.
Akyab	...	...	119
Pegu A	...	...	150
Pegu B	..	...	104
Prome A	...	...	124
Prome B	...	...	75
Tharrawaddy A		...	122
Tharrawaddy C		...	79
Hanthawaddy A		...	87
Insein	...	...	167
Amherst A	...	...	153
Thaton A	...	...	153
Toungoo A	...	...	159
Tavoy	...	...	121
Mergui	...	...	97
Bassein A	...	...	128
Bassein B	...	...	125
Myaungmya	...	...	209
Henzada A	...	...	108
Henzada B	...	...	111
Maubin A	...	...	171
Pyapon A	...	...	78
Mandalay A	...	...	132
Myingyan A	...	...	81
Myingyan B		...	86
Sagaing A	..	...	153
Sagaing B	...	...	
Shwebo A	...	...	168
Shwebo B	...	...	
Thayetmyo A	...	...	86
Minbu	...	...	124
Magwe A	...	...	88
Magwe B	...	...	121
Pakokku A	...	...	78
Pakokku B	...	...	95

and that steps should be taken after examination of all factors to reorganize sub-circles and to augment the Deputy Inspectorate in order to provide an adequate service of inspection for the Vernacular system of education ;

(4) that a proportion of the additional Deputy Inspectorships found to be necessary on the completion of the examination, be allotted to women who should assume full charge of suitable sub-circles ;

(5) that in the augmenting of the Inspectorate the order of priority of appointment be Deputy Inspectors, Assistant Inspectors and Inspectors ;

(6) that the post of Inspectress of Schools, Upper Burma, should be re-established ;

(7) that, on administrative and educational grounds, the establishment of an additional post for the appointment of a General Inspector of Karen Schools with qualifications, if possible, in the Sgaw-Karen and Pwo-Karen languages is necessary ;

(8) that, on educational and administrative grounds, the establishment of an additional post for the appointment of a General Inspector of Indian Schools with qualifications, if possible, in the Urdu, Hindi and Tamil languages is necessary ;

(9) that the establishment of an additional post for the appointment of a Deputy Inspector of Hindi Schools is necessitated by the numbers of Hindi Schools ;

(10) that the establishment of an additional post for the appointment of a Deputy Inspector of Tamil and Telugu Schools with adequate qualifications in Telugu is necessary ;

(11) that, for the present, Hindi Schools should be transferred to the charge of the Deputy Inspector of Tamil and Telugu Schools;

(12) that the charge of the Deputy Inspector of Mohammedan Schools, Lower Burma, should be examined to determine whether it is at present overloaded and requires relief in the form of an additional appointment of a Deputy Inspector ;

(13) that Inspectors should give particular attention to the difficulties of teachers and pupils in learning Burmese in non-Burmese Vernacular schools, and should make special efforts to solve the difficulties ;

(14) that Muslim schools which use Burmese as the medium of instruction should be in the charge of the

Deputy Inspector of Mohammedan Schools and the proposed Inspector of Indian Schools ;

(15) that steps should be taken to revive the "1928" scheme of inspection and development of physical education and to place physical education on sound foundations in the curriculum and, to this end, that the first opportunity be taken to send two State Scholars (a man and a woman) for special training in England with a view to their employment, on satisfactory completion of their courses, as inspectors and organizers of physical education ;

(16) that a system of Departmental Examinations of Inspectors, Assistant Inspectors, Deputy Inspectors, and of Inspectresses and Deputy Inspectresses be organized with a view to assessing the efficiency and professional fitness of probationer Inspectors, Assistant Inspectors and Deputy Inspectors, and Inspectresses and Deputy Inspectresses before confirming them in their appointments, and further that, from time to time, steps be taken by means of refresher and other courses to ensure that the Inspectorate is keeping itself up-to-date in matters touching its duties ;

(17) that annual Circle and Provincial conferences of Inspecting Officers be organized as routine measures for securing some degree of uniformity of inspection method and for discussion of administrative procedure and other professional matters ; and

(18) that recruitment to the Inspectorate be not determined solely or primarily by pedagogical criteria ; while teaching experience is not unimportant, it is essential to avoid the recruitment of teachers whose outlook on the public service of education may have hardened into the formalism and pedanticism apt to grow in teachers ; the comprehensive nature of the public service of education, the variety of its functions and the wide varieties of public bodies and men and women engaged in different capacities in the service of education require the recruitment of men and women of academic distinction with high general ability, wide outlook, common-sense and perspective together with personal qualities of tact and integrity of character.

Elective Local Education Authorities—Constitution and General Powers.

(See Part II, Section V.)

13. We are of opinion that the supersession of existing Local Education Authorities by Regional Councils is, for the reasons

discussed in Part II, impracticable, but that it is necessary to provide a more satisfactory constitution for the local bodies responsible for the local administration of education and more equitable representation of the interests of the several communities on these bodies.

We recommend the adoption of a scheme of membership of Local Education Authorities similar to the Scheme in Part I of the First Schedule of the Education Act, 1921 (England), which reads as follows :—

"Every scheme constituting an education committee shall provide—

(*a*) for the appointment by the council of at least a majority of the committee, and the persons so appointed shall be persons who are members of the council unless, in the case of a county, the council otherwise determine ;

(*b*) for the appointment by the council, on the nomination or recommendation, where it appears desirable, of other bodies (including associations of voluntary schools), of persons of experience in education, and of persons acquainted with the needs of the various kinds of schools in the area for which the council acts ;

(*c*) for the inclusion of women as well as men among the members of the committee." and

(1) that the permissive provisions of section 9 of the Burma Rural Self-Government Act, 1921, and sections 7 and * 77 of the Burma Municipal Act, 1898, be reframed to give mandatory powers of nomination and co-option of members of Local Education Authorities in the proportions, as near as may be, of elective, nominated, co-opted :: 7 : 2 : 3—according to our detailed proposals in Part II ;

(2) that substantial non-Burmese communities which have failed to secure representation by election in a Local Education Authority should be represented by the nomination or co-option of suitable representatives by the Central or Local Authority, as the case may be, exercising the proposed powers ;

NOTE.—The nominated and co-opted representatives should have high educational qualifications, and if possible, be of independent means, and be able and willing to represent the general policy of the community concerned.

* Renumbered as Section 92 by the Burma Municipal Renumbering of Sections Act, 1933.

(3) that a high literary qualification in addition to the existing qualifications for membership of a Local Education Authority should not be imposed ;

(4) that the "plumping" of votes should be permitted in the elections for Local Education Authorities ;

(5) that, as the dual functions of Secretary and Inspector would be conflicting functions, Deputy Inspectors of Schools should not be appointed as part-time Secretaries of Local Education Authorities.

We consider it desirable, however, that Local Education Authorities should employ as Secretaries, either whole-time or part-time officers with educational qualifications and experience similar to those of Deputy Inspectors of Schools.

The fundamental criticism of existing Local Education Authority administration is that considerations other than educational too often determine its actions. We are of opinion that where matters of academic significance are in question, expert educational opinion should prevail.

We recommend :

(6) (i) in reference to the provisions of Chapter V of the Vernacular Education Code governing the recognition of schools with grants or the withdrawal of grants from recognized schools, that a clause be added to Rule 3 of Chapter V to the effect that when the Inspector of Schools advises against a proposal for the recognition with grants or for the disregistration of a school or the withdrawal of grants from a school, a Local Education Authority shall not proceed with the proposal without the sanction of higher authority and shall be responsible for any expenditure of public funds that may have been incurred without such sanction ;

(ii) that, when the efficiency or inefficiency of a teacher is in question, the advice of the Inspector of Schools shall be accepted by the Local Education Authority as final, subject to appeal to the Director of Public Instruction, and that if the Inspector of Schools considers that any teacher employed in a Board school or recognised aided school is so inefficient that he should not continue to be so employed, he may advise the Board, if the teacher is employed in a Board School to remove the teacher or, if the teacher is employed in a recognized aided school to insist on his removal, and the Board shall accept and act on the Inspector's

advice, subject to appeal to the Director of Public Instruction ; and

(iii) that the existing safeguards for Vernacular teachers against wrongful dismissal by private managers of Vernacular schools be examined with a view to providing more adequate protection for the teachers.

Deputy Commissioners' Local Funds.

(*See* Part II, Section VI.)

14. In reference to the administration of Vernacular education by Deputy Commissioners' Local Funds : we recommend :

that special provision should be made, consistent with the Government of Burma Act, 1935, for the administration of education by the Board of Education without the intervention of District School Boards in areas which are at present excluded from the authority of local bodies as unsuitable for inclusion and which may continue to be unsuitable for inclusion.

The Monastic School.

(*See* Part II, Section VII.)

15. For the reasons discussed at length in Part II, Section VIII, we are of opinion that the provision of Vernacular schools is a separate problem in each locality. Local Authorities, local officials, villagers, *phôngyis* and others concerned are best informed and equipped to settle how local provision should be made and under what auspices, lay or monastic.

Local Authorities and others should consider whether encouragement should be given in suitable localities to the establishment of lay schools on monastic premises to secure economy of land and buildings, elimination of competition between lay and monastic schools and replacement of inefficient unrecognized monastic schools by recognized schools.

The System of Vernacular Schools.

Illiteracy—Wastage—Compulsory Education.

(*See* Part II, Section VIII.)

16. The problems of illiteracy and "wastage" will be solved eventually by the gradual development of a system of compulsory education. We are of opinion that an accurate investigation of the nature and scope of the problems should be made.

We recommend :

(1) that each Local Education Authority be required to make a thorough survey of the existing education provision in the area under its jurisdiction in order to ascertain—

(*a*) the numbers and locations of un-recognized schools ;

(*b*) the numbers and ages of the children attending each un-recognized school ;

(*c*) the curriculum followed in un-recognized schools ;

(*d*) the numbers of teachers, monk and lay, trained and untrained, employed in each unrecognized school ;

(*e*) the numbers and locations of recognized Vernacular schools—Board and Aided ;

(*f*) the numbers and ages of the children attending each recognized school ;

(*g*) the numbers of teachers trained and untrained, monk and lay, and qualifications of trained teachers in recognized schools ;

(*h*) the numbers of children of school-going age (6 to 11 years) who are not receiving any formal education in recognized or unrecognized schools ;

(*i*) the numbers of children referred to in the preceding clause who have attended recognized or unrecognized schools and, if possible, the durations of the periods of instruction ;

(2) that when the material is collected, Local Education Authorities be required to prepare a map to scale 4 inches to one mile incorporating the data prescribed.

Note.—In preparing the map, the following instructions should be followed :—

(Town Authorities need only follow such instructions as are appropriate.)

a. Uninhabited areas should be blacked out.

b. Roads, railway lines, rivers and canals, main tracks and paths should be indicated.

c. Major physical obstructions such as hills, rivers, *chaungs*, ravines, jungle, etc., should be indicated.

d. Water, running or standing, should be shown in blue ; communications of whatever kind in red.

Note.—It is not intended that a Local Education Authority should make a detailed topographical survey map, but that a reasonably detailed symbolic statement of the physical and other configurations of the area should be before the eyes and in the minds of those responsible for educational provision and planning.

e. The names of the larger towns and villages with populations should be shown, and a figure in brackets indicating the estimated number of children of school-going age.

f Smaller villages should be indicated by dots with a figure stating the population.

g. The different kinds of schools should be indicated by the signs given below.

h. The enrolment in each school should be written in ink below each sign.

i. A lower primary school should be indicated by the addition of the lel "L.P."

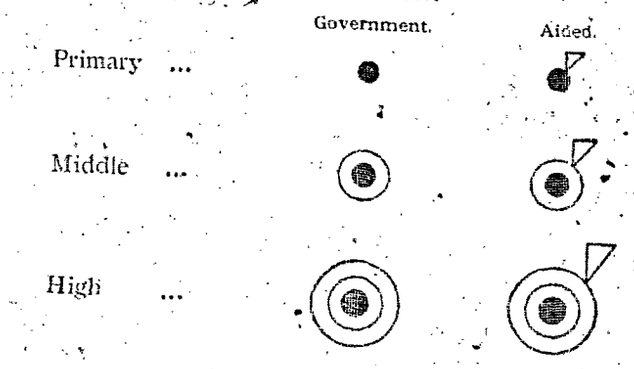
j. When a school is a segregate school, the following letters should be us indicate its nature :—

Karen	=	Krn.
Hindi	=	H.
Muslim	=	Mm.
Tamil	=	Tl.
Telugu	=	Tu.
Kachin	=	Khn.

k. The name of a school should be printed in Block Capitals.

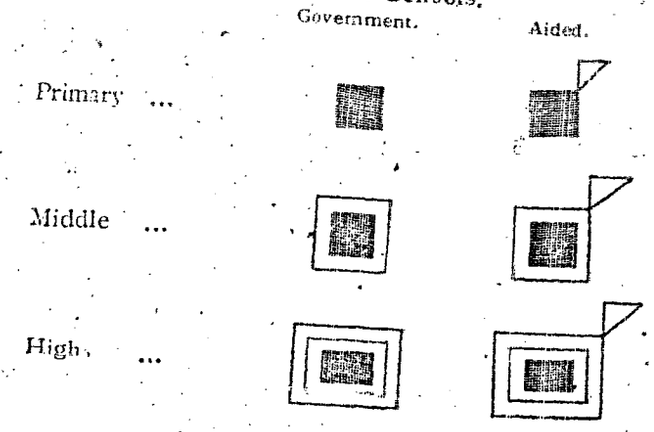
GREEN SIGNS.

For English Schools.



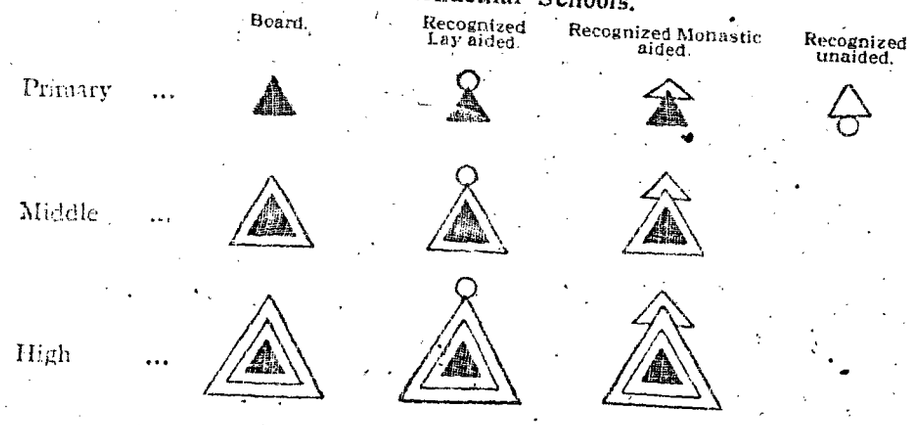
BLUE SIGNS.

For Anglo-Vernacular Schools.



RED SIGNS.

For Vernacular Schools.



YELLOW SIGNS.

Unrecognized Monastic ...

Unrecognized Lay ...

We recommend:

(3) that, when the survey and the map have been completed, a Local Education Authority be required:

(*a*) to examine the existing provision of schools in order to determine where wasteful overlapping of schools, if any, has occurred, and what centralization and concentration are necessary to effect economy and efficiency;

(*b*) to determine where provision is deficient and how the deficiency may be made good; and

(*c*) to make plans for ordered and progressive development during prescribed periods of 5, 10 and 15 years keeping in view the ultimate goal, namely, the development of compulsory education for all children of school-going age, 6 to 11 years;

NOTE.—In making plans for reorganization and development, the following information may be kept in mind:—

(*a*) A circle of radius one mile comprises an area of three square miles; a circle of radius one and a half mile comprises an area of seven square miles; a circle of radius two miles comprises an area of 13 square miles.

(*b*) In Burma, according to the census statistics of 1931—

(i) a primary school serving a circle of area three square miles would have an average population of 27 pupils of school-going age, 6 to 11 years;

(ii) a primary school serving a circle of area seven square miles would have an average population of 63 pupils of school-going age, 6 to 11 years;

(iii) a primary school serving a circle of area 13 square miles would have an average population of 117 pupils of school-going age, 6 to 11 years.

It is important to remember however that the figures are average figures only. The actual densities of population per square mile throughout the Province vary widely. The organization of school circles must be planned according to actual local density and physical and other circumstances, not according to assumed figures or averages.

(*c*) Subject to local conditions and ordinarily, schools should be organized to serve areas of 13 square miles. In densely populated areas smaller area units will of necessity have to be organized. Where economy of organization and efficiency of teaching dictate, feeder lower primary schools under the control of a central and complete primary school should be organized. The larger the central school, subject to the limit of 35 pupils per teacher in each class, the more efficient and economical will be the organization of the central and feeder schools. Difficulties of communication can be provided for according to the nature of the difficulties. It is not asking too much of boys and girls of nine years of age and over to travel two miles or less each way to and from school. We are aware of the physical features in various parts of the Province that make the application of these proposals ordinarily impossible. At the same time, we believe that many difficulties now considered insuperable can be overcome by local organization and initiative, *e.g.*, children can be taken to school in some districts during the rains by "school" sampans. This method of conveyance is organized by some schools.

The provision of schools should be planned so that the minimum number of schools, with feeder lower primary schools and central schools, if necessary, with enrolments as near as can be achieved of 35 pupils per teacher in each class, will meet the needs of the actual numbers of pupils attending school and estimated to attend schools under the compulsory attendance legislation which we recommend.

We are aware of the many difficulties and problems that Local Education Authorities will encounter in making these plans, and do not underestimate them. The making of plans to achieve the most economical and efficient school circles will require much careful and pains-taking examination of local circumstances and exhaustive examination of all possible subdivisions of educational areas.

We recommend :

(4) that, while accurate information is being accumulated and plans are under preparation, the attack on "illiteracy" and "wastage" should be pressed and the administration of education by Local Authorities be improved by the adoption of the following measures :

(5) Wherever posssible, vacant places in existing schools where the ratio of pupils on the rolls to teachers is less than 35 : 1 should be filled ;

(6) Each Education Authority should maintain in graphical form, displayed in a prominent position in its meeting-room, a current statement showing the several classes in the schools, the enrolments and the attendances of pupils from week to week, to indicate premature withdrawal of pupils and irregular attendances ;

(7) For the purpose of stopping falsification of registers and of dealing after due enquiry, with such falsification as a penal offence, each Local Authority should instruct school managers to post outside the school buildings and precincts, and to enter up each morning, a statement showing the enrolments and daily attendances of pupils in the several classes in the school and should authorize a member of the School Committee or the Village Headman, or a member of the Circle Board or other responsible person to verify at any time the accuracy of the statement by reference to the attendance registers and the numbers of pupils present in the school and to report discrepancies, together with the reasons given by the manager, to the Local Education Authority ;

(8) Subject to the sanction of the competent education authority, Local Education Authorities should, where necessary, prepare schemes of school hours and holidays to meet seasonal and local conditions, subject to the proviso that such schemes to meet seasonal and local conditions may be made as a concession to parents and not to employers of child labour and must keep in view the fundamental principle that the proper place for young children in the day time is the school, and that children for whom concessions are made should

attend school before and not after being engaged in work ;

Enrolments should be limited rigidly to a period of 60 days from the date of the official opening of the school-year (that is to say no enrolments may be accepted during the year outside the period) subject to the proviso that where conditions permit, a Local Education Authority may fix a period of less than 60 days for enrolment ;

(10) Children who have not completed six years of age should not be enrolled and should be excluded, without exception, from the class-rooms. Birth certificates should be called for. When they are not available and a Deputy Inspector of Schools is of opinion that the age of a child is under six years, the child should be excluded unless the guardian is able to satisfy the Deputy Inspector of Schools that the child has completed six years of age ;

NOTE.—The demand for birth certificates will assist in promoting the improvement of the existing system of birth registration and help the Public Health Department to improve its "vital" statistics.

(11) To reduce "stagnation," no pupil should ordinarily be kept in either the infant class or standard I (or corresponding classes in the proposed new notation) for longer than two years. Deputy Inspectors should make particular enquiries in each school about "stagnation" and should report to the Inspector of Schools and suggest suitable remedies.

(12) Sub-normal pupils should not be retained in schools ;

We are unable to make any recommendations on the provision of education for sub-normal pupils, but consider that this matter should not be overlooked ;

(13) Where two or more teachers are available in a primary school, special attention and energy should be directed to the lower classes—on the principle of the best teachers to the younger pupils ;

(14) A school whose claim for salary grants is based on enrolments, 50 per cent or more of which were in the infant class and standard I (or corresponding classes in the proposed new notation) during each of the preceding four years should, subject to a full enquiry into all the circumstances of the school, have its grade and salary grants reduced until there is some assurance that "wastage" in these classes has been arrested ;

(15) Local Education Authorities should be permitted to prepare for sanction by the competent education

authority, schemes of instruction by a shift system when such organization is necessitated by local conditions and shortage of staff; provided there is reasonable assurance of the improvement of the efficiency of the schooling under a shift system a scheme may provide for the reduction of the total number of hours of instruction at present prescribed;

(16) The organization of schools for plural class teaching should receive attention and, to this end, teachers under training should receive advice and guidance; inspecting officers should give the matter special attention in single-teacher schools and should assist teachers to organize their time-tables and work;

The ultimate remedy for illiteracy and "wastage" is efficient universal compulsory education. The introduction of a system of compulsory enrolment is at present impracticable. One of the main obstacles to the development of such a system is the unrecognized monastic school (one or more in practically every village); it is not concerned to give secular instruction. A scheme of compulsory enrolment would imply either the taking of powers by Government to convert all unrecognized monastic schools into recognized schools following the secular curriculum or the recognition of the curriculum of the traditional unrecognized monastic school as adequate for the purpose of a state system of compulsory education. The first alternative is, at present, impracticable; the second, if practicable, is undesirable since its adoption would but perpetuate the deficiencies and inefficiencies of the existing system of Vernacular education.

We recommend:

(17) that the existing Compulsory Education Bill of 1932 should be abandoned;

(18) that, for the reasons stated in Part II, the first step towards compulsory education should be the development at local option, of compulsory attendance of pupils who enrol voluntarily in recognized Vernacular schools;

(19) that, in order to reduce "wastage" and as a preliminary measure of compulsion in Vernacular primary schools, legislation be undertaken to require, at local option, compulsory attendance for three years after voluntary enrolment in recognized Vernacular schools in the infant class and classes I and II (or corresponding classes, new notation), provided that, if any area exists where such compulsion may be applied up to and including the IIIrd and IVth standards (or corresponding classes, new notation), provision be made to extend the legislation for such areas;

(20) that, pending the introduction of legislation to establish compulsory attendance at local option, steps should be taken by Local Education Authorities to require all parents desiring the admission of their children to recognized Vernacular schools to give a written undertaking that their children's education will not be stopped before the children have completed the course in standard II (or corresponding class, new notation) or alternatively have undergone instruction for three years continuously;

(21) that the proposed system of compulsory attendance after voluntary enrolment should be applied to the whole jurisdiction of a Local Education Authority and on no account should a policy of application to parts of an administrative unit be permitted;

(22) (i) that compulsory attendance should apply to all recognized schools in the area under the jurisdiction of an authority constituted under the Rural Self-Government Act, 1921, and the Burma Municipal Act, 1898 (and we suggest to the City of Rangoon);

(ii) that attendance be defined as presence for instruction in a recognized primary school in the classes to which compulsory attendance is applied for so many days and on such days in the year and at such time or times on each day of attendance as may be prescribed by the competent authority;

(iii) that the guardian of a pupil be defined as any person to whom the care, nurture or custody of a child falls by law or natural right or recognized usage or who has accepted or assumed the care, nurture or custody of a child and to whom the care or custody of a child has been entrusted by lawful authority;

(iv) that an offence under the compulsory attendance system shall not occur:

(*a*) when it is certified to the satisfaction of a Local Education Authority that a child has withdrawn from one recognized primary school and has been enrolled in another recognized primary school or school of higher grade and is in regular attendance thereat;

(*b*) when it is certified to the satisfaction of the Local Education Authority that a pupil has ceased to attend on account of sickness or infirmity;

(*c*) when the guardian moves from the jurisdiction of one Local Education Authority to that of another and the pupil moves with him; and

(*d*) when the residence of the guardian has been moved to a place more than two miles distant from the school in which the pupil is enrolled or to some nearer place from which, in the opinion of the Local Education Authority, daily access to the school cannot reasonably be had ;

(v) that an offence under the compulsory attendance scheme shall occur when a pupil has ceased to attend continuously for a period of 14 or more school-days unless the non-attendance is covered by one of the exemptions stated in the preceding sub-clauses ;

(vi) that irregularity of attendance amounting to 20 school-days in the aggregate, in a period of three calendar school-months shall constitute an offence under the compulsory attendance scheme ;

(vii) (*a*) that when an offence has occurred, the school manager shall report the facts together with a certified extract from the attendance register to the Local Education Authority concerned, provided that a school manager shall warn the guardian of a pupil, whenever a pupil is absent without good reason for seven consecutive school-days, of the penalties to which he will become liable in the event of an offence being committed ;

(*b*) that, on receiving a report of an offence from a school manager, a Local Education Authority shall after such enquiry as it may consider necessary send a written caution to the guardian to the effect that if the pupil, about whom the report of the offence has been made, does not attend school within a period of three school-days after the receipt of the written caution, the Local Education Authority may lay a complaint before a magistrate, who may impose a fine of not more than five rupees ;

(viii) (*a*) that any guardian who has on two or more occasions been convicted of an offence under the compulsory scheme, on further conviction shall be liable to a fine which may extend to twenty rupees ;

(*b*) that in case of an offence after the first caution and within three months of that caution a Local Education Authority may complain to a magistrate without further caution ;

(ix) that all monies collected as the result of the imposition of penalties under the compulsory attendance scheme shall be credited to the fund of the Local Education Authority ;

(23) that no tuition fee shall be charged in classes in a recognized primary school to which the compulsory attendance scheme is applied ; and

(24) that the necessity for formulating adequate safeguards against undue harassment of managers and teachers in connection with any penal clauses that may be inserted in connection with compulsory education be considered.

Co-ordination and Reorganization of the Systems of Schools—Reconstruction of Curricula.

(*See* Part II, Section IX.)

17. On educational and administrative grounds, it is desirable to adopt a policy of co-ordination of the Vernacular, the Anglo-vernacular and English systems of schools into one single but diversified system and, for this purpose, to control and direct the existing process of approximation of curricula, of standards of teaching and of examination in the three systems and, because of the bookish nature of the education provided at present by these systems, to reorganize the schools and reconstruct the curricula in order to introduce measures of physical, functional and practical education on lines approved in modern educational practice and suitable for the future civil and occupational lives of the pupils.

We recommend :

(1) that the development of all post-primary education should be controlled directly by the Board of Education;

(2) for the purposes of the co-ordination and reconstruction in view, basing our recommendations on expert opinion to the effect that :

(*a*) childhood and adolescence are differentiated periods of development requiring differentiated educational treatment ;

(*b*) so far as data are available, they indicate that age 11 *plus* years in Burma marks in a general way the beginning of the functional changes of puberty in children and generally the end of the period of childhood ;

(*c*) while it is the goal of the education system that all children should receive a course of primary education, it is desirable that as many children as possible should continue their education for three or four years during adolescence—if possible for four years—that is to say, up to the age of 15 years ; and

(*d*) it is undesirable that youth should be committed to the methods of learning and modes of life of the University before completing 18 years of age ;

and recognizing—

(*a*) that Government is not in a position at present to organize a system of infant schools, and

(*b*) that the present prescribed age of six years must be accepted for practical purposes as the minimum age for the commencement of schooling in the recognized systems of schools

and provided that infant schools for children under six years of age, if adequately housed and equipped and staffed with teachers with kindergarten qualifications, should be recognized and, if possible, granted aid ;

we recommend :

(A) (*a*) that the differentiated curricula and methods applicable to childhood and adolescence recommended in the Hadow Reports should be adopted as generally suitable for adaptation and application in Burma ;

(*b*) that on this basis a co-ordinated system of schools (Vernacular, Anglo-vernacular and English) be organized as a chain system providing reconstructed courses and instruction suitable for children from age 6 to age 11 years in primary schools (or departments) and courses and instruction suitable for children from age 11 to 15 years in post-primary schools (or departments) and thereafter—

(i) *courses and instruction for pupils qualified to undergo for three years or more preparation for matriculation in the University, and

(ii) courses of vocational instruction ;

Note.—(Vocational education is discussed separately.)

(*c*) that the nomenclature of standards and classes be the same for the three systems of schools in the co-ordinated system, *viz.*,

(i) primary schools (or departments) (standards I to V) for children age 6 to 11 years ; and

(ii) post-primary schools (or departments) (standards VI to IX) for children age 11 to 15 years ;

(iii) pre-university schools (or departments) (standards X to XII) for pupils age 15 to 18 or more years ;

(3) that, where possible, primary and post-primary schools should be organized separately but in view of the

* NOTE.—To avoid misunderstandings paragraphs 256, 262 and 271 should be read with this clause.

difficulties in the way of such organization in Burma that differentiation may be clearly marked where necessity requires primary and post-primary stages to be conducted under the same roof ;

(4) that in conformity with the proposals of the Sadler Commission to the effect that Intermediate education should be separated from University education, the Intermediate courses be combined with suitable courses adapted from the existing school courses to comprise new courses for standards X, XI and XII (new notation) of the proposed pre-university schools (or departments) ;

(5) that co-education is generally undesirable in post-primary school education—excluding University education ;

(6) that, in view of the existing deficiencies in the provision for the education of girls, the development of post-primary schools for girls is of vital importance ;

(7) that, while the primary school must be concerned principally with instruction in the three R's in which "drill" methods must play some part, methods of education by self-activity must play an important part in education during the childhood stage ;

(8) that, while the post-primary school must concern itself during the first two years principally with consolidation of the "tool" subjects of "liberal" education, physical education and practical and manipulative instruction must be given signal place in the curricula, and the final years of the course in the post-primary schools should take on a bias towards the civil and occupational future of the pupil ;

(9) that in order to provide adequate time for physical education and for a right proportion of "hand-and-eye" education in the reconstructed curricula, the content of the syllabuses of the existing subjects of the curricula should be reviewed for the purpose of devising a balance of courses in the subjects of the curricula for the reorganized schools system ;

(10) that, for the purposes of the reorganized schools, the curricula should be reconstructed and the traditional practice of organizing and treating courses as series of separate subjects be abandoned. Each separate subject should be examined with a view to determining what is essential and what is inessential and pruning accordingly and to organizing a synthesis of subjects based on the essential unity and association of all the subjects of the curriculum ;

(11) that in general in the primary school, the pupil should receive instruction in religion, reading, writing and arithmetic, manual training, physical education and hygiene, geography and nature study ;

(12) that in general, in the post-primary school, the pupil should receive instruction in religion, in his mother tongue, in a second language if desirable, in arithmetic (including elementary algebra and geometry and elementary practical mensuration and surveying), physical education, manual instruction, geography, history, elementary general science (domestic science and housecraft for girls) ;

(13) that no pupil should be required or be permitted to commence the study of a second language until he has completed satisfactorily the course in the IIIrd standard (new notation) and that instruction in primary schools (standards I to V—new notation) should be in the mother tongue appropriate to the school whether Burmese or English or another vernacular recognized by the existing Code ;

(14) that the ordinary course in Burmese, for schools in which Burmese is the medium of instruction should be overhauled to provide properly articulated and graded courses from primary school to University ;

(15) that in schools in which the medium of instruction is Burmese and the second language is English, the instruction in English should be based on Dr. West's system or the "Faucett" system or on the system known as * Basic English, provided a course suitable for schools can be organized on this system ;

(16) that all courses and the standards of instruction in the second language should be generally of equivalent weight in Vernacular, Anglo-vernacular and English primary and post-primary schools ;

(17) that the courses in Burmese as a second language in schools whose vernacular is not Burmese should be of a standard equivalent to the standard of the course in English in schools where English is the second language ; for this purpose, it is urged that the experts in Burmese should provide a course in Burmese analogous to the "West" or suggested "Basic" course in English ;

(18) that no pupil be permitted or be required to undergo instruction in more than three languages at any one time ;

* See note on paragraph 304.

(19) that Muslim schools desiring to use either Burmese or Urdu as the medium of instruction should have no pressure placed upon them to use the language other than that chosen ;

(20) that a voluntary course in Burmese in Vernacular schools whose vernacular is neither Burmese nor English should be permitted and be designed definitely for colloquial purposes and of a reasonable standard to be determined by the Department in consultation with the authorities concerned ;

(21) that in non-Burmese Vernacular schools whose vernacular is neither Burmese nor English, voluntary teaching of Burmese may begin from the IIIrd standard ;

(22) that in combined primary and post-primary schools whose medium of instruction is neither Burmese nor English, where English is introduced in addition to the vernacular and Burmese, the teaching of English should not commence before the IVth standard (new notation) ;

(23) that in schools whose vernacular is neither Burmese nor English which voluntarily introduce Burmese as a second language, the course in Burmese should be of the nature of the "West" or "Basic" course in Burmese already suggested ;

(24) that the existing courses in arithmetic (for primary schools) and in arithmetic, algebra and geometry (for post-primary schools) be re-designed and incorporated in courses of general elementary mathematics for the reorganized schools and curricula ; work in pure algebra and geometry should be deferred, as far as possible, to courses in the Xth, XIth and XIIth standards (new notation) of the proposed pre-university stage ;

(25) that except for subjects for girls such as domestic science and economy, domestic handicrafts, manual training, hygiene and physical education, there is no call for differentiation in the instruction of boys and girls in the subjects of the curriculum. The general elementary mathematics course for the post-primary school should be a compulsory course for girls as well as boys ;

But until such time as the proposed general elementary mathematics course is introduced, girls who wish to substitute another subject for algebra and geometry in the High School Examination should be permitted to do so provided :

(*a*) that the High School Certificate of a girl who substitutes another subject for algebra and geometry should be endorsed to that effect ; and

(b) that a girl who wishes to qualify for admission to the University must offer algebra and geometry in the existing High School Examination ;

(26) that the existing courses in mensuration and surveying should be eliminated from the new post-primary curricula. The new course in elementary mathematics should include as much as is reasonable of the material of the existing mensuration and surveying course in the shape of applied elementary mathematics ;

(27) that the formal teaching of history should not be attempted in the primary school except in story form but that from the IVth standard (new notation) a supplementary Reader giving a brief outline of the history of Burma be introduced ;

(28) that in the post-primary school the course in history consist of an outline of the history of Burma and a simple outline of World history with emphasis on the British Commonwealth of Nations ;

(29) that the existing geography courses be reviewed in the light of the proposals in Part II and be adjusted to the proposed reorganization of the schools and curricula ;

(30) that courses in nature study for the primary school and in general elementary science for the post-primary school be organized on the lines indicated in Part II. and that the existing courses in hygiene should be conducted, as far as possible, in connection with the nature study and general science and physical education courses as applied and derived aspects of these subjects ;

(31) that policy be set in the direction of equipping all rural schools with gardens with a view to the development of courses in elementary agricultural science in substitution of, or supplementary to, the courses in nature study and general elementary science proposed above ;

(32) that the existing "book" course in agriculture in Anglo-vernacular schools be abolished ;

(33) that where conditions are suitable, a post-primary course in elementary agricultural science (as a substitute for the course in general elementary science) with adequate practical instruction and "academic" content be organized on the lines suggested by the Linlithgow Commission ;

(34) that it is essential to develop post-primary compulsory courses in domestic science, housecraft, needlework

and dressmaking suitable for girls, and that steps be taken to recruit suitable staff and to devise suitable courses ;

(35) that it is essential that all boys should receive instruction in some form of manual training or handicraft, and that steps be taken to recruit suitable staff and to organize courses and equipment ;

(36) that the teaching of drawing be developed on the lines suggested in Part II ;

(37) that the development of physical education be treated as a vital part of the reorganization, and that steps be taken to recruit suitable staff. At the same time, the Cabin Island organization should be made full use of pending other developments ;

(38) that steps be taken to develop instruction in music, singing, and folk and national dancing in primary and post-primary schools ;

(39) that no vocational instruction in book-keeping, typewriting and shorthand be attempted in post-primary schools but, where possible and appropriate, bias be given in suitable subjects towards commercial instruction ;

(40) that the existing course in commerce and business organization be abandoned in the post-primary school, and a suitable course be devised for Commercial schools (see Part III) ;

(41) that the courses in Pali and Sanskrit be reorganized for the purposes of the reorganized schools ;

(42) that the following time-tables be read as general indications of the general organization and layout of courses in the reconstructed schools and of the proportions of time to be allotted to the several parts of the reorganized curricula :—

(a) *Primary Schools.*

Religious Instruction	150	minutes per week.
Language (Reading and Writing)	200	Do.
Arithmetic	200	Do.
Geography	200	Do.
Nature Study and Hygiene ...	200	Do.
Handicrafts	250	Do.
Physical Education	100	Do.
Total ...	1,300	

In primary schools introducing a second language at the IVth standard, an additional 40 minutes per day must be added

The time-table is based on a working day of 4½ hours, omitting time for recess and marking registers.

(b) *Post-Primary Schools.*

	Providing instruction in a second language.	Not providing instruction in a second language.
Religious Instruction	100	150
Language (Reading and Writing)	400	200
Elementary Mathematics ...	250	250
Geography and History	250	250
Science Subjects	200	250
Handicrafts and Practical Subjects	200	200
Physical Education	100	150
Total ...	1,500	1,500

The time-table is based on a working school day of 5 hours and 5 working days per week. In schools introducing two additional languages extra time must be allowed.

(43) that two external Public Examinations only be held in the reorganized systems of schools :

(a) the First Public Examination to be held at the completion of the primary school course—that is at the completion of the course in the Vth standard. This examination to be a simple written and oral examination in language, arithmetic and geography ; and

(b) the Second Public Examination at the completion of the post-primary course—that is at the completion of the course in the IXth standard ;

(44) that the Second Public Examination be organized without reference to the requirements of the University Matriculation Examination in order that the post-primary schools shall be free to adjust their courses to the differentiated needs of the pupils and the diversity of functions of the post-primary school ;

(45) that the examination at the completion of the pre-university course be conducted by the University as a Matriculation Examination—the syllabuses and courses for the examination to be prescribed by the University.

Books and Ancillary Equipment.

(See Part II, Section X.)

18. Printed material and books in Burmese and other vernacular languages suitable for school use and as general reading material for children and adolescents are seriously deficient.

We recommend :

(1) that the lists of books published annually by the Text-book Committee should be exhaustive and should indicate the books actually available and suitable for each subject in each class ;

(2) that the Text-Book Committee should concentrate further on the scheme for developing the supply of books suitable for Vernacular schools ; and in association with bodies such as the Burma Research Society, the Burma Education Extension Association, the Burma Book Society and authors and publishers endeavour to arrange for the making and publication of the following kinds of books for Vernacular schools, *viz.* :—

(a) A standard and inexpensive Burmese-Burmese Dictionary ;

(b) Concise dictionaries in the Burmese-Karen, Burmese Shan, Burmese-Kachin, Burmese-Chin, Burmese-Urdu, Burmese-Hindi, Burmese-Tamil, Burmese-Telugu and Burmese-Bengali languages ;

(c) Anthologies of prose extracts of a secular kind ;

(d) A history of Burmese Literature suitable for school use ;

(e) A simple Burmese-Burmese Grammar being neither a straight translation of a Pali Grammar nor of a standard English Grammar ;

(f) Graduated Primers and Readers ;

(g) Nursery Rhymes, Picture Books, Story Books for primary schools ;

(h) Boys' and Girls' Papers and Magazines in Burmese ;

(i) Original stories, or translations, folk tales, tales of adventure, of exploration, stories of world history, stories and biographies of historical personalities, of inventors, in sum, any material of interest and value to children from age 6 to 16 ;

(j) Books for the several subjects of the curriculum as indicated in Part II and

(k) Translations of standard books on method, class management, school organization, etc., for use in the training of teachers ;

(3) that as there is an urgent need for secular text-books in Burmese for courses in non-Burmese Vernacular schools the preparation of such books should be undertaken ;

(4) that Government should encourage, as far as possible, and give financial contributions towards the making and production of text-books in the several non-Burmese recognized vernaculars.

(5) that a special Committee should be constituted to overhaul the Urdu text-books used in Urdu schools with a view to selecting more suitable text-books in modern Urdu in general cultural subjects and prescribing such suitable books as may be available in India, and to prepare a separate course in Urdu for Burmese-Muslim schools teaching Urdu as a second language ;

(6) that the existing system of classification of Registered Publications should be overhauled with a view to more accurate classification ;

(7) that reviewers of Registered Publications should be required to give more information about the contents of books, the cogency of the presentation of the contents and the quality of the language and style ;

(8) that the Registration machinery should be extended to bring within its jurisdiction novels and magazines that are published in large numbers at present ;

(9) (*a*) that the system of library grants discontinued in 1932-33 should be revived as soon as funds permit and that such funds as become available should be used to promote the opening and development of vernacular libraries and reading clubs in rural areas ; and

(*b*) that a standard list of Burmese books be drawn up for this purpose ;

(10) that a system of travelling libraries of vernacular books for Vernacular schools should be developed by Local Education Authorities on the lines of the travelling libraries now operated by the Director of Public Instruction ;

(11) that the library of the Director of Public Instruction be organized as a Central Education Library and be kept up-to-date with all important publications on education ;

NOTE.—This Central Library should also be the library of the Inspectors of Schools and Deputy Inspectors of Schools whose headquarters are in Rangoon.

(12) (*a*) that Inspectors and Deputy Inspectors of Schools whose headquarters are outside Rangoon should have adequate collections of up-to-date standard reference books ;

(*b*) that a travelling library or libraries of the more expensive books be organized for the use of Inspectors and Deputy Inspectors stationed outside Rangoon ;

(13) that each Local Education Authority should maintain a library of the kind described in Part II ;

(14) that the development of school museums be encouraged and that a pamphlet of information for school managers and Local Education Authorities be compiled ;

(15) that the eight sets of lantern slides now in use in Anglo-vernacular schools be diverted to the service of Vernacular schools ;

(16) that Government's offer of an annual prize of Rs. 750 for the best text-book be continued ;

(17) (*a*) that in view of the poverty of large numbers of children, Local Education Authorities should undertake the supply of free books and slates ;

(*b*) in pursuance of (*a*), that Local Education Authorities should introduce a section in their Budgets to provide for the supply of free books and also for the equipment of new schools and the replacement of worn equipment in existing schools ; and

(*c*) to give effect to (*a*) and (*b*), that, subject to the sanction of the Ministry, a system of grants-in-aid at fixed rates and within defined limits be devised and applied by all Local Education Authorities ;

(18) that steps be taken to encourage the endowment of primary schools with book prizes, and that the giving of medals as prizes be prohibited ;

(19) that, in the preparation of books for use in schools, makers and printers of books should follow the instructions of the Consultative Committee in its publication "Books in Elementary Schools."

School Buildings.

(*See* Part II, Section XI.)

19. We recommend :

(1) that as private ownership of a Vernacular school is not, in our opinion, in the best interests of Vernacular education, where a community or an association of responsible persons in a community is willing to provide a school building and equipment for a Vernacular school, such provision should, subject to the rights of existing private owners, be preferred to that of private persons ;

(2) that the Education Department should reconsider existing stock plans of Vernacular school buildings and, in consultation with experts on building and public health, and keeping in view the reconstructed curricula, prepare revised standard plans of Vernacular school buildings.

Medical and Public Health Services in Schools.

(*See* Part II, Section XII.)

20. In reference to Medical and Public Health Services in Vernacular schools—

we recommend that :

(1) existing propaganda in schools in the shape of—

(*a*) essay competitions,

(*b*) poster competitions, and

(*c*) the introduction of reading matter from public health pamphlets

should be intensified ;

(2) recruits under training for the teaching profession and Deputy Inspectors of Schools should undergo short courses in personal and public hygiene conducted by Public Health Department Officers with a view to making the teaching of hygiene in the schools more efficient, and with a view to making the practice of the teacher in his school an example to the environment of the school ;

(3) where possible, Public Health Officers should be encouraged to give lectures and demonstrations to pupils and to groups of teachers ;

(4) teachers should be encouraged to link the school and its activities with local dispensaries, child welfare clinics and similar institutions ;

(5) supplementary to the medical services now provided in Anglo-vernacular schools, and with a view to the development of a medical service for Vernacular schools, two Medical Inspectors of Schools (one for Lower Burma and one for Upper Burma), graduates in medicine with suitable qualifications for school work, should be appointed to form the nucleus of a school medical service scheme similar to the scheme which is being developed in the Punjab. For this purpose the Inspector-General of Civil Hospitals and the Director of Public Health, in consultation with the Director of Public Instruction, may be invited to prepare a suitable scheme,

NOTE.—We consider that a medical service to school children should have particular regard to venereal disease in addition to other common diseases of children.

(6) municipalities with medical and public health staff should now undertake medical service to the pupils of the schools in their jurisdiction ;

(7), every Vernacular school should be equipped with a simple medical box for the treatment of the common diseases of eye, ear, throat and skin, and simple hurts ; and

teachers should be trained to use effectively the contents of this medical box.

School Activities Outside the Prescribed Curricula.

(*See* Part II, Section XIII.)

21. Teachers under training should be encouraged to interest themselves in one or more of the following activities :—

(*a*) The Boy Scout Movement ;

(*b*) The Girl Guide Movement ;

(*c*) The organization of village, social and athletic clubs, reading circles, hobby circles, village libraries and the like ;

(*d*) Child and Village Welfare Societies ;

(*e*) Co-operative Societies.

(*f*) Village Arts and Crafts Clubs ;

(*g*) Wireless reception ;

(*h*) Young Farmers' Clubs ; and

(*i*) Thrift and Savings Societies.

Broadcasting.

(*See* Part II, Section XIV.)

22. Wireless Broadcasting offers Government and the Education Department as well as other Departments a valuable instrument of education (and rural reconstruction). We invite the attention of Government to experimental broadcasting schemes now being conducted in India—

we recommend :

(1) that Government should constitute a committee to examine the question of establishing wireless broadcasting in Burma, and to prepare a scheme of broadcasting as an adjunct to the educational and other social services directed by Government.

Examinations.

(*See* Part II, Section XV.)

23. Our views are :—

A. (*a*) While the evils of the external examination system are admitted, trustworthy remedies suitable for adoption at present in Burma are difficult to find. In over-emphasizing the evils, critics are apt to overlook the essential deficiencies of the education system which are but reflected in the examinations.

(*b*) The improvement of the examination system will depend on improvements in school organization, curricula, teaching methods and inspection, and on the growth of a more

enlightened attitude in parents, teachers, pupils and others towards examinations.

(*c*) Our proposals for the reconstruction of the schools and of curricula, for the reduction of the number of external examinations, and for the disassociation of the school examinations from University requirements will reduce the number and alter the methods of examination, and help towards the growth of a more reasonable attitude towards examinations.

(*d*) The suggestion that written examinations should be dispensed with entirely is impracticable. However unreliable, for some purposes, existing examinations may be, in the present state of development of education in Burma they help to maintain uniform standards in the education system; exercise a necessary and salutary discipline on teachers and pupils; set a task and demand its performance and test certain qualities and abilities. They are the most reliable means available at present of ensuring that the public funds expended on education are expended usefully. Used wisely by educationists who are acutely aware of the nature of the tools they use and the tasks they can and cannot perform, existing examinations can serve their purposes without undue hardship in the present uneven development of education in Burma.

(*e*) Since the education system at present is book-ridden and handicrafts and artistic subjects are conspicuous by their neglect or absence in the system, there is no opportunity at present of using tests to measure practical, artistic and other skills.

B (1) As part of the reconstruction of the education system, and as a step towards more satisfactory methods of assessing the educational development of pupils, we recommend that a Department of Research in Education should be established in the University Training College for Teachers to examine among other questions, methods of improving examinations particularly the use of Continuous Record Cards and of training teachers in the use of such Records with a view eventually to the award to each pupil on the conclusion of a post-primary course of a comprehensive Record, apart from any examination certificate that may be awarded as a result of his appearance for the proposed Second Public Examination, and that the Research Department should examine modern test methods with a view to devising suitable techniques to be communicated to teachers under training.

(2) It has been urged that the school record of a pupil as displayed in the marks obtained in school during the three years previous to his appearance for a High School Examination should have decisive weight in reference to his performance in the High School Examination. We are of opinion that when there is doubt, school results should be consulted and given due value, but are unable to support the suggestion that school marks should determine High School Examination results. Whatever factors of unreliability there are in the conduct of existing High School Examinations, they are relatively weak in influence as compared to the unreliability that would be imported into the assessment of attainments of pupils on the basis of the individual opinions of teachers and headmasters throughout the Province. At present in Burma such standards and equivalences as exist in the education system are imposed by the central education authorities. There are no professional associations of teachers, general or special, worth the name, jealous for standards of work and attainment in the several subjects of the curricula such as exist in education systems where teachers' assessments are given decisive values. In the circumstances of Burma, individual teachers and headmaster's ideas of standards are widely divergent and, therefore, as comparative measures of the attainments of pupils throughout the Province, completely unreliable.

(3) It has been suggested that the Department should resort to the system of permitting headmasters to select pupils for the school final examinations. We cannot, in view of the many abuses that have in the past and would probably in the future attend such procedure, support the proposal.

(4) It has been urged that candidates who pass the school final examinations should be classified in three divisions. We are unable to support this suggestion. The division of candidates into classes would have to be done on an arbitrary basis which nevertheless would suggest to the public mind gradations in the quality of the work of candidates which could not possibly be deduced from that work by existing methods of examination and valuation. The existing classification on the basis of an arbitrary minimum attainment is difficult enough to make.

(5) We are of opinion that oral examinations now conducted in the English course should be extended to other

subjects when the Inspectorate is strengthened and when Inspectors are able to devote more time to this important function ;

(6) It has been suggested that Xth Standard examinations should be conducted compartmentally. We are unable to support this general suggestion, but endorse the existing practice of permitting Vernacular candidates to appear for examinations in English only, in the High School Examination. The adoption of a compartmental system would involve an adjustment of the principles on which the existing examinations are based, and of the curricula to these adjusted principles. Such adjustments, if they did not merely substitute one kind of unreliable factor for another, would achieve little, if anything, towards correcting existing defects in the examination system.

(7) We are of opinion, despite arguments to the contrary, that in the existing examination papers the alternative questions and the proportion of questions to be answered to the total number of questions set are just and generous in measure and that further concessions are neither necessary nor desirable.

(8) We are of opinion that some of the dissatisfaction with existing examinations arises from the practice of giving unmerited promotions, which is too prevalent in the schools. Such promotions give rise to hopes that are bound to be disappointed ; the practice should be discouraged.

(9) Another contributing cause to dissatisfaction is that large numbers of pupils who have failed again and again to pass in external examinations, are permitted to remain in school. We recommend that the Department should, after due warning to the schools, require that a pupil, who has failed twice in an external high school examination, should pay increased tuition fees, and, after a further failure, still more increased fees ; this recommendation is made on the ground that such a pupil is occupying a place and consuming teaching energy that could be more usefully employed.

(10) We are of opinion that it is desirable to meet the criticism that University teachers have too much say in the setting of existing school examination papers :

and we recommend that inspectors, headmasters and teachers should have more part in the setting of questions ;

we are aware of the many difficulties in the way of putting this recommendation into practice.

(11) We appreciate that the system whereby the answers to certain papers in external high school examinations may be expressed in English or Burmese, may place candidates whose vernacular language is other than English or Burmese, at a disadvantage as compared to candidates who speak English or Burmese and we are aware of the complex difficulties that would attend the setting of papers in all recognized vernaculars ;

we recommend, however, that steps be taken to eliminate such disadvantages as may exist in respect of candidates whose vernacular is other than English or Burmese.

(12) We recommend that the First Public Examination in the proposed reorganized school system should consist of a simple oral and written examination in reading, writing and arithmetic, and the geography of Burma.

(13) We recommend that the Second Public Examination should be an examination designed in conjunction with the Continuous Record Card (already referred to) to select pupils who are likely to benefit from further literary studies or a course in a vocational institution connected with the post-primary stage of the education system.

Teachers—Training, Qualifications, Emoluments, etc.
(*See* Part II, Section XVI.)

24. We recommend :

(1) that, except for special areas and communities indicated below, as opportunity offers the remaining Elementary Training Classes be abolished ;

(2) that the proposal to abolish the existing powers of the Director of Public Instruction to issue certificates to untrained teachers on passing a written examination in professional subjects be approved, subject to the reservation that the Director of Public Instruction should retain the power to meet the special needs of the minority communities and excluded areas ;

(3) that, to meet the special difficulties of backward communities and difficulties in regard to the education of girls of some communities, the existing powers of the Director of Public Instruction to permit candidates who have passed the IXth standard to teach in a middle department of existing schools without previous training, and candidates who have passed the Xth Standard to teach in a high department without previous

training be continued, and that such candidates should be examined after two or more years of teaching experience with a view to certification as qualified teachers ; and that this system continue until adequate facilities and staff for training recruit-teachers for the communities concerned are available ;

(4) that, after 1st April 1936, no additional uncertificated teacher, *i.e.*, no teacher in addition to the uncertificated teachers now serving and recognized for salary grants, be appointed or approved for grants-in-aid ;

(5) that, in general, it is undesirable to differentiate specifically between the training of teachers for rural and for town conditions in Burma ;

(6) that all teachers be equipped to give instruction in one or more practical subjects and in physical education as well as in the usual literary subjects of the curriculum ;

(7) (*a*) that, as the existing Normal schools are deficient in staff, courses and equipment, they require reorganization for training teachers for the reorganized schools ;

(*b*) that the name 'Training Institute' be substituted for 'Normal School ;'

(8) that the status of the head of a Normal school hereafter to be called "Training Institute" should be rated higher than that of the headmaster of an Anglo-vernacular high school ;

(9) that the Head of a Training Institute should be a graduate in education, and his staff should consist of graduates in education with special qualifications for the training of teachers in the several subjects of the curriculum ;

(10) (*a*) that the courses in Training Institutes of the future should include training in the teaching of general elementary science with emphasis on biological science, elementary agricultural science, gardening, domestic science, handicrafts and physical education ;

(*b*) in reorganizing the training courses in Training Institutes, the following principles should be kept in view :—

(i) the general subjects should retain their traditional place and importance ;

(ii) general science with emphasis on biological science should be given an important place among the general subjects ;

(iii) physical education and hygiene should be treated as important subjects ;

(iv) subjects such as drawing, needlework, gardening and music should not be treated as subsidiary subjects ;

(v) every teacher should be trained in some form of handicraft—but more advanced study should be left to later supplementary courses ;

(vi) women recruits should be trained in domestic science or a domestic handicraft ; and

(vii) practising school facilities should be adequate and should have adequate equipment of a modern kind ;

(11) that as a first measure of advance towards the improvement of the educational qualifications and training of teachers, the recruitment and courses of training for teachers in the reorganized Vernacular schools be as follows :—

(i) teacher-recruits for the primary school should be selected from those who have passed the Second Public Examination at the conclusion of the IXth standard course and be required to undergo a course of training of two years' duration ;

(ii) teacher-recruits seeking to qualify to teach in any class up to and including the VIIth standard in the reorganized post-primary schools should be selected from those who have passed the Second Public Examination and be required to undergo a course of three years' training ;

(iii) teacher-recruits for the post-primary school should be selected from those who have passed the Matriculation Examination and be required to undergo a course of two years' training ; and

(iv) teacher-recruits for the pre-university school should be selected from graduates of the University and be required to undergo the course and qualify for the B.Ed. degree ;

(12) that for the reasons discussed in Part II, no attempt should be made to concentrate in one or two centres the training of teachers for the Vernacular schools ;

(13) that, contingent on the adoption of the general scheme of reorganization, the existing experimental Elementary Training Classes at Chaungwa and Kyaukse should be developed as Institutes for the training of teachers for the reorganized primary and post-primary schools ;

(14) that an experimental Training Institution be organized at Pyinmana on the lines recommended in Part II ;

(15) that women teachers should be recruited in preference to men for the service of the primary school ;

(16) that, in view of the lack of suitable accommodation for women in villages other than their home villages, steps should be taken to recruit women for training and return to service in their home villages ;

(17) that the grave deficiency in the facilities for training women teachers to give instruction in domestic science and economy, domestic handicrafts, hygiene and physical education should be rectified as soon as possible ;

(18) that on the next allotment of State Scholarships, two women should be selected for training in England in domestic science and economy and in needle-craft with a view to utilizing their services on the completion of satisfactory courses in England for the training of teachers in these subjects ;

(19) that, without prejudice to the proposal in regard to the selection of State Scholars for special training in physical education in England, courses in physical training for existing women teachers on the lines of the Cabin Island courses for men should be organized as soon as suitable instruction can be organized ;

(20) that, as soon as specialist teachers have been recruited and courses have been devised, special courses for existing women teachers should be organized in domestic science and economy, needlework and domestic crafts ;

(21) that it is desirable that women teachers be employed in Urdu primary schools, and that in Urdu schools, where a third or more of the pupils are girls, a woman teacher should be engaged ;

(22) that training facilities for Karen, Urdu, Hindu, Tamil, Telugu and other vernacular teachers should, so far as possible, be associated with, or be part of a Training Institute for Burmese teacher-recruits, and that, until the proposed Training Institutes are capable of training a sufficient number of teachers for these communities, the present segregate training classes should continue to function ;

(23) that, with a view to providing efficient training for non-Burmese vernacular teachers, graduates with an adequate knowledge of the appropriate vernaculars should be trained as the nucleus of the future staff for the training of non-Burmese vernacular teachers ;

(24) that Boards should be encouraged freely to sanction teachers of Burmese to non-Burmese Vernacular schools ;

(25) that in view of the numbers of Hindi schools and pupils and of the complaint of the community that it receives less than just treatment in the present association of the training of its teachers with the training of Urdu-speaking Muslim teachers the question whether there is need for a separate Hindi Training Class be examined ;

(26) that courses in practical subjects should be organized as soon as possible for existing teachers ;

(27) that refresher courses and supplementary courses on the lines suggested in Part II should be organized to increase the efficiency of existing teachers ;

(28) that the existing system of stipends for recruits under training should be continued and the existing rate of stipends be maintained, and that the number of stipends be increased, when necessary, to meet the expansion of the school system ;

(29) that the data for estimating the annual supply of recruits required for the schools should be stabilized as soon as Local Education Authorities' surveys are completed and a consolidated survey of requirements can be made ;

(30) that, on the recovery of stability in the finances of Local Education Authorities and increase in their resources, the restoration, without retrospective effect, of "cuts" in pay and arrears of increments to existing teachers should be a first charge on the funds of Local Education Authorities ;

In view of the disparities of education and training and in the standards of work in the schools, no case can be made at present for levelling up scales of salaries for teachers in Vernacular schools to the levels of salaries of teachers in Anglo-vernacular schools.

In view of the large numbers of unemployed teachers, and the need for new schools, and the fact that increased scales of pay would retard the opening of new schools, and could only be introduced by submitting existing schools to further disregistrations and adding still more teachers to the unemployed list, we cannot support the proposal that the "1925" scales of pay be re-introduced. We are of opinion, however, that any Local Education Authority which is in a position to do so from its own resources and without detriment to its local provision of education should, with the sanction of Government, be permitted to pay salaries on a scale or scales higher than existing scales.

(31) that a high school Vernacular teacher who passes in English in the Anglo-vernacular High School Examination, and is declared by the Inspector of Schools fit to teach and actually teaches English in his school

should be eligible for additional pay at the rate of Rs. 10 per mensem ;

NOTE.—A high school Vernacular teacher qualifying as above before the adoption of a reorganized school system should be eligible for additional pay.

(32) that the necessity for the payment of an additional allowance to non-Burmese teachers in non-Burmese Vernacular schools who qualify themselves to teach Burmese and teach the language in such schools be considered ;

(33) that, where necessary, Boards should encourage the learning and teaching of Burmese by providing classes in Burmese for non-Burmese speaking teachers ;

(34) that a Vernacular teacher who qualifies in future in any recognized practical subject and is certified fit to teach and who gives instruction in such subject should be paid additional pay of Rs. 10 per month in respect of such instruction ;

(35) that, supplementary to the procedure prescribed in Chapter VII of the Vernacular Education Code, the following procedure be adopted for the payment of teachers' salaries :—

So far as possible, salaries should be paid by the issue and delivery by messenger or by post of vouchers or pay-bills to be cashed at the nearest Government Treasury or Sub-Treasury. Identification of the teacher should be made at the Treasury, and receipt vouchers be posted by the Treasury Officer to the Secretary of the Board. The date and hour of disbursement should be fixed by the Deputy Commissioner so that teachers may receive payment without delay ;

(36) that the monthly pay bills of teachers' salaries, disbursed by elected Local Education Authorities, should be endorsed by the Deputy Inspector of Schools and that the Deputy Inspector of Schools should report to the Inspector of Schools that bills have been made out in full and in accordance with the prescribed scales ;

(37) that, in view of the higher educational and professional qualifications and the lengthened periods of education and training to be required of teachers for service in the reorganized schools, increased salary scales in Vernacular schools be considered together with re-adjustments of scales in reorganized Anglo-vernacular schools at a suitable date in future ;

(38) that the formation of teachers' associations and the organization of local and provincial conferences of teachers and teachers' associations should be encouraged

with a view to the development of professional esprit-de-corps and the improvement of professional practice ;

(39) that, as soon as finances permit, a Provincial Vernacular Teachers' Provident Fund on the lines of the existing Provident Fund for teachers in aided Anglo-vernacular and English schools be established, and that, in framing the rules for such a fund, the conditions for drawing temporary advances should be made stringent.

NOTE.—We have discussed Notification No. 39, dated the 7th May 1934, and the representations of the Conference of Vernacular Teachers' Associations on the subject of this Notification, *viz.*, the pay of uncertificated monk-managers, and are unable to agree on any recommendation on this matter.

Finance.

(*See* Part II, Section XVII.)

25. The development of the education of the people requires a sound and expanding system of finance. Vernacular education is a national as well as a local responsibility ; the principle announced by Government in 1916 that Local Authorities should bear the whole cost of Vernacular education is inconsistent with this view.

We recommend :

(1) that the principle of joint national and local responsibility now in operation in the administration of Vernacular education should be extended to the finance of Vernacular education ;

(2) (*a*) as the Permanent Financial Settlement of 1927 including the financial provision for 1,250 new schools under the "Five-Year Scheme" was based on unduly rigid and restrictive bases and not only has prevented normal development but also has given rise to objectionable administration and discrimination between old schools and new schools opened under the "Five-Year Plan";

(*b*) as sections 41, 42 and 44 of the Burma Rural Self-Government Act, 1921, and section 73 * of the Burma Municipal Act, 1898, and the Rules restricting the assignment to Local Education Authorities by the Local Authority to not more than the average actual assignments lawfully made during the previous triennium, make no provision for the operation of incremental scales of pay or for the development of existing schools or of necessary new schools ;

* Renumbered as section 88 by the Burma Municipal Renumbering of Sections Act, 1933.

(*c*) as, in the absence of the desire or ability of Local Authorities to raise funds locally, normal development is inhibited and ordinary administration carried on by such expedients as disregistering schools, withholding increments and other undesirable measures ; and

(*d*) in view of the desirability of adopting the principle of joint financial responsibility for Vernacular education ;

that the Permanent Settlement should be replaced by a scheme of delegated and joint responsibility ;

(3) that the general basis of the joint financial responsibility should be a fixed proportion to apply in the Province generally—the proportions in each local area being fixed in reference to the needs of the area ;

(4) (*a*) as the existing system of permanent contributions begets in Local Authorities concerned a false attitude towards their duties, functions and responsibilities,

(*b*) as they are largely spending bodies with no direct responsibility for raising the bulk of the funds they spend, and

(*c*) as it is desirable to introduce the realities of responsibility in local self-government that—

(i) Local Authorities should be provided with an independent sphere of rating in which to exercise these responsibilities and to discharge their functions ; and

(ii) steps should be taken to devise a system of rating on the lines suggested by Mr. C. W. Dunn as described in Appendix V to the Report of the Capitation and *Thathameda* Taxes Enquiry Committee, or on some other lines.

We realize that, in order to conserve provincial revenues and to provide for increasing expenditure on mass education on the basis of joint provincial and local financial responsibility, some adjustment of taxation policy may be necessary.

A group of the Committee, consisting of Mr. S. A. S. Tyabji, U Ba Thein, U Mya, Sra Shwe Ba, and *Sayadaw* U Ahlawkwa, wish to qualify this general statement with the following recommendations :

(*a*) that the Government decision of 1927 to treat *Thathameda* and Capitation Taxes as local taxes and to set policy in the direction of complete conversion of these taxes to local expenditure be adhered to ;

(*b*) that for the financial needs of ordered expansion of Vernacular education, there should be made available by Government funds from the receipts of *Thathameda* and Capitation Taxes, in the ratio of 2 : 1 out of these taxes by Government and Local Bodies respectively ,

(*c*) that the amount equivalent to "1" should be obtained by Local Bodies through rates ;

(*d*) that the total receipts from the *Thathameda* and Capitation Taxes should be reduced annually by an amount equivalent to "1" to be obtained by Local Bodies through rates ; and

(*e*) at present something over 50 per cent of the total collections of these taxes is paid to Local Bodies. It may take some time to absorb Capitation and *Thathameda* Taxes wholly into local rates. In the meantime "Separation" will have come and Local Bodies will have become accustomed to rates. Fresh arrangements should then be made.

(5) (*a*) that Local Education Authorities should prepare detailed estimates of their existing commitments and provisional liabilities for the parent Local Authority in sufficient time to enable the parent Local Authority to examine the Education Budget Estimate with a view to the assignment to be made, and

(*b*) that the practice, where it exists, of adjusting the Budget Estimate during the course of the financial year for which the estimate was prepared, to make it fit a lump sum assignment that was made without detailed reference to the Local Education Authority's detailed estimate, by expedients such as the withholding of teachers' increments, disregistration of schools and percentage reductions of pay which are neither conducive to good administration nor to evoking the best service from the teachers, should be stopped ;

(6) that the funds provided for the Vernacular education system administered by Local Education Authorities should be apportioned in each administrative area to the needs of the several communities in the area on the basis of the average numbers of schools and attendances during a fixed period, and according to the sanctioned programme of development, designed within a prescribed period to achieve adequate provision of educational facilities for all children of school-going age ;

(7) that procedure on the lines of the following suggestions should be adopted in regard to the apportionment of funds in respect of the finance of the educational facilities for the several communities that may be concerned with particular local educational funds :—

(*a*) from the total Educational Budget of the Local Education Authority should be deducted the total expenditure on the office of the Local Education Authority ;

(*b*) from the remaining balance, a percentage should be deducted to maintain the necessary closing balance of the fund ;

(*c*) from the remaining balance, a percentage should be deducted to maintain a reserve fund to meet emergencies and unforeseeable contingencies ;

(*d*) the remaining balance should be apportioned for the maintenance of the recognized schools of the several communities in the jurisdiction of the Local Education Authority according to the numbers of the schools and attendances of pupils, and so far as possible and equitable on a *per capita* basis ; and

(*e*) the reserve fund mentioned in (*c*) above should be used as a development fund, and should be apportioned according to the principle that claims of schools recognized without aid for aid, of unrecognized schools for recognition with aid, and for the establishment of new schools, should be met in accordance with local necessity and existing deficiency of educational provision together with the other principles laid down ;

(8) that the general expenditure of a Local Education Authority, apart from that on the Local Education Authority's own administrative staff and office, should conform to the following order of priority :—

(1) the payment of salaries or of grants-in-aid for salaries according to prescribed scales and rules to existing teachers ;

(2) the payment of the prescribed increments due to existing teachers ;

(3) the payment of equipment and handicraft grants according to prescribed scale to recognized schools ;

(4) the augmenting of the staffs of existing recognized schools according to the prescribed conditions ;

(5) the registration of new schools ; and

(6) the payment of building grants, not loans, if funds for such grants are included in the General Budget and not allotted separately as non-recurring contributions for development ;

(9) that every school should maintain on a prescribed form a simple statement of accounts showing monies received by way of grants-in-aid, fees, donations, etc., disbursements to teachers and menials, purchases of school books and equipment, rent, if any, of land and buildings, and the amount, if any, appropriated by the manager-proprietor for his salary and expenditure

including salaries of clerical staff maintained for the management of the school ;

(10) that the Deputy Inspector of Schools and the Inspector of Schools concerned should be supplied promptly with a monthly statement of accounts of each Local Education Authority in his jurisdiction to enable the Deputy Inspector and the Inspector promptly to notify higher authority whether expenditure is proceeding according to the sanctioned Budget Estimate and in conformity with the rules and regulations, and that teachers' salaries are being paid according to the prescribed rates in full and at due time ;

(11) that the each Deputy Inspector and Inspector of Schools concerned should be furnished with a copy of the proceedings of each meeting of the Local Education Authority with which he is concerned within seven days of the closing of each meeting ;

(12) in reference to the recommendation that all post-primary education should be under the direct control of the Ministry of Education ;

that post-primary schools established and maintained by Local Education Authorities be financed on the same basis as primary Vernacular schools, but for the purpose of calculating costs in respect of the Provincial Government's share of the cost, expenditure should be recognized on the basis of the principles applied to aided Anglo-vernacular schools.

Vernacular Education Code.

(*See* Part II, Section XVIII.)

26. In reference to Government's request for our opinion on the proposed revised Vernacular Education Code, we regret that we are unable to find time for a detailed examination of the proposed revised Code. In view of the fact that our proposals depart in many ways from the existing organization of Vernacular education, we do not consider that such detailed examination at this juncture, would be of value. We have no objection to the issue of the proposed revised Vernacular Education Code as a stop-gap measure pending the adoption of such of the Committee's recommendations for the reorganization of Vernacular education as Government may see fit to adopt.

Vocational Education.

(*See* Part III.)

27. Our general views and recommendations in regard to the provision of vocational education are set out below. It should be noted that these do not include the references to and comments on

forty-seven recommendations made by the Committee on Technical and Vocational Education in 1927, or a number of suggestions detailed in the narrative in Part III.

We recommend :

(1) that ordinarily vocational education apart from training for artisanship should not begin until a pupil has completed the post-primary course ;

(2) that, when the proposed reorganized school system is in operation, the Second Public Examination should be adopted as the minimum qualification for admission to vocational courses and training for which the present minimum qualification is the High School Examination ;

(3) that the existing facilities, including those temporarily in abeyance, for vocational training other than training for artisanship appear to be reasonably adequate for the purposes for which they are provided ;

(4) that additional facilities for vocational education should be provided only when there is a reasonable prospect that pupils who undergo the vocational training will secure employment consistent with the training ;

(5) that, since the dominant industry of the Province is plant and animal husbandry and the exploitation of the products of that husbandry, the scheme of education relating to agriculture, particularly the proposals in regard to vocational agricultural schools, should have the chief claim for financial support when funds become available for the further development of vocational education—but the needs of other industries should be provided for at the same time ;

(6) A. that a degree in agriculture should be instituted in the University for the following among other purposes :—

(*a*) to provide teachers to train teachers of school gardening, agricultural science and cognate subjects ;

(*b*) to provide teachers for vocational agricultural courses ;

(*c*) to provide inspectors of agricultural schools, and of agriculture and cognate courses in any type of school ; and

(*d*) to provide prospective officers of Government Departments such as the Agricultural Department, the Land Records Department, and Departments other than specialist Departments with training not only of academic value but also of value in administration in Burma ;

B. (*a*) that the basis of agricultural education work should be that done in the Agricultural College, Mandalay, and in the experimental farms and demonstration centres maintained throughout the Province ;

(*b*) that the work done in these institutions should be developed without stint ;

(*c*) that the energies of the research staff in these institutions should not be diverted to other projects such as University courses ; and

(*d*) that additional staff should be employed for University courses ;

C. that the dissemination of agricultural information should continue as at present by means of the agricultural staff working throughout the Province and in time, when schools equipped to teach agricultural science, and teachers capable of maintaining school gardens are available, should flow through the schools and teachers to the country ;

D. that, while no attempt should be made to give vocational instruction in agriculture in ordinary primary or post-primary schools, the development of school gardens, of courses in general science, in biological science, and in appropriate schools agricultural science, should prepare the way for suitable pupils to take a vocational course in agriculture ;

E. (*a*) that schools of the type of the American Baptist Mission Agricultural School at Pyinmana which has demonstrated, after difficult pioneering, the value of its methods of vocational training in agriculture should be established ;

(*b*) that the sons of landowners and of cultivating tenants should be attracted to schools of this type to form the nucleus of agriculturists with open minds that is required to develop the manifold practice of agriculture in Burma ;

(*c*) that the schools should offer courses appropriate to the plant and animal husbandry peculiar to the area in which the school is situated ;

(*d*) that the courses in technical agricultural schools should include instruction in the marketing of the particular products with which the school is concerned ; and

(*e*) that a course in the canning of fruits should be included in courses in connection with orchard husbandry ;

F. that while the facilities for practical training in sericulture in Maymyo appear to be adequate for the present for practical training purposes, in suitable schools the

PART II.

SECTION I.

Legislation to Consolidate the Several Parts of the Public Service of Education.

28. The public service of education in Burma comprises the University, the system of Government and aided Anglo-vernacular schools, the system of Government and aided English schools, the system of Vernacular schools, and institutions such as the Agricultural College, the Government Medical and Forestry schools, Public Health Institute classes, the Government Technical Institute, Insein, aided schools for deaf, dumb and blind, aided commercial schools, institutions such as the Saunders Weaving Institute, Amarapura, the Pagan Lacquer School, and other vocational classes and schools. The University was incorporated by the Rangoon University Act, 1920. The Vernacular school system is administered under sections of the Burma Municipal Act, 1898, the Burma Rural Self-Government Act, 1921, and the City of Rangoon Municipal Act, 1922. The Anglo-vernacular and English systems of schools and the vocational educational institutions mentioned have no statutory basis ; they are administered under orders and rules made from time to time by the Departments of Government concerned.

29. Despite the sectionalized basis of its present organization, the public service of education is not in practice administered in separate administrations labelled : "University," "Anglo-vernacular," "English" and "Vernacular." Nevertheless there is considerable segregation of administration particularly of vocational and technical education. The sectional organization, notwithstanding the co-ordinating factors that operate in the system, cannot but impede close co-ordination of the several parts of the system.

30. The existing organization of Vernacular education and the wide powers conferred on Local Education Authorities emphasize its local character, obscure its national functions and isolate it from other parts of the public service of education. The finance and administration of Vernacular education are knit with the administration of local services proper, such as lighting, drainage and bazaar management. In consequence, local considerations that should have no bearing on education tend to deflect educational policy and finance. It is significant, however, that the importance of Vernacular educaion in relation to other local services is recognized by the provision for its local administration by separate Local Education Authorities. It is significant also that a separate Code is provided

for Vernacular education. This Code consists of extracts of the several local self-governing enactments and of rules made by Government in exercise of its rule-making powers under these enactments. It is not, however, an exhaustive compilation; it does not incorporate sections of the enactments which, although they do not have specific reference to education, reserve to Government powers over all local services including the administration of Vernacular education. The point is that separate Education Authorities and a separate Code recognize that it is desirable and necessary to provide for the administration of Vernacular education apart from other, and distinctly local services.

31. One of the major themes of this report is co-ordination and reorganization of all educational facilities and of the administration and financial provision for these facilities without depriving Local Authorities of initiative and of administrative and financial responsibilities. An Education Act dealing with the whole public service of education would not involve a divorce of Vernacular education from existing local authority, but would emphasize that Local Education Authorities are responsible for the exercise of delegated powers and duties in connection with an important part of the public service of education.

32. The lack of legislative foundation of the Anglo-vernacular and English systems of schools, the barriers between these systems and the Vernacular system, the need for an all-embracing policy not only for primary education but for secondary education in Vernacular, Anglo-vernacular and English schools and for the dove-tailing of the ordinary school systems with the vocational and technical systems, all point in the same direction, namely, the need for co-ordinated and co-ordinating authority based on specific legislative authority. In recommending a comprehensive Education Act to accomplish this, we are fortified in our opinion by the practice of older and more experienced systems of education. In England, all education is controlled by the Board of Education under the Consolidated Education Act of 1921. This Act in no way derogates from the powers and responsibilities of Local Authorities who administer primary, secondary, and technical and vocational education. Time is ripe for co-ordination of the different parts of the public service of education in Burma and for the exercise by the Provincial Authority of effective control of local educational administration.

33. We invite the attention of Government, therefore, to the facts:

(*a*) that University education is provided for by statute—the amended University of Rangoon Act, 1920;

(*b*) that Vernacular education is provided for by statutes—the Burma Municipal Act, 1898, the Burma Rural Self-Government Act, 1921, and the City of Rangoon Municipal Act, 1922;

(*c*) that the systems known as the Anglo-vernacular and English systems of schools have no statutory basis; and

(*d*) that certain institutions for technical and vocational instruction have no statutory basis;

34. **and we recommend:**

that the systems of Anglo-vernacular and English schools be placed on a statutory basis, and that these systems together with the Vernacular system should constitute a single system; and that without prejudice to the powers of the University of Rangoon under the University Act, and without prejudice to the principle that local self-governing bodies shall be associated with the provision and administration of Vernacular primary education, that the public service of education, including the single system of schools, should be governed by a specific consolidating Education Act.

SECTION II.

THE CENTRAL EDUCATION AUTHORITY.

Systems of Administration.

35. Systems of administration of the public service of education may be grouped generally in two classes. Into one class fall the systems in which the central authority exercises sole control and, into the other, those in which part of the responsibility for the operation of the system is delegated by the central authority to local authorities. At either extreme in the two classes there are, on the one hand, systems completely and bureaucratically controlled and, on the other, systems organised locally under little or no central control.

Centralized Systems.

36. Among the public services of education of the world which are controlled completely by a central state authority discharging local functions by the agency of state officials or state appointed local bodies, are Australia, the Union of South Africa, France, Germany, Greece, Italy, Japan, Persia, Peru, Chile, Poland, Portugal, Siam, Turkey, Rumania, Rhodesia, and the Union of Socialist Soviet Republics.

37. It is often assumed erroneously that the administration of education by a central department must inevitably be rigid and formal and

result in mechanical uniformity, loss of freedom, and lack of local interest. The truth is that lifeless routine and formalism may be found under any system of administration. A centralized system controlled by officials who lack driving power and initiative may become anæmic or suffer from creeping paralysis. On the other hand, vigorous and inspiring direction in a centralized system can produce results in a comparatively brief time ; progress has not to wait while local authorities are being convinced that reasonable projects are practicable. Flexibility, diversity, sensitiveness to local life, and other desirable qualities have much less relation than is alleged to the form of the administrative system. They depend, to a great extent, on factors such as the quality and training of the teaching personnel, the degree to which the teacher is independent of local preferences and prejudices, the extent to which he is encouraged by the more enlightened members of the community and, above all, on the spirit which animates the whole system and finds expression through its inspectors. When a small local community provides most of the finance, erects school premises and engages and pays teachers, its interest is apt to be confined to finance and to the reflection of local preferences and prejudices in the life and personnel of the school ; whereas when the teacher is appointed and controlled, and his salary is fixed and paid by an authority which is relatively unaffected by local storms and currents, he is in a position of greater independence. Fruitful relations between the teacher and the community do not necessarily grow from a system which imbues the teacher with an over-mastering sense of his dependence on his immediate neighbours.

38. These reflections have support in the experience of the countries named. Whatever criticisms may be levelled against centralized administrative authority, it will hardly be contended that the education systems of countries such as Japan, Germany, Italy, France, and the Union of Socialist Soviet Republics are lifeless. The reflections have particular support in the experience of countries such as Australia, Canada, and the Union of South Africa, where the problems of educational administration have been and are, in many respects, similar to those confronting us in Burma.

39. In no other considerable English-speaking country is the whole of the administrative control of education centralized, as it is in each Australian State, in a State Department of Education under a Minister of the Crown. The Department is responsible for the opening and closing of schools, for the curriculum, for the training of teachers and for their appointment, promotion and transfer. There is no system of local administration or of local taxation for education. All expenditure is met from the revenues of the State and is voted by Parliament. Australia, prides herself on her democratic institutions. The demand

for elementary education for all children has been met, even in the remotest districts, by centralized administration and state funds. Australian experience supports the view that sparsely populated countries and less wealthy centres of population are best served by a centralized administration and a state system of schools financed by state funds. In Australia, there is as much educational progress, efficiency and sympathetic control, and flexibility of curricula and methods to suit conditions and keen interest in school affairs as elsewhere.

40. In Canada, the outstanding characteristic of the education system is variety. In general, the control of each central provincial education authority is supreme and unlimited. For convenience and for efficiency the central provincial authorities delegate some of their functions to local boards. These local bodies are the agents of the central authorities. The present tendency in Canada is to withdraw functions already delegated to these local education bodies. The bureaucratic control of education by an ever-increasing body of experts who are sometimes impatient of lay opinion is vigilantly watched and held in check by stressing the responsibility of the central authority, personified in the Minister, to the legislature and to the people.

41. In South Africa, the Union central education authority has overriding powers over the provincial authorities of Cape Colony, Transvaal, Orange Free State and Natal. District school boards have no official responsibilities. All tendencies in South Africa, as in Canada, are towards more and more centralization.

We have glanced at centralized administration ; let us now turn to a decentralized system.

A Decentralized System.

42. In the United States of America neither the Federal Government nor the States exert much direct authority over education. Education was not provided for in the Federal Constitution ; it was left as one of the rights of each State. The majority of the State constitutions contain some reference to the improvement and promotion of education. By local interpretation, the responsibility for education is vested in the State but, in actual practice, the States have delegated the control of, and responsibility for education to local areas. The result is, what has been called by one writer, an anarchy of "localism," in which, it may be admitted, many striking and fruitful educational experiments have been tried. There is not one education system, but a myriad of systems organized in the most diverse relationships. There are forty-eight State school systems almost completely autonomous. These State systems in turn are split into some 127,000 local jurisdictions almost wholly independent administratively although circumscribed in some States by the general regulations of the States. Educational jurisdictions are often

independent from and frequently not conterminous with the jurisdictions responsible for maintaining other local public services. Within the myriad school districts may be found striking and often conflicting conditions in respect of the qualifications and emoluments of teachers, curricula, school organization, discipline, etc There are to-day strong movements in many States to devise not only Federal but effective State central administration and control. It is recognized in the United States of America that effective measures for co-ordination and centralization must be the basis of further educational development.

The Board of Education (England and Wales).

43. The lesson to be drawn from the experience of the countries whose systems have been briefly referred to is that an efficient central authority with effective powers of control is the foundation of a sound public service of education. The tendencies everywhere are to strengthen the central authority at the expense of the local authority. As the Simon Commission has pointed out,* the powerful local authorities of England are no exception to this. In England, the Education Act of 1921, which consolidated all previous Education Acts and embodied provisions of other Acts relevant to the public service of education, including those affecting the employment and physical welfare of children, continued the Board of Education as the Department of Government "charged with the superintendence of matters relating to education in England and Wales." The Board consists of a majority of the members of the Cabinet, namely, the Minister of Education (President of the Board), the Lord President of the Council, the principal Secretaries of State, the First Lord of the Treasury and the Chancellor of the Exchequer. At present, the Board of Education does not function as a Board, but it may do so in accordance with the idiosyncrasies of British constitutional practice. The Minister is responsible to Parliament for acts done by himself or the secretariat of the Board. The "Board" is the administrator of one of the largest Departments of Government, and is unquestionably the supreme controlling authority in education. It exercises its authority under specific powers conferred by the Act, through its financial control of local education authorities, and by regulations made by the Board from time to time under the Act.

44. There can be no dissent from the proposition that a consistent and homogeneous policy of educational development postulates a central authority capable of formulating such a policy and endowed with power to develop and control policy. The Minister of Education is responsible to the legislature for such policy and control.

* See Simon Report, Volume I, page 397.

The Simon Commission on the Central Authority.

45. On the devolution of control to local bodies in India and Burma, the "Simon" Commission commented as follows:* "It is now evident that the action of some Provincial Governments was both precipitate and excessive. It has tied the hands of ministerial departments and however much they may now realize the necessity of wise reforms and true economy, they find themselves deprived of that effective power of supervision, direction and ultimate control which, even in countries where self-government by local bodies is most highly developed, is regarded as essential. In England, where the principal of decentralization is honoured and local self-government is strongly and highly developed much more power is reserved to and exercised by the Department, acting through its permanent educational advisers, than in India. We fully recognize the value of responsible local administration as a training ground for political and public life; this must be set off against some degree of initial inefficiency. Local bodies may learn by making their own mistakes but they need to be helped not to repeat them, and their short-comings must be genuine mistakes due to inexperience or ignorance. We do not exaggerate the significance of the instances of misuse or abuse of local power which the proceedings of local bodies supply, but it is clear that in a good many cases the 'mistakes' are more properly described as 'breaches of trust.' After all, provincial Governments and Education Departments are trustees of a service which is of vital importance for the youth of India and the future of India which is now in a most critical position. That trusteeship does involve the reservation and exercise of the powers necessary for securing its due discharge."

The Hartog Committee on the Central Authority.

46. On the same subject, the Hartog Committee said:† "We have not suggested, nor do we suggest, that the responsibilities of Ministers in the Provinces should be reduced. On the contrary we are of opinion that they have been reduced too much already by devolution on local bodies which has taken the control of primary education to a large extent out of their hands with unfortunate results. The relations between provincial Governments and local bodies demand further consideration and adjustment. The formation of an educated electorate is a matter for the nation. Under recent legislation, powers have been devolved on local bodies in such a way that Ministers responsible to the legislatures have no effective control of the expenditure of money voted for mass education; and in some cases owing to inadequate inspection, they have little information as to the results of that expenditure. It is clear that the new factor of ministerial responsibility has not been taken sufficiently into account."

* Simon Report, Volume I, page 397. † Hartog Report, page 346

The Extent of Decentralization in Burma.

47. When the functions of the Education Department and its Inspecting officers in relation to the new self-governing Local Authorities in Burma were under consideration, the relationships between the Education Department and Local Education Authorities were defined in a note dated 29th March 1923 now incorporated in Departmental Instructions. This note said :* "The distinction between self-governing and non-self-governing areas is a political distinction and with politics the Education Department has nothing to do. The local controlling authority may be autocratic, bureaucratic or democratic, a political agent, a Deputy Commissioner or an elected Board, but it is all one to us. We have no preferences except that as our aim is the advancement of sound education, to us 'whate'er is best administer'd is best.'"

Unfortunately, this Olympian attitude cannot be maintained in face of the facts of the local administration of education in Burma to-day. We do not imply that the officers and servants of the Ministry of Education should play any political or bureaucratic part in administration. We wish to stress, however, that local and provincial faction and prejudice have played too great a part in the local administration of education. Too often the vital concern of local education, the educational welfare of the children, has been forgotten in the welter and see-saw of local faction. Not seldom, in the discussions round the table of the elected Local Education Authority, the education of the child is forgotten.

48. We refer again to the note incorporated in Departmental Instructions and to the functions of Inspecting officers of the Education Department in relation to Local Education Authorities as defined in the note. The gist of the matter concerning Inspecting officers is in such statements as : "They will have no powers or functions other than supervision." "No educational officer will have power to issue any orders in a school or office recognized by or under the control of a Local Education Authority." "The Inspector of Schools may freely tender advice on any matter under discussion at a meeting of a District School Board." "Education officers will have nothing whatever to do with local educational finance beyond giving advice on the requirements of education generally in the areas with which they are concerned, and on the needs of the particular schools situated in these areas." "The advice and guidance which is required from educational officers will . . . . . be freely given but it seems essential that from the very first, Boards should shoulder their own responsibilities, for if local self-government in the sphere of education is to be a genuine success, the success must be due to the independent efforts of the popularly elected bodies themselves."

* *See* Departmental Instructions, Volume I, page 84.

Advice has been freely tendered by Education officers, and the Local Education Authorities have shouldered their responsibilities—too often, however, interpreting these responsibilities as opposition to the expert advice offered.

Powers Reserved to Central Authorities—Defective.

49. Experience has discovered that the powers conferred by the local self-government enactments on Commissioners as administrative officers of the Ministry of Education are inadequate for the control of authorities who persist in actions contrary to the public interest and the policy of the Ministry. It is true that the prescribing of curricula and text-books, the control of examinations, the inspection of schools, the prescribing of qualifications of teachers, and the ultimate power of control that inheres in the control of the purse remain with the Ministry ; but the existing powers of the Ministry are inadequate when invoked to deal with Local Education Authorities who register inefficient schools, disregister efficient schools, starve efficient schools of staff, support superfluous schools, and ignore necessitous areas while duplicating or increasing facilities in less necessitous areas. To deal with maladministration of this kind, the existing cumbrous machinery of control of local-government administration is ineffective. The power of supersession reserved to Government is a power to be used as a last resort. When the power has to be resorted to, the delay arising from the proper reluctance to use this extreme measure, in effect imposes penalties on the children whose education is being maladministered ; their education continuesto be mismanaged. Nevertheless, supersession is, at present, the only remedy for the maladministration of an intractable education authority standing on its rights unquestionable within the four corners of existing legislation.

50. The powers reserved to the central authority and those delegated to the officers of the central authority, the Commissioner and the Deputy Commissioner, under Chapters VII and VIII of the Rural Self-Government Act, 1921, and the bare advisory and supervisory functions assigned to the Director of Public Instruction and to Inspecting officers have failed in their purpose, have contributed to the present inefficiencies of the Vernacular education system, and are ineffective for the development of a provincial policy. A consistent and comprehensive educational policy for the Province cannot evolve from the operations of Local Education Authorities empowered to pursue local policy without reference to the general policy of Government. Many of these authorities lack the experience and vision necessary for local needs, let alone national needs. An integrated system of schools cannot evolve from a system in which the expert administrative head (the Director of Public Instruction) may give advice only, which may be accepted or rejected at the discretion of the

receivers of the advice. The Inspector may give advice only. The Commissioner is not necessarily equipped to give advice or pass orders on academic matters. The functions of the Minister do not include day to day interference in the routine administration of Vernacular schools ; his sphere is that of policy and general control. In effect, there is a hiatus in the administration.

51. In other countries where local self-governing authorities have been endowed with wide powers to provide and administer education, such authorities can command the services of highly qualified educational experts and the same local authorities are powerfully influenced in their administration by a body of instructed opinion among the electors. Individually, and together, such authorities are able to bring to bear on the central education authority a weight of expert opinion which the central authority is often glad to use. The conditions in Burma are far otherwise. At present, the central authority alone can command the necessary expert advisers and executive officers in the sphere of Vernacular education. Of necessity, the central authority must, if the public service of education is to make reasonable progress, impose on Local Education Authorities its expert policy and its wider views of national as well as local needs. A reasonable view of the state of affairs in the local administration of education leads to the conclusion that the central authority must exercise more effective control over Local Authorities. The justice of the statements of the Simon Commission and the Hartog Committee on the subject of excessive decentralization and of our general comments is substantiated. The intractability of certain local authorities has forced Government, after much patient effort to avoid such a course, to promote Bill No. 4 of 1935—The Burma Local Government Amending Bill, 1935—for the purpose of securing power to the Ministry of Education "to enforce the maintenance of a provincial policy throughout the areas administered by local self-governing bodies and to over-rule the action of a Local Authority when it considers that their action is contrary to the public interest."

Reversion to Centralized System Impracticable.

52. A number of witnesses have urged the desirability of withdrawing entirely from Local Education Authorities their existing powers ; they advocated the complete centralization of administration. Australia, Canada and South Africa could be quoted in support of such centralization, but the duty and responsibility for developing local self-governing institutions have been laid on local bodies in Burma. We are of opinion, therefore, that it is not only undesirable, but impracticable to reverse policy. This being so, the question remains : What form of central authority will best meet the circumstances ?

Board of Education Proposed.

53. The Minister of Education is accountable to the Legislature for the provision and control of education. In the Burma of the future, he will be responsible jointly with other members of the Council of Ministers for this provision and control. We are of opinion that it is desirable that the administration of education should be based on a majority opinion of the Council of Ministers so that educational interests in general may find representation in the central authority.

54. In view of the necessity for an effective central education authority with clearly defined and adequate powers to develop the public service of education to meet the diverse needs of the people of the Province,

we recommend :

that consistent with the Government of Burma Act, 1935, a statutory Board of Education, with the Minister of Education as President, be charged with the responsibility for the provision and control of education and that the Board consist of the Minister of Education (President) and Ministers nominated by the Council of Ministers in number not less than half the number of Ministers constituting the Council of Ministers, and

that the statutory functions of the Board be defined as follows :

(1) to control, supervise and co-ordinate the public service of education ;

(2) to propose, prepare, and carry through the legislature the measures necessary for the provision, reorganization, improvement and extension of the public service of education ;

(3) to obtain from the legislature funds for the public service of education ;

(4) to distribute public funds according to the instructions of the legislature and on the conditions prescribed by the Board of Education in the rules governing staffing, curricula, school organization class management, methods, attendance, discipline, and other matters pertaining to the management of education institutions ;

(5) to organize and systematize national and local finance for the public service of education ;

(6) to secure adequate contributions by local authorities towards a national system of education accessible on a basis of equal opportunity to every person capable of profiting by it ;

(7) to regulate, to inspect, to examine in order that public funds are expended in accordance with the statutory provisions for the public service of education ;

(8) to train and recognize teachers and to regulate the staffing of schools ;

(9) to do or to cause to be done services which are not or cannot be done on a basis of local organization ;

(10) to distribute information and to operate the machinery of enquiry and consultation ;

(11) to frame rules for the discharge of any or all of the functions stated in the foregoing clauses.

A Central Advisory Committee.

55. In England there is a statutory committee known as the Consultative Committee. It exists to advise the Board of Education on educational questions and problems referred to it by the Board. This Consultative Committee consists, at present, of not less than two-thirds of its membership of persons qualified to represent the views of universities and other bodies interested in education. At present it consists of 21 members appointed for six years by the President, and provision is made for the retirement of its members by rotation. Objection was taken to the constitution of the Committee with statutory powers on the ground that the Minister must be responsible for the choice of his advisers as well as the action he takes on their advice. The idea of making the Committee a regulative Committee with independent powers was rejected. The general function of the Consultative Committee, as now constituted is to provide Government, impersonated by the Minister, with expert advice and up-to-date information on education without in any way restricting or lessening the responsibility of the Minister.

56. In 1918, a Committee on the Machinery of Government commented favourably on the practice of the Board of Education. It said * that so long as advisory bodies are not permitted to impair the full responsibility of Ministers to Parliament, the more they are regarded as an integral part of the normal organization of the Department the more Ministers will be enabled to command the confidence of Parliament and the public in the administration of a service which seems likely in increasing degree to affect the lives of large sections of the community.

57. The Consultative Committee in England has paved the way for important administrative and legislative action, and has done valuable

* *See* Selby-Bigge "The Board of Education," page 204.

service for education. It has published a series of authoritative report some of which will be referred to later.

58. The Secondary Schools Board in Burma is of the nature of a consultative committee, but it deals with questions of Anglo-vernacular and English education only ; these of course, often have repercussions on Vernacular education, on the one hand, and on University education, on the other.

59. There exists, at present, an Education Advisory Board. Its political constitution detracts from its value as a consultative education body.

60. The complexity of the existing education system in Burma, the dispersion of responsibility for the several parts of the system the different modes of life and economic conditions of the peoples throughout the Province, the complexities of race and community the relatively backward state and many degrees of development of education in the Province make it impossible for any one man, Minister or official, to see all the time, whole and in detail, all the problems that present themselves. It is important, therefore, that the Ministry of Education should make use of every possible means of keeping itself advised on educational matters by the medium of a body similar to the Consultative Committee in England. It is not suggested that the constitution of the Consultative Committee should be rigidly copied, but that a committee adapted to the circumstances of Burma would be a valuable addition to the administrative machinery for the development of education.

61. We recommend :

that a statutory Advisory Committee similar to the Consultative Committee of the Board of Education in England be established to advise the Board of Education in Burma on educational matters referred to it by the Board and that a proportion of the membership of the Advisory Committee be reserved for representatives of the non-Burmese communities.

NOTE.—It is not intended that this Advisory Committee should assume the examining functions of the existing Secondary Schools Advisory Board or of the Vernacular Schools Examination Board.

SECTION III.

The Secretariat of the Proposed Board of Education (Central and Local).

Functions and Powers of the Secretary, the Director of Public Instruction, Commissioners and Inspectors.

Permanent Secretarial Personnel Desirable.

62. We stress the importance of long views, of consistency and continuity of policy, and of vigorous central administration. In Burma, where, as already pointed out, the number of non-official experts available for the public service of education is relatively small, the necessity of concentrating their energies and those of the official education officers on well-planned programmes of development is imperative. In future, when Ministers may be blown in and out of office by shifting political winds, and the constitution of the Board of Education may undergo rapid changes, some degree of permanency in the personnel of the key positions in the secretariat of the Board is essential.

63. The Board of Education in England has, for all practical purposes, a permanent staff. Recruits to the higher branches of the Civil Service in England are appointed to a particular department and, generally, serve wholly in that department and, in the course of time, become experts in the affairs with which the department is concerned. We do not suggest that the organization of government services is similar in England and Burma, or that the public services of education in the two countries are comparable in magnitude or other ways. The issue is that the Board in England has a permanent secretariat, including among its senior officers, appointments such as the Permanent Secretary who is the Chief Officer of the Board, the Deputy Secretary, the Accountant-General, the Deputy Accountant-General, the Chief Medical Officer, the Legal Adviser, Principal Secretaries, Principals and Assistant Principals. The secretariat of the Board is extended locally by its Inspectors. Each local education authority has its own Director of Education and other professionally and technically qualified education officers; some authorities have their own cadres of inspectors. In England, educational policy is not only embodied in the statutes governing education, but is continually being recrystallized in public opinion by the efforts of innumerable individuals and associations of people, expert and lay, with diverse yet converging educational ideals. The point we wish to emphasize is that conditions in Burma make continuity and permanency in secretariat personnel a fundamental requirement of the administrative organism.

The Education Department.

64. In Burma, since 1921, the Ministry of Education has had as its head five Ministers, including the present Minister. From January 1921 until May 1927, Vernacular education was administered, side by side with Anglo-vernacular and English school and University education, in the Department of Education, Local Government and Public Health. From May 1927 till March 1934, Vernacular education was administered in a separate Department of Local Government which had its own Secretary. From March 1934, Vernacular education reassumed its place beside other parts of the school system under one Secretary in the Education Department. Vernacular education has been in the charge of twelve different Secretaries since 1921, while the other kinds of education controlled by the Ministry of Education have had eleven different Secretaries. In all, fifteen individuals have held twenty tenures of the two Secretaryships during the fifteen years from January 1921. In the same period, five† Directors of Public Instruction, including the present Director, have held office. It may be added that technical and vocational education, lower than University standard, and of various kinds has been administered by Departments other than the Education Department. The actual tenures of the offices of Minister, Secretary, and Director were as follows:

[Letters refer to individual Ministers and officers.]

Ministers.	*Secretaries.*	*Directors of Public Instruction.*
Aa from 29-1-23 to 4-12-25.	*A* from 18-1-21 to 7-8-22.	*a* from 1-4-22 to 5-2-23.
Bb from 5-12-25 to 19-12-28.	*B* from 7-8-22 to 20-12-23.	*b* from 6-2-23 to 7-4-24.
Cc from 20-12-28 to 17-11-32.	*C* from 20-12-23 to 19-11-25.	*c* from 8-4-24 to 2-12-24
Vacant 18-11-32 to 13-1-33.	*D* from 19-11-25 to 2-12-25.	*b* from 3-12-24 to 21-9-27.
Dd from 14-1-33 to 8-11-33.	*E* from 2-12-25 to 9-11-26.	*c* from 22-9-27 to 26-11-28.
Ee from 9-11-33 to 21-1-34.	*F* from 9-11-26 to 8-4-27.	*b* from 27-11-28 to 14-3-30.
Dd from 22-1-34 to 7-4-34.	*G* from 8-4-27 to 1-5-27.	*c* from 15-3-30 to 10-1-33.
Ff from 9-4-34 to date.	*G* from 1-5-27 to 24-10-27.	*d* from 11-1-33 to 13-8-33.
	C from 24-10-27 to 19-4-28.	*e* from 14-8-33 to 14-11-33.
	G from 19-4-28 to 9-3-29.	*d* from 15-11-33 to 10-1-35.
	H from 9-3-29 to 28-10-30.	*f* from 11-1-35 to date.
	J from 28-10-30 to 16-3-34.	
	* *K* from 1-5-27 to 22-8-29	

* Secretaries, Local Government Department.
† Six, if the officiating appointment of 'e' is included.

Ministers.	Secretaries.	Directors of Public Instruction.
	* *L* from 22-8-29 to 14-11-30.	
	* *M* from 14-11-30 to 26-1-31.	
	* *N* from 26-1-31 to 9-3-31.	
	* *M* from 9-3-31 to 8-6-32.	
	* *O* from 8-6-32 to 31-10-32.	
	M from 31-10-32 to 16-3-34.	
	M from 16-3-34 to 23-3-35.	
	P from 23-3-35 to date.	

65. It can hardly be argued that these tenures of the Education Secretaryships have made for consistency and continuity of policy and administration. It is manifest that the Secretary to the Ministry of Education should be a Permanent Secretary; if this is impracticable, it is imperative that the incumbencies of the Secretaryship should be for periods considerably longer than most tenures during the past 15 years.

The Education Secretary and the Director of Public Instruction.

66. The argument so far has assumed the retention of the post of Education Secretary. The Hartog Committee was not convinced that this was necessary. On the question of the relationships between the Secretary and the Director of Public Instruction that Committee said: † "There were two reasons in former days for the appointment of an Education Secretary. The first was the concentration in many Provinces of all executive power in the Lieutenant-Governor who, through pressure of his manifold duties, was unable to maintain personal contact with all heads of departments. With the distribution of powers first among Members of Council, and, since the Reforms, among Members and Ministers, this reason has disappeared . . . . The second reason was the assumption that the Director of Public Instruction would require reinforcement on the administrative and political side. As a matter of fact, under existing conditions, it is only rarely that a Secretary is in a position to give much administrative guidance. Government does not demand from this officer an expert knowledge of education or of educational administration as an initial qualification; and it often gives him so short a tenure of office that it is impossible for him to acquire it . . . It might be urged perhaps that the

* Secretaries, Local Government Department.

† Hartog Report, page 285.

Director of Public Instruction needs expert assistance on the financial side of administration; but we believe that the Finance Departments examine in greater detail than was formerly the case, the proposals of the spending departments, and the Finance Committee of the Legislatures also exercises important functions in regard to this matter. Under the new constitution, the political aspects of educational policy are in no danger of being overlooked; the Minister and the Education Standing Committees of the Legislative Councils are particularly concerned with them.

So far from reinforcing educational administration the Education Secretariat, through no fault of its own, is often an obstacle to the ready and effective despatch of business.

The duties of the Director of Public Instruction are excessive and he needs relief, but he is not given that relief by having placed over him an Education Secretary with no expert knowledge of educational administration. It may happen, and indeed it has happened, that an Education Secretary has had educational experience, and in those circumstances has been of great use to the Department, but the circumstances are exceptional and are not likely often to recur."

Redistribution of Duties of Secretary and Director.

67. Subject to our comments on the shortness of the tenures of the Secretaryship, we have no strong objections to the existing organization. We recognize that in the existing administrative machinery of Government, there is outside the "academic" sphere of education administration with which the Director of Public Instruction is essentially concerned, a sphere of education administration in which the relation of education policy and of the administration of education to the general policy and administration of Government, and the relation of the finance of education to the general financial system of the Province, call for the services of an officer or officers with general administrative experience. We realize also that the organization of a permanent Civil Service Secretariat would involve radical reorganization in the existing machinery of administration. Further, the relief which the Director of Public Instruction requires would not be effected by imposing on that officer more administrative powers and functions. It seems to us that one method of achieving relief should be a general demarcation of the functions and spheres of the Secretary and of the Director of Public Instruction respectively to eliminate duplication of work and to secure that the Secretary and the Director of Public Instruction act co-operatively in independent spheres of administration. The delimitation of spheres of administration should make explicit that both officers are administrative authorities of the Board of Education, and that as administrators they separately administer the general policy and general administrative orders of the Board of Education.

At present the Director of Public Instruction discharges in addition to his own duties, those of the Commissioner of Examinations, who is responsible for the conduct of 16 important public examinations and for other miscellaneous duties. As Director, he is, ex-officio, a member of 18 official and quasi-official bodies, a number of which hold monthly meetings ; he is a member of 15 other public bodies being Chairman or President of six of them ; in addition he is called on to preside at numerous school functions and public lectures. The pressure of office duties and the demands of Rangoon activities and bodies tend to anchor him to Rangoon. Rangoon takes a disproportionate share of attention and time which should be devoted to touring and keeping in touch with the diverse problems of the Province. Such disproportionate influence as Rangoon's claims and views may exercise on administration can be corrected only by frequent long distance views of Rangoon from the paddy-fields and villages.

71. The separation of Burma from India will involve among other consequences the loss to education in Burma of the resources and guidance of the Central Bureau of Education which is to be reconstituted by the Government of India. It is not suggested that education in Burma will lose touch completely with education in India, but Burma will not be able to call on India as of right for such services as the Bureau will provide. In the circumstances, it is desirable that the Director of Public Instruction should have more time to devote to the functions that are now discharged by the Educational Commissioner with the Government of India and which will be discharged in addition by the Central Bureau of Education.

72. The volume of routine work, much of it of relatively minor importance, which presses on the Director and from which he should be relieved, is great. He has little time to spare for the more important functions of his post, for tours of inspection, personal contacts, conferences and discussions, for the formulation of plans and schemes to forward education, for keeping up the supply of circulars and pamphlets, which should form a continuous stream of reinvigorating ideas and methods in the education body generally. He should act not only as an expert adviser to the Minister, but also as a directing bureau of educational intelligence, himself receiving and dispensing the tonics of the education system.

Additional Headquarters Staff.

73. The Assistant Director of Public Instruction is equally overburdened with a steady and ever-pressing current of files. In the stress of recent retrenchment campaigns, efforts were made to deprive the Director of either his Personal Assistant or of the Secretary to the Education Board who assists in the control of the office of the

Commissioner of Examinations. It is waste of time discussing the necessity of retaining both posts. The Director needs further relief, and we recommend that it should take the form of (1) the establishment of an additional Burma Educational Service Class I post of Commissioner of Examinations to take the burden of examination work off the Director : and (2) the establishment of an additional Burma Educational Service Class I post of Additional Assistant Director of Public Instruction for the special purpose of developing Vernacular primary education.

Redistribution of Duties in the Director's Office.

74. We suggest that the Director of Public Instruction examine the organization of his office administration with a view to more specialization of functions in the headquarters staff. The work of the Personal Assistant now consists by more than 50 per cent of financial matters. Possibly, the concentration of financial work of a routine nature could be carried further by transfer of work between the Personal Assistant and the Assistant Director. Routine financial work might be concentrated in the Personal Assistant's Department ; general administration under the Assistant Director.

Revision of Departmental Instructions.

75. Incidentally we draw attention to much obsolete matter in the existing issue of Departmental Instructions. This compilation requires revision not only to eliminate obsolete matter, but to organize and systematize related matter that is at present dispersed in numerous separate instructions.

Director Should Control Promotion, Discipline and Posting of Subordinate Staff.

76. In regard to the officers and teachers immediately under the control of the Director of Public Instruction, we consider it a matter of importance that as the Hartog Committee recommended : * " The Director should be responsible for the maintenance of discipline and efficiency among his subordinates, who should look to him, and not to the Minister for the judgment of their work." The Hartog Committee went on to say : " It has been represented to us that in some provinces the Minister has exercised pressure on the Director in the matter of appointments and promotions on political and irrelevant personal grounds. In our judgment, these matters should be entirely divorced from party politics . . . ." † In these observations we have no intention of derogating from the proper position of the Minister. The responsibility for policy and for measures necessary to secure its execution, after due consultation with his permanent advisers, is his. Experience has shown that he cannot and ought not, in view of his larger responsibilities, to exercise that particular control over the

* Hartog Report, page 267.

† Hartog Report, page 343.

personnel of his department which is necessary, but which should be left to others. There is ample experience in England to show that a Minister need have no fear of the loyalty of the service of his department. Indeed, it is the pride of all good Civil Services that, regardless of their personal views and prejudices, they render equally loyal service to Ministers and Governments of all complexions. There is no reason to doubt that this tradition will be established in India as elsewhere. * "There is reason to believe that Ministers have already been exposed to considerable pressure in the matter of appointments, transfers and promotions. The duties of an Education Minister who is anxious to achieve something for the advancement of education must always be arduous. That he should be distracted from their performance by political pressure to use his power of patronage in favour of particular persons—pressure which is sometimes carried to the length of undermining his position—must be as trying to him as it is detrimental to the public interest. It is probable that many Ministers would be glad to have the protection and relief of measures which placed the particular power of selection or recommendation for appointment, promotion and transfer in other hands, and which left to him only the function of laying down such general principles for the guidance of his advisers as he would be prepared to defend publicly, and then of reviewing, confirming or referring back the recommendations made to him."

Under the new constitution, a Public Services Commission will be responsible for appointment to all but relatively unimportant posts in the education services. We are of opinion that the promotion, transfer and discipline of the education Services under the Director should be under the control of the Director.

Control of Machinery of Petition and Appeal.

77. Too frequently, at present, educational administration is clogged with numerous appeals and petitions to the Minister from Local Education Authorities, school managers, teachers and others. This may be one symptom of the growing pains of the local administration of education. Local abrasions and hurts are often best dealt with by local specifics ; it is not necessary always to call in the entire hospital staff. The present practice throws an immense amount of additional, and to a great extent valueless work on the Inspectorate and the Director as well as on Commissioners, on the Secretary and on the Minister. In the present state of local education administration, it is necessary to maintain adequate means of stopping unjust and irregular local administration, but it is also necessary to guard against abuse of these means. Much time and money, if the time of senior officers is taken into account, is wasted on the examination of appeals that have no validity and which should have been disposed of at one or two removes from the source of the alleged wrong which the appeal ventilates. Most

* Hartog Report, page 343-4.

appeals from teachers or school managers could be disposed of, on the advice of the Inspector of Schools, by the Commissioner. Such procedure would not exclude appeal to higher authority or intervention by the Minister nor would it preclude a Commissioner from referring an appeal to the Minister when an important matter of policy or administrative principle was involved, but it would stop baseless and frivolous appeals and much waste of time involved in existing practice.

Functions of Commissioners and Inspectors.

78. It has been urged that the Commissioner should be excluded from the administration of Vernacular education, and that his powers in respect of education under the local-government enactments should be transferred to the Director of Public Instruction and to Inspectors. The function of the Inspector is to give constructive criticism and to report on the processes and progress of all that pertains to the public service of education. To impose on the Inspector powers that would make him both counsel for the prosecution and judge would place him in a false position *vis-à-vis* Local Education Authorities, and invest his office with duties that would pull in diametrically opposite directions. In the section dealing with elective Local Education Authorities, we make proposals to ensure that the expert advice of the Inspector on "academic" as distinct from administrative matters should be adopted unless weighty reasons to the contrary can be produced by the Local Education Authority to whom the advice is proffered. These proposals in practice should reduce, to a large extent, the need for intervention on the part of the Commissioner. We consider, however, that the existing powers of Commissioners should be held in reserve. If, as we shall recommend, the finance of Vernacular education should be based on a scheme of joint central-local responsibility, the control of the financial adjustments between funds raised by rates for education by Local Authorities and provincial contributions towards local educational provision will require the administrative and executive services of the Commissioner as an officer of the general administration with powers in respect of the finance of all local and provincial services in relation to the provision of education. There will be need for the services of the Commissioner as a referee on occasions when a Local Education Authority's opinion and the advice of an Inspector are at variance. It is desirable, therefore, that the Commissioner, who is on the spot but sufficiently aloof from immediate local influences and yet able to command evidence and data from local officers and authorities, should be available to compose differences. The vesting of this function in the Director of Public Instruction would burden that officer with a volume of work which he could not discharge together with his already onerous duties. In view of the proper functions of the Inspector of Schools and of the importance of the work of the Commissioner in correlating

the local administration of education with other local administration and with the general administration of the Province, and of the necessity of reserving to the Commissioner, in his capacity as an officer of the Ministry of Education, local financial and administrative powers, we cannot support the proposal that the Commissioner be excluded from the local administration of education.

79. **Our recommendations may be summarized as follows :**

(1) that, as frequent changes in the incumbency of the Secretaryship are not conducive to continuity and consistency of educational policy, the Secretary to the Minister of Education (The Board of Education) should be a Permanent Secretary ; if this is impracticable, that incumbencies of the Secretaryship should be for periods considerably longer than the average tenure of the past fifteen years ;

(2) that to ensure co-ordination of policy and administration throughout the Province, it is necessary to vest the Director of Public Instruction with definite powers as an administrative officer of the Board of Education to administer the general and special orders of the Board ;

(3) that the Director of Public Instruction should be a Secretary of the Board of Education with some such designation as " Joint Secretary to the Board of Education and Director of Public Instruction " ;

(4) that, to ensure economy of administration and elemination of redundant duplicate work it is desirable to define in broad outline the functions and powers of the Secretary of the Board and the Director of Public Instruction (Joint Secretary) as co-operating but independent administrative officers of the Ministry of Education and the spheres in which each may exercise his functions and powers ;

(5) that, subject to the control of the Ministry and consistent with the powers of the Commissioner under local self-government legislation and rules, the Director of Public Instruction (Joint Secretary) should act as an administrative officer of the Board of Education in the sphere of academic administration, *viz.* in regard to the registration and disregistration of schools, the employment and dismissal of teachers, the training and qualifications of teachers, the application of grants-in-aid codes, school management, class organization, school methods, curricula and discipline, etc. ;

(6) that the principles and procedure of the Board of Education (England) in regard to the official relationships of the Minister, the Secretary, and the Director of Public Instruction should be adopted and practised in Burma with the proviso that all communications between the Minister and any subordinate should pass through the Director of Public Instruction or through the Secretary in the case of subordinates dealt with by the Ministry direct, to enable the Director of Public Instruction and the Secretary to keep touch with all matters affecting their administrative responsibilities ;

(7) that the excessive use of the machinery of appeal and petition be discouraged ;

(8) that in general the promotion, transfer and discipline of members of the Education Services and of holders of appointments subordinate to the Director, *viz.*, the Burma Educational Service, Class II, and other services and appointments should be under the control of the Director ;

We are of opinion that the present duties of the Director of Public Instruction are unduly burdensome and do not permit him to devote adequate time to his constructive functions, to the shaping and explaining of policy, to dealing with problems such as " wastage " in primary schools, disharmony between the primary and secondary systems of education, excessive literariness and mechanical methods in the secondary system, the backwardness of the state of the education of girls, and the educational needs of the non-Burmese indigenous and non-indigenous communities ; they will not permit him to act as a clearing house of information and inspiration when Burma is separated from India, and Burma, in consequence, is deprived [illegible] the Indian Central Government Education Bureau ;

and we recommend :

(9) (*a*) that an additional Class I post should be established for the appointment of a Commissioner of Examinations to take the main burden of routine examination work off the Director of Public Instruction, and

(*b*) that an additional Class I post should be established for a Second Assistant Director of Public Instruction, for the special duty of assisting in the administration and development of Vernacular primary education ;

we recommend :

(10) that the internal organization of the office of the Director of Public Instruction should be examined with a view to more economical administration and

specialization of the work of the more senior off employed in the office ;

(11) (*a*) that Departmental Instructions should be overhauled with a view to the elimination of obsolete orders and the reorganization and systematization of all orders on related subjects of administration ;

(*b*) that Departmental Statistics should give separate statistics of the numbers of Urdu, Hindi, Bengali, Tamil, Telugu, Sgaw-Karen, Pwo-Karen, and Taungthu-Karen speaking pupils.

In reference to the powers and functions of Inspectors and Commissioners

we recommend :

(12) that, as it is undesirable to confuse his functions, the Inspector should not be vested with administrative powers which would conflict with his existing advisory and constructive functions ;

(13) that the existing powers of the Commissioner under local-government enactments should continue to be held in reserve by the Commissioner to enable him to act effectively as an officer of the Ministry of Education as well as of the general administration.

SECTION IV

THE INSPECTORATE.

The Organization of the Inspectorate.

per is organized for the purposes of educational ne Inspection Circles. The circles at present are Rangoon II, (3) Pegu, (4) Irrawaddy, (5) Tenasserim, Sagaing, (8) Mandalay and (9) Arakan. Retrenchment 1933 made the following reductions in the Inspectorate : the reduction of the Arakan Circle to an Assistant Inspector's charge ; the abolition of one of the two posts of Inspectress of Schools ; the abolition of the post of Assistant Inspector of Schools, Magwe Circle (now restored) ; the abolition of the post of Deputy Inspector of Schools, Manual Training and Drawing ; and the abolition of 21 posts of Sub-Inspector of Schools. The Inspectorate consists, at present, of :

8 Inspectors of Schools.
8 Assistant Inspectors of Schools.
93 Deputy Inspectors of Schools.
1 Inspectress of Schools.
6 Deputy Inspectresses of Schools.
1 Assistant Inspector of Physical Training.

81. The following tables show the charges of Inspectors of Schools and Deputy Inspectors of Schools during the year 1933-34 :—

The Charges of the Inspectors.

Name of Circle.	Area in square miles.	Population.	Number of Anglo-Vernacular and English Schools.			Number of Vernacular Schools.			Number of pupils.			Number of teachers.			Number of Local Education Authorities.				Assistant Inspectors of Schools.	Deputy Inspectors of Schools.	Average Schools per Deputy Inspector of Schools.
			High.	Middle.	Primary.	High.	Middle.	Primary.	High.	Middle.	Primary.	High.	Middle.	Primary.	District School Board.	Municipal.	Dy. Commissioners' Local Funds.				
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)		(19)	(20)	(21)
Arakan ...	16,001	1,008,535	6	4	...	3	45	280	1,813	5,856	14,682	90	242	387	1	4	4		1	6	54
Rangoon I ...	77	400,415	14	12	...	9	39	111	9,321	8,611	10,821	372	318	333	...	1	...		...	3	...
Rangoon II ...			15	11	2	...	...	...	7,319	2,645	193	315	109	10	...	...	...		...	...	...
Pegu ...	13,722	2,149,222	20	26	4	35	196	812	11,775	28,747	57,794	446	887	1,228	5	19	...		1	13	80
Irrawaddy ...	13,460	2,334,774	17	26	1	39	195	860	10,758	24,784	51,222	422	777	1,077	5	14	1		2	17	64
Tenasserim ...	37,614	1,872,668	21	21	...	24	130	726	10,144	21,180	47,802	451	723	1,134	5	9	6		1	14	62
Magwe ...	27,693	1,722,044	9	6	...	26	102	623	6,513	12,427	35,863	261	420	968	4	9	3		...	8	93
Mandalay ...	12,504	1,696,332	20	15	3	15	123	574	8,772	16,180	36,361	378	573	1,045	5	10	2		1	12	59
Sagaing ...	50,086	1,918,058	6	9	1	15	87	653	3,573	11,627	36046	153	432	1,004	3	8	4		1	13	58
Total ...	171,157	13,102,048	128	130	11	166	917	4,639	69,988	132,057	290784	2,888	4,481	7,186	28	74	20		7	86	67

The Charges of Deputy Inspectors.

Name of Sub-Circle.	Area in square miles.	Population.	Number of Vernacular Schools.				Number of pupils.	Number of Local Education Authorities.		
			High.	Middle.	Primary.	Total.		District School Board.	Municipal Committees including T.Cs. and Cantonments.	Deputy Commissioners' Local Funds.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
Akyab (A) ...	7,077	658,998	...	11	57	68	5,056	1	2	2
Akyab (B) ...			1	17	101	119	7,308			
Kyaukpyu (A) ...	4,767	220 292	...	5	34	39	1,787	...	1	1
Kyaukpyu (B) ...			...	3	38	41	2,165			
Sandoway ...	4,157	129,245	2	9	50	61	4,391	...	1	1
Total ...	16,001	1,008,535	3	45	280	328	20,707	1	4	4
Rangoon {Tamil, Burmese, Mohammedan.}	77	400,415	9	39	111	159	20,433	...	1	...
Pegu (A) ...	4,124	489,969	4	28	118	150	13,944	1	2	...
Pegu (B) ...			3	13	88	[illegible]	6,069			
Prome (A) ...	2,938	410,651	3	16	105	124	9,355	1	3	...
Prome (B) ...			4	14	57	75	7,113			
Tharrawaddy (A)	2,815	508,319	5	24	93	122	12,059	1	7	...
Tharrawaddy (B)			3	14	49	66	6,533			
Tharrawaddy (C)			1	14	64	79	7,199			
Hanthawaddy (A)	1,931	408,831	6	21	60	87	7,290	1	2	...
Hanthawaddy (B)			2	18	49	69	6,081			
Insein ...	1,914	331,452	4	34	129	167	14,541	1	5	...
Total ...	13,722	2,149,222	35	196	812	1,043	90,182	5	19	...
Amherst (A) ...	7,410	516,233	4	24	125	153	13,834	1	2	1
Amherst (B) ...			5	13	40	58	6,031			
Thatôn (A) ...	4,870	532,628	7	24	122	153	13,441	1	2	1
Thatôn (B) ...			3	11	27	41	3,886			
Toungoo (A) ...	6,456	428,670	2	18	139	159	10,308	1	3	1
Toungoo (B) ...			2	15	45	62	5,711			
Tavoy ...	5,390	179,964	1	11	109	121	8,517	1	1	1
Mergui ...	10,906	161,987	...	8	89	97	6,390	1	1	1
Salween ...	2,582	53,186	...	6	30	36	1,231	..	...	1
Total ...	37,614	1,872,668	24	130	726	880	69,949	5	9	6
Bassein (A) ...	4,145	571,043	4	18	106	128	9,523	1	3	1
Bassein (B) ...			2	22	101	125	9,142			
Myaungmya ...	2,815	444,784	7	40	162	209	15,271	1	3	...
Henzada (A) ..	2,782	613,280	3	19	86	108	7,730	1	3	...
Henzada (B) ...			2	12	97	111	6,891			
Henzada (C) ...			...	11	44	55	4,433			
Maubin (A) ...	1,642	371,509	7	27	137	171	10,284	1	3	..
Maubin (B) ...			3	7	36	46	4,156			
Pyapôn (A) ...	2,076	334,158	6	21	51	78	6,436	1	2	...
Pyapôn (B) ...			5	18	40	63	5,357			
Total ...	13,460	2,334,774	39	195	860	1,094	79,223	5	14	1

Name of Sub-Circle.	Area in square miles.	Population.	Number of Vernacular Schools.				Number of pupils.	Number of Local Education Authorities.		
			High.	Middle.	Primary.	Total.		District School Board.	Municipal Committees including T.Cs. and Cantonments.	Deputy Commissioners' Local Funds.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
Mandalay (A) ...	2,115	371,636	1	24	107	132	10,934	1	3	1
Mandalay (B) ...			1	9	40	50	3,416			
Kyauksè ...	1,245	151,320	...	9	53	62	4,151	1	1	...
Meiktila (A) ...	2,238	309,999	4	10	53	67	4,564	1	1	...
Meiktila (B) ...			1	10	41	52	3,391			
Yamèthin (A) ...	4,196	390,820	...	16	49	65	4,873	1	3	1
Yamèthin (B) ...			3	12	53	68	5,818			
Myingyan (A) ...	2,710	472,557	2	17	62	81	5,921	1	2	...
Myingyan (B) ...			2	12	72	86	5,990			
Myingyan (C) ...			1	4	44	49	3,414			
Total ...	12,504	1,696,332	15	123	574	712	52,472	5	10	2
[illegible] ...	1,878	335,965	5	21	127	153	10,275	1	2	...
[illegible] ...	5,749	446,790	3	21	144	168	11,075	1	2	...
Bi[illegible] ...	4,146	121,193	1	4	52	57	3,444	...	1	1
M[illegible] ...	12,172	171,524	1	6	55	62	3,810	...	1	1
Ka[illegible] ...	7,593	254,174	...	7	86	93	5,049	...	...	1
Kathi[illegible] ...										
Mông[illegible] ...	3,681	383,434	5	22	148	175	12,025	1	1	...
Upper Chindwin	14,867	204,982	...	6	41	47	2,655	...	1	1
Total ...	50,086	1,918,058	15	87	653	755	48,333	3	8	4
Tha[illegible]etmyo (A) ...	4,642	274,177	3	10	73	86	5,375	1	2	1
Tha[illegible]etmyo (B) ...			4	10	57	71	4,633			
Min[illegible]bu ...	3,594	277,876	4	11	109	124	7,032	1	2	1
Ma[illegible]gwe (A) ...	3,724	499,573	6	14	68	88	8,233	1	4	...
Ma[illegible]gwe (B) ...			5	24	92	121	9,754			
Pa[illegible]kôkku (A) ...	5,356	499,181	1	11	66	78	5,687	1	1	1
Pa[illegible]kôkku (B) ...			2	15	78	95	6,900			
Pa[illegible]kôkku (C) ...			1	6	45	52	3,182			
Ch[illegible]in Hills ...	10,377	171,237	...	1	35	36	1,600	Under Deputy-Commissioner, Chin Hills		
Total ...	27,693	1,722,044	26	102	623	751	52,396	4	9	3
GRAND TOTAL ...	171,157	13,102,048	166	917	4,639	5,722	433,695	28	74	20

Financial Responsibilities of the Inspectorate.

82. The Inspectorate is responsible for general [illegible] of the educational institutions enumerated in these tables. On [illegible] ions in 1933-34, approximately 130 lakhs of rupees were expe[illegible] 53 per cent of this sum was contributed, directly or indirectly, by Government. The total cost of the Inspectorate, including office establishment, in 1933-34, was Rs. 8,12,000, *i.e.*, approximately five per cent of the total expenditure on education during the year. An overhead charge of five per cent cannot be said to be excessive to secure efficient and economical working of the public service of education, and value for money expended by the state and by the public and private agencies engaged in that service. Inspection is the chief safeguard of value; Governments, particularly their Financial Departments, lay stress on the necessity of frequent inspection as security against waste of public money. Even in countries where reliable and responsible local authorities have wide powers of expenditure, it is recognized that central inspection is necessary as a safeguard against wasteful expenditure and to ensure that the money of the taxpayer is spent economically and efficiently.

The Need for Inspection.

83. Efficient inspection is an indispensable element in the [illegible] tration of education. On this subject, the Simon Commissi[illegible] that the Hartog Committee's Report showed "beyond doubt [illegible] the Inspecting Staffs of the Provincial Governments are wi[illegible] insufficient, and that their insufficiency is increasing . . . by re[illegible] of the much greater volume of work which they have to face [illegible]" The Commission added: * "The vital importance of gover[illegible] inspection, both on its protective and constructive side is well re[illegible] nized in Europe. In the early days of a public service of education, [illegible] also in periods of rapid expansion particularly when administra[illegible] responsibility is being extensively confided to inexperienced l[illegible] bodies, the protective function of independent inspection is spec[illegible] important. It is only through such inspection that Governments [illegible] Ministers can guard against large waste of money, which, if permitte[illegible], will quickly exhaust resources and cripple all endeavours to build up [illegible] good system. The Government cannot in this matter properly rely [illegible] any officers but its own. And even when the foundations of a goo[illegible] system have been firmly established, government inspection remai[illegible] just as important on its constructive side and as a stimulus to fruitfu[illegible] development. Efficient educational inspection is just as essential as efficient railway inspection: safe and rapid advance on the right lines is not possible without it. And its maintenance involves no suggestion of

* Simon Report, Volume I, page 399.

trust either of local bodies or of teachers, or of slight to [illegible] ndeed, in England where devolution to local bodies is well [illegible] and they are legitimately proud of their proved capacity [illegible] ble administration, and where teachers are well-organized in associations and maintain close contact with each other, the constructive c[illegible]ism, advice and guidance of the government inspector are not only [illegible] but welcomed. There is reason to believe that En[illegible] authorities desire not less but more government insp[illegible] convinced that in India inspection is the Governme[illegible] tive key to advance, and that without an efficient service, [illegible] is a grave risk that its relative sterility will be perpetuated."

The Hartog Committee said: * "In view of the conditions prevailing in the schools and the low average qualifications of the teachers which have been described, it is of very great importance that the inspecting staff should be strong both in quality and in quantity if improvement is to be secured and waste reduced. A strong inspection staff is required if close touch is to be kept with local conditions and requirements and if sound advice is to be available to those whose task it is to frame an economical and well-directed plan of improvement and development. It is also required to stimulate among the people a desire to send their children to school and, more important still, to keep them at school for a reasonable period of time; to prepare the way for compulsion, which can be rendered easier by securing the active co-operation of the parents; to see that the teachers do their duty faithfully, regularly and energetically, and to check the attendance registers of the pupils; to safeguard the children of the depressed classes and to ensure that they receive fair play; to encourage better methods of school organization and teaching, both by advice given at the time of inspection (which should be held with some frequency) and by the holding of 'refresher' courses and gatherings of teachers. The inspectors are the eyes and ears of the minister, of the provincial officials and the local authorities, and from them only can trustworthy, impartial and first-hand information be obtained as to the work which the schools are doing, and the value which is being obtained for the expenditure of public money."

The Prescribed Duties of the Inspector.

84. The duties of Inspectors are prescribed in Departmental Instructions. They include the duties stated below. Inspectors have general administrative charge, subject to the Director of Public [illegible]nstruction, of education within their circles. They are responsible [illegible] the general supervision of schools, examinations, grants-in-aid, [illegible]aching and subordinate inspecting staffs, and for the progress

* Hartog Report, page 68, para. 61.

of education within their charges. They are required to mak[illegible] anually at least two tours of inspection of Vernacular schools. [illegible]ey a[illegible] required to inspect and report in detail on all Anglo-vernacu[illegible] Er[illegible]n and Normal schools in their charge. During inspectio[illegible] th[illegible] are required to investigate and report not only [illegible] the metho[illegible]rk and qualifications of the staff and the progress [illegible] also on accommodation, equipment, sanitation, regi[illegible]cords and on the financial position and ge[illegible] They are required to make definite suggest[illegible] [illegible]ailure to comply with previous suggestio[illegible] [illegible]hether on tour or in headquarters, they are resp[illegible] [illegible]age-ment of their own offices and for prompt a[illegible] correspondence. They are required to inspect regularly the [illegible]ces of the Deputy Inspectors of Schools. To these general duties, the following miscellaneous duties are added : to attend as frequently as possible the meetings of Local Education Authorities ; to watch closely the actions of all Local Education Authorities and to report to the Commissioner all cases of default, irregular procedure, non-payment or short-payment of teachers' salaries and other matters ; to submit diaries of work done at headquarters ; to check all admissio[illegible] to high departments ; to make enquiries as to subscriptions paid by teach[illegible] to school funds ; to inspect and report on hostel and book depôt accounts ; to examine accounts of school athletic and stationery funds ; to assist the Local Fund Accounts Department ; to scrutinize applications for building and maintenance grants ; to verify all statements made by [illegible]ools in requests for recognition of schools ; to arrange for "[illegible]th" competitions among Vernacular schools, to take a personal share in schemes of ambulance classes and to further ambulance work in schools ; to inspect Elementary Training Classes ; to act as examiners in certain examinations ; to examine orally certain candidates for public examinations ; to conduct practical tests in Normal schools ; to organize and supervise the public examinations in their circles ; to test the promotions of pupils in Vernacular schools and to make efforts to find employment for youths discharged from reformatory schools. This statement of duties is by no means exhaustive. It depicts some part of the multifarious and exacting duties at present imposed on Inspectors.

Examination of the Inadequacy of the Inspectorate.

85. A thorough inspection of a large Anglo-vernacular or English high school cannot be completed in less than seven or eight days. To the largest Rangoon schools, ten days should be devoted. In other schools with no multiple classes, a thorough inspection may be completed in four or five days. The minimum number of school meetings required in the Anglo-vernacular school year is 380—*i.e.*, 190 school working days. If thorough inspections of Anglo-vernacular and English high

schools were made, the time to be devoted by the Inspector to inspecting these schools in the heavier charges would be :—

			Days.
Rangoon I, say	...	...	140
Rangoon II, say	...	...	150
Pegu	...	...	100
Irrawaddy	...	...	85
Tenasserim	...	...	101
Mandalay	...	...	100

If to middle schools were allotted two days to each school, to the above figures would be added :—

			Days.
Rangoon I	...	...	60
Rangoon II	...	...	55
Pegu	...	...	52
Irrawaddy	...	...	52
Tenasserim	...	...	21
Mandalay	...	...	30

making totals for inspections of Anglo-vernacular and English schools only in :—

			Days.
Rangoon I	...	...	200
Rangoon II	...	...	205
Pegu	...	...	152
Irrawaddy	...	...	137
Tenasserim	...	...	122
Mandalay	...	...	130

In Rangoon no time is wasted in travel. In the districts, considerable time has to be devoted to travel. The figures show that on a conservative estimate, Inspectors, if they made thorough inspections, would have little time for duties other than school inspections.

86. It has been demonstrated that in the Rangoon, Pegu, Irrawaddy, Tenasserim and Mandalay Circles, thorough school inspections alone demand almost the whole time of the Inspectors. As matters are at present, inspections of secondary schools in these circles have to be curtailed.

87. In England, the inspection of secondary schools is based on "Full Inspections" at comparatively long intervals. Such inspections are conducted by a body of "subject" Inspectors able to inspect thoroughly teaching in the wide variety of subjects of the curricula of the secondary schools. The Inspectorate in Burma is not organized for such a system of inspection. The secondary schools require more frequent and thorough inspections. It would be inadvisable, therefore, to recommend the adoption of a system of inspection of high schools at intervals of two or three years to secure more thorough inspection of each school at such intervals.

Assistant Inspectors before retrenchment measures took effect. The increase by one Inspector's post will bring the senior cadre up to the strength sanctioned in 1931 but which was held in abeyance owing to the financial stringency.

The Deputy Inspector's Duties.

102. The Deputy Inspector is required to spend 225 working days per year on tour and to report upon each registered Vernacular school in his charge not less than two times per year and to visit as many unregistered Vernacular schools as possible. One of the two half-yearly visits must be devoted to annual promotion examinations. At each half-yearly inspection, a Deputy Inspector of Schools is required to enter a note in the Visitor's Book. In the note he must supply all important particulars, especially those regarding numbers on the rolls, average attendances, teachers' qualifications, grants, fee rates and income; the condition of buildings and equipment, the maintenance of records and registers and their condition. He is required to note on the efficiency of the teaching, especially on object lessons, on kindergarten and any optional or technical subjects taught, and on discipline and manners. Suggestions for improvement must be made when deficiencies are found. The Deputy Inspector is required to give demonstration lessons in subjects which need attention, to keep Vernacular school managers up-to-date with information relating to curricula, the training of teachers, scholarships, teachers' salaries, grants and the like. He is required to confer with Local Education Authorities, School Committees and local bodies and to endeavour to encourage interest in education and to assist in increasing attendance. He is required to visit unregistered schools to ascertain the number and qualifications of teachers, the numbers of pupils and the general character of the instruction provided. Among other miscellaneous duties, the Deputy Inspector is required to attend as many meetings of Local Education Authorities as possible, to report defaults, irregularities, etc., of Local Education Authorities to the Inspector. In addition, he has to conduct the IVth standard and VIIth standard promotion examinations. The Deputy Inspector is the only Government officer in intimate touch with Vernacular schools and Local Education Authorities. On him rests the responsibility for checking the expenditure of Government and other public funds on Vernacular schools. The stopping of the present "wastage" and the development of a system of compulsory education will depend, to a large extent, on the efficiency of the Deputy Inspector of Schools.

The Inadequacy of the Deputy Inspectorate.

103. It is impossible to lay down any general rule as to the number of schools that should constitute a Deputy Inspector's charge. Densities of population, physical configurations, and other factors have to be

taken into account. In frontier districts and coastal areas, considerable proportion of the time of the Deputy Inspector is spent on travel. The number of days spent away from headquarters and the number of schools inspected are not, without reference to the factors of density of population and ease or difficulty as the case may be, of communications, reliable criteria of the onerousness of a charge.

104. The Vernacular Education Code prescribes the minimum number of school meetings required of a Vernacular school as 300, *i.e.*, 150 school working days. The departmental orders require Deputy Inspectors to inspect each school two times per year. Allowing time for touring, attending meetings of Local Education Authorities and for office work, it is evident that the following Deputy Inspectors cannot carry out all their prescribed duties :

Sub-Circle.	*Number of Vernacular schools in charge.*
Akyab (B)	119
Pegu (A)	150
Pegu (B)	104
Prome (A)	124
Prome (B)	75
Tharrawaddy (A)	122
Tharrawaddy (C)	79
Hanthawaddy (A)	87
Insein	167
Amherst (A)	153
Thatôn (A)	153
Toungoo (A)	159
Tavoy	121
Mergui	97
Bassein (A)	128
Bassein (B)	125
Myaungmya	209
Henzada (A)	108
Henzada (B)	111
Maubin (A)	171
Pyapôn (A)	78
Mandalay (A)	132
Myingyan (A)	81
Myingyan (B)	86
Sagaing (A)	153
Sagaing (B)	
Shwebo (A)	168
Shwebo (B)	
Thayetmyo (A)	86
Minbu	124
Magwe (A)	88
Magwe (B)	121
Pakôkku (A)	78
Pakôkku (B)	95

94. Reconstruction of the existing circles and sub-circles is urgently necessary. The following reorganization of circles is suggested. It is substantially the reorganization sanctioned in 1931. Additional reorganization, however, of the Assistant Inspectorate and the Deputy Inspectorate is required :—

Circle. (1)	Districts included in Circles. (2)	Headquarters. (3)	Vernacular Schools. (4)	Anglo-Vernacular and English Schools. (5)
1. Rangoon I ...	Unchanged ...	Rangoon ...	159	26
2. Rangoon II ...	Do. ...	Do. ...	...	28
3. Sagaing ...	Do. ...	Sagaing ...	755	16
4. Arakan ...	Do. ...	Akyab ...	328	10
5. Tenasserim	Mergui ... Tavoy ... Amherst ... Thatôn ... Salween ...	Moulmein ...	659	31
6. Pegu ...	Hanthawaddy ... Insein ... Pegu ... Toungoo ...	Rangoon ...	798	44
7. Irrawaddy	Bassein ... Myaungmya ... Pyapôn ... Maubin ...	Bassein ...	820	33
8. Prome ...	Henzada ... Tharrawaddy ... Prome ...	Prome ...	740	31
9. Mandalay ...	Mandalay unchanged Kyauksè ... Meiktila ... Myingyan ... Yamethin ...	Mandalay ...	712	59
10. Magwe ...	Magwe unchanged Thayetmyo ... Minbu ... Pakôkku ... Chin Hills ...	Magwe ...	751	15

95. Rangoon schools are large ; about one-third of all the secondary pupils in the province are concentrated in the Rangoon schools. The largest schools require at least one week each for adequate inspection. The circles at present constitute full and onerous charges.

96. Sagaing Circle comprises an area of 50,086 square miles including the districts of Myitkyina, Bhamo, Shwebo, Katha (including Mogôk), Sagaing, Lower Chindwin and Upper Chindwin. The Inspector

cannot traverse in a single working year the whole of his charge. Off the railway and the rivers Irrawaddy and Chindwin, touring is difficult.

97. Arakan Circle was reduced to the charge of an Assistant Inspector of Schools by the retrenchment orders of Government in 1933. The reduction has lowered the status of education in the Division and has, at times, made relations of an officer with the status of Assistant Inspector of Schools with Local Education Authorities and headmasters of secondary schools somewhat difficult. The area is backward educationally, and requires the control of an education officer with Inspector's status and personality. If the post of Inspector is restored, the post of Assistant Inspector may be transferred to the Mandalay Circle where additional relief is required.

98. The Magwe Circle was deprived of its Assistant Inspectorship by retrenchment orders. The post has now been restored. The circle is now adequately staffed so far as the Inspectorship and Assistant Inspectorship are concerned.

99. The new circle comprising the Hanthawaddy, Insein, Pegu and Toungoo Districts will have an excessive charge of secondary Anglo-vernacular and English schools. It is proposed that in this circle, the Inspector of Schools be given the services of two Assistant Inspectors of Schools.

100. Pegu, Tenasserim and Mandalay Circles each require relief by the appointment of an additional Assistant Inspector of Schools.

101. The proposals in diagram form are :—

Present Circles.			Proposed Circles		
Name of Circle. (1)	Inspector of Schools. (2)	Assistant Inspector of Schools. (3)	Name of Circle. (4)	Inspector of Schools. (5)	Assistant Inspector of Schools. (6)
Rangoon I ...	1	...	Rangoon I ..	1	...
Rangoon II ...	1	..	Rangoon II ...	1	...
Pegu ...	1	1	Pegu reorganized	1	2
Irrawaddy ...	1	2	Irrawaddy reorganized.	1	2
Arakan ...	...	1			
Tenasserim ...	1	1	Prome (New) ...	1	2
Mandalay ...	1	1	Tenasserim reorganized.	1	2
Magwe ...	1	1			
Sagaing ...	1	1	Arakan ...	1	...
			Mandalay ...	1	2
			Magwe ...	1	1
			Sagaing ...	1	1
Total ...	8	8	Total ...	10	12

The proposals amount to an increase of one Inspector and four Assistant Inspectors as compared to the strength of the cadre of Inspectors and

In these sub-circles, orders regarding the inspection of schools twice per year must be a dead letter. Moreover, it is open to doubt whether efficient promotion examinations can be conducted by the Deputy Inspector personally in the time allotted at the end of the school year. The doubt is not dispelled by the fact that there are only 32,000 pupils in the IVth standards of all Vernacular schools, *i.e.*, an average of 344 pupils per Deputy Inspector, since these pupils are grouped in small numbers in numerous schools. It is a reasonable assumption that, in most of the sub-circles named, examination and inspection are perfunctory.

105. But the inadequacy of the existing Deputy Inspectorate is more serious than has yet been disclosed. Even if the departmental requirement of two inspections of each school per year were reduced to one in the sub-circles named above (and in others on the margin of the arbitrary line chosen to determine understaffed sub-circles), Deputy Inspectors would not be able to make one thorough inspection in the sub-circles :—

			Schools.
Akyab (B)	...	...	119
Pegu (A)	...	...	150
Prome (A)	...	...	124
Tharrawaddy (A)	...	...	122
Insein	...	...	167
Amherst (A)	...	...	153
Thatôn (A)	...	...	153
Toungoo (A)	...	...	159
Tavoy	...	...	121
Bassein (A)	...	...	128
Bassein (B)	...	...	125
Myaungmya	...	...	209
Henzada (A)	...	...	108
Henzada (B)	...	...	111
Maubin (A)	...	...	171
Mandalay (A)	...	...	132
Minbu	...	...	124
Magwe (B)		...	121

An investigation of the inspections now conducted in these sub-circles is called for. Perfunctory and scamped inspections amounting to little more than a brief visit to a school have little value. In the existing state of Vernacular schools and of their administration by Local Education Authorities, more inspection and more guidance and control of school managers and teachers, particularly in isolated schools, are required.

Expansion of the Deputy Inspectorate Required.

106. An increase in the number of Deputy Inspectors and a reorganization of sub-circles into charges in which each Deputy Inspector will be able to make thorough inspections and exercise

effective control as well as give constructive guidance is urgently called for. A superficial examination of the position suggests that from 25 to 30 additional posts of Deputy Inspector may be required. The Committee is unable, however, to make detailed proposals. Too many local factors such as the density of population and the state of communications have to be taken into consideration. The Department should call upon Inspectors of Schools to make a thorough investigation of the Deputy Inspectorate and of the effectiveness or otherwise of inspections and the number of schools that may be thoroughly inspected. This number should leave to each Deputy Inspector time to attend all meetings of all Local Education Authorities in his jurisdiction and to organize demonstration lectures and other professional propaganda in his charge.

Deputy Inspectors of Schools for non-Burmese Races.

107. The cadre of 93 Deputy Inspectors of Schools includes the following Deputy Inspectors of Schools with special charges :—

Twenty-one Deputy Inspectors with Special Charges.	*Number of Schools.*
(1) Deputy Inspector of Karen Schools, Pegu	78
(2) Deputy Inspector of Karen Schools, Tharrawaddy and Prome	57
(3) Deputy Inspector of Karen Schools, Insein and Hanthawaddy	81
(4) Deputy Inspector of Karen Schools, Maubin	72
(5) Deputy Inspector of Karen Schools, Myaungmya and Pyapôn	92
(6) Deputy Inspector of Karen Schools, Wakèma	54
(7) Deputy Inspector of Karen Schools, Bassein	56
(8) Deputy Inspector of Karen Schools, Henzada (A)	47
(9) Deputy Inspector of Karen Schools, Henzada (B)	48
(10) Deputy Inspector of Karen Schools, Kyônpyaw	53
(11) Deputy Inspector of Karen Schools, Thatôn	70
(12) Deputy Inspector of Karen Schools, Salween	21
(13) Deputy Inspector of Karen Schools, Amherst	29
(14) Deputy Inspector of Karen Schools, Tavoy and Mergui ...	56
(15) Deputy Inspector of Karen Schools, Toungoo	86
(16) Deputy Inspector for Mon Schools, Amherst	58
(17) Deputy Inspector of Kachin Schools, Myitkyina	21
(18) Deputy Inspector of Mohamedan Schools, Lower Burma ...	106
(19) Deputy Inspector of Mohamedan Schools, Arakan Circle ...	62
(20) Deputy Inspector of Mohamedan Schools, Upper Burma ...	42
(21) Deputy Inspector of Tamil and Telugu Schools, Burma ...	68

108. At present, there is no Inspector with language and other qualifications to supervise adequately and guide the work of Deputy Inspectors of Karen and Indian Schools. These schools are scattered far and wide throughout the Province. We have received strong representations from the communities concerned regarding the inadequacies of the Inspectorate for non-Burmese schools and the neglect that attends the inadequacy. In particular, it has been represented to us that Hindi and Telugu schools receive no inspection or constructive guidance of value since the Deputy Inspectors concerned

lack the necessary language equipment. We have examined much statistical and other data in connection with the Inspectorate and consider that educational and administrative considerations and the reasonable requirements of the non-Burmese communities justify the following additional posts and adjustments in the Inspectorate :—

(1) the appointment of a General Inspector of Karen Schools with qualifications, if possible, in the Sgaw and Pwo Karen languages ;

(2) the appointment of a General Inspector of Indian Schools with qualifications, if possible, in the Urdu, Hindi and Tamil langnages ;

(3) the appointment of a Deputy Inspector of Hindi Schools ;

(4) the appointment of a Deputy Inspector of Telugu Schools ;

(5) the transfer, for the present, of Hindi schools to the charge of the Deputy Inspector of Tamil Schools ; and

(6) the examination of the charge of the Deputy Inspector of Mohammedan Schools, Lower Burma, to determine whether the charge is at present excessive and whether relief is necessary in the shape of an additional Deputy Inspector.

109. We do not offer any suggestions in regard to the duties and powers of the General Inspectors *vis-à-vis* the existing Circle Inspectors. The functions of the General Inspectors will be exercised in the spheres of the Circle Inspectors. We visualize the General Inspectors as advisers of Circle Inspectors in matters regarding the non-Burmese schools, but consider that the definition of the functions of these Inspectors and the detailed arrangements for their effective use should be left to the Department.

Inspection of Physical Education.

110. At present, there is a temporary post of Assistant Inspector of Schools for Physical Training which has been under the suspended axe of retrenchment from year to year. The incumbent is in charge of physical training in schools throughout the Province. He cannot cope with all his duties. He has done valuable work among Vernacular teachers in organizing courses in the districts for groups of teachers. His annual courses on Cabin Island have contributed materially to the development of physical education in Vernacular schools. His work in organizing inter-school sports in Rangoon and the districts has done something to break down the barriers between school and school and between the several systems of schools.

111. The present appointment of Assistant Inspector of Physical Training is the remnant of a scheme for the development of physical training in the schools. This scheme was launched in 1928 when a Director of Physical Training and two Assistant Inspectors were

appointed. Unfortunately, financial stringency has whittled down the scheme which had to give way to what were considered more essential functions of the education system.

112. The development of a well-balanced system of education postulates the re-institution of a scheme of physical education similar to that adopted in 1928, provided that the scheme should be extended to include Vernacular schools. The first step towards the organization of such a scheme should be the sending of two suitable State Scholars (a man and a woman) to England to undergo a full course of physical education, with a view to appointing them on completing the course satisfactorily, as inspectors and organizers of physical education.

Pending the training of State Scholars, we suggest that the "1928" scheme should be revived, and that one man and one woman should be recruited and trained locally or in India to assist the present Assistant Inspector.

Inspection of Manual Training.

113. The post of Deputy Inspector of Schools for Manual Training was abolished in 1933, and the duties of the post were distributed to the Deputy Inspector of Drawing and to the Circle Inspectors. Retrenchments in 1933 transferred the responsibility for the payment of 15 "hand-and-eye" specialist teachers in Vernacular schools to the Local Education Authorities concerned. Hand-and-eye training in schools in Burma is at present neglected. The reconstructed curricula we recommend will provide for a considerable infusion of manual training in school instruction. For this training specialists will be required to train teachers to give such instruction. There are no specialists available at present. Until specialists are recruited and teachers are trained, there is no cal for inspection. The training of teachers of manual instruction is discussed in the section dealing with the training of teachers.

Inspection of Girls' Schools.

114. Retrenchment orders in 1933 abolished one of two posts of Inspectress of Schools. The remaining Inspectress of Schools has charge of all girls' schools and of the education of girls in Lower Burma. The education of girls in Upper Burma is in the general charge of the Circle Inspectors assisted by three Deputy Inspectresses. One essential step towards the much needed development of more facilities for the education of girls must needs be the restoration of the post of Inspectress of Schools. There are at present 776 recognized girls' schools in the Province, with some 39,000 girls in attendance. A large number of girls attend mixed schools. The total number of girls attending all schools, recognized and unrecognized (girls' schools and mixed schools), is about 218,000. Of the 39,000 girls in 776 recognized

schools, nearly 36,000 attend primary schools in which great "wastage" occurs. (*See* figures in the section on "wastage.") A very large proportion of the schools offer no instruction in practical subjects, such as domestic science, needlework and drill.

115. In the year 1934-35, the Inspectress, Lower Burma, completed inspections of three English high schools, five Anglo-vernacular high schools, 15 Anglo-vernacular middle schools, three English primary schools, one school for blind girls, two Anglo-vernacular Kindergarten classes, two Vernacular Normal schools and five Elementary Training Classes. Needlework, drill, singing and other technical subjects were inspected in 43 other schools. Fourteen other schools were visited, while 56 Vernacular schools in two districts were cursorily inspected. Little time was left, therefore, for constructive work.

116. There are only three Deputy Inspectresses to supervise the education of girls in 3,100 Vernacular schools in Lower Burma. The Deputy Inspectress of Schools, Rangoon and Pegu Circles, visited 208 out of 1,025 schools in her charge. The Irrawaddy Deputy Inspectress's Circle had 1,097 mixed schools and four girls' schools. Only 429 women teachers are employed in these schools. In 375 of the schools needlework was taught but in only a few with success; in 410 of the schools no instruction in drill was provided for girls.

In the Tenasserim Deputy Inspectress's sub-circle, 160 schools out of 889 mixed schools were visited. Only nine schools are girls' schools.

The Deputy Inspectresses at Schools, Mandalay, Magwe and Sagaing, are responsible for the inspection, in the circles named, of all schools in which girls are enrolled. They work under the orders of the Inspector of Schools of the circle.

117. The education of girls, generally, and the improvement of teaching in primary schools requires a large influx of qualified women teachers. This influx in turn will necessitate an increase in the numbers of women in the Inspectorate and Deputy Inspectorate. The immediate need for more women in the Inspectorate is, however, overshadowed by a more urgent need. There is grave deficiency in the organization for the training of women teachers for Vernacular Schools. One of the first tasks of reconstruction must be the recruitment of women capable of training women teachers in domestic science, needlework, drawing, singing, and physical training.

118. The existing girls' schools proper, 776 in number, require special inspection by women Inspectors and advice and guidance which only women are competent to give; hence the recommendation that the post of Inspectress of Schools in Upper Burma should be restored. Apart from this, the first need of the system is more women teachers

for work in primary schools and more women with specialist qualifications in the practical subjects.

We are of opinion, however, that a proportion of the additional appointments of Deputy Inspectors found necessary to provide an adequate service of inspection for Vernacular schools should be allotted to Deputy Inspectresses in full charge of suitable sub-circles. We are aware of the many difficulties in the way of this proposal, but we have been assured by the ladies who have given evidence, that the difficulties are not insuperable.

119. We are of opinion that efficient and frequent inspection is essential to the efficiency and economical functioning of the public service of education; and that efficient and frequent inspection cannot be done by the existing cadres of Inspectors and Inspectresses, Assistant Inspectors and Deputy Inspectors and Deputy Inspectresses.

Our recommendations include matters that do not call for argument in the narrative.

120. We recommend:

(1) that the Inspectorate should be augmented as soon as funds permit, by

(i) the organization of a new Inspection Circle to be called the "Prome" Circle to relieve the pressure in the existing Pegu, Irrawaddy and Tenasserim Circles;

(ii) the re-elevation of the Arakan Circle to an Inspector's charge;

(2) that the Assistant Inspectorate should be augmented by the establishment of four additional Assistant Inspectorships to relieve pressure on the Inspectors in the proposed new "Prome" Circle and the re-organized Pegu and Tenasserim Circles; and that the Assistant Inspectorship in Arakan Circle should be transferred to Mandalay Circle on the regrading of Arakan Circle as an Inspector's charge;

(3) that the Deputy Inspectorate be examined in the light of the existing Departmental Instructions for the purpose of assessing the value of the existing inspection system and, in particular, of investigating the inadequacy of the inspection now provided in the following sub-circles:—

Sub-Circles.			Number of Vernacular Schools.
Akyab B	...	...	119
Pegu A	...	...	150
Pegu B	...	...	104
Prome A	...	...	124

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Sub-Circles.	Number of Vernacular Schools.
Prome B	75
Tharrawaddy A	122
Tharrawaddy C	79
Hanthawaddy A ...	87
Insein	167
Amherst A	153
Thaton A	153
Toungoo A	159
Tavoy	121
Mergui	97
Bassein A	128
Bassein B	125
Myaungmya	209
Henzada A	108
Henzada B	111
Maubin A	171
Pyapon A	78
Mandalay A	132
Myingyan A	81
Myingyan B	86
Sagaing A ... ... / Sagaing B	153
Shwebo A ... ... / Shwebo B	168
Thayetmyo A	86
Minbu	124
Magwe A	88
Magwe B	121
Pakokku A	78
Pakokku B	95

and that steps should be taken after examination of all factors to reorganize sub-circles and to augment the Deputy Inspectorate in order to provide an adequate service of inspection for the Vernacular system of education ;

(4) that a proportion of the additional Deputy Inspectorships found to be necessary on the completion of the examination be allotted to women who should assume full charge of suitable sub-circles ;

(5) that in the augmenting of the Inspectorate, the order of priority of appointment be Deputy Inspectors, Assistant Inspectors and Inspectors ;

(6) that the post of Inspectress of Schools, Upper Burma, should be re-established ;

(7) that, on administrative and educational grounds, the establishment of an additional post for the appointment of a General Inspector of Karen Schools with qualifications, if possible, in the Sgaw and Pwo Karen languages is necessary ;

(8) that, on educational and administrative grounds, the establishment of an additional post for the appointment of a General Inspector of Indian Schools with qualifications, if possible, in the Urdu, Hindi and Tamil languages is necessary ;

(9) that the establishment of an additional post for the appointment of a Deputy Inspector of Hindi Schools is necessitated by the numbers of Hindi schools ;

(10) that the establishment of an additional post for the appointment of a Deputy Inspector of Tamil and Telugu Schools with adequate qualifications in Telugu is necessary ;

(11) that, for the present, Hindi schools should be transferred to the charge of the Deputy Inspector of Tamil and Telugu Schools ;

(12) that the charge of the Deputy Inspector of Mohammedan Schools, Lower Burma, should be examined to determine whether it is at present overloaded and requires relief in the form of an additional appointment of a Deputy Inspector ;

(13) that Inspectors should give particular attention to the difficulties of teachers and pupils in learning Burmese in non-Burmese Vernacular schools, and should make special efforts to solve the difficulties ;

(14) that Muslim schools which use Burmese as the medium of instruction should be in the charge of the Deputy Inspector of Mohammedan Schools and the proposed Inspector of Indian Schools ;

(15) that steps should be taken to revive the "1928" scheme of inspection and development of physical education and to place physical education on sound foundations in the curriculum and, to this end, that the first opportunity be taken to send two State Scholars (a man and a woman) [illegible] special training in England with a vi[illegible] employment on satisfactory completion of [illegible] ses as inspectors and organisers of physical education ;

(16) that a system of Departmental Examinations of Inspectors, Assistant Inspectors, Deputy Inspectors, and of Inspectresses and Deputy Inspectresses be organized with a view to assessing the efficiency and professional fitness of probationer Inspectors Assistant Inspectors, and Deputy Inspectors and I[illegible]pectresses and Deputy Inspectresses before confirming them in their appointments, and further that from

time to time, steps be taken by means of refresher and other courses to ensure that the Inspectorate is keeping itself up-to-date in matters touching its duties ;

(17) that annual circle and provincial conferences of inspecting officers be organized as routine measures for securing some degree of uniformity of inspection method and for discussion of administrative procedure and other professional matters ;

(18) that recruitment to the Inspectorate be not determined solely or primarily by pedagogical criteria ; while teaching experience is important, it is essential to avoid the recruitment of teachers whose outlook on the public service of education may have hardened into the formalism and pedanticism apt to grow in teachers ; the comprehensive nature of the public service of education, the variety of its functions and the wide varieties of public bodies and men and women engaged in different capacities in the service of education require the recruitment of men and women of academic distinction, with high general ability, wide outlook, common sense and perspective, together with personal qualities of tact and integrity of character.

SECTION V.

Elective Local Education Authorities.

121. The local administration of Vernacular education is conducted by 28 District School Boards, 57 Municipalities, 16 Town Committees and 23 Deputy Commissioners' Local Funds. Deputy Commissioners' Local Funds are discussed in the next section.

Criticisms of Local Education Authority Administration.

122. The written an[illegible] oral evidence and official records indicate that there is widespr[illegible] dissatisfaction with the administration of education by local au[illegible] Many Municipalities and some School Boards are exempt from this sweeping statement. The criticisms levelled at inefficient Authorities are numerous and, a number of them substantiated. The more serious allegations are that many members of education authorities are ignorant and incapable of using with discretion the powers delegated to them ; that men of undesirable type use membership to further schemes of intrigue and " graft " ; that personal, political and religious prejudices play an excessive and factional part in administration ; and that authorities flout the advice and usurp the functions of education officers. Some Local Education

Authorities have [illegible] verge of bankruptcy and to the grave de[illegible] acular education. The annual audit repor[illegible] a long tale of financial irregularity and defalca[illegible] inefficiency and sometimes dishonesty in members [illegible] ies concerned. Vernacular teachers have just reason t[illegible] regarding their treatment at the hands of certain Local Ed[illegible] hc[illegible]rities.

Difficulties Encountered by Authorities.

123. On the credit side of the account, it must be admitted that elective Local Education Authorities have worked under conditions and in difficulties not of their own making. The extent of the devolution of powers to local bodies with no previous experience of public administration, and the ineffectiveness of the powers reserved to the central authority have deprived Local Education Authorities of the guidance and control they required. The Permanent Financial Settlement and financial provision for schools opened under the " Five-Year Scheme " fixed Local Education Authorities in a strait-waistcoat of finance. Unable or unwilling to expand their financial resources by raising revenue locally, the difficulties of local bodies increased with the falling due of increments of teachers' pay and with demands for more schools and more teachers. The disastrous slump in the world prices of the staple products of Burma resulting in serious deterioration of the finances of the Province during recent years made the raising of more money, locally or centrally, impossible. Boards have struggled in a tangle of expanding demand for education and of contracting resources wherewith to meet the demand.

The Need for Reform.

124. In a review of their administration the difficulties of the Local Education Authorities may be freely admitted ; yet no reasonable view of the local educational field can avoid the conclusion that Local Education Authorities, with honourable exceptions, have been themselves responsible for not a little of the inefficiency of the system of Vernacular education. Many have displayed no foresight in siting schools and no policy in recognizing and disregistering schools. Their administration, after more than ten years of trial, must be judged to be in need of reformation. The question is : How can these Authorities be helped to improve their administration ?

Proposed Regional Councils.

125. When we commenced our enquiries, we found a strong current of opinion set in favour of a proposal that existing Local Education Authorities should be superseded by new authorities having jurisdiction over larger areas. The proposal was that authorities to be designated " Regional Councils " should be established to administer

Vernacular [illegible] .vil Divisions. Our questionr [illegible] esigned to elicit [illegible]ion on tl [illegible]opo[illegible] racticability. The questions drew sharp[illegible]

The Ineffe[illegible] [illegible]chool Boards.

126. The D[illegible] or of [illegible] [illegible]n his Quinquennial Report for the perio[illegible] o 1921 [illegible]ng on Divisional School Boards state[illegible] [illegible]e Divisional [illegible]ministrative areas (as predicted by [illegible]) proved from t[illegible] [illegible]ket too wide for members to take [illegible] [illegible]telligent interest in three-quarters of the business for which they were responsible. Distances in Mandalay, Sagaing, Arakan and Tenasserim Divisions were often a serious obstacle to attendance. All the Boards therefore attempted sooner or later to delegate their functions to District Committees, and, when the Local Government decided that this could not be done, they obtained the advice of District Committees on all Budget Estimates and other proposals for expenditure from District Funds. The Secretary of a Divisional Board moreover was generally authorized to anticipate its sanction in all cases where delay would cause hardship or inefficiency by passing executive orders in accordance with recommendations from District Advisory Committees as soon as he received them. Delegation of functions was thus practically achieved though by a rather roundabout method. . . . . Delegation of real responsibility to District Committees and the great number of schools for which Divisional Boards remained the only legally constituted authority made much of the business of Divisional Boards purely formal, and resolutions had often to be passed without much scrutiny."

Simplification of Administrative Machinery Desirable.

127. The obstacles to efficient administration in a large area still have force. The organization of Vernacular education under the control of Regional Authorities might break local factions and cliques and induce in members a wider view of their functions, but it would not deter members from forming new factions and cliques for intrigue and the exploitation of the resources of the Council in the interests of the cliques and the particular areas which they would represent.

128. Whatever may be urged justly in criticism of the existing Local Education Authorities, it may be claimed for them that they have helped to develop throughout the length and breadth of Burma an interest (not always academic) in education. Their very misdeeds have created a public opinion of a kind. There would be risk, if control of the village school were removed to a remote Regional Authority, that a substantial, though at present diffused, mass of public opinion might

* Pages 87 and 88 of the Report.

lose its interest and relapse into apathy about educational matters. The interest of the villager might be retained by continuing the existing School Boards as Advisory Committees to the new authority. It is difficult to believe, however, that many of the present members of District School Boards would continue to serve on bodies having advisory functions only. Advisory bodies unless they consist of experts for special purposes tend to become inert. If the existing Boards with restricted powers were retained as auxiliary to the proposed new authorities, they would constitute an unnecessary complication of administrative machinery. Probably, some of the chaos in the existing system derives from the complexity of the administrative machine and the lack of definition of function in the several organs of the machine. Simplification, not more complication, is urgently required in the local administration of education.

Financial Obstacles to Regional Organization.

129. The financial implications of the 'Regional' proposal have important bearing on its administrative practicability. The unit of administration and of revenue collection in Burma is the village or village-tract, and in the town, the ward. The village-tracts are grouped into townships and townships into subdivisions of districts for regular civil and revenue jurisdiction. The districts are grouped into divisions under Commissioners who are the chief executive officers of Government. The existing systems of municipal and district local education authorities form an intimate part of the administrative organization described.

130. The Indian Taxation Enquiry Committee, 1924-25, pointed out that the facilities for raising contributions for local purposes increase in the size of the unit of taxation [illegible]. There are limits, however, beyond which local taxation [illegible]. In Burma, these are set by the existing civil and revenue units—village—township—subdivision—district. If the development of vernacular education is to be based, as it must be, on an increase of financial provision—national and local—local funds must be raised [illegible] and [illegible] machinery or by simple modification or amplification of it. The existing local authorities must [illegible] "taxing" authorities and Local Education Authorities must [illegible] even if administratively separated from the Local Authorities. To ask existing Local Authorities to raise funds [illegible] to 'Regional' education authorities over whose [illegible] would have uncertain control, would [illegible] between Local Authorities and Regional Councils, and [illegible] a powerful [illegible] on the initiative of some of the other Local Authorities who [illegible] and may be willing to encourage development in their own jurisdiction at their own expense. The limits of responsibility for

expenditure from responsibility for raising funds would have consequences which are not predictable. Moreover, if the principle of taxation and representation were to be applied in the constitution of Regional Councils, the richer areas would have a preponderant weight in the Councils. This over-weight would make more difficult the achievement of the aim of the public service of education, namely, to provide education for all according to necessity, and for this purpose to adjust policy to the diversities of civil and economic condition of races and communities throughout the Province.

Rating Difficulties in Regional Organization.

131. The Indian Taxation Enquiry Committee, 1924-25, in a narrative account * of the growth of local self-government, pointed out that the process has been, not that of federation of smaller units into a larger unit to deal with common interests which they cannot deal with individually, but the much more difficult process of devolution of powers by the larger unit to the smaller ones. In the case of the towns, local self-government began in the big cities to be followed later by an extension to the larger towns and later to village unions and notified areas. In the rural areas, the original unit was the district board. Where it was found that that was unwieldy and had a tendency to divert its attention too much to the headquarters, some of its powers and funds were transferred to bodies representing portions of districts. Even these were found too large to be of use to the villages, and the tendency was in the direction of the revival of the village body. The process in Europe has been the reverse. The growth was from the parish or the commune to the union, from that to the county and so upwards. The Taxation Enquiry Committee came to the conclusion that some of the difficulties in local administration and especially the unwillingness of the people to submit to taxation was mainly due to the large jurisdiction of the local bodies. The tendency referred to by the Taxation Enquiry Committee found expression in the Rural Self-Government Act for Burma, 1921, where provision for the establishment of Circle Boards under the jurisdiction of District Boards is one of the significant features of the Act. It is reasonable to suggest that it is premature to start a reversal of the policy which received its main impetus from the recommendations of the Royal Commission on Decentralization in India (1907), and which is still in process of developing in the villages right attitudes and interest in local affairs.

Difficulties of Incorporating Existing Authorities in Regional Organization.

132. It is hardly necessary to do more than state the constituent memberships of Regional Councils to illustrate the divergences of

* *See* Chapter XIII, Vol. I of the Report of the Indian Taxation Enquiry Committee, 1924-25.

interests and the difficult financial and administrative problems they would give rise to. If Regional Councils were organized, the following would be the incorporation of existing education authorities in them :—

(1) *Arakan Regional Council*—

Akyab Municipal School Committee.
Kyaukpyu Municipal School Committee.
Sandoway Municipal School Committee.
Akyab District School Board.

NOTE.—In Kyaukpyu and Sandoway Districts, Vernacular education is under the control of Deputy Commissioners' Local Funds.

(2) *Magwe Regional Council*—

Thayetmyo Municipal School Sub-Committee.
Allanmyo Municipal School Sub-Committee.
Salin Municipal School Sub-Committee.
Minbu Municipal School Sub-Committee.
Magwe Municipal School Sub-Committee.
Yenangyaung Municipal School Sub-Committee.
Pakôkku Municipal School Sub-Committee.
Chauk Notified Area.
Thayetmyo District School Board.
Minbu District School Board.
Magwe District School Board.
Pakôkku District School Board.

(3) *Pegu Regional Council*—

Insein Municipal School Sub-Committee.
Syriam Municipal School Sub-Committee.
Thôngwa Municipal School Sub-Committee.
Thônze Municipal School Sub-Committee.
Letpadan Municipal School Sub-Committee.
Gyobingauk Municipal School Sub-Committee.
Zigôn Municipal School Sub-Committee.
Nattalin Municipal School Sub-Committee.
Minhla Municipal School Sub-Committee.
Pegu Municipal School Sub-Committee.
Nyaunglebin Municipal School Sub-Committee.
Prome Municipal School Sub-Committee.
Paungdè Municipal School Sub-Committee.
Shwedaung Municipal School Sub-Committee.
Tharrawaddy Notified Area School Committee.
Thingangyun Notified Area School Committee.
Thamaing Notified Area School Committee.
Kanbe Notified Area School Committee.
Kamayut Notified Area School Committee.
Pegu District School Board.

Tharrawaddy District School Board.
Hanthawaddy District School Board.
Insein District School Board.
Prome District School Board.

(4) *Irrawaddy Regional Council*—

Bassein Municipal School Sub-Committee.
Kyônpyaw Municipal School Sub-Committee.
Ngathainggyaung Municipal School Sub-Committee.
Henzada Municipal School Sub-Committee.
Myanaung Municipal School Sub-Committee.
Kyangin Municipal School Sub-Committee.
Myaungmya Municipal School Sub-Committee.
Wakèma Municipal School Sub-Committee.
Maubin Municipal School Sub-Committee.
Yandoon Municipal School Sub-Committee.
Danubyu Municipal School Sub-Committee.
Pyapôn Municipal School Sub-Committee.
Kyaiklat Municipal School Sub-Committee.
Moulmeingyun Municipal School Sub-Committee.
Bassein District School Board.
Henzada District School Board.
Myaungmya District School Board.
Maubin District School Board.
Pyapôn District School Board.

(5) *Tenasserim Regional Council*—

Kyaiklat Municipal School Sub-Committee.
Thatôn Municipal School Sub-Committee.
Moulmein Municipal School Sub-Committee.
Tavoy Municipal School Sub-Committee.
Mergui Municipal School Sub-Committee.
Pyu Municipal School Sub-Committee.
Shwegyin Municipal School Sub-Committee.
Thatôn District School Board.
Amherst District School Board.
Mergui District School Board.
Toungoo District School Board.

(6) *Mandalay Regional Council*—

Mandalay Municipal School Sub-Committee.
Maymyo Municipal School Sub-Committee.
Kyauksè Municipal School Sub-Committee.
Meiktila Municipal School Sub-Committee.
Yamèthin Municipal School Sub-Committee.
Pyinmana Municipal School Sub-Committee.
Myingyan Municipal School Sub-Committee.
Myitnge Notified Area School Committee.

Pyawbwe Notified Area School Committee.
Nyaung-U Notified Area School Committee.
Mandalay District School Board.
Kyauksè District School Board.
Meiktila District School Board.
Myingyan District School Board.
Yamèthin District School Board.

(7) *Sagaing Regional Council*—

Bhamo Municipal School Sub-Committee.
Shwebo Municipal School Sub-Committee.
Sagaing Municipal School Sub-Committee.
Mingun Municipal School Sub-Committee.
Ye-U Municipal School Sub-Committee.
Mawlaik Municipal School Sub-Committee.
Myinmu Municipal School Sub-Committee.
Myitkyina Municipal School Sub-Committee.
Shwebo District School Board.
Sagaing District School Board.
Lower Chindwin District School Board.

Administrative Obstacles to Regional Organization.

133. It is unnecessary to go into a detailed examination of such corporations. Some typical objections to the organization may be dicated. It would be unreasonable to call representatives of the yaukpyu and Sandoway Municipal School Committees to Akyab to iscuss and administer educational provision in these towns. The cost money and time would be prohibitive. Communication in Arakan difficult at all times and sometimes impossible during the rains.

134. In Magwe, the claims of highly industrialized areas, of populous ıral areas and backward tracts on the borders of "excluded" areas and f the divergent interests of six Municipalities and four District Boards ould have to be harmonized.

135. In Pegu, Irrawaddy and Mandalay, the numbers of represen-ıtives of the existing education authorities would create Councils nwieldy in numbers and therefore likely to be inefficient administrative odies. The detail of day-to-day administration would of necessity ave to be left to executive officers. If it were argued that these Regional Bodies could be organized into smaller and more numerous Regional units, the argument for retention of the existing authorities ould be strengthened.

136. In Tenasserim and Sagaing, distances and lack of communi-ations would present grave difficulties to "Regional" administration. o conceivable administrative advantage could accrue, for example,

from the inclusion of Bhamo, Myitkyina and Mawlaik Municipal areas in a " Regional " scheme.

137. At the present time, agenda papers of some District School Boards contain business running to 80 or 100 items and, not seldom, Boards are in session for three or four days at a time. If the business of Regional Councils were a multiple of the business of existing Boards, the deliberative and administrative machinery would be choked and eventually become seized. To obviate break-down the Chairman (or the Secretary) would have to be empowered to administer in his own discretion. This in view of past and present experience is undesirable. In such circumstances, it would be advisable to give the officers of the Education Department forthright administrative powers rather than pretend that local self-governing Regional Councils impersonated by Chairmen with wide discretionary powers were operating constitutionally under local self-governing enactments.

138. In our opinion, the incorporation of existing Local Education Authorities in Regional Councils would be a perilous experiment giving no promise of more efficient administration and might impose great obstacles to the free development of Vernacular education with local resources. The existing Local Education Authorities based as they are on the existing civil and revenue organization of the Province are knit into the fabric of the administrative system and must be retained substantially as they are.

139. The problems must be approached from other angles. Sound administration is ultimately based on sound public opinion. The improvement of local administration will march with the development of such public opinion ; this development must wait on the expansion and improvement of education assisted by such immediate remedial adjustments in the constitution and powers of Local Education Authorities as may be effected.

Further Decentralization Undesirable.

140. We have already rejected the proposal that Local Education Authorities should be abolished and that the Ministry should be the sole provider and manager of the public service of education. We do not propose to discuss suggestions, made in the teeth of facts, such as, for example, that Local Education Authorities should be endowed with more powers.

Proposed Adjustments of Constitution of Existing Local Education Authorities.

141. For the reasons discussed in connection with the proposed Regional Councils, we are of opinion that it is undesirable to base the

constitution of elective Local Education Authorities on electorates different from electorates of Local Authorities.

142. There is evidence that the membership of existing elective Local Education Authorities often fails to represent educational interests and to give reasonable representation to minority races and communities. The local administration of education as part of the national system of education calls for more specialized organization than is required for the management of exclusively local services. Our attention has been drawn to Part I of the First Schedule of the Education Act, 1921 (England and Wales), Section (1) of which reads as follows :—

" Every scheme constituting an education committee shall provide—

(*a*) for the appointment by the council of at least a majority of the committee, and the persons so appointed shall be persons who are members of the council, unless, in the case of a county, the council otherwise determine ;

(*b*) for the appointment by the council, on the nomination or recommendation, where it appears desirable, of other bodies (including associations of voluntary schools), of persons of experience in education, and of persons acquainted with the needs of the various kinds of schools in the area for which the council acts ;

(*c*) for the inclusion of women as well as men among the members of the committee."

We recommend that the principles stated in the above quotation be adopted in Burma, and that for this purpose the permissive provisions of Section 9 of the Burma Rural Self-Government Act, 1921, and Sections 7 and 77 * of the Burma Municipal Act, 1898, and the Rules framed under these Acts be made mandatory and that statutory provision be made to empower the Ministry to nominate members to a Local Education Authority, and to secure that the elected members together with the nominated members appoint co-opted members under the mandatory provisions recommended ; and we recommend that the proportions of elected, nominated and co-opted members be, as near as may be, 7 : 2 : 3.

Educational Qualification for Membership.

143. It has been urged that membership of a Local Education Authority should be based on a high educational qualification as well as on a property basis. While we agree that good education is desirable, we cannot agree that a large body of the electors should be excluded

* Renumbered as Section 92 by the Burma Municipal Renumbering of Sections Act, 1933.

from possible membership by the erection of a high education barrier. High literary qualifications do not necessarily connote public spirit, common sense and administrative qualities. An elementary education does not necessarily connote the absence of these qualities. The good sense of the electorate must be left to select worthy educated representatives.

"Plumping" of Votes.

144. We are of opinion that the "plumping" of votes should be permitted in the elections for the constitution of Local Education Authorities. This procedure would give minority communities some opportunity of exercising more effectively the whole weight of their voting power. The opportunity would of course be available for all communities, majority and minority.

Deputy Inspectors as Authority Secretaries.

145. It has been urged that Deputy Inspectors of Schools should be appointed part-time Secretaries of Local Education Authorities. This proposal is open to the objections we have stated in reference to investing Inspectors with executive as well as advisory functions. The Deputy Inspector's functions as a constructive critic would inevitably conflict with his functions as part-time secretary of authorities who are not seldom intolerant of official advice. The Deputy Inspector cannot serve two masters. We cannot support the proposal, but we are of opinion that it is desirable that Local Education Authorities should employ, as part-time or whole-time secretaries, persons of educational attainments and experience similar to those of the Deputy Inspector.

Adjustment of Procedure for Recognising and Disregistering Schools and for Appointment and Dismissal of Teachers.

146. The fundamental weakness of the local administration of education has been its lack of policy and plan, and resulting from this, the haphazard use of powers of registration and disregistration of schools often without regard to educational considerations. An administration which provides a school and withdraws the provision while there are children waiting to be educated, convicts itself of irresponsibility. If the management of a school becomes inefficient the remedy is to replace the management and not, as so often happens, to close the school. A school manager or a teacher may cease to be worthy of recognition ; the children do not ; their education must be continued. The education of the child is the paramount consideration. Too often the provision or withdrawal of a teacher's salary grant is determined by considerations other than the efficiency of the provision and the continuation of the education of the children. The assessment of efficiency (or inefficiency) is obviously a matter for the education

expert, and expert opinion should prevail so long as due weight is given to such "non-academic" factors as deserve consideration. At present, expert opinion may be and too often is set aside, and, in the latter event, has no power to assert itself. The remedy is to give expert educational opinion the weight in the administration it merits, and which, at present, it is powerless to command. This we consider of vital importance to ensure among other things that educational considerations shall have full weight in the provision and administration of Vernacular education. We do not suggest that the Inspector of Schools should be armed with executive authority. Such authority would involve a conflict with his present advisory and essentially constructive functions. If local administration proceeds on right lines, there will be no occasion for the intervention of the Inspector ; his intervention will be dictated by his duty to harmonize central and local administration. His advice when tendered in a sense opposite to that of a Local Education Authority should, however, give pause and inhibit ill-planned and precipitate local action. The decision as to whether a Local Education Authority's action is consistent with sound local and national policy must remain ultimately with the Central Authority.

147. We have consulted representatives of all communities, members of educational authorities, officials and non-officials, and in no case after discussing the matter have we met with objection to the following proposals which we recommend : (i) In reference to the provisions of Chapter V of the Vernacular Education Code in regard to the recognition of schools with grants or the withdrawal of grants from recognized schools, that a clause be added to Rule 3 of Chapter V to the effect that when the Inspector of Schools advises against a proposal for the recognition with grants or the disregistration of a school or the withdrawal of grants from a school, a Local Education Authority shall not proceed with the proposal without the sanction of higher authority and shall be responsible for any expenditure of public funds that may have been incurred without such sanction. (ii) that, where the efficiency or inefficiency of a teacher is in question, the advice of the Inspector of Schools shall be accepted by the Local Education Authority as final, subject to appeal to the Director of Public Instruction, and if the Inspector of Schools considers that any teacher employed in a Board school or aided school is so inefficient that he should not continue to be so employed, he may advise the Board to remove the teacher or to insist on his removal, and the Board shall accept and act on the Inspector's advice, subject to appeal to the Director of Public Instruction ; and (iii) that the existing safeguards for Vernacular teachers against wrongful dismissal by private school managers should be examined with a view to giving the teachers more adequate protection.

148. Summarized, our recommendations are :

(1) that the supersession of existing Local Education Authorities by Regional Councils is impracticable ;

(2) that it is necessary to provide a more satisfactory constitution for the local bodies responsible for the local administration of education and more equitable representation on these bodies of the interests of the communities concerned ;

(3) that a scheme of membership of Local Education Authorities similar to the scheme in Part I of the First Schedule of the Education Act, 1921 (England and Wales), which reads :

" Every scheme constituting an education committee shall provide :

(a) for the appointment by the council of at least a majority of the committee, and the persons so appointed shall be persons who are members of the council, unless, in the case of a county, the council otherwise determine ;

(b) for the appointment by the council, on the nomination or recommendation, where it appears desirable, of other bodies (including associations of voluntary schools), of persons of experience in education, and of persons acquainted with the needs of the various kinds of schools in the area for which the council acts ;

(c) for the inclusion of women as well as men among the members of the committee "

be adopted ;

(4) that the permissive provisions of Section 9 of the Burma Rural Self-Government Act, 1921, and Sections 7 and 77 * of the Burma Municipal Act, 1898, be reframed to give mandatory powers of nomination and co-option of members of Local Education Authorities in the proportions, as near as may be, of elective, nominated co-opted :: 7 : 2 : 3 according to our detailed proposals ;

(5) that substantial non-Burmese communities which have failed to secure representation by election in a Local Education Authority should be represented by the nomination or co-option of suitable representatives by the central or local authority, as the case may be, exercising the proposed powers ;

NOTE.—The nominated and co-opted representatives should have high educational qualifications and, if possible, be of independent means, and be able and willing to represent the general policy of the community concerned.

* Renumbered as Section 92 by the Burma Municipal Renumbering of Sections Act, 1933.

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(6) that a high literary qualification in addition to the existing qualification for membership of a Local Education Authority should not be imposed ;

(7) that the " plumping " of votes should be permitted in the elections for Local Education Authorities ;

(8) that, as the dual functions of Secretary and Inspector would be conflicting functions, Deputy Inspectors of Schools should not be appointed as part-time Secretaries of Local Education Authorities ;

NOTE.—We consider it desirable, however, that Local Education Authorities should employ as secretaries, either whole-time or part-time officers with educational qualifications and experience similar to those of Deputy Inspectors of Schools.

(9) (1) in reference to the provisions of Chapter V of the Vernacular Education Code governing the recognition of schools with grants or the withdrawal of grants from recognized schools, that a clause be added to Rule 3 of Chapter V to the effect that when the Inspector of Schools advises against a proposal for the recognition with grants or the disregistration of a school or the withdrawal of grants from a school, a Local Education Authority shall not proceed with the proposal without the sanction of higher authority and shall be responsible for any expenditure of public funds that may have been incurred without such sanction ;

(2) that, when the efficiency or inefficiency of a teacher is in question, the advice of the Inspector of Schools shall be accepted by the Local Education Authority as final, subject to appeal to the Director of Public Instruction, and that if the Inspector of Schools considers that any teacher employed in a Board school or a recognized aided school is so inefficient that he should not continue to be so employed, he may advise the Board, if the teacher is employed in a Board school, to remove the teacher or, if the teacher is employed in a recognized aided school, to insist on his removal, and the Board shall accept and act on the Inspector's advice, subject to appeal to the Director of Public Instruction ; and

(3) that the existing safeguards for Vernacular teachers against wrongful dismissal by private managers of Vernacular schools be examined with a view to providing more adequate protection for the teachers.

SECTION VI.

Deputy Commissioners' Local Funds.

Administration of Vernacular Education in Areas Excluded from the Operation of Local Self-Government Legislation.

149. Vernacular education is administered in twenty-three areas by Deputy Commissioners in charge of Local Funds. These areas comprise over 100,000 square miles of the total area of 171,000 square miles of Burma proper and contain over 2,000,000 of the total population of 13,000,000 in Burma proper. The areas include the districts of Katha, Bhamo, Myitkyina, Sandoway, Kyaukpyu, Upper Chindwin, the Chin Hills and Salween ; in these Districts all Vernacular education is administered by the Deputy Commissioner (in a few places, the Deputy Commissioner is assisted by a Town Committee). The other areas controlled by Deputy Commissioners' Local Funds are parts of the Districts of Toungoo, Bassein, Amherst, Thatôn, Tavoy, Mergui, Meiktila, Yamèthin, Kyaukse, Pakôkku, Minbu, Thayetmyo, Mandalay and Akyab including the Arakan Hill Tracts. In Meiktila and Kyaukse, the Deputy Commissioner's Local Fund administers no Vernacular schools.

150. It has been suggested to us that these areas should be brought within the control of rural self-governing education authorities. We give a brief description of these areas :—

TOUNGOO.

151. This Deputy Commissioner's Local Fund controls an area of 4,928 square miles containing a population of 74,198 persons. It includes the Leiktho Township and the village-tracts in the Yedashe, Toungoo, Pyu, Oktwin, Tantabin, Kyaukkyi and Shwegyin Townships named on page 6 of the Burma Handbook of Rural Self-Government, Volume II, Part IIIA (1931 Edition). In 1933-34, there were 71 Vernacular schools, including one high and six middle schools, with 3,093 pupils (six boys in the high department and 18 boys in the middle department) and 105 teachers. The total expenditure was Rs. 46,648. Almost all pupils are Karens—Sgaw, Bwe or Paku. The Sgaws are found in the Shwegyin, Kyaukkyi and Pyu Townships ; the six branches of the Pakus live in the Tantabin Township while 22 subdivisions of the Bwe Karens live in the Leiktho Township. It is stated that 29 out of the 33 Karen clans are found in this Deputy Commissioner's area. Clan pride and diversity of tribal dialect place many difficulties in the way of the development of education. The Karens of these areas are principally cultivators of *taungya*. The area is a tangle of hills and mountains. During the monsoon, communication is extremely difficult. There are few, if any, persons in these areas capable of forming educational self-governing authorities and all the circumstances of the area in its present

state of development make the institution of such authorities impracticable. The Deputy Commissioner assisted by his Subdivisional and other officers and by the Deputy Inspectors of Schools is the only possible agency at present for the provision and control of education in this area.

TAVOY.

152. This Deputy Commissioner's Local Fund controls an area of 1,882 square miles containing a population of 25,689 persons. There were in the area, in 1933-34, six Vernacular schools with 204 pupils and 7 teachers. The total cost of the schools was Rs. 2,163. The area comprises the Kyauktwin Circle of Tavoy Township containing the village-tracts named on page 5 of the Burma Handbook of Rural Self-Government, Volume II, Part III (1931 Edition). The Deputy Commissioner is the only possible education authority in the existing civil condition of the area.

BASSEIN.

153. This Deputy Commissioner's Local Fund administers an area of 589 square miles containing a population of 72,585 people. In 1933-34, there were 31 Vernacular schools (four middle) with 2,328 pupils and 56 teachers. The total expenditure was Rs. 28,600. This area comprises the portion of the Bassein District west of the Yomah, part of the Ngaputaw Township, and 27 village-tracts situated on the eastern foothills of the Yomah. See pages 4 and 5 of the Burma Handbook of Rural Self-Government, Volume II, Part IIIA (1931 Edition). The area may be said to comprise mainly the part of the district west of the alluvial delta land. It is unnecessary to describe the physical features of the area, the rainfall, the difficulties of communication and other factors tending to retard development. The Deputy Commissioner must necessarily continue to administer education in the area.

AMHERST.

154. This Deputy Commissioner's Local Fund controls an area of 4,491 square miles having a population of 124,443 persons. It comprises the Kya-in and Ye Townships and the Myawaddy *Taikthugyi's* Circle of the Kawkareik Township. There are 43 schools (one high and three middle) with 2,892 pupils ; 7 of the schools with 441 pupils provide for Burman Buddhists ; 22 with 1,140 pupils provide for Karens ; and 14 with 1,311 pupils provide for Mons. The total expenditure in 1933-34 was Rs. 26,568. The physical and other features of the townships (*see* the Gazetteer of Amherst District) make communications exceedingly difficult. The area is not yet ripe for the replacing of the Deputy Commissioner and his officers by local self-governing authorities.

SALWEEN.

155. This Deputy Commissioner's Local Fund controls the whole of the District which has a population of 53,186 (50,068—Sgaw Karens) in an area of 2,582 square miles—21 persons per square mile. In this area, in 1933-34, there were 36 Vernacular schools with 1,231 pupils and 67 teachers; the whole costing Rs. 31,883. The chief occupation of the people is *taungya* cultivation; some are employed in forest work. The district includes the whole of the country between the Salween on the east and the Paunglaung Range, and the watershed between the Sittang and the Yunzalin and the Bilin Rivers on the west. North lies Karenni; east of the Salween is the province of Cheingmai in Northern Siam. The district is a wilderness of mountains and valleys which are really winding gorges. The peaks touch from 3,000 to 8,000 feet. The dense forest which covers the lower portions of the narrow river basins give place to mixed and pine forests, at the higher levels. Three rivers—the Salween, the Yunzalin and the Bilin—all fed by numerous mountain torrents, drain the district. Communications are exceedingly difficult except in the lower reaches of the rivers. Conditions are far from ripe for the introduction of self-governing educational institutions in this area.

THATÔN.

156. This Deputy Commissioner's Local Fund controls an area of 1,371 square miles having a population of 44,977 persons. The area comprises the village-tracts mentioned on page 5 of the Burma Handbook of Rural Self-Government, Volume II, Part IIIA (1931 Edition). In 1933-34, there were in this area 12 Vernacular schools with 14 teachers and 470 pupils; the total expenditure on Vernacular education was Rs. 4,772. Conditions in this area are not dissimilar from those in the Salween District. The principal occupation of the people, mostly Karens, is *taungya* cultivation. Communications are difficult. For the present, the administration of education by the Deputy Commissioner is the only practicable means.

MERGUI.

157. This Deputy Commissioner's Local Fund controls an area of 4,711 square miles containing a population of 23,276 people. The area comprises the Victoria Point Subdivision and the Bôkpyin Township. In 1933-34, there were five Vernacular schools with 184 pupils and 5 teachers. Total cost in 1933-34 Rs. 3,471. Bôkpyin Township is a mass of forest-clad hills with a sea-fringe of mangrove swamps, widening out to habitable land at the estuary of the Lenya River which flows through rocky gorges and occasional strips of level land. The Township includes a number of wooded islands worked as pearling grounds. About half the population is Siamese; the remainder includes Burmese, Karens, Malayans and Chinese; the last named man

the tin mines. The sea-gypsies, the Selons, live in boats round the islands where they carry on their primitive occupations including the collection of sea slugs (bêche-de-mère). The Victoria Point Subdivision is similar in configuration to the Bôkpyin Township. Self-governing educational institutions are out of the question in this area.

YAMÈTHIN.

158. This Deputy Commissioner's Local Fund controls an area of 3,318 square miles comprising the village-tracts mentioned at pages 9 and 10 of the Burma Handbook of Rural Self-Government, Volume II, Part III (1931 Edition), and containing a population of 92,770 persons. In 1933-34, there were 41 Vernacular schools (including two middle schools), with 65 teachers and 2,338 pupils (164 in the middle schools). The population of the area is predominantly Burmese (90 per cent of the total). Small settlements of Karens, Shans, Chins, "Pyus" and Talaings are established on the hills. Particulars of the people and of the natural features and the general state of development in the area are available in the District Gazetteer, 1934. It is not practicable at present to include any part of this area under self-governing education authorities.

PAKÔKKU.

159. This Deputy Commissioner's Local Fund controls an area of 2,049 square miles comprising the Saw, Gangaw and Tilin Townships having a population of 89,725 persons. In 1933-34, there were 52 Vernacular schools with 3,182 pupils and 79 teachers. The total cost was Rs. 37,689. The Saw Township consists almost entirely of hills and forests watered by the Salin and Yaw Rivers and the Saw stream, a tributary of the Yaw. The Gangaw Township lies between the Lower Chindwin and the Chin Hills. The bulk of the township consists of hills covered with dense jungle growth. Its habitable portions are practically confined to the valleys of the Kyaw, Maw and Myittha Rivers. Tilin Township, south of Gangaw and north of Saw, is a mass of hills covered with forests with a small portion occupied by cultivation. The people in this township are principally Chins, Taungthas and Yaws. This tract of country sandwiched between the Ponyadaung Range and the Chin Hills cannot be administered educationally by other than the existing administration.

MINBU.

160. This Deputy Commissioner's Local Fund controls an area of 1,596 square miles consisting of the Sidôktaya and Ngape Townships and the village-tracts along the western and southern boundaries of the Salin and Sagu Townships respectively named on page 8 of the Burma Handbook of Rural Self-Government, Volume II, Part IIIA (1931 Edition). This area had 24 Vernacular schools (including one high and two middle schools) with 864 pupils and 31 teachers. The cost was

Rs. 12,034. The area lies to the east of the Arakan Yomah. The townships of Sidôktaya and Ngapè-lie between the foothills and the main range of the Arakan Yomah. The bulk of the inhabitants are Chins and Ywathas carrying on *taungya* cultivation. The operation of rural self-governing education authorities is impracticable in the present state of development of the area.

THAYETMYO.

161. This Deputy Commissioner's Local Fund controls an area of 1,885 square miles comprising the Mindôn Township and the village-tracts in the Kama, Minhla, Allanmyo and Sinbaungwe Townships named on pages 7 and 8 of the Burma Handbook of Rural Self-Government, Volume II, Part IIIA (1931 Edition), with a population of 54,919. In 1933-34, there were 27 Vernacular schools (including three middle schools) with 1,470 pupils and 38 teachers costing Rs. 13,849. The area is not ripe for local education administration.

KATHA.

162. This Deputy Commissioner's Local Fund controls the whole District—an area of 7,593 square miles—containing a population of 254,170 persons. The Vernacular education provision in 1933-34 was as follows :—93 Vernacular schools (including seven middle schools) with 5,049 pupils and 148 teachers. A glance at a map of the District is sufficient to indicate the difficulties that impede the development of communications. It is said that communication is civilization. The railway to Myitkyina through Naba and from Naba to Katha, the road to Mogôk from Thabeitkyin, the rivers Irrawaddy, Meze and Mu are the arteries of the district; they carry the stream of education to a relatively small part of the population of the vast tangle of mountains and valleys, densely covered with tree and bamboo jungle, of this district. The population, consisting in the main of Burmans, Shans and Kachins, is, apart from the towns and larger villages on the rivers and the railway, scattered in isolated villages. The present state of educational development, the natural obstacles to communication and the apathy of the people make impossible at present the introduction of any form of self-governing education authority. The Deputy Commissioner and his subdivisional and educational officers offer at present the only practicable means of developing the educational facilities of the area.

BHAMO.

163. This Deputy Commissioner's Local Fund controls an area of 4,146 square miles containing a population of 121,193 persons, mostly Shans, Shan-Burmans and Shan-Chinese. Details regarding the natural features and general state of development of this district are available

in official and other publications. There is only one Anglo-Vernacular school in the District—a VIIth standard school. The plains are better supplied with Vernacular schools than the mountain tracts which have a school here and there in a vast area. In 1933-34 there were 52 Vernacular schools (including one middle school with 124 pupils)—total number of pupils 2,883 (1,214 girls) with 98 teachers. Total cost Rs. 70,728. Neither the hills area nor the plains area is ripe for self-governing education authorities. Outside the towns of Bhamo and Shwegu, there are few, if any, individuals qualified educationally or otherwise to undertake the responsibilities of membership of such local authorities.

MYITKYINA.

164. This Deputy Commissioner's Local Fund controls an area of 12,172 square miles having a population of 171,524 persons. These figures do not include the areas in the Sampra Bum Subdivision, the Putao Subdivision (excluding Fort Hertz and eight Khamti Long Shan States) and The Triangle with an area of some 13,700 square miles and a population that has not yet been counted. The population in the hills consists of Kachins, Yawyins, Ezis, Lashi and Marus. Shans and Burmans inhabit the plains. Indians and Chinese form the bulk of the trading communities in the towns of Myitkyina, Mogaung and Kamaing. Particulars of tribal distribution, language and dialect, physical features, etc., are available in the District Gazetteer and Census and other reports. The only Anglo-vernacular school in the District (a Xth standard school) is situated at Myitkyina ; the majority of the pupils in this school are Indians. In 1933-34 there were 56 Vernacular schools, one high school, four middle schools and 51 primary schools with 3,044 pupils (1,355 girls), five in the high stage and 74 in the middle stage. Expenditure was Rs. 50,244. The size of the area and its physical nature and the scattered nature and diversity of races make it impracticable to introduce self-governing education authorities in this area.

UPPER CHINDWIN.

165. This Deputy Commissioner's Local Fund controls an area of 14,867 square miles (including the Hukaung Valley and the Naga Hills), having a population of 204,982 persons, exclusive of the populations of unadministered and loosely administered territories where census operations have not yet been carried out. The VIIth standard Anglo-vernacular school at Mawlaik is the only Anglo-vernacular school in the District. In 1933-34, there were 46 Vernacular schools (including 6 middle schools) with 2,568 pupils (girls 1,170) including 24 in the middle stage (15 girls) and 93 teachers. Cost Rs. 50,308. The schools are sited on the Chindwin and its larger tributaries. No educational development has taken place on the serrated sandstone ridges east of the river

or in the mountain ranges in the west. Rural self-governing institutions cannot be adapted at present to this difficult and backward country.

MAYMYO.

166. This Deputy Commissioner's Local Fund controls the area comprising the Maymyo Subdivision, an area of 757 square miles having a population of 17,699. The area consists of masses of hill ridges on the north and south flanking an undulating plateau traversed by the road and railway from Mandalay to Maymyo. The inhabitants are mainly Danus and Shans. Apart from the English and Anglo-vernacular schools in Maymyo Town educational provision consists of 11 Vernacular schools (one middle) with 527 pupils (100 girls) and 19 teachers. The area is, so to speak, a bite out of the area comprising the Federated Shan States. There are general administrative reasons for continuing it as a Deputy Commissioner's Local Fund area.

AKYAB.

167. This Deputy Commissioner's Local Fund controls an area of 8,254 square miles containing a population of 20,863. There are only 2 schools in the area ; 110 boys and 33 girls under 3 teachers. Total cost in 1933-34 was Rs. 862. The area comprises the village-tracts mentioned on pages 3 and 4 of the Burma Handbook of Rural Self-Government, Volume II, Part IIIA. The area must continue under the control of the Deputy Commissioner.

ARAKAN HILL TRACTS.

168. This Deputy Commissioner's Local Fund controls an area of 1,901 square miles and a population of 21,418 persons. It comprises 42 village-tracts. In 1933-34, there were in the area four schools (including one middle school) with 194 pupils (139 boys and 55 girls). 159 Arakanese and Chaunthus ; 21 Kamis ; 6 Hindus ; the remainder were Baruas (Bengali-Buddhists).

The middle school situated at Paletwa has 5 teachers ; 4 teachers are employed in the remaining three schools. Total expenditure Rs. 7,157. There can be no question in this area of substituting rural self-governing educational bodies for the existing administration.

SANDOWAY.

169. This Deputy Commissioner's Local Fund controls the whole of the Sandoway District which has an area of 4,157 square miles and a population of 129,245. Apart from the Anglo-vernacular schools at Sandoway Town, educational provision in the district consists of 58 Vernacular schools including 2 high and 7 middle schools with 4,036 pupils and 102 teachers. Expenditure Rs. 49,030.

KYAUKPYU.

170. This Deputy Commissioner's Local Fund controls an area of 4,767 square miles and a population of 220,292 persons. Apart from the Anglo-vernacular schools at Kyaukpyu Town and Ramree educational provision consists of 79 schools with 3,709 pupils and 122 teachers. Total expenditure Rs. 52,133. Seven of the schools are middle schools.

Educational development is relatively backward in Sandoway and Kyaukpyu Districts. Communications are difficult. Rural self-governing education authorities could not operate in the existing state of communications in these districts. The administrative machinery of Government offers the only means at present of controlling and developing education.

CHIN HILLS.

171. This Deputy Commissioner's Local Fund controls an area of 10,377 square miles and a scattered population of 171,237 persons. In 1933-34 the following was the educational provision in the Chin Hills : Schools 38 ; pupils 1,845 (primary 1,761, middle 84) ; teachers 72. Development in the Chin Hills is in a backward state. There can be no question now or for a long time to come of introducing rural self-governing institutions in these hills.

The Character of "Backward" Areas.

172. Speaking of "backward" areas, the Joint Select Committee on Indian Constitutional Reforms in its Report, Volume I, Part I, section 460, said of the peoples in such areas in Burma : "The existing backward tracts are hill districts lying on the north, west, and east of Burma, and resembling in their general characteristics the backward tracts along the eastern border of Assam. The inhabitants, mainly Kachins, Chins and Shans, differ radically from those of the plains in race, religion, law, customs and language, and most of those differences will be bridged, not by a simple process of development, but by the much slower and more difficult process of abandonment of their existing culture. It is the absence of common outlook and aspirations which is perhaps the main factor militating against the assimilation of the backward tracts in the hills in the political institutions of the plains. The history of the relations between the backward tracts and the plains is one of opposition and hostility, and the main reason for undertaking the administration of the tracts was the protection of the plains. Such feelings of antipathy die slowly in remote places ; and the inhabitants of the backward tracts are still devoid of any real sense of community, political or otherwise, with the plains. Further, the inhabitants of the backward tracts are ignorant of conditions in the plains and those of

the plains are equally ignorant of conditions in the tracts. It is true that, since the annexation of Upper Burma, civilising influences have been at work. The Kachins come down with confidence from their hills to market in the villages of the plains and mix more freely with the plainsmen, and in some areas they have come under the influence of missionaries. Kachins and Chins also are recruited to the Burma Rifles and Burma Military Police. But the fact remains that the plains and the backward tracts are different worlds with no adequate mutual knowledge and no adequate contact by which such knowledge may be readily diffused. The 'backward tracts' in Burma are admittedly not ripe for representative institutions and have not, it is believed, shown any desire for them. The time will not be ripe for such a change until conditions in the tracts have undergone a fundamental change and until their inhabitants have learned to feel that they are part of a larger political whole. Such a state of affairs is not likely to come to pass within any period that can at present be foreseen. Meanwhile, the Provincial Legislature, however capable of legislating for the plains which it knows and represents, is clearly not qualified to legislate for people it does not represent and for conditions of which it has no adequate knowledge. Added to this is the consideration that law in the backward tracts is mainly customary law supplemented by simple regulations issued under section 71 of the Government of India Act—a very refractory substance for amalgamation with Acts of the Legislature."

"Excluded" Areas under the Rural Self-Government Act, 1921 and "Scheduled" Areas under the Government of India Act, 1935.

173. The Eleventh Schedule of the Government of India Act, 1935, sets out the areas in Burma to which special provisions will apply. We have described briefly the areas that are at present excluded, so far as the administration of Vernacular education is concerned, from the local self-government enactments. The areas stated in the Eleventh Schedule and the educationally "excluded" areas we are dealing with are not conterminous. The "excluded" areas administered educationally by Deputy Commissioners' Local Funds in Toungoo, Bassein, Amherst, Thatôn, Tavoy, Mergui, Yamèthin, Pakôkku, Minbu, Thayetmyo, Katha, Bhamo (Plains), Myitkyina (Plains), Maymyo, Upper Chindwin (whole district excluding the Hukaung Valley), Akyab, Sandoway and Kyaukpyu fall outside the local self-government enactments so far as educational administration is concerned and at the same time (except for part of Katha) outside the Eleventh Schedule. These areas will remain for educational administration under the Ministry of Education. The remaining "excluded" education areas will be under the control of the Governor under the provisions of the Government of India Act, 1935.

Need for Special Development in Deputy Commissioners' Local Fund Areas.

174. The "non-scheduled" areas at present excluded, so far as educational provision is concerned, from the operation of the local self-government enactments are backward in every way. It is not practicable to include any of these areas in the jurisdiction of any existing Local Education Authority. The only administrative machinery offering reasonable means of assisting the development of the education of these areas is that of the existing Government agencies, *viz.*, the Deputy Commissioners, and educational and other officers. Special steps must be taken to develop education in these areas side by side with the steps taken in local self-governing areas. Indeed these excluded areas merit concentrated attention and development. We understand that the existing provincial machinery for the educational administration of the areas excluded from the provisions of the Rural Self-Government Act will not be thrown out of gear by the new constitutional machinery, and that the Ministry of Education will continue to exercise over education in areas which are excluded from the provisions of the Rural Self-Government Act, but are not included in the Eleventh Schedule of the Government of India Act, 1935 the general control it now exercises.

175. **We recommend:**

that special provision be made, consistent with the provisions of the Government of Burma Act, 1935, for the administration of education by the Board of Education without the intervention of District School Boards in areas which are at present excluded from the authority of local bodies as unsuitable for inclusion and which may continue to be unsuitable for inclusion.

SECTION VII.

THE MONASTIC SCHOOL.

176. For many centuries in Burma, Siam, and China the predominant cultural tradition has been associated with Buddhism. In 1872, Japan reconstructed her ancient education system and incorporated western knowledge and methods with the pith of her ancient code. Modern China has adopted the educational policy advocated by Dr. Sun Yat Sen and is directing her education towards fitting the people for self-government and "to maintain the public services and utilities." Modern Siam has adopted a system of compulsory primary secular education in a system of schools managed by local committees and housed, for the most part, in the buildings and lands of Buddhist monasteries. In Burma, the traditional monastic school is still the only school in many thousands of villages. Its curriculum and methods have remained practically unchanged throughout the centuries.

** Thumb-nail Historical Sketch.*

177. According to historical research, Buddhism was well established in the Talaing Kingdom (Thatôn) by the fifth century. By the tenth century it had spread to Arakan. The reign of Anawrata, 1044—77, saw it firmly established in the Pagan Kingdom. Anawrata prepared the ground for the rapid growth of Buddhist culture and literature during the two and a half centuries that preceded the Shan conquest in 1277 and the breakdown of the Pagan Kingdom. Information about formal education appears to be scarce in such historical records as have been examined. Ralf Fitch who visited Pegu in 1569 mentioned the *Shinpyu* ceremony and the custom of sending youths to the monastic school. Vincentio San Germano who was in Burma from 1783 to 1806 found the monastery and the monastic school everywhere and mentioned that all boys on attaining their sixth or seventh year were placed in monasteries for education, and remained there for two or three years. For six or seven centuries, the monastic system of education was the only system. To-day, as centuries ago, in the monastic school a boy first memorises the 42 letters ; he proceeds by way of the *thinbongyi* to memorising texts such as the *Mingala Sutta* and the *Sigalovada* and from these to the *Dhammapada* and the *Mahaparini Sutta*. He learns the devotional formulæ, the doxologies, the lauds of the Lord Buddha and the daily observances through the medium of the *Silas*, the *Payashikoh*, the *Payeikgyi* (*Paritta*). An assortment of homilies of the type of the *Lokaniti* and the *Pullovada* may be added according to the taste of the monastic teacher. Instruction in elementary arithmetic and the *kogyaung* (9×9 table) is usually added. The curriculum was and is directed towards religious ends.

Lay Schools—Earliest Developments.

178. The scrappy information at present available indicates that lay schools were conducted in Burma before the beginning of the nineteenth century, principally for girls but also for boys preparing to enter the monastic school. Their number appears to have been negligible. Roman Catholic priests worked intermittently in Burma from 1548 onwards, subject to the vicissitudes of policy of those in power and the fluctuations in the efforts of the European peoples to establish trading relations with Burma. The first substantial educational work of Roman Catholic missionaries was commenced in 1721, probably at Syriam ; it started with the provision of education for the descendants of the *bayingyis* and *kalapyets* (Portuguese, Eurasians, Negroes and Malabaries enslaved and settled in various parts of Upper Burma after the sack of Syriam by Anaukpetlun in 1613) and spread to work among the indigenous peoples. After the First Burma War, conditions for the development of education by missions were favourable.

* Based on information in a Thesis by U Kaung, B.E.S. (I).

The Roman Catholic Mission staff from Europe increased from one missionary in 1824 to 25 in 1856. American Baptist Mission work began in 1813 when Judson and his wife settled in Rangoon, but school work proper was not established until 1826 when Mrs. Judson opened a school in Amherst. This work made progress among the Talaings and Burmese ; later it spread to the Karens and developed rapidly.

Government's Original Educational Provision.

179. Government's first educational provision consisted of Anglo-vernacular schools at Moulmein (1835), Kyaukpyu (1837) and Akyab (1844).

In 1864 the following was the educational provision recognized and aided by Government :—

—	Number.	Pupils.
1. The Government Anglo-vernacular schools named above.	3	399
2. Normal and middle class schools (aided and unaided).	22	1,834
3. Female schools	10	435
4. Primary or village schools ...	170	2,482
5. Special schools	2	91
Total ...	207	5,241

The normal and middle class schools were schools established by various missionary societies, Catholic and Protestant, in the towns of Moulmein, Rangoon, Henzada, Toungoo and Bassein. The "female" schools also were mission schools. All the primary or village schools were in Pegu Division, and were managed by missions, as also were the special schools—a Theological Seminary for Karens in Rangoon and an Industrial Institute at Bassein.

The Education of the Masses—Sir Arthur Phayre's Policy.

180. In 1864, Sir Arthur Phayre took stock of the educational provision for the masses. He recorded as follows : "The existing Native schools of Burma are Buddhist Monasteries. The monks are supported by the daily alms of the people. The fabrics are generally built by private individuals as work for religious merit. The monasteries have no endowments. The monks who inhabit them perform the priestly offices required by the laity and educate children. For their services they are supported by voluntary gifts and daily alms. There is scarcely a village in the whole country without one of the institutions. For the great mass of the pupils it may be said, that education imparted does not go beyond instruction in readi

writing the vernacular language—that is Burmese—and the rudiments of arithmetic. For those who intend to enter the priesthood, of course a higher degree of instruction is necessary which need not here be described. As a general rule it may be stated that all instruction among the Burmese people is carried on in the monasteries. There are a few private schools here and there, but they are exceptional. There is no other regular plan or system of schools which should be taken in hand and improved. I would not recommend that Government should set up schools in the villages as additional, or in opposition to the Monasteries ; such a scheme would be inevitably a failure.

We should do nothing more than induce the monks in the smal monasteries to accept certain books for the instruction of the pupils. We already have some excellent school books. They are as follows :—

1. Geography by Rev. C. H. Hough (Map wanting).
2. Treatise of Land-measuring, and Triangulation.
3. Stilson's Arithmetic—an admirable work.
4. "The House I Live In" translation of an interesting little work on human anatomy.
5. Sketch of Ancient History, by Rev. E. A. Stevens.
6. Hegendris' Geometry.

If there was only a work on elementary astronomy, we really have every book required to commence the work now proposed. The task of inducing the Buddhist monks generally to accept and teach these works in their monasteries—of course in addition to the existing ecclesiastical or theological course of education—would require very great tact, judgment and discretion. Some Buddhist monks to whom I have spoken on the subject have not been averse to the plan.

* * * *

The plan then I have the honour to submit for affording the means of education of the people throughout the Province generally, is a very simple one. It is first to establish gradually Central Anglo-vernacular schools at the provincial towns. To let these schools work their way and make a due impression, and then to induce the Buddhist monks to accept the books. The general plan, together with the private schools aided by Government, would establish a system of sound medium class education throughout the entire Province. The question of high schools and colleges need not be considered. That must follow the establishment of the plan now proposed."

181. The letter from which the above extracts are quoted and subsequent correspondence with the Government of India led to the issue of a memorandum by Sir Arthur Phayre in 1865. The following extracts, appropriate to our theme, are quoted : "In the present state

of education in Burma it is manifest that what is first required is primary education among the masses.

It is not mere teaching to read and write that is meant ; that preliminary knowledge is already imparted at national schools in every part of the country. What are wanted, and it is proposed to supply, are the means of instructing the masses, through the medium of the Burmese language, in elementary arithmetic, land-measuring, geography and eventually in astronomy and outlines of ancient history as known in Europe.

* * * *

"It is believed that if books on the subjects above mentioned, were furnished to the chief *phôngyee* of each monastery, and a qualified Burmese teacher engaged to superintend the studies occasionally, that the books supplied would be willingly used. The advantage of this is obvious. Arithmetic instead of being taught in a desultory manner and to a few only, would be carried on upon a fixed plan and the progress of the scholars could be distinctly marked. Sound geography would be taught instead of none at all. The usual knowledge of land-measuring—so necessary to a nation of a small landed proprietors—would be taught. Astronomy and other subjects would follow in time.

* * * *

The Burmese people must be taught to feel that unless they have their children educated both in sound knowledge and in a more systematic manner than at present prevails, they will assuredly be surpassed by other races in the country. It is of course desirable to effect the object in view by a method the most likely to be generally acceptable, and economy must not be forgotten in the arrangement.

If Vernacular schools were to be set up in each little town and village, they would run the danger of being considered antagonistic to the monasteries.

The expense of supporting them would also be very great. But if we can induce the *phôngyees* to accept books, to be used as part and parcel of their course of instruction or to receive an instructor occasionally to give lessons to the *moung yeengs* or probationers of the monastery, we shall at once have the support of those to whom the people now look up, to our plan for spreading useful knowledge ; we shall disarm opposition ; and at the same time save a great expense which otherwise would be required for buildings and masters."

* * * *

The Development of Sir Arthur Phayre's Policy.

182. The policy indicated in these extracts was the greater part of the warp and weft of the Vernacular education policy of Government from 1865 to 1917, the year in which the Education Department ceased to be the sole authority concerned with Vernacular education. The methods of translating the policy into practice varied from time to time,

but the variations played on the single theme,—the secularization of the curriculum and methods of the monastic school.

183. Difficulties were encountered from the start. In 1867-68 only 41 *kyaungs* had accepted the new text-books proffered by Government and only 91 pupils were "nominally" studying them. In 1868-69, 170 books were distributed and 82 pupils were studying them. The efforts of the first Director of Public Instruction (appointed in 1866) and four Circuit Teachers bore little fruit. By 1870, the system languished. The success of private mission schools, the need for lay schools for the education of girls who were not admitted to monastic schools, the independent development of private lay schools, and the refusal of the monastic schools to co-operate and adopt secular forms of teaching impelled Government to give attention to other means of developing the education of the people. Steps were taken to assist lay teachers and schools. A training school for masters and mistresses was opened in Rangoon in 1870-71; the four Circuit Teachers were paid off and four Deputy Inspectors of Primary (Vernacular) schools were appointed for Rangoon, Moulmein, Bassein and Akyab.

In the Resolution in the Annual Report on Education for 1873-74 the Chief Commissioner [illegible] "Since the subject was first taken up by Sir Arthur Phayre who attached the greatest importance to the encouragement of the monastery schools, little progress has been made in realizing any practical results, till the present year. The subject has been discussed year after year, and one scheme has been tried after another, but the difficulty of dealing with religious institutions administered by a naturally jealous priest-hood, who consider themselves above all advice, who are impatient of control, and were apparently independent of all outside assistance, has prevented any great progress being made in the direction of bringing these really excellent little schools into accord with the Government system of Education; instead of improving there is much reason to fear that the schools have of late years been deteriorating."

184. By 1873-74, 800 monastic schools with 20,000 pupils had elected to be examined by Public Examiners of Monastic Schools who were Deputy Inspectors of lay schools. The scheme sponsored by Sir Arthur Phayre says the Government Resolution in the Annual Report for 1873-74—"holds out prospects of large and tangible results." The Director of Public Instruction was exhorted to push on and support the policy. Sir Ashly Eden, Chief Commissioner, 1871—75, announced that "he was convinced that the decline and the disappearance of the monastic schools would be fatal to the religious and educational interests of Burma" and he "was resolute to support them." Committees of Public Instruction and sub-committees of elders were to be used to stir up and supervise the *phôngyis*.

185. The fostering of a system to be built on the monastic school was continued despite the shortcomings of the schools and the refusal of the Buddhist monkhood to lend itself to giving secular instruction. Every kind of makeshift was tried to woo the monks. Itinerant teachers, rewards to pupils and teachers, results grants, special concessions in regard to the curriculum and other expedients were tried. Education Reports from 1890 to 1906 tell of their comparative failure. In 1906 the Director of Public Instruction wrote: "Educationally the axis of the Province has been shifting. *Laissez faire* principles, which preferred to leave the guidance and practical management of education to private bodies or persons more or less irresponsible and with very varying views of the needs of the educated and the ends of education, have been tempered by a fuller recognition of the State's obligations in the matter. In effect these obligations have a two-fold relation: they concern the State itself on the one hand, and on the other those whom for the State's sake and their own it is necessary to educate. As thus conceived education is not the necessary accident of a religious propaganda nor the provision of careers in life for various sections of the community. It is rather a vital and essential element in the organic life of the State itself. To abandon its management to the caprice of individuals or to private bodies with their conflicting interests and ideals is for the State not merely to abdicate its prerogative but wilfully to endanger its own vitality and development."

Vicissitudes of Policy and Development.

186. The problem of the place of monastic schools in the secular system refused to be solved. In 1911 the Government of India pointed out the "pressing and imperial importance" of breaking down illiteracy and proposed that the end should be attained by a large extension of Board schools. The Government of Burma was inclined to solve this problem of "pressing and imperial importance" by the rehabilitation of the myriad unregistered monastic schools. A well known and ardent philo-Burman deeply deplored the course that was about to be taken, namely another attempt at rehabilitation of monastic schools. He begged that State schools should be given a chance, but Government was preoccupied with the ready-made system of monastic schools.

187. In a note dated 1912 on the "Extension of Vernacular Education in Burma under the British Government and relations of the Education Department in Burma with monastic schools" the Director of Public Instruction described the efforts of Government to carry out the policy in regard to monastic schools. He noted that the Itinerant Teacher System had been found wanting and had been abolished in 1910, and that a classification of monastic schools as "B" schools teaching a restricted curriculum had failed to attract the *phôngyis*. They resented the inferior status.

188. Sir Bertram Carey—who served in Burma until 1917 and took a special interest in Vernacular schools—suggested that compulsion should be tried. "I would have no hesitation," he said, "in advising that compulsory education be ordered under Section II of the Village Act provided that the education in the monasteries is free, that all monasteries be recognized, that geography drop out of the curriculum, and that a reasonable number of attendances be fixed per year. These remarks may be considered jocular and flippant, but I state in all seriousness that compulsory education in many parts of Upper Burma could at the present time be enforced by an order under the Village Act with far less difficulty than the orders which are enforced in regard to sanitation, defence, etc." The Government of the day did not share his views.

189. The difficulties of the Department were legion. The Buddhist order did not recognize any responsibility for providing secular instruction to pupils. The stricter members of the order went so far as to ban the teaching of geography and arithmetic and considered such teaching a sin. The only subjects they would teach where reading and writing for religious purposes. Many *phongyis* disliked the appointment of lay teachers in their schools. On the other hand, lay trained teachers refused to submit themselves to the control of untrained monks with no equipment of secular knowledge and preferred to open their own lay schools or to assist other lay school managers. The monks had rooted objections to Government Inspectors and to the trouble and indignity of keeping attendance and other registers. They complained that they were not treated with proper deference by Deputy Inspectors. On the other hand, too often the Deputy Inspector out of reverence for the yellow robe was afraid to exact from the monastic school any standard of efficiency.

190. After many years of endeavour and expedients to win the interest of the monks, the Education Department had to confess its conviction that on the whole the efficiency of recognized lay schools, which had grown rapidly in numbers side by side with the monastic schools, was higher in secular subjects than that of recognized monastic schools. But yet the lure of numbers and the eminently reasonable desire to base a national system of secular education on an existing system of religious education prolonged the attempt to secularise the monastic school. The numbers of pupils in recognized monastic and lay schools had increased greatly but unfortunately, in neither class of school did the quality of instruction keep pace with the increasing numbers; and the wastage was enormous. More than 80 per cent of the children left the school after one or two years attendance. For fifty years the problem of how to use the monastic school as an instrument of secular education had been the subject of anxious thought and experiment. Nearly all who had dealt with the question had shown a

keen desire to retain the monastic school as an integral part of the national scheme of education, and their efforts had not entirely failed. It is difficult, however, to assess the value of the result.

Statistical Data.

191. The rise and fall of the efforts of the Department to persuade the monastic school into the secular fold is reflected in the figures showing the numbers of these schools recognized from time to time :—

(1) First Statistics of Indigenous Schools (i.e., Monastery Schools and Lay Schools) taken by the English Government in Lower Burma in 1870.

(FROM THE ANNUAL REPORT, 1869-70, PAGE 19.)

Districts. (1)	Monastery Schools. (2)	Novice Pupils. (3)	Lay Pupils. (4)	Total, Pupils. (5)
Rangoon *	516	1,930	4,411	6,341
Bassein	511	851	3,510	4,[illegible]
Toungoo	133	1,764	473	2,237
Myanaung	583	2,516	6,406	8,922
Prome	457	3,256	3,515	6,771
Thayetmyo	218	706	1,863	2,569
Moulmein *	335	1,640	2,714	4,354
Shwegyeen	137	633	1,034	1,667
Tavoy	112	805	1,431	2,236
Mergui	39	181	326	507
Akyab *	232	148	1,955	2,103
Ramree	365	1,550	155	1,705
Sandoway		No returns	received.	
Total ...	3,438	15,980	27,793	43,773

Districts. (1)	Lay Schools. (2)	Pupils Girls. (3)	Pupils Boys. (4)	Total, Pupils. (5)
Rangoon *	19	285	172	457
Bassein	40	380	185	565
Toungoo	9	232	63	295
Myanaung	75	707	332	1,039
Prome	37	428	109	537
Thayetmyo	11	136	61	197
Moulmein *	22	143	80	223
Shwegyeen	18	281	66	347
Mergui	11	71	18	89
Akyab	74	885	27	912
Tavoy	13	210	118	328
Ramree	11	80	...	80
Sandoway	...	...	...	...
Total ...	340	3,838	1,231	5,069

* These returns do not include schools situated in the jurisdiction of the Magistrates of the respective towns—*omitted through an oversight.*

(2) *Statistics showing the number of Monastery and Lay Schools on the List of Inspected Vernacular Schools from 1867—99.*

(LOWER BURMA, 1867—99.)

Years.	Monastery Schools.	Lay Schools.	Total, Schools.
1867-68 ...	31	...	31
1868-69 ...	31	...	31
1869-70 ...	26	...	26
1870-71 ...	46	22	68
1871-72 ...	169	...	169
1872-73 ...	801	112	913
1873-74 ...	...	...	928
1874-75 ...	939	155	1,094
1875-76 ...	874	255	1,129
1876-77 ...	986	255	1,241
1877-78 ...	2,295	331	2,626
1878-79 ...	2,686	337	3,023
1879-80 ...	2,693	355	3,048
1880-81 ...	2,645	367	3,012
1881-82 ...	2,673	348	3,021
1882-83 ...	2,651	378	3,029
1883-84 ...	3,227	495	3,722
1884-85 ...	3,752	613	4,365
1885-86 ...	...	...	4,642
1886-87 ...	3,975	681	4,656
1887-88 ...	3,747	676	4,423
1888-89 ...	3,685	657	4,342
1889-90 ...	1,846	561	2,407
1890-91 ...	1,953	614	2,567
1891-92 ...	1,710	594	2,304
1892-93 ...	1,621	594	2,215
1893-94 ..	1,399	594	1,993
1894-95 ...	1,404	601	2,005
1895-96 ...	1,116	630	1,746
1896-97 ...	1,094	687	1,781
1997-98 ...	1,197	757	1,954
1898-99 ..	1,171	723	1,874

(UPPER BURMA, 1889—99.)

Years.	Monastery Schools.	Lay Schools.	Total, Schools.
1889-90 ...	481	143	624
1890-91 ...	481	143	624
1891-92 ...	2,614	296	2,910
1892-93 ...	2,998	373	3,371
1893-94 ...	1,752	316	2,068
1894-95 ...	1,784	385	2,169
1895-96 ...	1,766	357	2,12[illegible]
1896-97 ...	1,975	419	2394
1897-98 ...	2,084	458	2,542
1898-99 ...	1,804	557	2,361

(3) *Table showing the numbers of Recognized Monastic and Lay Vernacular Schools from 1889—1934.*

(THE WHOLE OF BURMA.)

Years.	Recognized Monastery Schools	Recognized Lay Schools.	Total, Schools.
1889-90 ...	2,327	704	3,031
1890-91 ...	2,434	757	3,191
1891-92 ...	4,324	890	5,214
1892-93 ...	4,619	967	5,586
1893-94 ...	3,151	910	4,061
1894-95 ...	3,188	986	4,174
1895-96 ...	2,882	987	3,869
1896-97 ...	3,069	1,106	4,175
1897-98 ...	3,281	1,215	4,496
1898-99 ...	2,975	1,280	4,255
1899-1900 ...	...	...	...
1900-01 ...	...	...	2,575
1901-02 ...	...	...	3,924
1902-03 ...	...	...	4,277
1903-04 ...	...	...	4,524
1904-05 ...	...	...	4,585
1905-06 ...	...	...	4,701
1906-07 ...	2,369	2,899	5,268
1907-08 ...	...	...	...
1908-09 ...	...	...	5,246
1909-10 ...	...	...	5,155
1910-11 ...	2,208	2,653	4,861
1911-12 ...	2,470	...	...
1912-13 ...	2,352	..	4,721
1913-14 ...	...	...	5,036
1914-15 ...	...	...	...
1915-16 ...	3,418	5,066	8,484
1916-17 ...	3,092	3,678	6,770
1917-18 ...	2,977	4,630	7,590
1918-19 ...	3,228	5,269	8,497
1919-20 ...	2,648	4,993	7,641
1920-21 ...	...	...	6,911
1921-22 ...	1,434	...	5,033
1922-23 ...	...	...	...
1923-24 ...	...	...	...
1924-25 ...	1,182	4,284	5,466
1925-26 ...	1,184	4,483	5,667
1926-27 ...	1,124	4,630	5,754
1927-28 ...	1,120	4,770	5,890
1928-29 ...	1,080	4,930	6,010
1929-30 ...	1,118	5,026	6,144
1930-31 ...	1,014	5,157	6,171
1931-32 ...	926	4,961	5,887
1932-33 ...	907	4,993	5,900
1933-34 ...	928	4,967	5,895

(4) *The following figures show the number of pupils in Recognized Monastic and Lay Vernacular Schools in 1890 and in 1917 when the Education Department ceased to be the sole controlling authority of Vernacular education, and during the year 1933-34.*

Year.	Number of pupils in Recognized Monastic Schools.	Pupils in Recognized Lay Vernacular Schools.
1890	10,821	30,000
1917	108,944	241,255
1933-34	79,135	364,669

The figures, it will be noted, disclose a falling away since 1917 of the popularity of the monastic school.

The Vernacular Education Committee, 1924, on the Monastic School.

192. In December 1923 Government constituted a Committee to report on Vernacular education. On the monastic school the Committee expressed itself as follows: "Vernacular education in the Province has ever been dominated from the start by the question of the ultimate fate of the monastic school. The attractiveness of a system under which the great mass of the children should be given first elements of education at seemingly very small cost was recognized from the first, and every endeavour was made to bolster it up. For decades the policy of supporting it has been declared, and every device has been utilized, that ingenuity could think of and generosity afford, in order to prevent its elimination. The Education Department would seem to have been unable to break away from this policy, and in endeavouring to carry it out has adopted makeshift after makeshift, and fallen from one anomaly into another. And yet a glance at actual facts would have given food for thought. For what really is the monastic system and in what does it end? In the large majority of recognized monastic schools the teaching is done by lay teachers: thus in the Tenasserim Division out of 156 teachers in such schools only 13 are monks, who teach; in the Mandalay Division in 393 schools there are 371 lay teachers. In other words the recognized monastic school has come to be nothing but a lay school under monastic management. Lying outside them are numerous unrecognized monastic schools, in which some sort of instruction is given by the presiding monk. These are the happy hunting ground of educationists in search for numbers. The instruction generally imparted in them is rudimentary and the attendance poor, while the discipline is comparatively lax. We have no reliable figures for them, although in 1921-22 the number of unregistered

monastic schools was given at 17,526 with 183,208 pupils and a witness has stated that at present we do not touch 75 per cent of the areas in which such education is given. This figure is, of course, mere surmise, but accepting it for the purpose of argument, we would in the first place question the value of the secular education that is given; in the second place we must confess that we can see no signs that would indicate that a policy that has been followed for some fifty years will in the next 50 meet with any greater measure of success, even conceding that a monastic school converted into a semi-lay school is a result that justifies the expenditure it entails. As there are still some, however, who incline to the view that the monastic system should be supported a closer examination of the subject may not be out of place.

By supporting the monastic system is meant presumably subsidising in some unexplained way the many unrecognized monastic schools mentioned above and absorbing them as fast as possible into the official system, when they become to a certain extent secularized. The chief arguments advanced by its advocates in favour of the system are its alleged cheapness, the high level of literacy in Burma as compared with other provinces of India, and the ability of the monks to inculcate habits of discipline and impart religious and moral instruction. In our opinion these arguments are illusory and based on a misapprehension of the facts. Cheapness may be dearly bought at the price of efficiency; and money spent on inefficient schools may be finally lost, as has often been the case in the past; but apart from that, it is not apparent to us that the system really proves cheap in the long run; for recognized monastic schools cost more for management—as the monk generally does not teach—than the lay school. Of course we admit that the monastery has an advantage over the lay school in its buildings and grounds; but we do not believe that the solution of the problem lies in making the system dependent on buildings and grounds. Likewise the boast of literacy hardly bears examination; it is arguable whether the result is due solely to the monastic schools, and in any case the value of the classification is problematical. Finally we do not admit that the monk must necessarily be a better disciplinarian than the lay teacher: on the contrary we think that the advantage here rests with the latter, who, free from religious duties the monk performs, is better able to regulate the life of his school. Nor do we see why the lay teacher should not be able to impart religious and moral instruction.

It is noticeable that, although its advocates are quite ready to admit that the monastic school is as a rule not efficient, they have failed to suggest any remedies that might be applied. As a matter of fact there can be none in present conditions. Nor indeed is it surprising that the monastic system should have failed, as it has done, to supply a proper basis for vernacular education in the province. In our opinion the cardinal error has been in supposing that it would or could. Primarily

a religious system it has not lent itself readily to the attempt to divert its energies into educational channels. With it education has been but a subsidiary occupation, forced on it by the logic of facts. By the very slight effort that is involved in the teaching of infants the rudiments of reading and writing, the monk obtained the time and opportunity for those religious observances and duties that are the real object of the existence. Such an educational system could not but contain within itself the seeds of disintegration ; it could not offer its disciples any facilities for the acquisition of educational competence, while the conservatism that distinguishes it in common with other religious systems of the world, fostered a disinclination to accept any fact or theory at variance with the traditional view that time and custom had hallowed. So long as the village remained cut off from the outer world, the system was able to maintain itself, but when its isolation was invaded, it inevitably fell to pieces. Faced with the competition of the outside world and confronted with the requirements of modern teaching, the monk had no means of continuing the unequal contest, even had he wished to do so. The consequence has been that the people are turning in increasing numbers to the lay school, which provides the education that they see the times require.

But although we thus disagree with those who would maintain, for reasons that it has seemed to us are never clearly formulated, that the monastic system is the ideal system on which to base an educational system for the country, if possible, this very admission being a confession of failure, we disagree in no less measure with those who, flying to the other extreme, would exclude the monk altogether from any educational work. We do not consider that it lies with us to decide whether the monk is debarred from engaging in educational work by the tenets of his religion. That is a question for the monkhood itself, and one which it will no doubt decide according to its lights, undeterred by the views of a small portion of the laity, which would seem to wish to dictate what the decision should be. On general grounds we consider that any such exclusion would be unfair and impolitic. For though we believe that in the nature of things it is impossible for the monastic system to be the foundation of a vernacular educational system, we recognize that many monks in the past have risen superior to the difficulties of their position, and casting down the barriers of prejudice, have set an enlightened example to all. Their schools are an illuminating proof of what the monkhood can achieve, if it approach its task in a free untrammelled and progressive spirit, and just as the State has a right to refuse public moneys to educational bodies that are not in a position to offer a fair return, so also is it under the obligation to enlist in the cause of education the aid of all such as have shown and are showing themselves to be fitted for the work. Vernacular education in this country can only be salved by the whole hearted co-operation of all sections of the population, and it is not open to the State to refuse the

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aid of any one section, if its requirements are complied with and the conditions it lays down for the proper development of its educational system observed.

Having regard therefore to present conditions and in view of the considerations set out above, we believe that the time has come for putting the monastic and the lay school on an equal footing, and according them both the same treatment. A system of vernacular education should be built up on a combination of both of them In the past owing to the wish to stimulate the growth of the monastic school under the misapprehension that only thus could elementary education become widely diffused, and to the desire to absorb anything that might possibly be termed a school, large numbers of monastic schools were granted registration and maintained on the register that should never have been registered or maintained at all. A large number of monks were given grants in order that they might accept the conditions of work prescribed by the Education Department. It is clear now that but little good was achieved by this policy ; the substance was lost for the shadow. But, howsoever that may be, we are of opinion that in future the only test for a school's existence, whether monastic or lay, should be that of efficiency. Both monastic and lay school should conform to the same tests and incur the same obligations, having the same curriculum and taking the same examinations. In the same way they should enjoy the same measure of assistance from the State. For services rendered are entitled to full remuneration and it is illogical to differentiate in this respect between the monk and the layman. On the other hand it is incumbent on the State to insist on an adequate return for its expenditure. The recognition and disregistration of schools will thus assume an importance that they have not had before. The efficiency of the schools should be tested yearly by the results of a first public examination, as well as by other tests, if necessary, and those that fail to reach the desired level should be removed from the register, or suffer such other penalties as may be laid down. If the State is called upon to supply in part the funds for education, the local education authorities should see to it that these funds are not squandered on institutions, whether monastic or lay, that do not properly earn them.

We believe that a sound and lasting system of vernacular education can be built up on these lines. It would have the merit of sweeping away the anomalies of the past, while at the same time retaining all that at present honestly makes for progress and efficiency in the education of the country. Nor do we apprehend that the monkhood will be blind to the advantages that such a system will confer on those who devote themselves to the efficient teaching of the children of the country.

To this uniform treatment of monastic and lay school, that we now propose, we would however make one exception in favour of the

monastic school. The admission of girls into the monastic school is now the exception and not the rule, and to demand admission as one of the conditions of recognition would probably mean the extinction of many. This is a consummation from which, for the reasons already stated, we are averse, and we would therefore recommend that in cases where the monastic school refuses to take in girls, a lay school for girls be also allowed in the village. This of course will spell duplication, and it is regretable, but in the circumstances we feel we cannot but bow to the inevitable. In any case we do not think that this duplication will be on any large scale ; for it is noticeable that out of a total number of 74,161 pupils in monastic schools, girls number 12,272."

Policy and Events since 1924.

193. Thus spoke the Vernacular Education Committee in 1924. Since 1924, events have marched not altogether in the direction in which the Committee anticipated. A marked tendency has been at work, as the figures already quoted disclose, towards the reduction of the number of monastic schools in the secular system. It is common knowledge that there is a disposition in not a few local education authorities to set policy against the recognition of monastic schools and to expend funds wholly on Board and recognized lay schools. At the same time, there has been manifest a growing disposition in the monastic order to play a part in temporal affairs, a disposition that has reacted on the educated laymán and is giving rise to a growing opposition to monkish claims to interfere in temporal matters. But the disposition to take part in temporal affairs may perhaps help in modernizing monastic schools.

194. Questions number 39, 40 and 41 of our questionnaire re-echoed the questions implicit in Sir Arthur Phayre's Memorandum. The replies received are singularly bankrupt of constructive suggestions. Except for a few *sayadaws* the general attitude is that no special concessions should be made and no special organization need be established for the control and inspection of monastic schools. Considering the importance of the questions and the widespread publicity that was given to them, the response is disappointing and the apathy hard to explain.

The Problem of the Monastic School Still Unsolved.

195. Whatever course is adopted, it will be difficult to avoid some of the animosities and asperities that have raged fiercely round elementary education policy in other countries where religious orders and secular authorities have confused the educational issue to the detriment of the public service of education. The circumstances in Burma to-day are in some ways not unlike those in England in 1870. In England before 1870 practically the only elementary schools were voluntary denominational

schools. The Elementary Education Act, 1870, provided for the institution of local education authorities and the beginning of the system of board and council schools, and saw the beginning of long drawn controversies regarding the rights of "denominational" and "local authority" schools. These controversies between denominations and local authorities for control of elementary education need not be repeated in Burma but the difficulties in Burma of including a large number of voluntary monastic schools in the State secular system remains a problem of exceeding difficulty. At the present moment there are said to be 17,000 primary monastic schools with some 200,000 pupils. (The figures are unreliable.) It is common knowledge that most unrecognized monastic schools have a fluctuating attendance and that on the average few have more than 10 or 12 pupils. Few, if any, employ a lay teacher, trained or untrained. It has proved a task beyond the influence and power of Government during 70 years to give any effective aid to these schools, or to bring them within the ambit of a State system. They are of little value as secular education institutions. All expedients to bend them to secular purposes have failed. The majority of monk managers of these schools remain indifferent to the need for adjusting their curriculum to modern needs. It has already been remarked that recent years have seen great changes in the attitude of the monastic order to temporal affairs. Monks now leave the seclusion of the monastery to intervene in local and national politics. Off the main arteries of communication, in thousands of isolated villages (as well as in towns) where the ferments of modern ideas are stirring less actively, the *sayadaw* is still the guardian of religion, the instructor of the young, the spiritual adviser of the elderly and aged. His opinions, even in secular matters, are accepted with respect, and sought for ; he is still the leader and protector of his village. His authority is beneficient and should not be lightly disturbed.

196. The figures already quoted show that the lay school tends to replace the monastic school and there is no reason to suppose that this process will be reversed or that the urgent necessity for developing the education of the people will not accentuate the process. In this development, the local authorities will have to move carefully and with tact. It is undesirable to compete with the head of the village monastery and undermine his authority by indiscriminate establishment of lay schools; but educational development cannot wait indefinitely on the slow dissolution of ancient prejudice.

197. Our conclusion is that the provision of Vernacular primary schools is a separate problem in each locality. Local authorities, local officials, villagers, *phongyis* and others concerned are best informed and equipped to settle how local provision should be

made and under what auspices, lay or monastic. It will be the duty of the Ministry of Education by the exercise of its powers under the Act and by means of financial subventions to foster amicable adjustments of local vested and other interests in education for the general good of the children whose educational welfare is paramount. The recommendations of the Vernacular Education Committee, 1924, may be accepted in general as the policy still to be followed in regard to the monastic school. Local authorities and others should consider whether encouragement should be given in suitable localities to the establishment of lay schools on monastic premises to achieve economy of land and buildings, elimination of competition between lay and monastic schools, and replacement of inefficient unrecognized monastic schools by recognized schools.

SECTION VIII.

ILLITERACY—"WASTAGE"—COMPULSORY EDUCATION.

Literacy According to Census Criteria.

198. The literates and illiterates in Burma proper in 1931 were according to census returns :—

	Total population.	Literate.	Illiterate.
Burmese	8,369,190	3,383,254	5,185,945
Other indigenous races	3,207,018	714,538	2,492,480
Chinese	128,891	58,691	70,200
Indian Hindus ...	538,650	140,401	398,249
Indian Muslims ...	391,558	96,159	295,399
Other Indians ...	53,330	22,151	31,179
Indo-Burmans ...	180,733	43,288	137,445
Others	22,669	16,225	6,444

199. During the census operations of 1931, an effort was made to enumerate all persons who had passed or could be assumed to be capable of passing a IVth standard examination, Vernacular or Anglo-vernacular. Owing to various causes the attempt was abortive; this was unfortunate. The data would have been of value for the purpose of more accurate estimation of literacy in Burma. The published census figures were based on enumerators' estimates, said in the main to be reliable, of the ability of the persons enumerated to read and write a letter in any language. Educational statistics suggest that only a small percentage of those enumerated as literate in the census would be so classified if a "IVth standard" criterion were applied.

The relatively high standard of literacy claimed for Burma as compared to India is accounted for by the large numbers of pupils who

attend unrecognized monastic schools for one or two years and, to some extent, by the large numbers who attend but do not proceed beyond the lower primary classes of recognized schools. Pupils of both types of schools leave with a very elementary knowledge of letters that may pass for literacy according to the low attainment set for census purposes.

200. The figures of comparison between Burma and Indian Provinces in 1931 and the deductions made from the figures in the Census Report were as follows :—

1. Number per mille of persons aged five and over who are literate.

Province or State.	Literate in any language.			Literate in English.		
	Persons.	Males.	Females.	Persons.	Males.	Females.
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Burma	368	560	165	13	20	5
Burma, excluding the Shan States and Karenni.	397	600	182	14	22	5
The Shan States and Karenni.	121	219	17	4	6	1
Bengal	110	180	32	25	43	5
Madras	108	188	30	15	26	4
Assam	91	152	23	12	22	2
Bihar and Orissa ...	52	95	8	5	9	1
Bombay	102	167	29	18	29	6
Central Provinces ...	60	110	11	6	11	1
Punjab	59	95	15	11	19	2
United Provinces ...	55	94	11	6	11	1
Baroda	209	330	79	15	28	2
Hyderabad	47	83	10	5	8	1
Cochin	337	460	220	37	58	16
Mysore	106	174	33	...	27	5
Gwalior	47	78	11	5	8	1
Travancore	289	408	168	19	31	7

"The number of persons aged five and over who were recorded as literate in any language is 4,646,088, males being 3,635,790 and females 1,010,298. The proportion of literates (both sexes) has increased from 317 per mille in 1921 to 368 per mille in 1931, the increase for males being from 510 to 560 per mille and for females from 112 to 165 per mille. Thus the proportion for females has increased by nearly 50 per cent. Literacy among females in Burma has grown very rapidly during the last twenty years, the increase for the previous decade being 60 per cent. In marginal table 1 (above) figures are given for the larger provinces in India and for a few States from which figures have been received. It will be seen that the proportion of literates (in any language) in Burma is more than three times as large as in any of the other provinces. As explained in the previous paragraph, this is due to the high proportion of literates among the Buddhists. If the standard of literacy be raised appreciably, it is

doubtful whether Burma would retain its position at the head of the list. Among the provinces in India proper, Bengal, Madras and Bombay are the most literate, with Assam not far behind ; in the United Provinces, Bihar and Orissa, the Punjab and the Central Provinces the proportion of literate persons is very much smaller. It will be noticed that Cochin is not far behind Burma as regards the total population, the proportion of literacy among females being greater than in Burma. Baroda is still a long way behind Burma although free and compulsory primary education has been in force there for many years. As regards literacy in English, Burma no longer holds first place among the provinces in India as far as females are concerned, Bombay now taking that position. For males, Burma has a smaller proportion than Bengal, Madras and Bombay, the proportion in Bengal being about double what it is in Burma."

201. Outstanding as Burma's place is, according to the criteria applied, the position disclosed by the figures is, in view of the criteria on which the census figures are based, far from satisfactory.

The following tables give perhaps a more accurate picture of illiteracy in the province as compared to other provinces :—

(1) *

Percentage of male population of school-going age, receiving instruction in classes I—V by Provinces.

Province (with male population in millions). (1)	1917. (2)	1922. (3)	1927. (4)	1932. (5)
Madras (23·0) ...	39·2	42·5	59·0	59·6
Bombay (11·5) ...	37·2	45·1	49·2	49·6
Bengal (26·0) ...	39·8	37·2	45·1	48·8
United Provinces (25·4)	19·2	23·1	30·5	30·9
Punjab (12·8) ...	20·5	23·9	44·7	44·0
Burma (7·4) ...	28·2	20·9	23·0	24·1
Bihar and Orissa (18·7) ...	25·7	26·3	37·3	31·2
Central Provinces (7·7) ...	29·1	27·3	30·7	30·3
Assam (4·5) ...	36·5	29·5	36·4	38·9
North-West Frontier Province (1·3).	19·2	21·6	28·4	30·8
British India (including minor administrations).	30·3	31·5	42·1	42·2

* Table reproduced from page 137 of Quinquennial Review of Education in India, Volume I, 1927—32.

(2) *

Province. * (1)	Total male population in millions. (2)	Male population of school-going age (in thousands). 1911. (3)	1921. (4)	1931. (5)
Madras ...	23·0	2,854	2,922	3,231
Bombay ...	11·5	1,436	1,425	1,610
Bengal ...	26·0	3,271	3,381	3,645
United Provinces ...	25·4	3,424	3,330	3,562
Punjab ...	12·8	1,508	1,583	1,803
Burma ...	7·4	866	946	1,048
Bihar and Orissa ...	18·7	2,360	2,347	2,631
Central Provinces ...	7·7	970	973	1,086
Assam	4·5	486	555	635
North-West Frontier Province.	1·3	165	172	184

In all comparative tables of Indian provinces, standards I to V should be read to include the infant standard and standards I to IV of Burma. Read together the two tables reveal that while the male population of school-going age increased in Burma by 21 per cent, from 886,000 in 1911 to 1,048,000 in 1931, the percentage of the male population of school-going age receiving instruction in classes I—V (including infant and I—IV in vernacular schools) has fallen from 28·2 per cent to 24·1 per cent. It would appear that while numbers of enrolments increased, the educational provision lost ground relative to the increase in the male population of school-going age.

Numbers of Children of School-going Age.

202. The census tables for 1931 give the total population in Burma proper, age 5—10 years, that is all who have completed five years but not ten years of age as 1,615,084. The figure may be taken for approximate purposes as the number of children of school-going age 6—11 years which is the prescribed age group for primary vernacular education (infant standard, standards I, II, III, IV) in Burma. The total of 1,615,084 children was distributed as follows :—

Burmese children	1,080,566
Children of other indigenous races, *i.e.*, Karens Kachins, Chins and others. ...	407,369
Chinese	12,707
Indian Hindus	38,601
Indian Muslims	40,638
Other Indians	5,215
Indo-Burman races	26,678
Other races	3,250

Righly 1,514,600 children of indigenous races, 84,500 Indian children an 16,000 children of other races.

* Table reproduced from page 137 of Quinquennial Review of Education in India, 1923—[illegible], page 136.

203. It is impossible to calculate accurately what increases ... taken place since 1930-31 in the different communities constituting the population. The general increase in population during the period 1921—31 was 12 per cent. This factor may be taken to calcul for approximate purposes the increase in the age group, 6—11 years since 1931 up to the end of the year 1933-34—the year taken for the comparative and statistical purposes. The rate of increase may be taken as $\frac{10}{12}$ *per cent. per year or* $2\frac{1}{2}$ *per cent. during the period* 1931-32 to 1933-34 both years inclusive. On this basis, the figures for the children of the age group would be in round figures :—

Burmese children	...	...	1,107,580
Children of other indigenous races : Karens, Kachins, Chins and others.			417,550
Chinese	...	...	13,020
Indian Hindus	...	...	39,630
Indian Muslims	...	...	41,650
Other Indians	...	...	5,350
Indo-Burman, races	...	...	27,34.
Other races	...	...	

Say 1,525,000 children of indigenous races an ... ...dren of Indian races and 16,500 children of other races ... 1,628,500.

204. In 1933-34, the total number of children in all recognized primary departments (including primary departments of secondary schools) was 448,079. Many of these children were below 6 years of age and many above 11 years of age. No accurate age statistics are available. 4,17,035 of the total of 448,079 children were attending Vernacular schools and were distributed as follows :—

Infant Standard	...	...	168,817
Standard I	...	...	96,622
Standard II	...	...	71,103
Standard III	...	...	48,339
Standard IV	...	...	32,354

3,29,647 were attending schools in rural areas.

Over 12,00,000 Children of School-going Age not attending School.

205. The figures disclose that of the total number of children o school-going age, 6—11 years, approximately 12,11,000 were not attending recognized schools. Returns (unreliable) of the number o children attending unrecognized schools, mostly monastic school, account for some 2,00,000 children. Allowing that 2,00,000 ...ldren were attending monastic schools, there would remain ap... ...ter one million children of school-going age not undergoing ... ...tion Probably, many of these children either have attended a ... ...ized Vernacular school for a year or two (hence the problem of ... ...y, or will attend an unrecognized monastic school for a sh ... ... There are no data to establish how many do follow a cour ...

kind in any kind of school. Information regarding the educational career of children in unrecognized monastic schools is, it will be noted, seriously deficient. For this reason we recommend that Local Education Authorities should be required with the assistance of Deputy Inspectors of Schools to fill in the gaps in statistical and other data in regard to the actual educational provision and the instruction being given to children who are not attending recognized schools. Incomplete as our knowledge is, we know that such education as some of the children have received whether in an unrecognized monastic or a recognized lay school has been inadequate. Their instruction has stopped short of literacy. To sum up, the position is that, at the present time, there is a floating population of nearly $1\frac{1}{4}$ million children of ages between 6 and 11 years, consisting of some 2,00,000 undergoing instruction on monastic lines in unrecognized schools and about 1,000,000 many of whom may have received a little instruction in recognized or unrecognized schools. We do not rate such instruction as children may receive in unrecognized monastic schools as valueless. It is however not valuable enough. The ability to read and write, however haltingly, acquired for religious purposes is an ability that can be used for secular purposes. While the merits of the unrecognized monastic school may be admitted, we cannot shut our eyes to the fact that it does not fulfil the purposes of a modern education system. Literacy according to the standard required in census returns is an inadequate equipment for modern life and for the exercise of local and national self-governing powers and functions.

ANALYSES OF NUMBERS OF CHILDREN ATTENDING SCHOOL.

"Washige."

206. So far the education of children not attending school has been the main theme of discussion. We now discuss the problems of the children who attend school. The following table showing enrolments in Vernacular schools during the ten years from 1924-25 to 1933-34 repays study :—

Statement showing total enrolments in all classes (i.e., I to X) of Vernacular schools during the years 1924-25 to 1933-34.

Years. (1)	* Standard I. Boys. (2)	Girls. (3)	Total. (4)	Standard II. Boys. (5)	Girls. (6)	Total. (7)	Standard III. Boys. (8)	Girls. (9)	Total. (10)	Standard IV. Boys. (11)	Girls. (12)	Total. (13)	Standard V. Boys. (14)	Girls. (15)	Total. (16)
1924-25	105,102	76,817	181,919	29,479	17,050	35,529	19,774	9,141	28,915	12,542	4,566	17,108	4,637	1,421	6,058
1925-26	136,887	76,176	213,063	33,922	15,202	49,124	23,569	8,812	32,381	14,571	4,472	19,043	5,843	1,425	7,268
1926-27	148,561	85,142	236,703	35,465	16,461	51,926	22,328	9,744	32,072	15,232	5,264	20,496	5,738	1,535	7,273
1927-28	192,196	68,844	250,980	34,817	23,807	58,624	22,200	12,785	34,985	16,127	7,156	23,283	4,064	1,828	6,492
1928-29	155,945	113,174	269,119	34,751	21,148	55,899	26,128	11,767	37,895	17,232	6,282	23,514	5,257	1,895	7,152
1929-30	159,778	115,225	275,003	38,922	26,257	65,179	25,232	14,263	39,495	18,728	8,057	26,785	5,159	2,153	7,312
1930-31	163,537	109,696	273,253	40,458	28,964	69,422	27,169	16,188	43,357	20,632	8,843	29,475	6,897	2,362	9,259
1931-32	136,561	124,505	260,766	38,686	28,872	67,558	28,290	17,590	45,880	20,229	9,310	29,539	6,085	2,255	8,340
1932-33	147,637	121,198	268,835	29,010	29,733	58,743	29,067	18,173	47,240	21,040	9,866	30,906	6,059	2,186	8,245
1933-34	135,852	123,089	258,941	39,726	29,858	69,584	28,974	18,420	47,394	21,701	9,949	31,650	6,854	2,287	9,141

Years. (11)	Standard VI. Boys. (17)	Girls. (18)	Total. (19)	Standard VII. Boys. (20)	Girls. (21)	Total. (22)	Standard VIII. Boys. (23)	Girls. (24)	Total. (25)	Standard IX. Boys. (26)	Girls. (27)	Total. (28)	Standard X. Boys. (29)	Girls. (30)	Total. (31)
1924-25	3,615	637	4,252	2,844	447	3,291	166	15	181	109	11	120	...	...	...
1925-26	3,576	800	4,376	3,495	514	4,009	234	26	260	178	19	197	...	...	...
1926-27	3,824	926	4,750	4,107	751	4,858	251	21	272	234	30	264	...	...	...
1927-28	4,727	1,220	5,947	4,712	1,239	5,951	344	100	444	242	41	283	...	...	...
1928-29	5,091	1,417	6,508	4,445	1,162	5,577	368	70	438	381	67	448	...	...	...
1929-30	4,865	1,595	6,460	6,207	1,651	7,858	419	89	508	524	101	625	...	...	...
1930-31	5,179	1,841	6,820	6,918	1,973	8,891	614	121	735	609	109	718	17	...	17
1931-32	5,058	2,015	7,073	6,329	2,015	8,344	1,294	110	1,404	380	117	497	65	8	73
1932-33	4,997	1,452	6,429	6,047	1,653	7,700	1,048	218	1,266	1,045	200	1,245	177	19	196
1933-34	5,142	1,422	6,564	5,752	1,645	7,397	849	145	994	1,363	272	1,635			

* Includes enrolments in infant classes as well as standard I. This inclusion distorts somewhat the deductions made from the figures in the analyses that follow but the distortion does not affect materially the approximate accuracy of the deductions. The distinction between infant class A, infant class B and standard I in single teacher schools is a distinction more on paper than not without a difference. The general situation in the lower primary school is therefore more accurately symbolized by combining the figures in the infant class and standard I.

During the ten years under review, the number of children enrolled in standard I (including the infant standard) rose from 181,919 to 258,941, an increase of 77,022 ; 42 per cent. In the same period in standard II, the enrolments rose from 46,529 to 69,584, an increase of 23,055 ; nearly 50 per cent. In standard III, the enrolments rose from 28,915 to 47,394, an increase of 18,479 ; nearly 65 per cent. In standard IV, the enrolments rose from 17,108 to 31,650, an increase of 14,542 ; 85 per cent ; the steep rise by 85 per cent probably represents "stagnation" to some extent in the IVth standard. These figures might be interpreted to support the view that children permitted to continue their schooling after the Ist standard tend to stay on to complete the IVth standard. It would, however, be straining the significance of the figures somewhat to draw this conclusion. The following figures give, perhaps, a more accurate indication of the position. They show the number of children admitted to schools and the residue that remained to complete the course in the IVth standard :—

Enrolled in 1924-25 in standard I ...	181,919	Residue in 1927-28 in standard IV ...	23,283
Enrolled in 1925-26 in standard I ...	213,063	Residue in 1928-29 in standard IV ...	23,514
Enrolled in 1926-27 in standard I ...	236,703	Residue in 1929-30 in standard IV ...	26,785
Enrolled in 1927-28 in standard I ...	250,980	Residue in 1930-31 in standard IV ...	29,475
Enrolled in 1928-29 in standard I ...	269,119	Residue in 1931-32 in standard IV ...	29,539
Enrolled in 1929-30 in standard I ...	275,003	Residue in 1932-33 in standard IV ...	30,906
Enrolled in 1930-31 in standard I ...	275,253	Residue in 1933-34 in standard IV ...	31,650

Of the children enrolled in 1924-25, 87 † per cent failed to stay course to the completion of the IVth standard. The percentage the following years of those who failed similarly were as follows :—

	Per cent.
1925-26	89
1926-27	89
1927-28	88
1928-29	89
1929-30	88
1930-31	88

The figures establish that approximately 88 per cent of the children enrolled in Vernacular schools fail to complete the minimum course that would qualify for literacy according to educational as distinguished from census standards.

* Infant standard enrolments are included in the standard I figures.

† If infants are separated from standard I pupils the per centage failure to pass from standard I to II is about 75 per cent.

"Wastage" in Burma as compared to India.

207. The following tables are reproduced from the Quinquennial Review of Education in India, 1927—32, Volume I, page 142 :—

Proportion of Pupils in Classes I, IV and V in Provinces.

(A)

Province.	1922-23, Class I.	1925-26, Class IV.	1926-27, Class V.
Madras	100	26	11
Bombay	100	41	36
Bengal	100	11	7
United Provinces ...	100	18	15
Punjab	100	25	18
Burma	100	17	9
Bihar and Orissa ...	100	14	9
Central Provinces ...	100	16	16
Assam	100	17	6
British India (including minor administrations).	100	19	11

(B)

Province.	Number of boys in					Proportion of boys in		
	Class I, 1927-28.	Class II, 1928-29.	Class III, 1929-30.	Class IV, 1930-31.	Class V 1931-32	Class I 1927-28.	Class IV, 1930-31.	Class V, 1931-32
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Madras ...	902,832	384,689	288,685	236,775	100,256	100	26	11
Bombay ...	272,183	145,277	131,747	108,684	97,776	100	40	36
Bengal ...	885,807	341,786	246,754	130,393	94,655	100	15	11
United Provinces	537,732	247,310	164,827	121,689	87,214	100	23	16
Punjab ...	398,363	202,618	115,804	96,073	67,942	100	24	17
Burma ..	102,071	41,963	34,268	27,633	12,743	100	27	12
Bihar and Orissa	526,043	179,325	122,250	49,680	40,141	100	9	8
Central Provinces.	130,774	71,552	63,412	58,128	15,855	100	44	12
Assam ...	131,163	30,572	27,617	32,903	29,108	100	25	22
North-West Frontier Province.	31,152	9,960	7,773	6,405	4,212	100	21	14
British India (including minor administrations).	4,191,091	1,572,655	1,170,149	877,633	557,696	100	21	13

These tables show "wastage" in Burma as compared to other Provinces. Class V in the table corresponds to class IV in the

Vernacular school in Burma. The figures include pupils in all schools, Vernacular, Anglo-vernacular and English. The figures establish that the numerical census figures of literacy must be heavily discounted for the purpose of estimating literacy according to educational as distinguished from census standards.

"Wastage" in Lower Primary Classes.

208. "Wastage" is greatest at the stage when children pass from the Ist standard (including the infant standard) to the IInd standard. The following figures show this :—

Years.	Entrants Standard I.	Number of children enrolled in following year in Standard II.	Percentage loss.
1924-25	181,919	49,124	73
1925-26	213,063	51,926	75
1926-27	236,703	58,624	75
1927-28	250,080	55,[illegible]99	77
1928-29	269,119	65,179	76
1929-30	275,003	69,422	75
1930-31	275,253	67,358	79
1931-32	260,766	58,743	77
1932-33	268,835	69,584	74
1933-34	258,941		

Approximately 75 per cent of the children enrolled in the lower primary departments of Vernacular schools during the past ten years withdrew from the school at the end of the course in standard I.

"Wastage" in Numbers of Boys and Girls.

209. A further analysis of the figures in regard to the "wastage" shows that the loss in numbers of girls is slightly greater than that of boys :

Years.	Girls enrolled in		Approximate percentage wastage.
	Standard I.	Standard II.	
1924-25	76,817	15,202	80
1925-26	76,176	16,461	78
1926-27	88,142	23,807	73
1927-28 ...	68,544	21,148	70
1928-29	113,174	26,257	76
1929-30	115,225	2[illegible],964	75
1930-31	109,696	28,872	74
1931-32	124,503	29,733	76
1932-33	121,198	29,858	7[illegible]
1933-34	123,089		

The losses in the numbers of boys at the same stage were :—

Years.	Boys enrolled in		Percentage wastage.
	Standard I.	Standard II.	
1924-25	105,102	33,922	68
1925-26	136,887	35,465	70
1926-27	148,561	34,817	70
1927-28	182,436	34,751	80
1928-29	155,945	38,922	70
1929-30	159,778	40,458	74
1930-31	165,557	38,686	76
1931-32	136,263	29,010	79
1932-33	147,037	39,726	73
1933-34	135,852		

The "wastage" fluctuated between 68 per cent and 80 per cent.

210. The proportion of girls to boys at this stage was :—

	Girls.	Boys.
1924-25	43	57
1925-26	36	64
1926-27	37	63
1927-28	27	73
1928-29	42	58
1929-30	42	58
1930-31	39	61
1931-32	48	52
1932-33	45	55
1933-34	47	53

As we go up the school the "wastage" among girls becomes greater.

In the IVth standard the proportion of girls to boys was :—

	Girls.	Boys.
1924-25	26	74
1925-26	23	77
1926-27	25	75
1927-28	30	70
1928-29	26	74
1929-30	30	70
1930-31	30	70
1931-32	31	69
1932-33	31	69
1933-34	31	69

In the Vth standard the proportions have altered to :—

	Girls.	Boys.
1924-25	13	87
1925-26	13	87
1926-27	15	85
1927-28	21	79
1928-29	21	79
1929-30	22	78
1930-31	22	78
1931-32	24	76
1932-33	21	79
1933-34	22	78

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In the IXth standard to :—

	Girls.	Boys.
1924-25	10	90
1925-26	10	90
1926-27	11	89
1927-28	14	86
1928-29	15	85
1929-30	17	83
1930-31	18	82
1931-32	23	77
1932-33	16	84
1933-34	16	84

In the Xth standard in which the examination was held for the first time in 1930-31 to :—

	Girls.	Boys.
1930-31	4	96
1931-32	...	100
1932-33	10	90
1933-34	10	90

"Wastage" the Major Problem.

211. *There are no grounds for satisfaction in these statistics. Since a large fraction of the children enrolled fail to enter standard II of the recognized Vernacular primary school, the increase in enrolments in infant classes and standard I from 181,919 in 1924-25 to 258,941 in 1933-34 represents a gross increase of waste of teaching energy and public funds. This is the fundamental problem of the Vernacular primary education system.*

Statistics of Post-primary Vernacular Education.

212. The following figures show the numbers and percentages of children who, having completed the primary course, proceeded to the middle school course during the past ten years :—

Years. (1)	Enrolled in Standard IV. (2)	Enrolled in Standard V. (3)	Percentage of IVth Standard pupils enrolled in Vth. (4)	Number enrolled in VIIth Standard at end of Middle Course. (5)
1924-25 ...	17,108	6,058	35	3,291
1925-26 ...	19,043	7,268	38	4,009
1926-27 ..	20,496	7,273	35	4,858
1927-28 ...	23,283	6,492	28	5,951
1928-29 ...	23,514	7,152	30	5,577
1929-30 ...	26,785	7,312	27	7,858
1930-31 ...	29,475	9,259	31	8,591
1931-32 ...	29,559	8,340	28	8,344
1932-33 ...	30,906	8,245	27	7,700
1933-34 ...	31,650	9,141	29	7,397

The increased numbers in the enrolments in the VIIth standard during 1927-28 and thereafter were due to the increased numbers of pupils attracted by the opening of the Xth Vernacular standard, and by the decision to allow successful candidates in the Xth standard Vernacular Examination to be held to have qualified to have passed the Anglo-vernacular High School Examination after passing in English only in the latter examination and by the improved rates of pay offered to Vernacular teachers. The Anglo-vernacular concession to Xth standard Vernacular pupils opens up wider prospects of employment than hitherto. Formerly the teaching profession was practically the only sphere of employment open to pupils who had completed successfully a Vernacular middle or high school course.

213. The Xth standard in Vernacular schools was opened for the first time in June 1931, when essential text-books became available. The following figures show the development of the standard up to the year 1933-34 :—

Years.	Enrolled in IXth Standard.			Enrolled in Xth Standard.		
	Boys.	Girls.	Total.	Boys.	Girls.	Total.
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1929-30 ...	524	101	625	...	...	...
1930-31 ...	609	109	718	303	12	315
1931-32 ...	380	117	497	17	...	17
1932-33 ...	1,045	200	1,245	65	8	73
1933-34 ...	1,363	272	1,635	177	19	196

The significance of the development of Vernacular middle and high school education is discussed at greater length in the section dealing with approximation of curricula and efficiency in Vernacular and Anglo-vernacular secondary schools.

Satisfactory Development in Post-primary Schools.

214. While the picture of Vernacular lower primary departments is one of almost unrelieved gloom, that of the middle and high departments shows fruitful potentialities. During the period of ten years under review, the enrolments have risen in the VIIth standard by 120 per cent from 3,291 to 7,397 pupils and in the IXth standard by 1,262 per cent from 120 to 1,635 pupils. Although the actual numbers of pupils enrolled in and completing the courses in the IVth, VIIth, IXth and Xth standards in Vernacular schools are small as compared to the numbers originally entering the schools, and minute as compared to the numbers who should be in the schools, the gains represent solid achievement and a sound basis for further improvement. The number of pupils suitable as recruits for training for the teaching service of Vernacular schools becomes larger and prospective recruits are of better quality educationally. Policy must be designed to ensure that the quality does not deteriorate.

Single-Teacher Schools.

215. In 1933-34, 2,559 Vernacular primary schools out of a total of 4,025 primary schools were single-teacher schools. The average enrolments in the classes of primary schools during 1933-34 were :—

Class I.	*Class II.*	*Class III.*	*Class IV.*
20·06	12·84	8·78	6·51

According to these figures, the average single-teacher school would consist of 48 pupils—but the average figure conceals the wide variation in enrolments in the several classes in schools throughout the province. Total enrolments under single-teachers vary from between 20 and 30 to between 60 and 70.

Recent Increase in Number of Single-Teacher Schools.

216. The percentage ratio of single-teacher schools to the total number of primary schools rose from 56 per cent in 1927 to 63 per cent in 1933-34. The following comparative table shows the percentage ratio in 1932 and the increases and decreases in the numbers of single-teacher schools in the period 1927—32.*

Province.	Number of single teacher schools in 1927.	Total number of primary schools, 1932. (A).	Number of single-teacher schools, 1932. (B).	Percentage of (B) to (A).
(1)	(2)	(3)	(4)	(5)
Madras	28,695	52,374	23,141	44·2
Bombay (local body schools only)	5,452	11,988	5,670	47·3
Bengal	40,184	61,162	36,555	59·8
United Provinces ...	10,262	21,502	(a)	...
Punjab	(b) 1,501	7,238	1,258	17·4
Burma	2,535	4,762	2,723	57·2
Bihar and Orissa ...	21,615	27,571	(c) 20,000	72·5
Central Provinces ...	710	4,566	752	16·5
Assam	3,339	5,891	(d)	...
North-West Frontier Province.	...	710	293	41·3

(a) Figures not available. (b) Boys' schools only. (c) Approximate figures.
(d) Actual figures are not available, but very many, if not the majority, of primary schools under local boards are single-teacher schools.

The increase in Burma in the number of single-teacher schools has been due to the steady increase in enrolments, side by side with the deepening of the economic depression and the concomitant reductions of subventions for education and the consequent inability of the education authorities to provide additional teachers.

* Table reproduced from page 146, Volume I, of Xth Quinquennial Review of Education in India, 1927—32.

Defects of the Single-Teacher School.

217. In the school with one teacher only, the teacher's preoccupation with the Deputy Inspector's visits and the IVth standard examination leads to the concentration of his attention on the pupils in the IIIrd and IVth standards, usually small in number and therefore manageable and relatively easily instructed, in order to bring them up to a level of attainment that will satisfy the Deputy Inspector. In consequence the infant and Ist and IInd standards are relatively neglected. Parents are shrewd enough to note that in such schools their children make little headway. The initial desire of parents to educate their children gutters out after the children have been in school for a year or two and become old enough to undertake domestic work or simple field work. The peasant at present has few, if any, glimmerings of the values of education. He will respond, only if he sees the village boy achieving some occupation in life other than occupation in the fields. But he sees little evidence, at present, of the material benefits of Vernacular education and withdraws his children from school prematurely. The Linlithgow Commission commenting on the inefficiency of single-teacher schools agreed with educational authorities who hold that no primary school can be efficient which has less than two teachers. The Commission was of opinion that unless a school which had one teacher could be provided with an additional teacher or be converted into a branch school consisting of one or two classes only with the object of providing teaching for young children until they were old enough to walk to a central school, it was better closed, as it was both inefficient and extravagant. The Hartog Committee commenting on this type of school said :* " It may be that, in favourable circumstances, with a good teacher trained in methods of plural class teaching, a school of this type serves a useful purpose, but we cannot think that there is much promise of effective progress in a system which depends so predominantly on schools of this type. A teacher who is untrained and of meagre qualifications and who can obtain little or no assistance from the inspecting staff, cannot be expected single-handed to teach several classes with a large number of pupils, very unequally distributed among these classes."

218. In parenthesis it may be noted that in Burma, of the total number (11,626) of teachers in all recognized schools, 3,160 are at present untrained and 6,440 have educational qualifications below the middle school qualification.

219. To the argument that a bad school is better than no school, the Hartog Committee replied, " It is true that the usefulness of a school cannot always be judged by what it does when it is first started and that a school which begins feebly may grow into something better

* See pages 61 and 62 of Hartog Report.

after a period of probation. But in view of the present circumstances of Indian education, we do not consider that the argument has any force. Although at the moment the apathy of the masses is being broken down and although children in much larger numbers are attending school, there is a grave danger lest the continuance of almost valueless schooling, such as the children receive in the majority of the single-teacher schools, will convert the parents into active opponents of education, especially if any form of compulsion is applied, and that apathy will become opposition. Moreover, with her limited means, India is not in a position either to tolerate any increase in this large volume of ill-directed expenditure, or to wait indefinitely for an effective increase of literacy."

Abolition of Single-Teacher Schools Impracticable.

220. The single-teacher school in Burma cannot be abolished out of hand. It is the only possible school in large tracts of Burma, as it is, for example, in parts of Scotland, Canada, South Africa and Australia. Eighty-nine per cent of the land area of Burma proper consists of areas where the density of population is under 150 persons per square mile and about 75 per cent of the population lives in these areas. This means that there is an average of less than 20 children of age 6—11 years per square mile in these areas and that in very many areas the only possible provision is a single-teacher school to undertake the education of the children in all stages of the primary school.

Distribution of Schools Dictated by Local Conditions.

221. The total population of Burma, 13,102,048 dwells in an area of 171,157 square miles and is distributed as follows:—

In 5,872 village-tracts, each containing less than 500 inhabitants	1,498,756
In 4,527 village-tracts, each containing 500 to 1,000 inhabitants	3,291,067
In 3,324 village-tracts, each containing 1,000 to 2,000 inhabitants	4,521,934
In 801 village-tracts, each containing 2,000 to 5,000 inhabitants	2,175,970
In 66 village-tracts, each containing 5,000 to 10,000 inhabitants	444,440
In 16 village-tracts, each containing 10,000 to 20,000 inhabitants	208,504
In 11 village-tracts, each containing 20,000 to 50,000 inhabitants	295,216
One town containing 50,000 to 100,000 inhabitants ...	63,454
Two cities containing 100,000 inhabitants and over	515,311

A village-tract is the jurisdiction of a village headman. It is an administrative unit and may contain only part of a residential village, several villages, or only a number of clusters of houses scattered in a tract. At the census in 1931, no attempt was made to enumerate villages with over 40 houses and less than 100 and those with 100 houses or more as was done in the previous census, therefore no figures are available as to the actual number of villages in Burma. Village life in Upper Burma is better organized than in Lower Burma. It has an older historical basis and the physical configuration of the country makes for concentration of the population in organized villages. The typical Upper Burma

village is compact and is often surrounded by a fence to keep out dacoits and wild animals, and the inhabitants are often blood relations. A Lower Burma village often consists of a single row of houses, perhaps over a mile long, straggling along the bank of a creek or a *chaung*, and the inhabitants often have no family or local ties, and the corporate village feeling has not developed strongly as so much of the delta land has been occupied by immigrants from all quarters. No inelastic rules can be laid down as to the area which a school ought to serve in Burma. Conditions are too diverse, varying from crowded town areas to sparsely populated areas of tangled mountain and river and of dense forest with primitive and difficult communications. Provision must be made according to local conditions. It is essential, therefore, that thorough local surveys should be made by the authorities on the spot, with a view to making the most economical and best possible provision.

Defects of the Single-Teacher School must be remedied.

222. The single-teacher school cannot be abolished out of hand; but strenuous efforts must be made to grapple with its deficiencies. The deficiencies are not all to be laid to the account of the teacher. Inefficient administration, local apathy and prejudice, isolation, inadequate guidance and inspection, inadequate buildings and equipment, all play a part in existing inefficiency. The teacher may have poor educational qualifications, may have obscure ideas of his functions, and have inadequate training for his difficult task; it is the business of local and central authorities to see that his qualifications and training are put to the best use possible. In the summary at the end of this section we make suggestions towards this end.

Compulsory Education, the Ultimate Goal.

223. The ultimate remedy for existing deficiencies is an efficient system of compulsory education. Plans must be made and steps must be taken towards the development of such a system.

The Hartog Committee on Compulsion.

224. The Hartog Committee on compulsory education said: * "The responsibility for mass education rests primarily with the state; and the provision of educational facilities for all classes of the community and for all areas should not be left entirely to the mercy of local authorities, who may be unwilling, either for political or other reasons, to initiate schemes by which compulsion may be financed, or who, owing to the backwardness of the area or the people, may be unable to devise suitable measures for compulsion on their own initiative. Accompanied by necessary safeguards, the power to enforce compulsion should provide

* *See* page 87 of Hartog Report.

Local Governments with the very necessary authority to supervise the expansion of mass education in the provinces in such a way that all areas and all classes of the community may benefit by the increased expenditure of public funds."

Progress Under 'Compulsory' Legislation in India.

225. At present there are primary education Acts in operation in India in the provinces of Bengal, Madras, Bombay, the Punjab, the United Provinces, Bihar and Orissa, the Central Provinces and Assam. The following table reproduced from page 39 of the Review of Education in India during 1932-33 by the Educational Commissioner with the Government of India shows the number of areas under compulsion :—

Province.	Acts.	Areas under compulsion.				
		1932.		1933.		Number of villages in rural areas under compulsion.
		Urban areas.	Rural areas.	Urban areas.	Rural areas.	
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Madras ...	Elementary Education Act, 1920.	25	7	25	7	104
Bombay	I. Primary Education (District Municipalities) Act, 1918.	4	...	4	...	...
	II. City of Bombay Primary Education Act, 1920.	1	...	1	...	...
	III. Primary Education Act, 1923.	5	2	5	2	150
Bengal ...	I. Primary Education Act, 1919.	1	...	1	...	...
	II. Rural Primary Education Act, 1930	...	..	...	...	...
United Provinces.	I. Primary Education Act, 1919.	37	...	36	...	...
	II. District Boards Primary Education Act, 1926.	...	24	...	24	351
Punjab ...	Primary Education Act, 1919	54	2,924	60	3,013	7,048
Bihar and Orissa.	Primary Education Act, 1919.	1	3	1	2	2
Central Provinces.	Primary Education Act, 1920.	24	422	24	431	431
Assam ...	Primary Education Act, 1925	...	...	...	...	...
Delhi ...	(Punjab Act extended to Delhi, 1925.)	1	10	1	10	16
	Total ...	153	3,392	158	3,489	8,102

226. The progress made in the several provinces varies considerably, the figures above indicate. Local authorities, especially in rural areas, have not, in general, shown eagerness to enforce the provisions of the Acts. They have had to contend with enormous difficulties.

There is considerable opinion among educationists that the initiatory impulses should come from Local Governments and that the existing permissive Acts will not work effectively until two fundamental amendments are made to compel local authorities firstly to introduce compulsory schemes in prescribed areas and within prescribed periods and secondly to impose local taxation to meet their proportion of the cost of a progressive system of compulsion designed gradually to accomplish universal compulsory education. Adequate financial provision is the root of the matter. Equally fundamental is a change of attitude of the masses towards education. The change is not likely to manifest itself until the primary education system is remodelled and vitally related to the life of the people and until a corps of teachers adequately trained is available to work the remodelled system and until profound changes in the sphere of rural economy have been effected by all the governmental and other influences now being brought to bear on the problem of regenerating the countryside.

Warning Regarding Premature 'Compulsion.'

227. The Hartog Committee sounded a warning against precipitate action. They said :* "We have been much struck by the feeling expressed in many places that an immediate panacea for all the defects which now darken the picture of primary education is to be found in compulsion. Although we regard compulsion as essential to the ultimate success of any scheme of mass education, we realize that the immediate and widespread application of compulsion would present serious and in some places, almost insuperable financial difficulties, and that a sound system of national vernacular education can only be developed upon lines which permit the consolidation of one position before another position is attacked. In many places a drastic reorganization of the elementary system should precede any wide application of compulsion ; for an impetuous and ill-considered application of the principle would inevitably result in much unprofitable expenditure of money and even in an accentuation of many of the present evils. To compel children to attend or stay in ineffective, ill-equipped and badly staffed schools, such as are found at present in large numbers in many provinces, can only result in a serious addition to the existing waste.

* * * *

There are other precautions which should be taken before compulsion is enforced on a wide scale. At present, the universal, simultaneous and unconditional application of the principle of compulsion throughout the whole of any one province would probably be impracticable. Its application must therefore be partial and local in the first instance, and depend both on the willingness of an area to adopt it and its ability to bear its share of the cost.

* Pages 87 and 88 of Hartog Report.

The question of what that share should be is important. If Government aid is given to all districts in the same ratio to the amount raised locally, it follows inevitably that the richer districts or parts of districts will forge ahead, and obtain an ever increasing share of the resources of Government available for educational purposes, leaving the poorer districts behind. The contrast between rich and poor districts or parts of districts will be accentuated ; and the poorer, which have just as much need of educational facilities and more need of help, may find that, being last in the field, there is no money left to enable them to apply compulsion even when they are ready to do so. The poorer districts or parts of districts should therefore be required to bear a smaller share of the cost of compulsion than the richer ones."

* * * *

"If, again, compulsion under the Act is applied throughout a large area it also follows in most cases that very expensive provision will have to be made in isolated areas where there are very few inhabitants."

"In the Provinces, the practice has been to make the ratio between Government subsidies and the amount raised locally a variable one which is exec in reference to the resources and requirements of each district. Moreover, the policy is not to attempt to apply compulsion throughout a large area, but rather to build up strong Vernacular schools in rural areas and then gradually to extend the sphere of compulsion from one village to another as soon as each single-school area appears to be ripe for compulsion. It is probable that the employment of such methods is conducive to the rapid and equitable application of compulsion. In every Province, to a greater or lesser extent, there must be already a large number of schools which are well-attended and in which, with some additions to the staff and possibly to the buildings, compulsion might be applied immediately and economically."

Extract of Review of Progress of 'Compulsion' in India.

228. The Education Commissioner with the Government of India, in his Quinquennial Review of the Progress of Education in India, 1927—32, after reviewing the operation of compulsion in the various Provinces, stated as follows :* "These accounts indicate that the high hopes entertained five years ago have not been fulfilled. It was then suggested that 'it was only a question of money' and that with additional funds compulsion would become a panacea of all our ills. But more money has not been forthcoming ; and grave difficulties in working even limited schemes have been encountered. It is doubtful whether large additional sums should be spent on compulsion in many provinces. A careful preparation of the ground is essential.

* *See* pages 158—160 of the Review.

"On the other hand, there is undue pessimism. The report of the United Provinces has wisely pointed out that in other countries also success has by no means been immediate: 'Ten years after compulsion had been introduced in England, attendance was not more than 72 per cent, and that with much better machinery than can be attained in India.' Indeed, it is only in recent years that the provision of schools in England has become adequate; despite vast expenditure and the widespread availability of literature, relapse into comparative illiteracy must still be very great."

"Lamentation over the shortage of funds is therefore out-of-place: what is required is a firm determination to grapple with the difficulties."

"There is, first, a grave danger that an introduction of compulsion in a few areas will be a means of accentuating the already large disproportion in expenditure between progressive and backward, between town and country, between boys and girls, between literary and vocational education. This danger is particularly great in those provinces in which grants are based solely on expenditure, as by this means, whereas the rich obtain more, the poor obtain less. There is much to be said for the Punjab system, whereby grants are distributed to districts by reason of their needs rather than their resources. For this purpose each district is graded so that comparatively rich districts obtain grants approximating one-half, while poor districts obtain up to 90 per cent of their approved additional expenditure. Moreover, compulsion is fairly evenly distributed between town and country as well as between districts."

"The acid test of the value of compulsion is the extent in which it is successful in reducing waste caused by stagnation or 'wastage' or both."

"In his recent book 'The Education of India,' Mr. Arthur Mayhew has suggested that 'India is too poor to afford any further extension based solely or mainly on the present wasteful voluntary system.' It may be suggested with even greater justification that India cannot afford an impetuous and widespread extension of compulsion, which will accentuate 'wastage' and render the present difficulties even more complex and baffling. Unless a system of compulsion is based on firm foundations, unless the majority of parents are actively in support, unless an ample supply of trained and efficient teachers is available, unless there is careful supervision and a wise distribution of schools, compulsion will do more harm than good. It is also of doubtful morality to compel parents to send their children to school unless the schooling will be really beneficial to them and unless the health of children will not be impaired by working in unhygienic conditions. Again, it would be folly to graft compulsion on to a system of three-class primary schools, in which there would be little prospect of the pupils attaining a firm grasp of literacy."

"Much time and energy have been wasted in the past in preparing detailed estimates of expenditure likely to be incurred by a system of widespread compulsion. Such estimates quickly become out-of-date and, in any case, are often valueless. On the basis of the number of boys of school-going age and of the average cost per pupil, a rough estimate of the cost can easily be prepared, but there must be wide variations between the two extremes of maximum and minimum expenditure. The actual cost is dependent upon the degree of efficiency that is attained. If, to take the two extremes, efficiency and organization are so perfect and the attendance of pupils is so regular that all boys of school-going age complete the primary stage in four years, the cost will be far smaller than it would be if, in consequence of inefficiency of teaching, defective organization and irregular attendance, no pupils completed the primary stage within six years and even then left school illiterate. In other words, an efficient system of compulsion is an economy, but an inefficient system is an extravagance."

Necessity for Caution in Burma.

229. With examples in India before us, it behoves us to move warily in Burma and to profit by the mistakes of our neighbours, to consolidate before we attempt expansion, to make good the present ground as the threshold of thoroughly planned development.

Burma Bill No. 9 of 1932: Compulsory Vernacular Education Bill.

230. As a result of proposals first mooted in 1927, a Compulsory Vernacular Education Bill No. 9 of 1932 was drafted.

Proposed Application of Bill to "Single-School" Areas.

In connection with the Bill, the Director of Public Instruction stated that he had established by enquiries that there were some 350 "single-school" areas which could be converted into compulsory areas without any additional expense to the Local Education Authorities or to Government, and that over 500 areas could be made compulsory school areas by transfers of teachers without any additional cost to the Local Education Authorities or to Government. In no case was the complete jurisdiction of a Local Education Authority, rural or town, reported to be ready for the introduction of compulsion. It was intended to use powers under the Act to convert single-school areas into compulsory areas. Experience in India tends to show that such a policy would be doomed to failure.

Examination of the Bill in connection with the Unrecognized Monastic School.

231. The Bill calls for examination in relation to the unrecognized monastic school. There are some 18,000 (figures unreliable)

unrecognized monastic schools with over 200,000 pupils. In a compulsory scheme, either the children in these schools must be exempted, or be swept into compulsory secular schools. If exempted, the curriculum and teaching methods and organization of many thousands of unrecognized and inefficient (from the secular education point of view) schools must be recognized. The chaotic repercussions of such recognition on the recognized schools may be imagined. Clause 5 of the Statement of Objects and Reasons of the Bill reads as follows: "Monastic schools are recognized by a provision that children attending them will not be compelled to attend other schools." Section 18 of the Schedule of the Bill provides "that attendance at a board or recognized school in an area of compulsion shall not be obligatory in any case where (*a*) the Local Education Authority declares, after calling for a report from the monk or other person in charge of the child's education, that the child is attending a regular course of instruction in respect of the current school year either in a monastic school which is not a recognized school or by any other means; provided that nothing in this rule shall make it obligatory for the head of the monastic school to keep an attendance register." It appears to us that in view of the present state of unrecognized schools and of the complete lack of control of these schools and the proposed system of exemptions, the compulsory scheme which is the object of the Bill would be compulsory in name only.

232. In view of the history of the unrecognized monastic school during the past 70 years, as described in the preceding section of this report, of the general inefficiency of the average unrecognized monastic school as an instrument of secular education, and of the teaching methods, irregular attendances and lax discipline in the majority of these schools, we are of opinion that the provisions of the Bill fail to legislate for the facts. We understand that in the course of the discussions preliminary to the drafting of the Bill, the objections we have indicated were considered. It was suggested in these discussions that a long period of preparation of the ground was necessary for the gradual introduction of progressive doses of compulsory enrolment in carefully prepared areas; as a first step, a modified form of compulsion was advocated, namely, insistence on attendance for at least four years of a pupil voluntarily enrolled in a recognized lay school. The Bill obviates the difficulties by the simple expedient of giving recognition for the purposes of attendance to otherwise unrecognized schools which have refused to conform to the requirements of recognition and to play a part in the secular education of children during 70 years of effort on the part of Government to persuade them to do so. Some provinces in India have problems in regard to religious and semi-religious schools, Koran and Mulla schools and Maktabs and Pathshalas, but in no province, except possibly

Bengal, does the problem of vested religious interest in education assume such dimensions and difficulties as it does in Burma. This fact must be faced. Until the Buddhist Order, which has a monastery or monasteries and a monastic school or schools in practically every village, is prepared to co-operate and conform to the requirements of recognition or to divest itself of its interest in education in the village, no efficient compulsory enrolment system can be organized. The Buddhist Order cannot be ignored, neither can it be forced into converting its schools into instruments of secular education. A process is at work gradually eliminating the inefficient monastic school from the recognized system of schools and there is no reason to suppose that the process will be retarded or reversed. The inevitableness of modern influences will in time produce circumstances which will make the monastic school fall in with the introduction of compulsory schemes but, except in Rangoon and possibly one or two other large towns, the day for introduction of compulsory enrolment schemes that would give promise of success is not in sight.

The Bill should be Abandoned.

233. Financial stringency led to the shelving of the proposed Bill and the postponement of an experiment which we fear would repeat in aggravated forms the waste and mistakes that have attended compulsory enrolment schemes in some Indian provinces. We are of opinion that the Bill should be abandoned. The development of education in Burma must be accomplished by other means.

Compulsory Attendance after Voluntary Enrolment.

234. Reference has already been made to a suggestion that a measure of compulsory attendance might be imposed on pupils enrolled in recognized schools. In a Report in 1934 on Primary Education in the United Provinces of Agra and Oudh, with special reference to uneconomical and superflous schools, Mr. R. S. Weir, Assistant Director of Public Instruction, stated: * "I therefore advocate control of admission. A tentative effort towards this has just been started in Sultanpur District where parents are asked to assure the authorities that on the admission of the boy they will not withdraw him till he has passed class II. This assurance may have little legal value but will certainly act as a deterrent to the casual admittance and withdrawal of children. In Malta, there are 163 elementary schools, with 30,939 pupils. There is (Year Book, 1933, page 684) no compulsory education in Malta but there is compulsory attendance. A person is not obliged to send his child to school, but, once admission is asked for and obtained, he has to leave him there until the age of 14 or alternatively until the final examination or the higher standard is passed. There are always

* Pages 18 and 19 of the Report.

lengthy waiting lists. The population is rapidly increasing and staff and funds cannot be obtained to cope with the increase of the population."

"Compulsory attendance without compulsory enrolment would reduce the waste in the lower preparatory section. Beyond class II the waste is not so pronounced. Boys are by that time definitely launched on their education and it might be sufficient if in the first instance regulations corresponding to those in Malta were introduced, making attendance compulsory till class II has been passed. It is therefore for consideration whether the Acts under which compulsory primary education is enforced in municipalities and in district boards, should not be amended so as to empower boards which might not wish to enforce compulsion in their areas to introduce compulsory attendance. The experiment is worth a trial."

The Linlithgow Commission on Compulsory Attendance.

235. Compulsory attendance after voluntary enrolment appears to us to be the only kind of compulsion that can be imposed, in the present circumstances, in Burma. The Linlithgow Commission said in 1928 * " in recommending that compulsion should be introduced as rapidly as possible, we do not contemplate the creation of an army of attendance officers and wholesale prosecutions. The mere presence of an Act upon the Statute Book and its application to a particular area go far to ensure obedience to its provisions. We are inclined to favour the view adopted in the Punjab, that compulsion should be used more to keep at school boys already sent there than to bring in the last boy in the village. It is more important to stop the wastage we have mentioned than to strain after the last truant."

The Hartog Committee on Compulsory Attendance.

236. The Hartog Committee on this subject said : † "The success of schemes for voluntary self-imposed compulsion, such as has attended the working of the Parents' Societies in the Punjab has we believe, given rise to the suggestion that a possible interim remedy for part of the evils of the present wasteful system might be the adoption of a form of compulsion which would aim only at the retention of pupils in school for a stated number of years, once the pupils had commenced the primary course. The advantages of such a proposal, if it can be made effective, are obvious, and its adoption, even allowing for the continuance of stagnation, would enormously increase the number of pupils who reach class V. The proposal also has the advantage that in local areas in which the provision of funds presents the greatest obstacle in the way of the adoption of satisfactory programmes for advance, the additional expenditure involved

* Page 524 of the Linlithgow Report. † Page 89 of the Hartog Report.

in compelling pupils to continue in school would be comparatively small. Further, the great waste due to the uneconomic character of the vast majority of the existing primary schools would be eliminated and a system would be established whereby at least there would be a reasonable chance of the majority of pupils at present in attendance becoming permanently literate. It might be worthy of consideration whether punitive measures should not be taken with greater vigour against those who send their children to school and cause public money spent on their children to have been wasted by withdrawing them from school before they have had the time to benefit by their schooling."

Legislation for Compulsory Attendance Advocated.

237. This, we suggest, should be the line of advance for the present in Burma and we recommend that the proposed Education Act should embody sections to make voluntary enrolment carry responsibility for compulsory attendance. The first measure of advance towards compulsory attendance should be the making of a statutory requirement that a parent who voluntarily enrols his child in a recognized school shall continue to send his child regularly to school until he has completed the course in the IInd standard, that is to say, until he has completed the courses in the infant class and Ist and IInd standards and that an infraction of this responsibility shall be an offence punishable by fine. It may be urged that such statutory requirements may lead to a great drop in enrolments. It has already been shown that 75 per cent of the children enrolled in recognized schools fail to enter the IInd standard. They represent the bulk of the enormous "wastage" of teaching energy and money. Their abstention from enrolment would free teaching energy and money for concentration on more useful and productive work. Probably during the first year or two, Local Education Authorities adopting a compulsory attendance scheme would be driven to make numerous applications to judicial authorities for the enforcement of the penalties on parents who had enrolled their children and were backing out of their engagement. This must be faced. Some effective steps must be taken for the welfare of the child ; the child cannot be left indefinitely to the mismanagement of ignorant parents ; the scheme suggested offers a practical method of combating the ignorance and apathy of parents. It involves the possibility of bringing the monastic schools into the scheme without arousing their opposition; it will not conflict with their interests. It is the first step that the present wastage calls for. Compulsory attendance combined with the other means for improving the efficiency of the Vernacular school offers some hope of making an impression on illiteracy in its stronghold—the present inefficient infant classes and standards I and II.

238. We may be criticised as acting with excess of caution and with refusing to grasp the nettle firmly. We would reply that it is not

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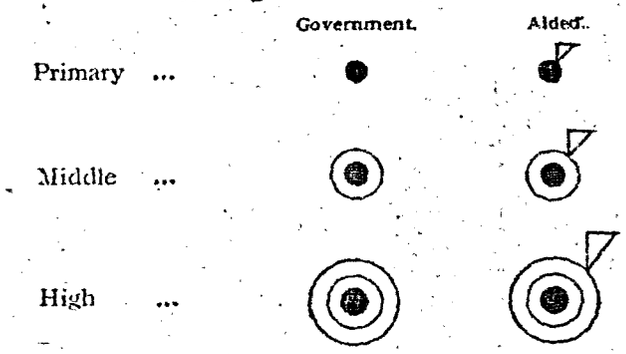
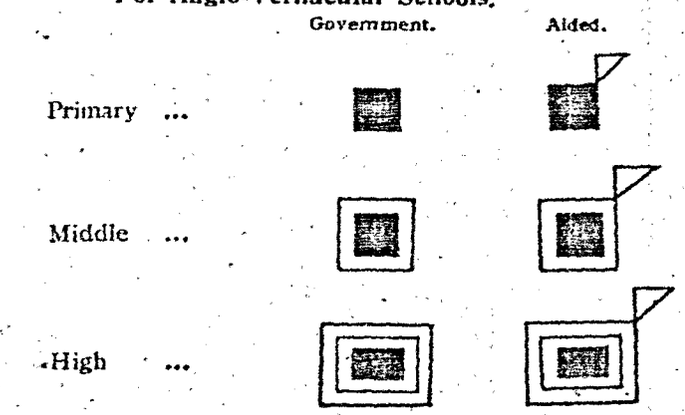
GREEN SIGNS.

For English Schools.



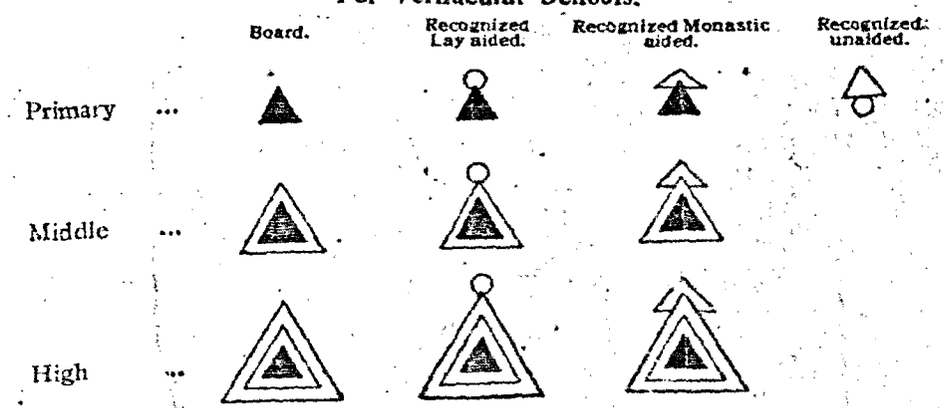
BLUE SIGNS.

For Anglo-Vernacular Schools.



RED SIGNS.

For Vernacular Schools.



YELLOW SIGNS.

Unrecognized Monastic ...

Unrecognized Lay ...

a nettle that is to be grasped, but a jungle of thorny growths, r
political, economic and social, and that heroic recomme
that ignore the facts will achieve nothing. We urge that if con
attendance for three years (after voluntary enrolment) is c
up to and including the IInd standard, *i.e.*, in the infant standard
and in standards I and II, a substantial advance towards real literacy by
a large number of children will be achieved. The measure of this
advance is the course which the children will be required to complete.
On the substantial achievement further advance may be based.

239. Arising from our discussions of the problems of illiteracy and wastage and of their eventual solution by the gradual development of a system of compulsory education, we recommend :

(1) that, as the first requirement is an accurate investigation of the nature and scope of the problems, each Local Education Authority be required to make a thorough survey of the existing education provision in the area under its jurisdiction in order to ascertain :

(*a*) the numbers and locations of unrecognized schools ;

(*b*) the numbers and ages of the children attending each unrecognized school ;

(*c*) the curriculum followed in the unrecognized schools ;

(*d*) the numbers of teachers, monk and lay, trained and untrained, employed in each unrecognized school ;

(*e*) the numbers and locations of recognized Vernacular schools—Board and aided ;

(*f*) the numbers and ages of the children attending each recognized school ;

(*g*) the numbers of teachers trained and untrained, monk and lay, and qualifications of trained teachers in recognized schools ;

(*h*) the numbers of children of school-going age 6 to 11 years who are not receiving any formal education in recognized or unrecognized schools ;

(*i*) the numbers of children referred to in the preceding sub-clause who have attended recognized or unrecognized schools and, if possible, the durations of the periods of instruction ;

(2) that, when the material is collected, Local Education Authorities be required to prepare a map to scale 4 inches to 1 mile incorporating the data prescribed.

In preparing the map the following instructions should be followed :—

(NOTE.—Town Authorities need only follow such instructions as are appropriate.)

(*a*) Uninhabited areas should be blacked out.

(*b*) Roads, railway lines, rivers and canals, main tracks, and paths should be indicated.

(*c*) Major physical obstructions such as hills, rivers, *chaungs*, ravines, jungle, etc., should be indicated.

(*d*) Water, running or standing, should be shown in blue ; communications of whatever kind in red.

NOTE.—It is not intended that a Local Education Authority should make a detailed topographical survey map, but that a reasonably detailed symbolic statement of the physical and other configurations of the area should be before the eyes and in the minds of those responsible for educational provision and planning.

(*e*) The names of the larger towns and villages with populations should be shown, and a figure in brackets indicating the estimated number of children of school-going age.

(*f*) Smaller villages should be indicated by dots with a figure stating the population.

(*g*) The different kinds of schools should be indicated by the signs given below.

(*h*) The enrolment in each school should be written in ink below each sign.

(*i*) A lower primary school should be indicated by the addition of the letters "L.P."

(*j*) When a school is a segregate school, the following letters will be used to indicate its nature :—

Karen	–	Kra.
Hindi	–	H.
Muslim	–	Mm.
Tamil	–	Tl.
Telugu	–	Tu.
Kachin	–	Khn.

(*k*) The name of a school should be printed in Block Capitals.

3) that, when the survey and the map have been completed, a Local Education Authority be required:

(*a*) to examine the existing provision of schools in order to determine where wasteful overlapping of schools, if any, has occurred and what centralization and concentration are necessary to achieve economy and efficiency;

(*b*) to determine where provision is deficient and how the deficiency may be made good; and

(*c*) to make plans for ordered and progressive development during prescribed periods of 5, 10 and 15 years keeping in view the ultimate goal, namely, the development of compulsory education for all children of school-going age, 6 to 11 years.

In making plans for reorganization and development, the following information may be kept in mind :—

(*a*) A circle of radius one mile comprises an area of three square miles; a circle of radius one and a half mile comprises an area of seven square miles; a circle of radius two miles comprises an area of 13 square miles.

(*b*) In Burma, according to the census statistics of 1931—

(i) a primary school serving a circle of area three square miles would have an average population of 27 pupils of school going age, 6 to 11 years;

(ii) a primary school serving a circle of area seven square miles would have an average population of 63 pupils of school-going age, 6 to 11 years;

(iii) a primary school serving a circle of area 13 square miles would have an average population of 117 pupils of school-going age, 6 to 11 years.

It is important to remember, however, that the figures are average figures. The actual densities of population per square mile throughout the Province vary widely. The organization of school circles must proceed according to actual local density of population and physical and other circumstances, not according to assumed figures or averages. Subject to local conditions and ordinarily, schools should be organized to serve areas of 13 square miles. In densely populated areas smaller area units will of necessity have to be organized. Where economy of organization and efficiency of teaching dictate, lower primary feeder schools under the control of a central and complete primary school should be organized. The larger the central school, subject to the limit of 35 pupils per teacher in each class, the more efficient and economical will be the organization of the central and feeder schools. Difficulties of communication can be

provided for according to the nature of the difficulties. It is asking too much of boys and girls of nine years of age and over to tra two miles more or less each way to and from school. We are aw of the physical features in various parts of the Province that make application of these proposals difficult. At the same time, we beli that many difficulties now considered insuperable can be overcome local organization and initiative, *e.g.*, children can be taken to scl in the delta districts during the rains by "school" sampans. This method of conveyance is organized by some schools.

We are aware of the many difficulties and problems that Local Education Authorities will encounter in making these plans, and do not underestimate them. The making of plans to achieve the most economical and efficient school circles will require much careful and painstaking examination of local circumstances and exhaustive examination of all possible subdivisions of educational areas.

(4) that, while accurate information is being accumulated and plans are under preparation the attack on illiteracy and "wastage" should be pressed and the administration of education by Local Authorities improved by the adoption of the following measures :—

(5) wherever possible, vacant places in existing schools where the ratio of pupils on the rolls to teachers is less than 35 : 1 should be filled ;

(6) each Education Authority should maintain in graphical form, displayed in a prominent position in its meeting room, a current statement showing the several classes in the primary schools, the enrolments and the attendances of pupils from week to week, to indicate premature withdrawal of pupils and irregular attendances ;

(7) for the purpose of stopping falsification of registers and to dealing with such falsification after due enquiry, as a penal offence each Local Authority should instruct school managers to post outside the school buildings and precincts, and to enter up each morning, a statement showing the class enrolments and daily attendances of pupils in the several classes in the school and should authorize a member of the School Committee or the Village Headman, or a member of the Circle Board or other responsible person to verify at any time the accuracy of the statement by reference to the attendance registers and the numbers of pupils present in the school and to report discrepancies, together with the reasons given by the manager, to the Local Education Authority;

(8) subject to the sanction of the competent education authority, Local Education Authorities should, where

necessary, prepare schemes of school hours and holidays to meet seasonal and local conditions, subject to the proviso that such schemes to meet seasonal and local conditions may be made as a concession to parents and not to employers of child labour and must keep in view the fundamental principle that the proper place for young children in the day time is in the school and that children, for whom concessions are made, should attend school before and not after being engaged in work ;

(9) enrolments should be limited rigidly to a period of 60 days from the date of the official opening of the school year (that is to say no enrolments may be accepted during the year outside the period) subject to the proviso that where conditions permit a Local Education Authority may fix a period of less than 60 days for enrolment ;

(10) children who have not completed six years of age should not be enrolled and should be excluded, without exception, from the class-rooms. Birth certificates should be called for. When they are not available and a Deputy Inspector of Schools is of opinion that a child is under six years of age, the child should be excluded unless the guardian is able to satisfy the Deputy Inspector of Schools that the child has completed six years of age ;

NOTE.—The demand for birth certificates will assist in promoting the improvement of the existing system of birth registration and help the Public Health Department to improve its "vital" statistics.

(11) to reduce "stagnation," no pupil should ordinarily be kept in either the infant class or standard I for longer than two years. Deputy Inspectors should make particular enquiries in each school about "stagnation" and should report to the Inspector of Schools and suggest suitable remedies ;

(12) subnormal pupils should not be retained in schools. We are unable to make any recommendation on the provision of education for subnormal pupils, but consider that this matter should not be overlooked ;

(13) where two or more teachers are available in a primary school, special attention and energy should be directed to the lower classes—on the principle of the best teachers to the younger pupils ;

(14) a school whose claim for salary grants is based on enrolments 50 per cent or more of which were in the

infant class and standard I (or corresponding classes, new notation) during each of the preceding four years should, subject to a full enquiry into all the circumstances of the school, have its grade and salary grants reduced until such time as there is some assurance that "wastage" in these classes has been arrested;

(15) Local Education Authorities should be permitted to prepare for sanction by the competent education authority schemes of instruction by the shift system when such organization is necessitated by local conditions and shortage of staff; provided there is reasonable assurance of improvement of the efficiency of the schooling under a shift system, a scheme may provide for the reduction of the total number of hours of instruction at present prescribed;

(16) the organization of schools for plural class teaching should receive attention, and, to this end, teachers under training should receive advice and guidance; inspecting officers should give the matter special attention in single-teacher schools and should assist teachers to organize their time-tables and work;

The ultimate remedy for illiteracy and "wastage" is efficient universal compulsory education. The introduction of such a system is impracticable at present. One of the main obstacles to the development of such a system is the unrecognized monastic school (one or more in practically every village); it is not concerned to give secular instruction. A scheme of compulsory enrolment would imply either the taking of powers by Government to convert all unrecognized monastic schools into recognized schools following a secular curriculum or the recognition of the curriculum of the unrecognized monastic school as adequate for the purposes of a state system of compulsory education. The first alternative is at present impracticable; the [illegible], if practicable, is undesirable since the adoption would [illegible] perpetuate the deficiencies and inefficiencies of the existing system of Vernacular education.

We recommend:

(17) that the existing Compulsory Education Bill of 1932 should be abandoned;

(18) that the first step towards the development of compulsory education should be the development, at local option, of a scheme of compulsory attendance of pupils who enrol voluntarily in recognized Vernacular schools;

(19) that in order to reduce "wastage" and as a preliminary measure of compulsion in Vernacular primary schools

legislation be undertaken to require, at local option, compulsory attendance for three years after voluntary enrolment in recognized Vernacular schools in the infant class and classes I and II (or corresponding classes, new notation), provided that if any area exists where compulsory attendance may be applied up to and including the IIIrd and IVth standards (or corresponding classes, new notation), provision be made to extend the legislation for such areas;

(20) that, pending the introduction of legislation to establish compulsory attendance schemes at local option, steps should be taken by Local Education Authorities to require all parents desiring the admission of their children to recognized Vernacular schools to give a written undertaking that their children's education will not be stopped before the children have completed at least the course in standard II (or corresponding class, new notation) or alternatively have undergone instruction for three years continuously;

(21) that the proposed system of compulsory attendance after voluntary enrolment should be applied to the whole jurisdiction of a Local Education Authority and on no account should a policy of application to parts of an administrative unit be permitted;

(22) (*a*) that compulsory attendance should apply to all recognized schools in the area under the jurisdiction of an authority constituted under the Rural Self-Government Act, 1921, and the Burma Municipal Act, 1898 (and we suggest the City of Rangoon);

(*b*) that attendance be defined as presence for instruction in a recognized primary school in the classes to which compulsory attendance is applied, for so many days and on such days in the year and at such time or times on each day of attendance as may be prescribed by the competent authority;

(*c*) that the guardian of a pupil be defined as any person to whom the care, nurture or custody of a child falls by law or natural right or recognized usage or who has accepted or assumed the care, nurture or custody of a child and to whom the care or custody of a child has been entrusted by lawful authority;

(*d*) that an offence under the compulsory attendance system shall not occur;

(i) when it is certified to the satisfaction of a Local Education Authority that a child has been withdrawn

from one recognized primary school and has been enrolled in another recognized primary school or school of higher grade and is in regular attendance thereat ;

(ii) when it is certified to the satisfaction of the Local Education Authority that a pupil has ceased to attend on account of sickness or infirmity ;

(iii) when the guardian moves from the jurisdiction of one Local Education Authority to that of another and the pupil moves with him ;

(iv) when the residence of the guardian has been moved to a place more than two miles distant from the school in which the pupil is enrolled or to some nearer place from which, in the opinion of the Local Education Authority, daily access to the school cannot reasonably be had ;

(*e*) that an offence under the compulsory attendance scheme shall occur when a pupil has ceased to attend continuously for a period of 14 or more school days unless the non-attendance is covered by one of the exemptions stated in the preceding sub-clauses ;

(*f*) that irregularity of attendance amounting to 20 school days in the aggregate, in a period of three calendar school months shall constitute an offence under the compulsory attendance scheme ;

(*g*) that when an offence has occurred, the school manager shall report the facts together with a certified extract from the attendance register to the Local Education Authority concerned provided that a school manager shall warn the guardian of a pupil, whenever a pupil is absent without good reason for seven consecutive school days of the penalties to which he will become liable in the event of an offence being committed ;

(*h*) that, on receiving a report of an offence from a school manager, a Local Education Authority shall, after such enquiry as it may consider necessary, send a written caution to the guardian to the effect that if the pupil, about whom the report of the offence has been made, does not attend school within a period of three school days after the receipt of the written caution, the Local Education Authority may lay a complaint before a magistrate, who may impose a fine of not more than five rupees ;

(*j*) (*a*) that any guardian who has on two or more occasions been convicted of an offence under the

compulsory scheme, on further conviction shall be liable to a fine which may extend to twenty rupees ;

(*b*) that in case of an offence after the first caution and within three months of that caution a Local Education Authority may complain to a magistrate without further caution ;

(*k*) that all monies collected as the result of the imposition of penalties under the compulsory attendance scheme shall be credited to the fund of the Local Education Authority ;

(23) that no tuition fee shall be charged in classes in a recognized primary school to which the compulsory attendance scheme is applied ;

(24) that the necessity for formulating adequate safeguards against undue harassment of managers and teachers in connection with any penal clauses that may be inserted in connection with compulsory education be considered.

SECTION IX.

THE EXISTING SYSTEMS OF SCHOOLS : VERNACULAR—ANGLO-VERNACULAR—ENGLISH ; CO-ORDINATION OF THE SYSTEMS ; REORGANIZATION OF THE CO-ORDINATED SYSTEM AND RECONSTRUCTION OF CURRICULA.

240. The existing school and University system is, to a large extent, concerned with the preparation of pupils for the higher administrative occupations and for professional life and but little, and not specifically, with the education of the future citizen who will earn a living with his hands. In consequence the system is pre-occupied with books and neglects skills other than skill with words. The youth who passes through this system emerges in an environment where the occupations for which his education has prepared him are limited in number. This is the genesis of the problems of unemployment of graduates of pupils of the secondary school system. The schools as organized are powerless to help in the solution of the problems. They are the channel of a drift which they are neither able to stop nor to control. The drift is two-fold ; it is from the lower school to the University and from the country to the town. This is strikingly demonstrated in Rangoon where about thirty per cent of the "secondary" pupils of the Province are concentrated. Rangoon is the only industrial area, apart from the oilfields, in the Province. Nearly ninety per cent of the population live and work outside

towns. The secondary schools not only tend to favour the town dweller but have the effect of stimulating and exaggerating the tendencies towards the clerical and controlling professions. The Anglo-vernacular and English schools were originally established to educate for these occupations but with the additional aim that education should filter down to the masses. The latter process has not been markedly successful and the opposite process of building up from the Vernacular school has not made adequate progress.

The Need for Regeneration of the Primary School.

241. In the preceding Section we have discussed the problems of "wastage," of "stagnation," of illiteracy, and of the million children not undergoing formal secular education. Political institutions are developing rapidly in Burma and, in the near future, a great stride is to be taken towards complete democratic government. The efficacy of democratic institutions depends on the level of education of the people who operate them. The level of education of the masses in Burma at present leaves much to be desired. For the welfare of the child as well as for political and social purposes, the development of the efficiency of the primary school and the expansion of the primary school system are of vital importance. The Vernacular primary school is in need of regeneration. Its curriculum which consists of little more than the three R's—the little more being religious instruction, some geography of Burma and, more often than not, perfunctory object lessons called nature study—is in need of revitalizing. The three R's and geography lend themselves to routine examination in the IVth standard, and are dominated by examination. Under this domination relatively high standards of mechanical attainment in reading, writing and arithmetic, and knowledge of facts about the geography of Burma are achieved. These attainments are acquired by mechanical methods of learning and by dint of many repetitions, but the concomitant knowlege is to a large extent dead matter and the interest of the child is seldom wakened and held. The method of learning by oral repetition hallowed by centuries of monastic school practice and arising from the scarcity of books dies hard. Many of the teachers are brought up in the method during attendance at a monastic or [illegible] school. The teacher and his pupils hear the sing-song of tradition and the teacher is lulled into contentment with traditional practice. But the method is against all the instincts and needs of the child. Possibly, a not inconsiderable part of the present "wastage" is due to the disgust of the child with the whole atmosphere and method of the school, its lack of living interest, its divorce from ordinary life and ac[illegible]y, its dull routine, meaningless disciplines and dead knowledge. Th[illegible] apathy of the parents joins the apathy of the child, and the child is glad to answer the call of the parents to the seeming freedom of work at home or in the fields. Yet the teacher is not to blame. He has a

ad weight of illiteracy and ancient prejudice opposed to him. He is t handsomely paid; has little incentive to initiative; has poor ildings and equipment.

Reorganization and Reconstruction Imperative.

242. There has been much talk for many years in India and Burma the deficiencies of the education system. The Sadler and inlithgow Commissions, the Hartog Committee, the Simon Commission and numerous Provincial Committees have examined and ported on the deficiencies of the education system and the steps to be ken to remedy them. Recent financial stringency has made reconruction and development difficult, if not impossible, but has forced the tting away of much dead wood. There are signs that the financial ngency is loosening. Reconstruction, re-orientation of educational icy, synthesis of the educational systems and new developments ducation are imperative. The alternative is drift; is exaggeration he existing deficiencies, a continuation of the literary courses all types of schools and waste of effort and money instruction is making but little, if any, impression on the illiteracy he masses at one extreme, and adding to the gravity of the ady grave problems of the unemployed graduate and the product he secondary schools at the other; continuation of a system that naking little progress towards economic and social reconstruction in rural areas where the bulk of the people live. A dynamic treatment education is imperative; that treatment will demand the co-operation the Education Department with other Departments concerned with social services. The focus of educational policy will have to be adened from the Anglo-vernacular and English school, and the iversity where it has been somewhat concentrated for long, to lude the Vernacular system which must be regenerated so that it l attract and hold the children and in time gather them all under its ion.

The Existing Systems of Schools and other Institutions.

243. It is time to examine the systems of schools that are faced with se problems and to devise ways and means and methods of regeneon and reconstruction to enable the schools to solve their problems.

244. The public service of education in Burma comprises the titutions and systems of schools indicated below:—

(1) The University of Rangoon, constituted by the University of ngoon Act, 1920. The University grants Degrees in Arts, Science, Medicine, Engineering (Civil) and Forestry (teaching suspended present). It incorporates University College, Judson College, ical College and the Training College for Teachers. An iate Co[illegible]e in Mandalay is recognized by the University.

(2) The Anglo-vernacular and English systems of scho consisting of :—

	High.				Middle.			
	English.		Anglo-vernacular.		English.		Anglo-vernacular.	
(1)	Schools. (2)	Pupils. (3)	Schools. (4)	Pupils. (5)	Schools. (6)	Pupils. (7)	Schools. (8)	Pupils. (9)
Government Schools ...	1	212	32	8,315	...	...	12	1,11

and the following aided schools managed by the bodies named :—

	High.				Middle.			
	English.		Anglo-vernacular.		English.		Anglo-vernacular.	
Name of Manager. (1)	Schools. (2)	Pupils. (3)	Schools. (4)	Pupils. (5)	Schools. (6)	Pupils. (7)	Schools. (8)	Pupils. (9)
The Council of National Education.	...	...	23	5,697	...	...	22	3,12
The American Baptist Mission.	2	425	18	6,001	...	...	29	4,4
The Roman Catholic Mission.	11	4,968	7	1,871	3	982	5	6
The Methodist Mission (English).	...	...	4	1,007	...	...	1	1
Buddhist Societies ...	...	...	8	1,760	...	...	16	1,42
The Society for the Propagation of the Gospel.	3	1,147	5	1,866	5	1,479	5	761
The American Methodist Mission.	1	417	3	1,525	...	...	5	678
Other private management	...	...	11	3,755	1	185	22	2,93
Total ...	17	6,957	79	23,482	9	2,650	105	12,712

Anglo-vernacular and English schools are organized in three departm s known as "primary," "middle" and "high" departments. The main difference between Anglo-vernacular and English schools is that in the primary and middle departments of English schools, English is the medium of instruction, while in the Anglo-vernacular schools, the medi um of instruction is Burmese or a recog Indian vernacular. In t high department of Anglo-vernacular nglish schools, the gene standard of work is much the same ex English and hist The High School Examination held at clusion of the X standard course in both types of schools is th ie Unive rsity

a matriculation examination. The training of teachers for these schools is conducted by the University Training College for Teachers. A few aided Kindergarten classes outside the University train teachers for work in the infant departments of both types of schools.

(3) The Vernacular System.—Vernacular schools are divided into three grades—primary schools containing five standards, *viz.*, infant, I, II, III, and IV.

Middle schools with standards graded up to V or VI or VII.

High schools with standards graded up to VIII or IX or X.

In 1934-35, the numbers of Vernacular schools of each grade were as follows :—

		Number of Schools.	*Number of Pupils.*
Primary ...	Board	35	3,142
	Aided-lay and Aided-monastic	4,484	280,625
Middle ...	Board	77	11,678
	Aided-lay and Aided-monastic	809	99,188
High ...	Board	30	6,772
	Aided-lay and Aided-monastic	147	25,415
Unrecognized	Primary (principally monastic schools).	17,075	205,774

(4) Special schools and institutions outside the above classifications such as :—

Normal Schools and Elementary Training Classes.
The Agricultural College—(not conducting teaching courses at present).
The Government Medical School.
The Government Technical Institute, Insein.
The Government Veterinary School, Insein.
The Government School of Forestry, Pyinmana.
The Saunders Weaving Institute, Amarapura.
The Pagan Lacquer School.
The Public Health Institute Classes.
Government Surveying Class.
The Borstal and Senior Training School, Thayetmyo.
Aided schools for blind pupils.
One aided school for deaf and dumb pupils.
Night schools.
Commercial schools—teaching typewriting and stenography, commercial arithmetic, book-keeping, etc.

Co-ordination of Secondary Education Essential.

245 We have already directed attention to the fact that the Anglo-vernacular and English systems of schools have no statutory basis, and are administered directly by the Ministry of Education under codes and rules made by Government, and that the system of Vernacular

schools is administered under the provisions of the Burma Municipal Act, 1898, the City of Rangoon Municipal Act, 1922, and the Burma Rural Self-Government Act, 1921, and we have discussed in general terms the necessity of placing the Anglo-vernacular and English systems on a statutory basis, and of co-ordinating the several parts of the public service of education. We propose now to examine more closely the relationships of the different systems of schools.

246. The Vernacular system is administered and controlled by Local Education Authorities who have wide powers. Their powers include authority to establish and maintain or aid middle and high Vernacular schools as well as primary schools. They may use these powers without reference to the provision of Anglo-vernacular and English schools within their jurisdictions. It is true that the Ministry of Education has ultimate power to check extravagant and superfluous provision, but power to restrain is not enough—power to construct is required. Secondary education is expensive. Canada, South Africa, Rhodesia and Australia, with rural problems not unlike those in Burma, have come to the conclusion that secondary education cannot be taken to the doors of the pupils, that small local administrative units have not the resources to provide secondary education in rural areas, and that the central authority is better equipped and financially more able to provide this education. The central authority is in the best position to take the broad view of national and local needs, to plan provision that will eliminate the risks of haphazard provision by numerous local authorities, to obviate overlapping and, at the same time, to distribute facilities economically and equitably for local needs. These arguments have weight in the circumstances of local education administration in Burma. The present dispersion of power to establish and maintain Anglo-vernacular, English and Vernacular secondary schools is, in our opinion, unsatisfactory. There is risk of undesirable competition between the different types of schools and of the establishment of unnecessary secondary schools. Moreover, it is unesirable that two (or three) differentiated systems of schools should develop their higher departments under different authorities in the same area. It is manifest that some co-ordinating control is necessary. We have had reason to point out that the Local Education Authorities themelves require more effective and co-ordinating control by the central authority. The Local Education Authorities are not at present equipped or qualified to manage secondary education. They have enough and more than enough to occupy their attention in the managerent and development of the system of primary Vernacular schools. Logic and necessity cannot avoid the conclusion that the Ministry of Elucation must assume control of all secondary education and direct policy towards the development of a co-ordinated system without diminising the qualities and efficiencies of the several types of schools.

Extent of Approximation of Curricula, etc., in the three systems of Schools.

247. In recent years, processes of co-ordination and approximation have been at work in the three systems of schools. The introduction of algebra and geometry into the Vernacular middle school curriculum, the recognition by Government of a pass by the Vernacular Xth Standard Examination combined with a pass in English by the Anglo-vernacular High School Examination as a qualification equivalent to a pass by the Anglo-vernacular high school standard, the setting of the same question papers in English and Burmese in a number of subjects in the Vernacular Xth and Anglo-vernacular and English High School Examinations, the growing practice of using Burmese as the medium of instruction in the middle and high departments of Anglo-vernacular schools, the increasing numbers of text-books in Burmese for work in middle and high departments of all types of schools have tended towards approximation of curriculum and standards of work in Vernacular and Anglo-vernacular schools. Moreover, two somewhat contradictory demands are working in the direction of approximation. One is for the vernacularization of all teaching in school and University; the other, a widespread and persistent demand, is for the teaching of English as a second language in Vernacular schools. The demands imply, on the one hand, the relegation of English to the place of a second language in the Anglo-vernacular curriculum and, on the other, the general introduction of English as a second language in the Vernacular curriculum. The use of English as the medium of instruction is decreasing in many Anglo-vernacular schools. This process combined with increasing teaching of English in Vernacular schools and the other factors mentioned will work towards complete assimilation.

248. A scrutiny of the middle and high school courses prescribed in the Anglo-vernacular, English and Vernacular schools reveals the extent of approximation. The prescribed courses and examination papers set in the Anglo-vernacular (High School) and Vernacular Xth standard examinations in arithmetic, algebra, geometry, general science, Pāli, drawing, mensuration and surveying, domestic economy and hygiene, and needlework and dressmaking are identical. The apparatus of examination is common to the subjects named, and the same minimum mark is required for a pass in the respective subjects. It does not necessarily follow, however, that in practice standards are equivalent. Different question papers are set in English (which is an optional subject in the Vernacular curriculum), Burmese, geography and history. The courses in geography are identical. In the Anglo-vernacular school, the course in history comprises a general outline of the history of England and of the British Empire, a general

outline of the history of India from 1526 to 1909, and a general outline of the history of Burma and of the British system of government; for the Vernacular school, the course is limited to a general outline of the history of Burma and of the British system of government. The courses in Burmese are different, the course for the Vernacular school being heavier in content and of higher standard than those for Anglo-vernacular and English schools. There is no relative equivalence of the prescribed courses in English. At present the teaching of English in Vernacular schools is inefficient. No texts have been prescribed for the English course for the Vernacular Xth standard examination; to date no candidates have offered English in this examination which was held for the first time in 1931-32.

It is evident that the processes of approximation extend to a considerable part of existing curricula. How far approximation of standards is real is difficult to say. The assessment of standards of attainment in education is a difficult process; the ponderables are few; the imponderables many. It is reasonable to assume, however, that, in the conditions that obtain in the administration and management of Vernacular schools, the general efficiency of the teaching is lower than in Anglo-vernacular schools. The Anglo-vernacular schools have the advantage of a relatively highly trained corps of teachers with efficient professional training and degrees in education. This corps is constantly augmented from the University Training College by graduates and undergraduates who have undergone a course of professional training for two years. The teachers in Vernacular high schools are trained in Normal schools where the duration of the course is one year only. Until 1931-32, the highest class in the Vernacular high school was standard IX. A pass in the IXth standard public examination was the minimum qualification for admission to training in a Normal school leading to a certificate entitling the holder to teach in the high department of a Vernacular school. Lower qualifications are recognized for middle and primary department work, but they need not be taken into account for the purpose of the present discussion. In view of the history of the Vernacular high school and of the training of its teachers, it is a reasonable assumption, if not a fact, that the initial professional capacity of the Vernacular high school teacher is of a less efficient order than that of the Anglo-vernacular teacher. Practical experience, natural teaching aptitude and professional zeal may and does tend to even out disparities in the skills of the two classes of teachers. The fact remains, however, that the average Vernacular teacher starts at an initial disadvantage—in many cases with many disadvantages because of the relative inefficiency of the Vernacular school system—yet the Vernacular teacher is expected to train his pupils to the requirements of the Anglo-vernacular high school examination and the wonder is that he is beginning to succeed in doing so. The following figures show the number of

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candidates prepared and successful in the school final examinations in March 1935 :—

—	Number of pupils presented.	Number of Passes.	Percentage of Passes.
Anglo-vernacular High School Examination.	3,239	1,362	42 per cent.
Vernacular Xth Standard Examination.	762	204	27 ,,

Logical Goal of Present Processes of Approximation.

249. We have no doubt that the approximation which has come about has been in accordance with deliberate policy, and we consider that that policy should be carried to its logical conclusion. We are of opinion that, on educational and other grounds, approximation is desirable and that differentiation in systems of schools on any basis other than the educational functions of the schools is neither desirable nor justifiable, and we consider that the aims of the systems of schools should be similar and that the pupils in each system should enjoy equivalent privileges and that all the doors of opportunity opened by the education provided in secondary schools should be open equally to the pupils of the three types of schools. The meaning of these general statements will become clearer in the course of the development of our theme which is that, in addition to co-ordination of the systems of schools, reorganization of the schools themselves and reconstruction of the curricula are the unavoidable issues of past policy and present necessity.

Educational Reconstruction Elsewhere.

250. Modern scientific research, particularly in the biological sciences, and research in psychology and other branches of knowledge germane to pedagogy, have placed at the service of the educationist fundamental information about the mental and physical development of the child and the adolescent. In many parts of the world, the functions of education in the national economy have been reviewed in the light of post-war experience, and education systems are being reconstructed in accordance with the new data and modern conceptions. In England, under the auspices of the Board of Education, a series of authoritative reports on educational reorganization and reconstruction based on exhaustive enquiries and on expert opinion of every kind have been published since 1926. For our present purpose, the most noteworthy of these reports are those of the Consultative Committee known as "The Hadow Reports": (1) The Education of the Adolescent, 1926, (2) The Primary School, 1931, and (3) "Infant and Nursery Schools" 1933. These reports, known generally as the First, Second and

Third Hadow Reports respectively, are inspiring reconstruction of the education systems in England and Wales, Scotland and North Ireland. Their influence has spread beyond the United Kingdom to North America, Africa and Australia and to parts of Europe where reconstruction of education systems is being undertaken.

Comparison of Differentiated School Systems in England and Burma and Parallel Reconstruction indicated.

251. The central idea of the report of the Consultative Committee on "The Education of the Adolescent" (The First Hadow Report) was that the time had come to abandon finally an arrangement which was no longer well adapted to the educational needs of the people. The education system in England now under reconstruction consists in general of two self-contained types of schools—one being the "provided" and "non-provided" schools of the elementary system, the other the "state-aided endowed" schools which existed before 1902-03, together with numerous other secondary schools, founded by Local Authorities after the passing of the Education Act, 1902-03. To day schools of the two kinds are in most places controlled by the same authority and the growth of the scholarship system has bridged the gulf which formerly separated them. Nevertheless they belong to groups so distinct in their history, their legal position and their administration, as in effect to constitute two systems only partially and somewhat loosely linked. Also they are parallel systems in the sense that a child may complete within either of them the school attendance required by law. The original basis of the distinction between the systems of schools was the social and economic status of their pupils; this distinction, though to some extent obscured, still remains. Such was and is the system that is under reconstruction in England. Substitute for "provided" and "non-provided" elementary schools and "state-aided endowed schools"—the designations "Vernacular" and "Anglo-vernacular and English" schools respectively—and the above description would be an apt reference in a number of ways to the system in Burma to-day.

252. At present, there is one bridge only from Vernacular to Anglo-vernacular schools. It carries the pupil, whether he is a "Bridge" scholar or unsubsidized, whatever the stage he may have reached in the Vernacular school, to a special class corresponding to the IIIrd standard in the Anglo-vernacular school. For "Bridge" pupils, allowance can be and is made for attainments in subjects other than English, and a pupil from a Vernacular school can be placed in appropriate classes above standard III for instruction in subjects other than English, but his real place in the school grading is his grading in English. A pupil above the average may progress rapidly in English to the standard of his other subjects. The existing arrangements are

the only possible arrangements in the existing systems of schools. With further progress towards approximation, the present obstacles to approximation will disappear and bridges will be flung from standard to corresponding standard until in time no bridges will be necessary.

The Hadow Proposals.

253. The First Hadow Report proposed that instead of the old virtual division separating the two self-contained types of education, there should be a horizontal cut across the state aided system, which would divide it in a lower group of schools ministering to the needs of infancy and childhood and a higher group concerned with the needs of the adolescent and providing instruction in accordance with modern knowledge of mental and physical growth during these stages of life. The horizontal cut was proposed at the age 11 to 12 years for reasons connected with mental and physical development.

254. Reconstruction in England envisages the break up of the two systems and the synthesis of one system consisting of schools organized as follows :—

Infant schools for children aged 5 or less to 7 years of age.

Junior schools for children aged 7 to 11 years of age.

Post-primary schools of three types—.

(*a*) Schools of the kind now called "secondary" which give a predominantly literary and scientific curriculum to be taken up by all pupils to age 16 with advanced courses for those who remain to the age of 18 years, looking definitely towards the university and the professions ;

(*b*) Schools for pupils up to age 16 years where the curriculum would be less extensive and less academic and would lead definitely towards commerce and industry rather than towards the universities and the professions ; and

(*c*) Schools with a simple and more practical curriculum for pupils who are not likely to profit by the courses given in either (*a*) or (*b*) type.

The First Hadow Report admitted that so detailed an organization would not be possible in small urban or rural districts and that some adjustments to local conditions would be imperative.

255. Time is ripe and opportune for re-orientation of educational policy in Burma. Before, however, developing the theme that the recommendations of the Hadow Reports have significance for education in Burma to-day, a glance may be given to proposals for reconstruction that have been mooted in India.

Proposed Reorganizations of Schools in India.

256. The third Conference of Indian Universities in March 1935, drew the attention of the Government of India to one of its resolutions

in which the Conference pointed out the necessity for dividing the school system into certain definite stages—each with a self-contained and clearly defined objective—untrammelled by university requirements. With a view to effecting improvements in secondary education, the Conference was of opinion that the period of study in a university for a pass degree should be at least three years, although the normal length of the period during which the pupil is under instruction should not be increased ; and was also of opinion that the period should be divided into four definite stages :—

(i) Primary,

(ii) Middle (in both stages the instruction in non-language subjects should be exclusively vernacular),

(iii) Higher secondary (in which stage the medium of instruction should be vernacular wherever it is practicable), and

(iv) University education,

covering five (or four) four (or five), three and at least three years respectively—there being a formal examination at the end of each stage only—thus avoiding the abuse of too frequent formal examinations.

Proposed Reorganization in the United Provinces.

257. The Government of the United Provinces, also exercised by the need for reconstruction, has worked out a scheme in detail.

Summarized the scheme is as follows :—

"(*a*) The length of the high school course should be reduced by one year.

(*b*) The length of the Intermediate course should be increased by one year. In order to emphasize that this course is self-contained and complete in itself, it may be designated 'the higher certificate course.'

(*c*) The course for the high school should be on four parallel lines :—

(i) Commercial,

(ii) Industrial,

(iii) Agricultural, and

(iv) Arts and Science.

(*d*) The high school certificate should be of two kinds: (1) certifying completion of a secondary school course and admitting to commercial, industrial and agricultural courses, and (2) certifying fitness to proceed to the higher certificate course in arts and science, and

(*e*) Manual training or handicraft in some form should be compulsory in the lower classes of secondary schools in order to discover boys with practical aptitudes and pre-dispose them towards industrial pursuits."

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Proposed Reorganization in the Punjab.

258. The Punjab University Enquiry Committee has recommended a remodelling of the system of high school education on the following lines :—

(1) The secondary course in Anglo-vernacular schools should be decreased by one year (*i.e.*, the total length of the course in the Punjab should be nine years).

(2) The subjects in the secondary course and at class IX (corresponding to class VIII in the United Provinces) should be so arranged that the course may be continuous and self-contained.

(3) The high school examination should be held at the end of class IX (Class VIII in the United Provinces).

(4) The vernacular should be the medium of instruction throughout the high school.

(5) The length of the Intermediate course should be three years.

(6) Industrial and craft schools should be increased in number and improved in quality. Pupils should be admitted to industrial schools after class VI (V in the United Provinces) and to craft schools after class IX (VIII in the United Provinces).

(7) The rural areas need for their progress a complete and efficient system of Vernacular education which should embrace the sciences specially related to rural life ; the secondary course should, therefore, be increased by one year.

259. In India in places it would appear that school policy is moving in the direction of diminishing differentiation between Vernacular and other systems of schools. It is a policy which past developments and present tendencies to approximation of curricula have brought to the threshold of practice in Burma. It would be illogical to try to reverse the tendencies and the process. Indeed, it is certain that any attempt to do so would be strongly resisted. We assume general agreement with the proposition that the existing process of approximation in the existing systems of schools cannot and should not be retarded, but that it is necessary to control the process and to direct policy towards systematic co-ordination and elimination of fortuitous factors in the development of secondary education. But something more is necessary and we conceive that reorganization of the schools and of the curricula of the co-ordinated system of schools to relate education to life and occupation in Burma is of vital importance.

Some General Propositions as the Basis of Reorganization.

260. As the basis of reorganization and reconstruction we have formulated to ourselves a number of general propositions which we

consider cardinal. The propositions have ample authority in common-sense as well as in expert opinion :—

(1) The development of the child to puberty constitutes for educational purposes a well-defined period of life. The recognition of this is the basis of the Hadow Reports and of educational reconstruction now being undertaken in many parts of the world. The actual age at which the functional developments associated with puberty begin to manifest themselves varies from child to child. Generally, they appear later in boys than in girls. In the temperate and colder climates, girls may achieve physical maturity between 12 and 14 years of age, and boys between 14 and 16 years of age. In hotter climates, it is popularly supposed that maturity may be reached and is reached at earlier ages. No comprehensive statistical data are available on this subject in Burma, but we understand that the evidence that is available does not support the popular supposition. We understand that age 11 may reasonably be adopted as an average age to mark generally the end of childhood and the beginning of the processes of adolescence. Up to this age, instruction requires a definite technique suited to the growth and development of the child.

(2) The education of the adolescent from age 11 to physical maturity requires educational methods different to those of the period of childhood. In Burma the objections to co-education except in the University and in certain communities are general and strong.

(3) School methods of instruction and modes of life are different to University methods and modes of life. It is undesirable to commit immature youth of 16 years of age to university methods and modes. University education should not begin before a pupil has completed 18 or more years of age.

(4) It is desirable that all children of school-going age should receive a sound elementary education.

(5) It is desirable that as many adolescents as possible should continue their education to 15 or more years of age.

(6) It is desirable that adolescents who have adequate intellectual equipment should continue their education in vocational institutions or the University.

(7) While the ideal of secondary education for all may be maintained, facts dictate that only to those intellectually capable of profiting should the educational resources of the community be extended. The dictum each according to his ability must qualify within reasonable limits and according to modern concepts the dictum equal opportunity for all.

(8) As in the past, the great bulk of the population will have to look forward to a life time of moderate wage earning or moderate returns from agricultural labour.

(9) The major task of education in Burma is to help towards the establishment of economic security and the improvement of living

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conditions in the villages. The wealth of the villagers in health, in fullness of life and in the amenities of living can be increased in manifold ways. Ancient prejudice and ignorance, which only education can break down, stand in the way of this increase of wealth. The task can be undertaken by reconstructing the curricula of the schools to imbue pupils and teachers with living and practical knowledge and a desire not only to improve the economic return of labour and land, but also the social life and leisure of the community. Education in being functional can be a dynamic force in the villages.

Co-ordination and Reorganization Proposed.

261. Based on these general propositions, and on present developments, and emerging from our arguments and from the necessities of the school systems in Burma discussed to this point, we recommend a departure in policy that has the merit of adjustability to the existing systems of schools and of natural growth from the existing process of approximation and that is dictated by present tendencies in Burma and commended by experience and knowledge elsewhere. In outline, the suggested departure towards reorganization of the Vernacular, Anglo-vernacular and English school systems is that all schools of whatever type should be incorporated in one consistent though diversified system ; in other words, that the parallel, vertical, somewhat isolated systems of Vernacular, Anglo-vernacular and English schools should be co-ordinated and that the co-ordinated system should be graded horizontally so that the education of the child shall be a progress to ends common to the systems of schools.

262. We recommend that the reorganized system consist of :—

1. Primary schools for children age 6 to 11 years of age—

Organized in classes ...	I	II	III	IV	V
Normally for children aged	6-7	7-8	8-9	9-10	10-11

2. Post-primary schools for children aged 11 to 15—

Organized in classes ...	VI	VII	VIII	IX
Normally for children aged ...	11-12	12-13	13-14	14-15

3. *a.* * Handicraft Schools and Vocational Institutions.

   b. Pre-university schools for pupils aged 15 to 18 years of age—

Organized in classes ...	X	XI	XII
Normally for pupils aged ...	15-16	16-17	17-18

4. *a.* * The University for pupils aged 18 and more years of age giving instruction leading to degrees in Arts and Science, Education, Engineering, Forestry, Medicince and Surgery, and Law.

   b. * Other Vocational Training.

263. We recommend : (1) that at the end of the primary school stage a First Public Examination be held—a simple written and oral examination—in the three R's and geography ; (2) that at the end of the

* (Handicraft and vocational education is discussed in detail in Part III.)

post-primary course, a Second Public Examination be held to select pupils who are likely to be able to profit from further literary or vocational studies; (3) that the courses in the post-primary school be organized without reference to the pre-university school and its courses and without reference to university studies; (4) that the pre-university school incorporate part of the courses in the existing high departments of schools and the Intermediate courses in the University on the lines suggested by the Sadler Commission and that the courses be prescribed by the University and be designed specifically for preparation for university studies and that the University conduct its Matriculation examination at the end of the pre-university school course.

264. We are aware that we lay ourselves open to criticism in omitting mention of provision of education for children under six years of age. We recognize the vital importance of such provision and agree that where such provision and adequate equipment and staff for kindergarten teaching is made, it should be recognized and, where possible, aided. The deficiencies in the provision for the education of girls and the shortage of women teachers constitute at present an insuperable obstacle to the establishment of a system of infant schools. The immediate major task of education is, we consider, the development of the provision for children aged 6 to 11 years until the goal of compulsory education for all children in this age range is achieved. Thereafter the provision of infant schools must be undertaken. The development of the education of girls, at present in a backward condition, must precede the development of infant schools for children under six years of age. Special attention must be given to the provision of education for girls not only for the service of infant schools, but also for the schools for children aged 6 to 11 years where women teachers, who by temperament are more suitable than men, are urgently required.

Application of the proposals to the Existing Systems of Schools.

265. Our proposals do not raise any serious difficulties in the organization of primary schools for children up to age 11 or 11 *plus*. In passing, it may be noted that the existence of the infant and kindergarten classes in Anglo-vernacular and English schools although not recognized in the Code is recognized in fact in the administration of grants-in-aid. The bulk of the aided Anglo-vernacular and English schools receive grants in respect of teachers conducting infant and kindergarten classes. The age of admission to the infant classes is six years. In practice, many are admitted before reaching that age, and age anomalies are numerous throughout the school system.

Many adolescents are found in each of the standards of the Vernacular primary school. The wide variations in the provision of educational facilities and of states of development generally throughout

the province make this unavoidable. The problems and difficulties arising from the enrolment in primary schools of children above 11 years of age will not disappear until the conditions that give rise to these problems are altered, that is, until it is possible to introduce universal compulsory education. They must be faced as best they may till then.

266. The following are the prescribed age groups and the corresponding standards in Vernacular and Anglo-vernacular schools at present :—

Age.	*Vernacular.*	*Anglo-Vernacular.*	*Age.*	*Vernacular.*	*Anglo-Vernacular.*
6—7	Infant Class.	Standard I	12—13	Standard VI	Standard VII
7—8	Standard I	II	13—14	VII	VIII
8—9	II	III	14—15	VIII	IX
9—10	III	IV	15—16	IX	X
10—11	IV	V	16—17	X	
11—12	V	VI			

Facts do not square with the paper prescriptions. The average age of admission to the Intermediate course in the University is considerably above 16 years of age, the prescribed minimum age for admission to the course. In 1934, 1,543 candidates out of a total of 3,107 candidates for the high school examination were over 19 years of age. The ages and classes of pupils in Vernacular schools are so divergent in different parts of the Province that there is no relation to assumed average ages. There can be no serious objection, in view of the facts of practice and for the sake of consistency on paper to a levelling of age groups and class notation. The corresponding classes in the several systems of schools should be labelled standards I to XII, for the purposes of a policy of integration and consistency and with a view to aiding policy to bring practice into line with paper prescriptions.

The Functions of the Primary School.

267. Before examining in detail the implications of our outline proposals in reference to existing school organization and curricula, we propose to discuss their general implications for the existing systems of schools. In order to clarify our thoughts on the object and aims of the primary school, we quote the well known description of the primary school in the introducion to the Code of Regulations of the Board of Education (England) * " The purpose of the Public Elementary School is to form and strengthen the character and to develop the intelligence of the children entrusted to it, and to make the best use of the school years available, in assisting both girls and boys, according to their different needs to fit themselves, practically as well as intellectually, for the work of life."

" With this purpose in view it will be the aim of the School to train the children carefully in habits of observation and clear reasoning

* *See* pages 8 and 9 of the " Hand-book of Suggestions for Teachers " 1927 (Board of Education).

so that they may gain an intelligent acquaintance with some the facts and laws of nature ; to arouse in them a living interest in the ideals and achievements of mankind, and to bring them to some familiarity with the literature and history of their own country ; to give them some power over language as an instrument of thought and expression, and, while making them conscious of the limitations of their knowledge, to develop in them such a taste for good reading and thoughtful study as will enable them to increase that knowledge in after years by their own efforts."

" The School must at the same time encourage to the utmost the children's natural activities of hand and eye by suitable forms of practical work and manual instruction ; and afford them every opportunity for the healthy development of their bodies, not only by training them in appropriate physical exercises and encouraging them in organized games, but also by instructing them in the working of some of the simpler laws of health."

" It will be an important though subsidiary object of the School to discover individual children who show promise of exceptional capacity, and to develop their special gifts (so far as this can be done without sacrificing the interests of the majority of the children), so that they may be qualified to pass at the proper age into Secondary Schools, and be able to derive the maximum of benefit from the education there offered them."

" And, though their opportunities are but brief, the teachers can yet do much to lay the foundations of conduct. They can endeavour, by example and influence, aided by the sense of discipline which should pervade the school to implant in the children habits of industry, self-control, and courageous perseverance in the face of difficulties ; they can teach them to reverence what is noble, to be ready for self-sacrifice, and to strive their utmost after purity and truth ; they can foster a strong sense of duty and instil in them that consideration and respect for others which must be the foundation of unselfishness and the true basis of all good manners ; while the corporate life of the School, especially in the playground, should develop that instinct for fair-play and for loyalty to one another which is the germ of a wider sense of honour in later life."

" In all these endeavours the School should enlist, as far as possible, the interest and co-operation of the parents and the home in an united effort to enable the children not merely to reach their full development as individuals, but also to become upright and useful members of the community in which they live, and worthy sons and daughters of the country to which they belong."

268. We recommend that the Burmese version of our Report should contain at this point, a translation of the whole of the Introduction of the

Hadow Report on " The Primary School " in order that this authoritative statement of the organization and of the aims and objects of primary education should be at the service of teachers, members of Local Education Authorities and others.

The Functions of the Post-primary School.

269. The post-primary school, its aims and objects next take our attention. Post-primary schools are intended essentially as schools for " liberal " education. In no sense are they vocational schools, although realistic bias towards the activities and life of the environment of the schools is necessary to enable them to play a constructive rôle. There is a fairly general concensus of authoritative opinion that no vocational education worth the name can be usefully given until the foundations of a sound general education have been laid. (Even in continuation classes, combined with actual apprenticeships, this principle is implicit.) The tendency throughout well-developed educational systems is to delay to age 15 and 16 the committing of the child to an earning occupation. The tendency is based on many factors, not the least being the modern recognition of the stresses and strains and peculiar needs of adolescence. In the words of the Hadow Report on the Education of the Adolescent :* " The scheme which we advocate can be simply stated. It is that between the age of eleven and (if possible) that of fifteen, all the children of the country who do not go forward to ' secondary ' education in the present and narrow sense of the word, should go forward none the less to what is, in our view, a form of secondary education, in the truer and broader sense of the word, and after spending the first years of their school life in a primary school should spend the last three or four in a well-equipped and well-staffed modern school (or senior department), under the stimulus of practical work and realistic studies, and yet, at the same time, in the free and broad air of a general and humane education, which, if it remembers handwork, does not forget music, and, if it cherishes natural science, fosters also linguistic and literary studies. It is less easy to state the ideal which lies behind our scheme. But there are three great ends of human life and activity which we trust that our scheme will help to promote. One is the forming and strengthening of character—individual and national character—through the placing of youth, in the hour of its growth, ' as it were in the fair meadow ' of a congenial and inspiring environment. Another is the training of boys and girls to delight in pursuits and rejoice in accomplishments—work in music and art ; work in wood and in metals ; work in literature and the record of human history—which may become the recreations and the ornaments of hours of leisure in maturer years. And still another is the awakening and guiding of the practical intelligence, for the better

* Page XXIII of the Introduction to the Report.

and more skilled service of the community in all its multiple business and complex affairs—an end which cannot be dismissed as 'utilitarian' in any country . . . ."

The Organization and Curricula of the Post-primary School.

270. The proposed post-primary course corresponds generally to what is called the middle school course *plus* two years of the high school course in the existing schools, but material reconstruction is recommended. The nature of the reconstruction we indicate in the following adaptations of "Hadow" proposals: Primary education should be regarded as ending at about the age of 11 *plus*. A second stage should then begin, and this stage, which for many pupils would end at 16 *plus*, for some at 18 or 19, but for the majority at 14 *plus* or 15 *plus*, should, as far as possible, be regarded as a single whole, within which there will be a variety of types of education, but which will generally be controlled by the common aim of providing for the needs of children who are entering and passing through the stage of adolescence. All normal children should go forward to some form of post-primary education. A humane or liberal education is not one given through books alone, but one which brings children into contact with the larger interests of mankind. It should be the aim of the schools to provide such an education by means of a curriculum containing large opportunities for practical work and closely related to living interests. In the earlier years the curriculum in these schools should have much in common with that provided in the schools at present commonly known as "secondary"; it should include a second language, and only in the last two years should a "practical" bias be given to the courses of instruction. At the age of 11 *plus* pupils from primary schools should normally be transferred to a different school, or, failing that, to a type of education different from that given to pupils under the age of 11 *plus*; but provision should be made in exceptional cases for the transfer of children at a later stage, provided that the course which they pursue after such transference lasts sufficiently long to be of value to them. In framing the curricula, due regard should be paid both to the capacities of the pupils and to the local environment. In framing the several syllabuses, each subject should be regarded as a whole; and all details irrelevant to the purpose in hand should be eliminated, in order that the pupil may not be overburdened, and that an opportunity may be given for the development of individual tastes. Bias should be introduced only after careful consideration of local conditions and upon the advice of persons concerned with the local industries. It should not be of so marked a character as to prejudice the general education of the pupils. Adequate provision should be made for the needs of such pupils as may gain greater advantage by following a more general

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Pre-university Schools.

271. The proposed pre-university school, which will [illegible] standards X, XI and XII, corresponding to the existing standard X of Anglo-vernacular, Vernacular and English schools and the first and second years of the Intermediate courses in the University, has the authority of the Sadler Commission to support it. The age range in these classes should be, normally, 15 to 18 years. At present, a pupil, provided he is academically qualified, may enter the University at age sixteen years. There is no need to recapitulate the reasons which impelled the Sadler Commission to recommend the separation of Intermediate courses from University courses proper and that have led to such separation in some Indian provinces. The work done in Intermediate courses is school work and requires school methods of instruction. At the age of sixteen, a pupil is not mature for university life and work. In Burma, the supply of graduates with honours and with degrees in education is rapidly becoming adequate for the conduct of "Intermediate" instruction in schools. It is suggested that picked schools throughout the Province should be entrusted with the responsibility for providing the proposed new courses. The examination at the end of the course [illegible] picked schools would be a Matriculation examination prescribe[illegible] conducted b[illegible] University. This organization would reli[illegible] University [illegible] which is not its proper work and would [illegible] to organiz[illegible] degree c[illegible]ses of three years' duration. [illegible] sa[illegible]ne, t[illegible]ry of Education would be free to concentr[illegible] the develo[illegible] of the primary and the post-primary schools [illegible]meled by the [illegible] of University requirements on school curricula.

Adjustment of Existing Curricula of the Three Systems of Schools to the Proposed Reorganized Primary School.

272. Keeping the general outline of the proposed reorganization in mind, we now turn to an examination of its application to the existing organization of schools and the curricula. The courses in the existing primary schools are:

Lower Vernacular Schools.	English Schools.	Vernacular Schools.
Main Subjects—	**Main Subjects—**	**Main Subjects—**
Compulsory—		
English.	English	A recognized vernacular.†
A recognized vernacular.*	Geography	Arithmetic
Geography.	Arithmetic.	Geography [except for ‡ infants.]
Arithmetic.		

* The recognized vernaculars are Burmese, Bengali, Urdu, Sgaw Karen, Telugu, Gujarati, Tamil, Hindi.

† The recognized vernaculars are the vernaculars named in the vernacular curriculum *plus* Punjabi.

‡ Monastic schools may substitute Pali for Geography or Elementry Science.

Anglo-vernarular Schools.	English Schools.	Vernacular Schools.
Additional Subjects—	**Additional—**	
Compulsory—	*Compulsory—*	
Physical Training.	History.	Kindergarten (Infant and Standard I).*
Hygiene.	Elementary Science	Elementary Science
History.	Physical Training.	Hygiene, Standards II—IV.
Needlework for girls.	Hygiene.	Needlework (for Girls Standards I to IV).
	Needlework for girls.	Religious Instruction.
		Drill.
Optional—	*Optional—*	*Optional Subjects—*
Any approved subject.	Any approved subject.	English.
		Pali.
		Persian.
		Drawing.
		Weaving.
		Manual Training, and any other approved subje

The existing Anglo-vernacular curriculum prescribes a compulsory second language in the primary stage. [illegible] the English curriculum, a second language [illegible] taught in the [illegible]ary stage as an optional [illegible]. The V[illegible]ar curriculum pr[illegible]es a compulsory vernacular language and a second langua[illegible] (in monastic schools a third language) may be added. Three languages in the primary st[illegible] may be suitable for infant prodigies; the average child should not be asked to undergo the strain of such instruction. The question of language instruction in primary and post-primary schools is discussed in detail later.

Adjustment of Existing Curricula of the Three Systems of Schools to the Proposed Reorganized Post-primary School.

273. The curricula prescribed in the existing middle a[illegible]h schools are as follows :—

* Monastic schools are not obliged to take Kindergarten.

Curricula for the Middle School Examinations.

Anglo-vernacular Schools.	English Schools.	Vernacular Schools.*
Main Subjects— (a) *Compulsory*—English, a recognized Vernacular, (a) Geography, Arithmetic, Algebra, Geometry. (b) *Optional*—*Nil.*	**Main Subjects—** (a) *Compulsory*—English, a Second Language, (b) Geography, History, Arithmetic, Algebra, Geometry. (b) *Optional*—*Nil.*	**Compulsory Subjects—** (a) *Main*— (i) A recognized Vernacular. † (ii) Arithmetic. (iii) Algebra (Standards VI and VII). (iv) Geometry (Standards VI and VII). (v) Geography. (vi) Elementary Science (Standard VII). (b) *Supplementary*— (i) Elementary Science (Stds. V and VI). (ii) Hygiene. (iii) Needlework (for girls). (iv) Religious Instruction. (v) Drill.
Additional Subjects— (a) *Compulsory*—Physical Training, Hygiene, History and (for girls) Needlework and Domestic Economy. (b) *Optional*—Any approved subject.	**Additional Subjects—** (a) *Compulsory*—Physical Training, Elementary Science, Needlework (for girls), Hygiene, with Domestic Economy (for girls). (b) *Optional*—Any approved subject.	**Optional Subjects—** (a) *Main*— (i) English. (ii) Pali. (iii) Persian. (iv) Drawing. (b) *Supplementary*— (i) Weaving. (ii) Manual Training. (iii) Any other approved subjects.

N.B.—The detailed syllabuses are different in the two courses (Anglo-vernacular and English) in some subjects.

(a) The Vernaculars recognized in the Anglo-vernacular High and Middle school examinations are :—

Burmese.	Telugu.	Bengali.	Gujarati.
Urdu.	Tamil.	Saw-Karen.	Hindi.

(b) The second languages allowed in the English High and Middle school examinations are :—

Language.	Telugu.	Bengali.	Gujarati.
Urdu.	Tamil.	Saw-Karen.	Hindi.

French. Latin. Burmese.

* In the Vernacular Middle School Examination, Vernacular IXth Standard Examination and Vernacular High School Examination question papers are set in Burmese, Saw-Karen and Urdu only. If there is sufficient demand they may be set in other recognized Vernaculars.

† The following are the recognized Vernaculars :—

Language.	Telugu.	Bengali.	Gujarati.
Urdu.	Tamil.	Saw-Karen.	Hindi.

NOTE.—1. Monastic schools may take Pali instead of Geography or Elementary Science.
2. Candidates for the Vernacular Middle School Examination must offer all the compulsory main subjects and may offer one or two main optional subjects.
3. *Bona fide* teachers in recognized Vernacular schools who wish to sit for the Vernacular Middle School Examination as private candidates may take Pali instead of Geography, provided that they have been pupils of monastic schools and had offered Pali instead of Geography in their previous examinations.

274. In the existing middle and high school curricula, the following points may be noted :—

Elementary science is included in the curricula of Vernacular and English middle courses but not in Anglo-vernacular courses.

History is not included in Vernacular and Anglo-vernacular compulsory middle curricula ; it is in the English curriculum. In the Anglo-vernacular course, it may be included as an optional subject ; it is a compulsory subject in standards VIII, IX and X. The Vernacular course is the history of Burma.

Domestic economy does not appear in the Vernacular curriculum ; it is combined with needlework in the Anglo-vernacular curriculum ; it is combined with hygiene in the English curriculum, while needlework is a separate course in this curriculum.

Physical training is an optional subject in the Vernacular curriculum. It is compulsory in the Anglo-vernacular and English curricula.

Manual training and drawing are optional subjects in the Vernacular curriculum and may be approved subjects in Anglo-vernacular and English curricula.

275. Whatever reasons dictated the differences and whatever justification may remain for differentiation to-day, the tendency towards approximation, the need for reorganization, the deliberate policy of integration now recommended and the basis of that policy, namely, the principles we have indicated, dictate that differentiations based on past conditions and not on functional value in the curriculum should be eliminated as soon as possible. The resources and curricula of the three systems of schools in their middle and high departments should be pooled and reconstructed for the purposes of the post-primary and pre-university schools. In pursuance of these proposals, we have already suggested that post-primary schools or departments of existing schools should be organized to provide a course of four years' duration for pupils of age 11 *plus* to 15 years in standards designated VI, VII, VIII and IX. An ideal system would provide for a variety of schools beginning at 11 *plus* but with a substantial uniformity of curriculum during the first two years, directed towards the consolidation of the instruction in the " tool " subjects of the primary schools combined with the development of physical well-being and manual skill. Thereafter, diversification would take place according as the pupil is to be directed towards industry or commerce or the land or the professions *via* apprenticeship or technical or vocational or university courses. Pupils destined for the University will not be lacking instruction, which may be continued in the pre-university school (standards X, XI and XII) where the curriculum will be wholly determined by the University and will lead to the Matriculation examination. The pupil who intends to leave school at any stage in the post-primary school to take

up skilled or unskilled work, will have had a liberal education combined with physical and functional education that should stand him in good stead in whatever work and walk of life he elects or is constrained to follow. The pupils who intends to proceed to a professional or technical or administrative type of occupation will be prepared for the Second Public Examination. We propose that a pass in this examination should admit him to the pre-university school or to a vocational institution or apprenticeship in commerce or industry.

276. The organization proposed should help to dispel the exaggerated and distorted values that attach at present to " secondary " education and would enable the pre-university school, untrammelled by considerations that are not pertinent, to undertake its special task of preparing for admission to the University those who are intellectually equipped for University studies and likely to benefit from them.

Minimum Compulsory Instruction in the Reorganized Schools System.

277. We consider that the minimum compulsory instruction in the primary school should include instruction in religion, in reading and writing in the mother tongue, (in a second language, if desirable for non-Burmese speaking pupils), in arithmetic, geography, nature study, manual training, physical education and hygiene.

278. We consider that the minimum compulsory instruction in a post-primary school should include instruction in the mother tongue, in a second language (and a third, if desirable, for non-Burmese speaking pupils), in elementary mathematics (arithmetic, algebra and geometry and applied mensuration and surveying), geography, history, elementary general science, (domestic science or a domestic handicraft for girls), manual instruction and physical education.

279. If our proposals are adopted, the University will prescribe the courses for pre-university schools and departments of schools.

Discussion of General Place of " Subjects " in Curricula of the Reorganized System.

280. Before discussing in detail the " subjects " of the reorganized curricula and the contents of syllabuses, we offer the following general comments on " subjects " and their place in the curricula.

281. Language is and must naturally remain the basis of the curriculum. The problems in regard to the medium of instruction and to instruction in additional languages for cultural and utilitarian purposes will be discussed later.

282. Arithmetic is a fundamental subject in the primary school. In the post-primary school we recommend the introduction of a course in

general elementary mathematics, including algebra and geometry and appropriate practical mensuration and surveying. . The more analytical and theoretical treatment of algebra and geometry should be deferred, as far as possible, to the pre-university courses. This is desirable in order that time may be avilable for the consolidation of the vernacular language, for development of instruction in an additional language, for consolidation of the courses in arithmetic, geography and history and for adequate manual and practical studies and pltysical education.

283. Geography in the primary school and geography and history in the post-primary school must remain basic subjects.

284. General elementary science (or elementary agricultural science) must find a place among the compulsory subjects in the form of nature study in the primary school and in the form of associated studies in biology, physics and chemistry related to environment in Burma in the post-primary school. The general elementary science course should have, we think, a predominantly biological content and should have definite realistic and functional as well as academic value such that the course may lead, if necessary, to courses in pure science in the pre-university-school.

285. Manual instruction in some form or other, courses in domestic science and needlework for girls, and physical education including personal and public hygiene should receive adequate treatment in the reconstructed courses.

Orientation of Curricula to Environment.

286. Perhaps we should make it clear beyond any doubt that the orientation of curricula to life and occupation and to the dominant agricultural texture of life in Burma is in no way calculated to fetter children to the soil but rather that by more knowledge of the why and wherefore of the processes of the soil and of the life and occupations on the soil, the pupils shall be the better able to adjust their lives to the betterment of living. Language, arithmetic (including algebra and geometry), geography, history and general science are fundamental subjects whether taught in the country or the town. In the schools should develop courses of academic yet realistic value related to rural science and rural economy, to personal and public hygiene, to civic life and domestic arts and crafts, to the agriculture, the animal husbandry, the horticulture and other activities of the agricultural as well as the town populations. Movements are afoot in many parts of the world to synthesize school courses suitable for rural conditions which are at the same time of academic valency for higher technical and university education. The Education Department can, in consultation with Departments such as the Agricultural Department, the

Veterinary Department, the Forest Department, the Public Health Department, devise courses in science starting with elementary nature study in the primary school and developing through appropriate syntheses of botany, zoology, physics and chemistry adapted to the schools and to rural conditions in Burma and, at the same time, of "academic" content that would flow naturally to courses in preparation for matriculation.

287. There is plenty of experience and experiment for guidance in England, in Canada and Australia, in the United States of America, in Denmark and Holland, and in India. One of the major tasks awaiting education in Burma is the formulation of suitable courses on the lines indicated.

The School as a Centre of Community Welfare and Enterprise.

288. It is desirable that the school, primary or post-primary, should have land of its own for practical gardening; it should have accommodation for manual work of the kind suitable for the environment of the school. It goes without saying it should have adequate recreation space. The goal should be that each school should become in time a centre of community as well as of school projects. The introduction of the project system of education as practised, for example, in Moga, in the Punjab, would go some way towards convincing the villager of the value of education and of projects for himself as for the whole community. Perhaps, in time, the villager will learn to accept the information and propaganda disseminated by the Agricultural Department and other agencies about more fruitful methods of cultivation and new crops. It is said that the monsoon zone of Burma is a "one crop" land and at the mercy of the vicissitudes of one crop. The growing of vegetables, of fruit, the raising of poultry, dairying, pig raising, live-stock breeding, aboriculture, we are told, await development. The energies of the education system must be directed so that the possibilities of such development may come within reach of anyone with the initiative and willingness to make use of the knowledge that is available. With the development of communications and of broadcasting, the amenities of the town will be brought to the country and, with the raising of the standard of living in the country, the drift to the town may tend to grow less, and a more purposeful flow take its place—a flow of those who should go to the town to receive the education, which is theirs by right of intellectual ability and aptitude.

This is a task that will take many years and hard work to accomplish.

Redesigning Curricula: The Place and Functions of "Subjects" in the School.

289. We proceed now to a more detailed discussion of the "subjects" of the curricula. The existing curricula represent the accretions *ab ovo*

Curricula for the High School and Vernacular X Examination.

Anglo-Vernacular and English.

Main Subjects—

(*a*) *Compulsory—*

(1) English.

(2) (*a*) A recognized Vernacular * for pupils in Anglo-vernacular High schools. Pupils who have passed the Anglo-vernacular Middle School Examination taking a Vernacular for which provision is not made in the Anglo-vernacular High School Examination, are allowed with the previous sanction of the Commissioner of Examinations, to offer in place of a recognized Vernacular either Additional English or Burmese according to the English High School Standard.

(*b*) A second language † for pupils in English High schools.

(3) Mathematics (one paper each for Arithmetic, Algebra and Geometry); and

(4) History or Geography. Candidates may also offer any one of the three Science subjects, *viz.*, (1) Physics and Chemistry¶ or (2) General Science, or (3) Botany and Zoology as a compulsory subject, in lieu of History or Geography, provided that, "Additional Mathematics" is taken as an optional subject.

(*b*) *Optionals—*

History or Geography (whichever is not taken as a compulsory subject), Additional Mathematics, Pali, Sanskrit, Persian, Arabic, Latin‡, Mensuration and Elementary Surveying, Book-keeping and Commercial Correspondence, Shorthand and Typewriting, Drawing, Agriculture, Domestic Economy and Hygiene (for girls only). Needlework and Dressmaking (for girls only), Advanced Burmese,§ Physics and Chemisty,¶ or General Science, or Botany and Zoology, Mechanics,‖ and Commerce and Business Organization.**

Not more than two or less than one must be offered.

Additional Subjects—

(*a*) *Compulsory—*

Physical Training.

(*b*) *Optional—*

Any approved subject.

N.B.—The detailed syllabuses are different in the two courses in some subjects.

* The Vernaculars recognized in the Anglo-vernacular High and Middle School Examinations are :—

Burmese, Telugu, Bengali, Gujarati, Urdu, Tamil, Sgaw-Karen, Hindi.

† The second languages allowed in the English High and Middle School Examinations are :—

French, Latin, Burmese.

‡ As a classical language in Anglo-vernacular High School Examination.

§ Open only to those who take Burmese as a compulsory subject.

¶ In connection with these courses a practical test will be held.

‖ To be introduced with effect from the Public Examinations of 1936.

** To be introduced with effect from the Public Examinations of 1937.

Vernacular.

A.—STANDARDS VIII AND IX.

Compulsory Subjects—

(*a*) *Main—*

(i) A recognised Vernacular. *
(ii) Arithmetic.
(iii) Algebra.
(iv) Geometry.
(v) Geography.
(vi) History of Burma.
(vii) Elementary Science.

(*b*) *Supplementary—*

(i) Religious Instruction.
(ii) Drill.

Optional Subjects—

(*a*) *Main—*

(i) English.
(ii) Pali.
(iii) Persian.
(iv) Drawing.
(v) Needlework and Dressmaking (for girls);
(vi) Domestic Economy and Hygiene (for girls).

(*b*) *Supplementary—*

(i) Weaving.
(ii) Manual Training.
(iii) Any other approved subject.

B.—STANDARD X.

Compulsory Subjects—

(*a*) *Main—*

(i) A recognized Vernacular. *
(ii) Arithmetic.
(iii) Algebra.
(iv) Geometry.
(v) Geography.
(vi) History.

(*b*) *Supplementary—*

(i) Religious Instruction.

Optional Subjects—

(*a*) *Main—*

(i) Additional Mathematics.
(ii) Pali.
(iii) Persian.
(iv) Mensuration and Elementary Surveying.
(v) Drawing.
(vi) Domestic Economy and Hygiene (for girls).
(vii) Needlework and Dressmaking (for girls).
(viii) General Science.
(ix) Advanced Burmese.

(*b*) *Supplementary—*

(i) Manual Training.
(ii) Any other approved subject.

* The following are the recognized Vernaculars :—

Burmese, Telugu, Bengali, Gujarati, Punjabi, Urdu, Tamil, Sgaw-Karen, Hindi.

In the Vernacular Middle School Examination, Vernacular IXth Standard Examination and Vernacular High School Examination question papers are set in Burmese, Sgaw-Karen and Urdu only. If there is sufficient demand, they may be set in other recognized Vernaculars.

NOTE—1. Monastic schools may take Pali instead of Geography.

2. Candidates for the Vernacular High School Examination must offer all the main compulsory subjects and at least one optional main subject. (Two main optionals may be offered).

3. *Bona fide* teachers in recognized Vernacular schools who wish to sit for the Vernacular High School Examination as private candidates may take Pali instead of Geography, provided that they have been pupils of monastic schools and have offered Pali instead of Geography in their previous examinations.

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and that no other language should be taught until the prescribed mastery has been acquired.

Introduction of Teaching in a Second Language.

295. We are of opinion that a second language may be introduced in the primary school in the IVth standard (new notation) that is, at average age 9-10 years. If this were arranged the existing language difficulty in connection with the transfer of pupils from Vernacular to Anglo-vernacular schools would be resolved. Pupils from Vernacular schools could enter class IV of an Anglo-vernacular school after passing standard III in a Vernacular school and begin instruction in a second language with the pupils in an Anglo-vernacular school. But if efficient teaching in the second language were given in all schools, no transfer would be necessary and co-ordination of the systems of schools would be reasonably complete.

We recommend that without prejudice to the proposal that a second language may be introduced in the IVth standard (new notation) and subject to the qualifications that will be stated in reference to the teaching of languages in schools whose medium of instruction is neither Burmese nor English, all pupils should be permitted to begin the study of a second language in the post-primary school.

296. To avoid confusion in this complex subject, it is emphasized that in paragraphs 297—305 we discuss only Vernacular and Anglo-vernacular schools in which Burmese is the medium of instruction and schools in which English is the medium of instruction. Schools in which neither Burmese nor English is the medium of instruction are discussed in paragraphs 306-307.

Burmese as the Medium of Instruction in Vernacular and Anglo-Vernacular Schools.

297. The Committee has evidence that the teaching of Burmese in schools which use Burmese as the medium of instruction is unsatisfactory, that the courses are ill-defined and formless and that attempts so far to develop instruction by orderly and progressively more difficult gradations have not been satisfactory. The courses suffer from lack of suitable books, of a standard Burmese-Burmese dictionary and grammar and from dearth of other suitable material. A sustained effort should be made to place the teaching of Burmese as the mother-tongue on sound lines.

The content of the courses in Burmese for Vernacular and Anglo-vernacular primary and post-primary schools in which Burmese is the medium of instruction, in our opinion, should be the same. There is no reason why this should not be so. Any differences in the quality of teaching in these courses that may exist in Vernacular and Anglo-vernacular primary and post-primary schools should be eliminated as soon as possible.

Burmese Language as a Second Language in English Primary and Post-Primary Schools.

298. We are of opinion that efforts should be made by the experts in Burmese language to formulate a comprehensive course in Burmese for English schools. The course should be organized on the analogy of the "West" or "Faucett" courses in English or if possible on the analogy of the system called Basic English. The teaching of Burmese in English schools is in need of considerable improvement. The most effective contribution towards such improvement would be the organization of courses such as we recommend.

The Place of English in the Curriculum.

299. Reference has already been made to the somewhat contradictory demands made, on the one hand, for vernacularization of all education including University education and, on the other, for the teaching of English throughout the whole Vernacular system. English must of necessity remain the medium of instruction in the University until such time as a corpus of knowledge in Burmese in all university subjects and adequate for university standards and requirements is available. Even then, English as a vehicle language of accumulated experience and knowledge throughout the world will remain the means by which Burma may acquaint herself with that experience and knowledge. After the separation of Burma from India, English will remain the easiest medium of communication between Burma and India with her many languages. English will remain the medium of connection between the large part of the globe, comprised in the British Commonwealth of Nations and the United States of America. It will be of use for communication with such countries as Siam and Japan, and France, Germany and other European countries. English will be the language of the legislature, of administration, of the law courts, of export and import and of large scale industry and commerce. These points need not be laboured; they are sometimes overlooked or ignored by critics. If communities such as the Karens, the Kachins, the Chins and others insist on the retention and development of their own vernaculars, as they may do, then English as a second language will be a useful common language. It follows that the present standard of teaching in English should not only be maintained but should be advanced side by side with any steps that may be taken towards further vernacularization of curricula and teaching.

Existing Teaching of English in Vernacular Schools Inadequate.

300. The teaching of English, in the existing Vernacular schools is unsatisfactory. In these schools, English, as a second language, is taught by a corps of teachers who are not adequately qualified for the work. The teaching of English in the Vernacular school has been a failure since its inception. Since the teaching has achieved practically

of 70 years' development of the education system. Remarkable increases in the contents of syllabuses, in the number of subjects and in the standards of attainment have taken place during that time. In recent times, the physical sciences, economics and civics have demanded a place in the time-table. To-day handiwork and the training of the body are considered essential and should find a place in a well-balanced curriculum. The time-table is hard pressed to satisfy all demands. The reconstruction of the schools system which we propose will involve radical adjustments of curricula and a redesigning of courses to give them a realistic and functional texture. The designers will have to determine what are necessary skills which must be taught thoroughly, what is essential and what inessential in the present curricula and what is fundamental for all; will have to overhaul the knowledge content of the various subjects and eliminate the unnecessary in favour of what is valuable and will have to rearrange present-day subject divisions so as to ensure greater economy and unity. At present, the several subjects of the curricula are dealt with in water-tight compartments. Efforts should be made to co-ordinate the essential associations of such subjects as language, history and geography, arithmetic, (including algebra, geometry, mensuration and surveying) and the physical sciences and to run common threads through all subjects and knit associated knowledge on these threads.

290. The existing courses were designed for a school life of 11 years in Vernacular schools and of 10 years in Anglo-vernacular schools and English schools and 2 years in the Intermediate course. The proposed reorganization requires the designing of courses of 5, 9 and 12 (including 2 years of the Intermediate course) years' duration for the reconstructed system of schools. The whole system will consist of separate courses designed for periods of 5, 4 and 3 years, each a synthesis of instruction and linked in a continuous system to form a primary course for pupils age 6 to 11 years, post-primary courses for 4 years from age 11 to 15 and pre-university courses for 3 years.

291. As a Committee, we have not the necessary special qualifications to enable us to make detailed proposals as to how the existing courses should be modified and adjusted to fit the proposed reorganization. We may, however, indicate the general lines on which, in our opinion, adjustments should be made. The experts may be called upon to prepare redesigned courses keeping these indications in view.

Curriculum for Compulsory Attendance Scheme.

292. In view of our recommendation that a compulsory attendance scheme should be adopted and applied, as a preliminary measure, to the first three years of school life and of the probability that under this scheme the formal schooling of many pupils will end at the IIIrd

ndard, courses should be designed to secure, as far as possible, a ending off at age 8 *plus*, the rounding off being, however, a link in chain that leads to the end of the primary course in the Vth adard (new notation).

Kindergarten.

293. In the Vernacular School Syllabus—Appendix XII of the Vernacular Education Code—a kindergarten course is prescribed. There are relatively few teachers with the special training necessary for the conduct of a proper kindergarten course, and few schools have the equipment required for kindergarten teaching. The course is prescribed for children aged 6-years and under in Vernacular schools, but the existing rules exclude children under 6 years of age from Vernacular schools. With reluctance we have had to admit that existing resources do not permit us to suggest that it is practicable, at present, to organize and finance infant schools for children under six years of age. Women teachers for such schools are not in sight in adequate numbers. When the education of girls has been developed and women teachers are available, time will be ripe to consider this most important provision. We do not imply that kindergarten methods should be dropped from the existing schools. The training of teachers for the lower classes of the primary schools should in future be predominantly in methods suitable for small children and the teachers for these classes should be women. Policy should be set in this direction with a view to the provision, as early as possible, of facilities for children under six years of age.

The Vernacular as the Medium of Instruction.

294. The proposed integration of the three systems of schools raises the problems of the language of instruction. It is a complex problem not only in connection with school curricula but also in connection with admission to the University. Reconstruction postulates some adjustment of the different language courses in order that co-ordination may be achieved. In the system of Vernacular primary schools, eight vernaculars are recognized at present. In the Anglo-vernacular system a ninth is added to the eight recognized in the Vernacular curriculum, making nine recognized vernaculars. A tenth vernacular, namely, English, may be recognized and added for the purpose of the English school primary curriculum. If the principle be accepted, subject to the qualification to be stated in respect of non-Burmese Vernacular schools, that no child should commence to learn a second language until he has acquired some grip of his mother-tongue, it follows that in the primary school and in the primary departments of schools of grade above the primary, the vernacular of the school must be both the medium of instruction and the foundation of the curriculum

no permanent results, the bulk of the money spent on this teaching has been wasted. The system has been condemned year after year, in the reports of Inspectors and Directors, but, on account of its alleged holding power, that is to say its influence in stopping "wastage" in the primary school, this condemned system has been continued. Time is ripe to stop a wasteful and costly pretence, to eliminate this useless teaching from primary schools and to put the teaching of English on sound foundations in Vernacular schools.

Existing "Bridge" arrangements between Vernacular and Anglo-Vernacular Schools.

301. In the primary departments of the Anglo-vernacular system, the aided schools teach two languages before standard III. Standard III is now both a special class and standard III. It is a special class for pupils who have transferred from a Vernacular school and whose instruction in English is given in concentrated form to enable them to adjust their progress to that of the Anglo-vernacular pupils in standard IV, when the time comes for Vernacular pupils to enter standard IV in the Anglo-vernacular school. On educational grounds the procedure is open to criticism. What should be a harmonious development of all the subjects of the curriculum is, for most pupils transferred from Vernacular schools, converted into marking time in some subjects while a system of instruction that is but little distinguished from cramming is resorted to in English.

302. Incidentally, we note that Government schools have been deprived of the infant class and standards I and II for reasons of economy and not on educational grounds. We may remark that maladjustments of the educational process that were brought about by cutting off the base of Government schools have interrupted the continuity of curricula in Government schools and have made the schools incomplete educational organisms. We think the lower standards should be restored in order that a complete and coherent primary department and primary course may be organized.

English Language as the Medium of Instruction.

303. In the English school system, English is the medium of instruction and the foundation of the curriculum. We have already suggested that English be included among the reorganized vernaculars; it will continue to be the medium of instruction in English schools.

English Language as a Second Language in Vernacular and Anglo-Vernacular Schools.

304. In Vernacular and Anglo-vernacular schools whose medium of instruction is Burmese the second language will be English. We suggest that the course in English in these schools should be based on

Dr. West's system or the "Faucett" system or the system called * Basic English if a satisfactory school course based on the last named system can be devised. The "West" and "Faucett" systems are scientifically designed for the purposes of non-English schools and specially for oriental conditions. In four years with efficient teaching based on these courses a pupil should have a grasp of English adequate to everyday life, and a sound foundation for an expanding knowledge of normal English.

A considerable literature on the subject of Basic English is available including "Basic English," "The Basic Words," "The A.B.C. of Basic English," "The Basic Dictionary—putting into Basic the 7,500 words most used in normal English." If a satisfactory course for schools can be devised and can be conducted easily by teachers the system expounded by the author appears to hold promise for the teaching and learning of English. The claim that Basic English can give a pupil who masters it an efficient grasp of English for everyday use and a sound foundation for the development of a knowledge of normal English should be examined.

Equivalence of Courses in the Second Languages.

305. The teaching of the second language, English, in Vernacular and Anglo-vernacular schools should proceed on the same course and at the same pace in both kinds of schools. The courses in Burmese in Vernacular and Anglo-vernacular post-primary schools need not be different and should develop, step by step, in both types of schools, while the course in Burmese in English schools should proceed pace by pace, as near as may be, with the course in English in Vernacular and Anglo-vernacular schools which use Burmese as the medium of instruction.

Languages in Schools using a Language other than Burmese or English as Medium of Instruction.

306. The teaching of languages in schools in which neither Burmese nor English is the vernacular language raises complex questions. We have discussed these questions with representatives and deputations of the Karen, Muslim and Hindu communities, and have been assured by these representatives that where the community concerned insists on adopting its vernacular as the medium of instruction in the primary and post-primary school, the community will voluntarily teach Burmese and English when one or both languages are introduced for school purposes only or with University requirements in view. All representatives have assured us that they are anxious that the children of the communities

* NOTE.—After this report had been adopted the Chairman received a copy of a Research Report named "A Critical Examination of Basic English," Bulletin No. 2 of the Department of Educational Research, Ontario College of Education, University of Toronto. According to this Bulletin, Basic English cannot be accepted as a satisfactory system for school purposes.

concerned should be equipped with a working knowledge of Burmese—the dominant language of the Province—and that, in the case of children who are fitted for and committed to instruction leading to the University an adequate knowledge of English must be attained. We have been assured that, together with the vernacular they may select as the medium of instruction, they are prepared voluntarily to bear the additional burden of instruction in Burmese and English of the required standards, and will not use this as an argument for demanding a *quid pro quo* in the shape of lower standards of attainment in other subjects of the curriculum or of omissions from the prescribed curriculum. They have clearly stated that the teaching of Burmese in their schools cannot be undertaken unless the demand for teachers to teach Burmese in schools desirous of teaching Burmese is complied with by the Local Authorities, nor can the teaching of Burmese be satisfactorily promoted, unless suitable secular Burmese text-books are made available. So far as entrance to the University is concerned, they agree that entrants must naturally comply with the requirements which may apply to Karens, Indians and other non-Burmese pupils from Anglo-vernacular and English schools.

307. We have discussed these questions anxiously among ourselves and with the representatives who have assisted us with their advice and information, and with these representatives we have arrived at the following recommendations in regard to language instruction in schools which use languages other than Burmese or English as the medium of instruction :—

(1) that Muslim schools desiring to use either Burmese or Urdu as the medium of instruction should have no pressure placed upon them to use the language other than that chosen ;

(2) that a voluntary course in Burmese in primary Vernacular schools whose vernacular is neither Burmese nor English should be permitted and be designed definitely for colloquial purposes and be of a reasonable standard to be determined by the Department in consultation with the authorities concerned ;

(3) that in primary schools whose vernacular is neither Burmese nor English, voluntary teaching of Burmese may begin from the IIIrd standard ;

(4) that in schools where English is introduced in addition to the vernacular and Burmese, the teaching of English should not commence before the IVth standard ; and

(5) that in schools whose vernacular is neither Burmese nor English, which introduce Burmese as a second language, the course in Burmese should be of the nature of the " Basic " course in Burmese recommended in schools in which Burmese is not the medium of instruction.

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Arithmetic and Elementary Mathematics.

308. The course in Arithmetic in the Vernacular primary school may be adjusted to correspond with the Anglo-vernacular course up to the Vth standard ; the course being adjusted to the needs of the reorganized schools. The experts may be asked to reduce the content of the course by omitting parts that are not essential. We are aware that text-books in arithmetic have been and are being designed for conditions in Burma, but we suggest that still more adjustments to the environment of the pupil in Burma are required. Adjustments in courses will be required for the post-primary and pre-university stages, keeping in view that much of the higher arithmetic, algebra and geometry may be left to the latter course in order to lighten the weight of the " liberal " courses in the post-primary school and in order to give time for the cultivation of practical instruction and physical education that are, according to our proposals, essential in the post-primary school. In the post-primary school, we recommend that a course in elementary mathematics replace the separate courses in arithmetic, algebra and geometry now followed in the middle and high schools, and that the general course include work in practical mensuration and surveying as applied mathematics.

The present course in mensuration and surveying should be abandoned as a separate course.

The First Hadow Report on Arithmetic and Elementary Mathematics.

309. *(a)* We invite attention to the First Hadow Report on arithmetic and elementary mathematics in the post-primary school : * " There seems to be general agreement that the subject of arithmetic as taught to-day, not only in primary but in other types of schools, is in need of considerable improvement in regard to both choice and material and the use made of it. Arithmetic has been too long dominated by the traditional utilitarian value of the subject. It has been and still is frequently regarded solely as a ' bread and butter ' subject, providing the necessary facility and accuracy in such arithmetical work as will be required by the pupil in his after life. But the amount of this indispensable arithmetical knowledge, while of considerable importance, is in reality comparatively small and would not in itself justify the time given to the subject. It has, however, in its presentations in schools, been added to and overlaid by matter which is often without meaning to the child and is seldom of value to him in after life. On the other hand our modern industrial system with its complex ramifications, and the part played by science in the modern civilized community make greater demands upon the mathematical knowledge of the ordinary citizens. The scientific and engineering inventions of the modern world, motors, aeroplanes, wireless telephony and the like, all require, even for a

* Pages 214 to 220 of the Report on the Education of the Adolescent, 1926.

superficial understanding of them, some knowledge of mathematica principles and their applications. Civic, national, and even internationa finance, closely associated as they are with our daily existence, requir for an intelligent comprehension of them an increasing amount c mathematical knowledge. It is desirable, therefore, that much of th traditional arithmetic of the schools should be replaced by nev material which will provide a wider mathematical training for the chil and that there should be included in the mathematical training of al normal children suitable parts of mensuration, algebra, geometry anc trigonometry, especially such as are necessary for the intelligen comprehension of some of the problems of everyday life."

(*b*) "The causes which lead us to propose the introduction of nev material, as well as this new material itself, also make it necessary tc modify the methods of treatment. There is little doubt that the mechanical, lifeless and abstract treatment of arithmetic which has been so common in the past has produced for many a distaste for the subject which has persisted throughout life. There is need, therefore for more vivid, more logical and more practical methods in teaching the subject, methods which will cause the pupil to appreciate both the beauty of mathematical truths and their practical applications. I mathematical teaching is to be satisfactory there must be recognition o the two aspects of mathematical truths. On the one hand are th abstract relations which these truths have between themselves anc on the other are relations to realities outside themselves. Thus in the early history of mathematics a study of the geometrical properties of similar triangles enabled Thales to determine the height of a pyramid. The history of mathematical progress is a record of development of these two aspects of mathematical truths in close association with each other, and the view that they can exist as distinct forms of intellectual activity has exerted a harmful influence upon mathematical teaching. Every course therefore should aim at developing in the pupil an appreciation of the meaning and teaching of a coherent system of mathematical ideas and the realization of the subject as an instrument of scientific, industrial and social progress."

(*c*) "It is apparent from evidence given to the Committee that there have been great improvements in the teaching of arithmetic in primary schools during recent years and that many teachers have developed their mathematical teaching upon satisfactory modern lines. The Committee recognize, moreover, that conditions in primary schools have frequently made it difficult to teach mathematics satisfactorily. A short school life, large classes and poor grading have both limited the amount of mathematics it has been possible to teach, and in many instances led to undue attention being devoted to mechanical processes. With the establishment of Modern Schools on the lines recommended by the Committee, many of these difficulties will no doubt disappear. It is hoped that, in a large number of cases, there will be a definite four-year

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course between the ages of 11 and 15, and the arrangements for grading at the beginning of the course together with the organization into smaller classes, will produce conditions favourable for a really satisfactory treatment of the subject. It should thus be possible, with the better pupils at least, to work through a more extensive and more logical course in elementary mathematics."

(*d*) "It has been stated above that parts of arithmetic still to be found in many curricula, may profitably be discarded as being unnecessary for the development of mathematical ability in after life. It is suggested that the following, among others, should be thus omitted :—

Complicated fractions.
Recurring decimals.
Complicated work in practice in the H.C.F. and L.C.M.
Cube-root.

The omission of this work will make possible a freer treatment of arithmetic ; the subject can be utilized to form a basis for other branches of mathematics which will be treated as logical developments of it. The pupil will come to view the subject of mathematics as a coherent system, the various parts acting and reacting on one another. The treatment, consequently, will not follow the usual academic lines. For example algebra will be introduced naturally when, after suitable practical work on the area of a rectangle the pupil generalises his results, makes deductions and employs symbols for the first time to express a formula. As his work in arithmetic and mensuration grows, so his formulæ become more complex ; necessity arises for their transformation and manipulation, and out of this necessity the pupil learns how to solve an equation and how to transform his formulæ to make them easier for use ; thus he is led to simple factorisation, easy operations, algebraical fractions and other developments. Indices are introduced as convenient abbreviations ; their laws are thus readily observed and ultimately lead to logarithms, which most pupils come to regard as one of the really useful things which they learn in mathematics. It is desirable that the child should not be burdened with the academic work in algebra, such as is to be found in most text-books on the subject. The really essential thing is that the pupil should have a clear understanding of the significance of formulæ, should be able to manipulate them, to solve equations arising out of them and to use graphical methods intelligently."

(*e*) "Geometry may be suitably introduced when the pupil is dealing with the areas of rectangles, squares and triangles. In general there will be little formal deductive work, save from experiments, and the course in general will follow the lines of experimental geometry, such as is now to be found in good modern text-books. It should not be confined to two-dimensional work. Practical work in the mensuration of solids will necessitate a certain amount of three-dimensional geometry of a simple character. It will be closely associated on the one hand

with the work in mensuration and arithmetic, and on the other, through geometrical drawing, with manual training. It should not, however, develop merely in a series of mechanical exercises in geometrical drawing. Such work has its usefulness, but it is more important that geometry should be utilized, as far as is possible, within the limits imposed by circumstances, as a means of training in deductive processes and logical thinking."

(f) "Much of the work, especially in the earlier stages, will be rendered more interesting and stimulating by a judicious use of mensuration provided that this does not resolve itself merely into learning and manipulating a number of formulæ. It should rather be regarded as providing concrete material both for abstract reasoning, which is difficult for children at this stage, and for the development of other branches of mathematics. Much of the early work in mathematics is most effective and most convincing to the pupil when based upon his own experience or upon his instinctive or acquired knowledge, and the handling of concrete objects and practical experimental work will be found invaluable as aids in providing such a basis. This practical work should include not only exercises in weighing, measuring and drawing, but also the construction of models by the child and experimental work in doors and out of doors. With models of his own making, mathematical work comes to possess for the child a reality which can come to many in no other way. For example, the idea of volume and its measurements presents little difficulty to the child who builds up solids by means of cubic inches or cubic centimetres, especially if he has himself constructed them from paper or wood. Again, the use of his own model theodolite to find the height of his school or of a distant spire will produce a lasting and vivid understanding of mathematical ideas and operations which otherwise are a source of great difficulty. The child should also be led to feel the necessity of some particular rule or some new process in order to solve some problem or to help him in some practical difficulty such as will occur in intelligently-conducted work in mensuration, woodwork or experimental science. Hence practical work will be a valuable part of the mathematical course. Not only does it supply a concrete and experimental basis upon which the child may proceed to abstract reasoning, but it vitalises the work for the pupil and stimulates his interest in it. It will also lead to co-ordination with other subjects in the curriculum, especially hand-work, geography and elementary science."

(g) "The following is suggested as providing a suitable course of work based on the principles stated above :—

Numbers. Growth of the number system.

Elementary operations with numbers.

Our money system with the usual applications.

The meaning of a fraction. Simple operations with fractions. Decimals.

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The measurement of length, area, volume, weight, capacity and time with appropriate tables.

The metric system.

Areas of rectangles, squares, triangles, surfaces of prisms, etc.

Appropriate geometrical work.

Volumes of prisms.

Generalization of results in above work on areas, etc. Introduction of symbols. Construction of elementary formulæ. Use of manipulation of formulæ. Easy equations. Transformation of formulæ for purposes of computation. Easy factors.

Use of squared paper. Construction, meaning and use of graphs. Drawing to scale.

Meaning of averages.

Factors; common factors; H.C.F. and L.C.M. Simple algebraical examples.

Further work on fractions.

Decimalisation of money. Calculation of cost.

Ratio; constant ratios. Ratios connected with angles. Sine, Cosine and Tangent of an angle. The right angle triangle.

Surveying problems and other practical applications. Square root.

Equal ratios; proportion; proportional quantities. Proportional division. Similar figures.

Measuration of the circle, cylinder, pyramid, cone and sphere with appropriate geometry.

Percentages with applications to interest, insurances, etc. Compound interest.

Indices, Logarithms.

Investments. Foreign currencies and methods of exchange.

True and present worth."

(h) "This syllabus is intended to indicate a course of mathematics which may be considered suitable for a four-year course in a non-selective Modern School for boys in an urban area, though modifications would often be made necessary by local conditions and special difficulties. Whether or not it is advisable in any given school to adopt the whole of the course or to add to it depends upon the time available, the special circumstances of the school and the bias which any particular teacher may give to the subject. In most girls' schools the course would probably need to be shortened owing to the fact that there is less time available for the subject. In rural schools there would also be omissions, and it would be adapted to the requirements of their special conditions by modifications in the treatment and changes in the emphasis on different parts of the curriculum. Modern Schools of the selective type, taking this as a basis, would make such additions, especially in algebra and geometry, as would be required by the character of the school, its objective and the length of its course."

(*i*) It is very desirable that the course of elementary mathematics in all types of school should be approximately the same. For the first two years of the course the work will be mainly fundamental and will not vary materially whether in a Grammar School or a Modern School. The rate of progress will of course vary with different types of pupils, though in the better Modern Schools the course will be comparable with that in the Grammar Schools. There will be probably greater divergencies in the later years, but if the foundations laid in the first two years are similar, transference to the Grammar School at later ages will be facilitated."

Courses in History for Primary and Post-primary Schools.

310. In the existing Vernacular curriculum, history finds no place. In the Anglo-vernacular curriculum stories are to be told by the teacher from Burmese (or Indian) and English history and in the middle department from World History. It is suggested that the specialists in history indicate more definite instruction for both types of schools in both grades of schools, not necessarily formal courses in history but something that will be a definite guide to teachers in the teaching of this, the most difficult subject of instruction for children and adolescents. It is desirable that no public examinations should be held in history at the end of the primary school stage so that the instruction shall not be constricted by any extraneous requirements. At present history is probably the worst taught subject in the schools. Many teachers who have had no special training in history rely on slavish text-book instruction.

311. It is suggested that those responsible for prescribing the courses and the teaching in the schools should be instructed to examine the existing courses with a view to redesigning them for the proposed reorganized system of schools. We venture to add that doubts have been cast as to the value of history as a separate subject in schools, as to whether the traditional body of knowledge is worth knowing, even if at the end of the school course, it can be said to be known in any sense by any pupil. The point of the doubt is the fact that the teacher's concern is more with the training of the mind than with the injection of knowledge to the end that at the right time, which may not be during the school-days, the pupil will know how to acquire expeditiously and exactly the knowledge he needs and to use it efficiently. It is open to discussion whether the teaching of history should not be merged in the language and geography courses. If the history experts are of opinion that separate history courses should be conducted in primary and post-primary schools, we suggest that the course in the post-primary school be confined to—

(*a*) The History of Burma.

(*b*) A simple outline of World History with emphasis on the British Commonwealth of Nations.

132.

Courses in Geography in the Primary and Post-primary Schools.

312. The teaching of geography has made great progress in recent years in the schools. But while there has been a satisfactory reaction against the domination of the old geography of "capes and bays" there has been a dangerous counter-swing towards a new geography of "zones and regions" and there is a danger of a mechanical system of new facts merely replacing a mechanical system of old facts. At the same time, in the primary schools, the new "human" geography is in danger of passing from geography into vague ethnography based on such books as "Children of Other Lands." The syllabus of geography for the primary departments of Anglo-vernacular and English schools is satisfactory. It is presumed that the same course was not prescribed for Vernacular schools as suitable books and teachers qualified to conduct the course were not available. The Vernacular school course requires children to have covered the elementary geography of Burma and India on completing the IVth standard of the Vernacular school.

313. We suggest that the specialists in geography be asked to formulate a common course for all primary departments of the proposed co-ordinated system of primary schools and that they devise a common course for the post-primary school. We invite attention to the fact that in England the Royal Geographical Society, the British Association for the Advancement of Science and the Geographical Associati[illegible] body of 4,000 teachers of the subject drawn from every [illegible]chool and college and including all the recognized leaders [illegible] have agreed on methods and aims, content and outlook in connection with school geography, and that the following syllabus has been adopted as generally suitable for school work :

(1) [illegible]wledge of the fundamental principles of geography.

[illegible]rough and practical study of the home district and the larger reg[illegible] which the home district is included, with full use of Ordnance S[illegible]y Maps.

(3) [illegible]asonably full acquaintance with the geography of the British Isles.

(4) An elementary knowledge of the World in outline. (Some syllabuses also spec[illegible] region to be dealt with in greater detail.)

314. We su[illegible]t the redesigned courses for the post-primary schools should [illegible]ed on—

(1) a kn[illegible]ge of the fundamental principles of geography ;

(2) a tho[illegible]gh and practical study of the home district and a larger region in which the home district is included with full use of survey maps where possible ;

(3) a reasonably full acquaintance with the geography of Burma and India ;

(4) an elementary knowledge of the World in outline with emphasis on the British Commonwealth of Nations.

315. We direct attention to a method of making the teaching of geography a concrete study, outlined in Part II, section XIII, containing an extract from a pamphlet named "Village Survey-making—An Oxfordshire Experiment."

316. The course in geography for the pre-university schools will have to be redesigned with University Matriculation requirements in view and to cover the ground covered in the existing Intermediate courses in geography.

Nature Study and Science in the Primary and Posprimary School.

317. Science is almost the newest subject of the school curriculum and not the least criticised. In no subject of the curriculum have greater changes taken place in recent years. In England, the first attempts at teaching science in the schools took the form of teaching chemistry. The equipment for teaching chemistry appeared to be cheaper than that required for teaching physics. Equipment for physics, though initially more expensive, costs less to maintain and it is in the end the cheaper investment. The teaching of biology followed chemistry and physics but the great controversy between "Science" and "Theology," after the publication of Darwin's "Origin of the Species," retarded the development of the teaching of biology as [illegible] subject. In recent years, there has been a strong movement t[illegible] adening the basis and enlarging the outlook of school sc[illegible] dency to dissolve the partitions that have been plac[illegible] veral science subjects of the curriculum. General sc[illegible] aking strong claims to supplant the sectional science courses.

The Existing Course in General Science.

318. The existing general science course prescri[illegible] igh departments in Vernacular and Anglo-vernacula[illegible] as follows :—

The Atmosphere.

Nature and occurrence of air ; its we[illegible] (atmospheric pressure), its relation to the rusting of met[illegible]

Combustion.

Composition of air ; preparation and [illegible] its constituents.

Its relation to the weather ; temperature (th[illegible]eter) ; measurement of air pressure (the barometer) ; evaporation [illegible]nden-sation ; humidity ; winds ; precipitation (clouds, rains, snow, fog and mist).

133.

Water.

Composition and properties of water ; preparation and properties of hydrogen.

Expansion, convection currents, ocean currents.

Comparison of heating and cooling curves of water and sand ; land and sea breezes ; monsoons.

Hard and soft water.

Electricity.

The simple voltaic cell ; conductors and insulators ; the spark gap and its uses.

The magnetic effect of a current ; electro magnets and their uses.

The heating effect of a current and its uses.

Electrolysis ; accumulators.

The dynamo and motor simply treated.

Plants.

Their relationship to air, water and soil.

External anatomy of common flowering plants.

Roots, stems ; leaves ; flowers ; fruits and seeds.

Plant physiology ; respiration ; photosynthesis ; transpiration ; osmosis.

Pollination ; seed distribution.

Plants as food for animals and man. (Carbohydrates, fats and proteins).

Bacteria and disease.

Animals and Man.

The cockroach—external anatomy only.

Economic importance of insects.

The frog—dissection or demonstration of the digestive, respiratory and excretory organs.

Food requirements of animals. The carbon and nitrogen cycles.

Botany and Zoology.

Botany—A. Angiosperms.

(1) Structure of seeds, such as pea, broadbean, castor-oil, maize, etc.

(2) Germination of seeds and food storage in seeds.

(3) Root ; its functions and modifications.

(4) Stem ; its functions and modifications.

(5) Leaf ; its functions and modifications.

(6) Flower ; structure of a typical flower ; functions of a flower ; factors responsible for variety in flowers, various types of pollination.

(7) Fruit ; its functions ; various types of fruits ; dispersal of fruits and seeds.

B. Physiology.

(1) Food of plants—how it is obtained and assimilated.
(2) Movements in plants or plant-organs.
(3) Adaptation to environment.

" Zoology—Earthworm external anatomy, life and habits, comparison with parasitic worms.

Insects : general structure of butterfly, mosquito, and cockroach and their life-histories, also the habits of fly, cockroach and ant. Habits and structure of a spider. General anatomy, habits of a frog (including life-history), bird and mammal, with comparison with common examples of each."

319. Professors Peacock and Meggit have written a series of "Notes" for the guidance of teachers in regard to the conduct of this course. It is proposed to translate these notes into Burmese so that the Vernacular schools will be able to conduct the present course on more efficient lines. A statement of equipment required for the course has been compiled.

Existing Courses in Chemistry and Physics, Botany and Zoology.

320. In addition to the general science course, courses in physics and chemistry and in botany and zoology are prescribed for Anglo-vernacular and English schools.

321. The following list shows the extent of teaching in science in the Province at the present time :—

(1) Government English High School, Maymyo	Physics and Chemistry.
(2) Government Anglo-Vernacular High School, Bassein.	
(3) Government High School, Moulmein ...	
(4) Government High School, Akyab ...	
(5) Cushing High School, Rangoon ...	
(6) Bengal Academy, Rangoon ...	
(7) Government High School, Rangoon ...	
(8) St. Paul's English High School, Rangoon ...	
(9) Diocesan Boys' High School, Rangoon ...	
(10) Baptist English High School, Rangoon ...	

(1) St. John's High School, Rangoon (General Science).
(2) Diocesan Girls' High School, Rangoon (Botany and Zoology).

Inadequacy of Existing Science Teaching in Vernacular Schools.

322. Eleven Vernacular high schools profess to teach general science.

323. The science teaching in the Vernacular schools includes no laboratory work. The subject is taught from a text-book. Efforts have been made to persuade teachers to fashion apparatus of the more elementary sort, but with little success ; the training of teachers in

manual arts has been conspicuous by its neglect in courses in the past. Inexpensive lists of apparatus have been compiled but Local Education Authorities have not been able either to provide the accommodation required for the science teaching or the simple apparatus suggested. In 1933, when efforts were made to place the teaching of general science in Vernacular schools on a more satisfactory basis, a survey of the existing equipment was made. The survey revealed that no school had any equipment worth the name. In Rangoon circle, the only school teaching general science had a barometer, a rain-gauge, a thermometer and a kettle as its scientific equipment. In the Arakan circle, the Normal school alone had some apparatus but it was entirely inadequate for the course. In the Magwe circle general science was taught with the help of a kettle, a thermometer, a stove and a barometer. In the Mandalay circle there was no equipment in any school. In one school in the Sagaing circle, it was reported that there was "a thermometer, an oil stove, a kettle, glass tumblers, electric battery cells, wires, empty bottles, some substances such as salt and lime." In the Moulmein circle, only the Government Normal schools had some scientific apparatus and materials. The survey revealed that the teaching of general science is a text-book exercise. All that may be said in its favour is that in Vernacular schools book knowledge of general principles of modern science may have some influence on the minds of those whose ideas are based on the popular systems of astrology, astronomy, fortune-telling, alchemy, "hmaw," and the like. Even this is problematical. The existing instruction in general science in Vernacular schools should be mended.

324. The mending should take the opportunity of devising new courses on accepted modern lines. It is essential, in our opinion, that every child should be given some instruction in general elementary science, and further that courses in general elementary science should grow from and be intimately related to the environment of the child in Burma. The science of the post-primary school should evolve from the nature study course of the primary school.

The First Hadow Report on Nature Study in the Primary School.

325. We refer those concerned to the Hadow Report on nature study in the primary school, and recommend that the whole of that section of the Report be translated and be reproduced in the Burmese version of our Report. We have space in this, the English version, for but a few sentences.*

326. (*a*) "Nature Study should form an integral part of the curriculum of every school, but whilst its cultural value cannot be denied in the education of any child, town or country, the study has an additional

* Extracts from pages 182—186 of the Hadow Report on the Primary School : 1931.

significance in the mental development of the country child. In rural areas where the home-life of the children generally centres round out-door pursuits and where contact with nature is intimate and many sided, nature study should lead to that breadth of outlook and grasp of essentials which raises the value and increases the dignity of rural occupations."

(b) "It is undesirable that the detail associated with many so-called botanical studies should be over-elaborated. It is not the minor details associated with one or two plants which matter so much as the general recognition by the children of the wealth of life around and its various forms and manifestations."

(c) "The class-room is the natural place in which to build up a record of observation. The keeping of a gardening diary, for example, will encourage descriptive work. In the same way, painting in colours and simple craft exercises will suggest themselves which afford the enjoyment of producing simple forms of beauty. All this work could be linked up through little books of the loose-leaf type which can be compiled and finally bound in a cover of the child's own design."

(d) "Although nature study will form the main part of the work in science of the primary school, it should not be the whole of that work. Physical facts play so large and obvious a part in modern life that they cannot be neglected entirely in the school, and even young children can properly be introduced to those outstanding facts which come within their everyday experience. The choice of topics should be closely related to the children's interests and their treatment should aim at providing an answer to their inquiries which will satisfy them for the moment, without destroying their wonder, or quenching their natural curiosity. 'How it works' is a good practical guide for the teacher in all this early work. The lever in its practical uses, the magnet and the mariner's compass, the effect of heat on water—these are the kinds of topic which seem suitable in the primary stage. But no attempt should be made to build up an organized body of science at this stage; the aim should be to interest children in just those physical phenomena which they meet in their ordinary experience."

(e) "Many natural phenomena have a relation to other fields of activity. Thus, the observation of the apparent movements of the sun, moon and a few stars, taken in connection with the sequence of day and night and the seasons, arises naturally in the introductory work to geography, and has been already mentioned in the section on that subject."

The First Hadow Report on General Elementary Science in the Post-primary School.

327. In regard to the post-primary school course in general elementary science, the Hadow Report said :* "We cannot, of course, attempt to indicate, except in the broadest outline, what should be

* Pages 221 and 222 of the "Education of the Adolescent."

included in the Science Syllabus for Modern Schools or senior classes. It is, however, safe to say that most schemes for courses in elementary science in Modern schools and Senior classes might be grouped round a simple syllabus consisting of :

(i) the chemical and physical properties of air, water and some of the commoner elements and their compounds, the elements of meteorology and astronomy, based on simple observations, and the extraction of metals from their ores ;

(ii) a carefully graduated course of instruction in elementary physics and simple mechanics, abundantly illustrated by means of easy experiments in light, heat, sound, and the various methods for the production and application of electricity ;

(iii) a broad outline of the fundamental principles of biology, describing the properties of living matter, including food, the processes of reproduction and respiration, methods of assimilation in plants, the action of bacterial organisms and the like ;

(iv) instruction in elementary physiology and hygiene based on lessons in biology."

Adjustment of Existing General Science Course Proposed.

328. It is to be noted that the course in general science for high schools, Vernacular and Anglo-vernacular, already quoted, fits generally the general syllabus suggested in the Hadow Report. We suggest that this course be reviewed and adjusted to the proposed post-primary school and its content related if possible more intimately to plant and animal life in Burma.

On the Lines Indicated by The First Hadow Report.

329. (a) Again we quote the "Hadow" Report :* "The science course should be carefully graded from year to year, and should not comprise work which can properly be studied in the course of instruction in practical mathematics, *e.g.*, physical measurements, the metric system, mass and weight. It is most important that pupils should take their full share in the work of every lesson and make their own records of observations and results, which should include clear outline sketches drawn for a specific purpose, as well as written descriptions. Here the science teacher might with advantage keep in close touch with the teacher of drawing. It is of great importance that the older pupils should learn to appreciate the value of scientific study for its own sake, and in order to foster this habit of mind the syllabus should be planned on broad lines. The latter part of a full four years' course, both for boys and girls, might with advantage include lessons designed to

* Pages 222—226 of the "Education of the Adolescent."

illustrate the work which science has done for the service of man, and to inculcate respect for disinterested scientific research. In order, however, to bring home to the children the practical application of science to every-day life, the lessons should be freely illustrated at every possible point by reference to the environment (*e.g.*, gardens, or local industries, or local geology and geography), or by a course in housecraft for girls."

(*b*) "The lines and development of the syllabus would vary according to the type of school and the facilities afforded. Where a laboratory or a well equipped practical room, or both, are available, the pupils could work on a scheme involving the use of simple apparatus. They might also be encouraged to devise other equipment for themselves. Some of the simpler apparatus used, especially for demonstrations in elementary physics, might be made by the pupils as part of the course in woodwork and metal work."

(*c*) "In Senior classes where it may be impracticable, owing to financial reasons, to provide separate or special laboratories, a practical room should be made available, which should be a spacious room with flat tables, some of which should be easily moveable, fitted with cupboards and shelves on the walls for simple apparatus and reagents, and equipped with several sinks, a supply of water, and, where possible, gas and electric light. Such a room in rural senior schools might be and often is also used for manual instruction and cookery."

(*d*) "In Modern schools or Senior classes situated in districts with one industry or group of industries, special attention might be devoted to elementary physics and mechanics, and the lessons might be based upon machinery and equipment in use in the local industry. Thus the course in elementary physics and mechanics might aim generally at throwing light upon interesting phenomena of industrial life, explaining, e.g., how a steam engine, internal combustion engine, electric motor, or dynamo works, or how iron is obtained from its ores, care being taken that the study of these concrete objects lead to a real, if necessarily elementary, insight into scientific principles. The course in science might include some study of elementary geology, illustrated largely by the geology of the district."

(*e*) "In schools in agricultural districts the course in elementary physics and mechanics might be illustrated, in part at least, from reapers, binders, elevator,s tractors and other examples of agricultural machinery, or again from mechanical churns, separators, honey extractors and the like. As a general rule, however, in country schools the science syllabus both for boys and girls might be largely based on biological interests, the study of elementary physics and chemistry being subsidiary, but arranged so as to supply the indispensable foundation for a course in elementary biology with special reference to its bearing on horticulture and agriculture. We are disposed to think that in many schools in rural areas a large part of the science course

1·36.

might with advantage, be planned on the general lines indicated in Sir Edward Russell's 'Lessons on Soil,' with appropriate examples drawn largely from the local environment."

(*f*) "We suggest that science courses for girls in Modern schools and Senior classes should in their later stages frequently have a biological trend, though occasion should be taken to impart to the work much of the exactness and discipline of the experimental sciences and to train the girls in habits of careful observation and clear thinking. The work should not be confined to botany, as the study of simple forms of animal life can under a wise and skilful teacher be made an admirable means of widening and disciplining the pupils sympathies, and giving her broad hygienic ideals and a knowledge of nature which may increase her happin ess and her efficiency as a human being. The courses in science for girls should be brought into connection with the instruction in hygiene and in domestic subjects, more particularly housecraft. The teachers of science and domestic subjects should keep closely in touch and collaborate in drawing up their syllabuses in these subjects."

(*g*) "We regard it as especially important that instruction in elementary physiology and hygiene, developing out of the lessons in elementary biology, should be given to all boys and girls in Modern schools and Senior classes. Such instruction should be largely the practical outcome of a study of elementary biology, treated not as a series of classifications but as the study of the development of form and function in suitable types of plant and animal life, leading up to a study of how the human body is built up and how it works. Such instruction in biology and elementary physiology, if properly carried out, might well provide the basis for a right attitude to many social problems :

(a) *Personal Hygiene.*—How to keep the human organism fit, and subsidiary lessons on the importance of fresh air, sunlight, exercise, rest and cleanliness.

(b) *The Hygiene of the Home.*—With special reference to light, ventilation, sanitation, the proper care of food, and so forth.

(c) *General Hygiene.*—Which would include a brief account of the public health service, and the measures taken by public authorities to safeguard the health of the community.

The course in hygiene for girls should also include a certain amount of mothercraft teaching, which might be planned as a fairly intensive course on the lines indicated in the Board's Circular 1353, and would complete the training in hygiene given as part of the general curriculum."

(*h*) "Science courses for boys and girls who have been unable to keep pace with the more forward children, and have been placed in separate classes in non-selective Modern schools and within Senior classes, might be largely confined to elementary physics, with abundant illustrations showing the practical applications of the simple principles involved. It would seem on the whole inadvisable to teach more than

the bare elements of chemistry to such children, as they would not probably, as a rule, have much aptitude for abstract thought. We think, however, that, with the general science course as a basis, the science teaching of such children should include a considerable element of elementary biology, which should be linked up with instruction in elementary physiology and hygiene on the lines indicated above. Incidentally, we desire to state that in our view the instruction in nature study and elements of science given in primary schools to the children below the age of 11 should not stop, as is often the case, at the age of 8 *plus*. Instruction in these subjects should proceed continuously up to the age of 11 *plus* so that when children pass to a Modern school or Senior class they will be in a better position to benefit from the course in science there given. The preparatory work done by the children up to the age of 11 *plus* will best consist of nature study in the widest sense of that expression. The methods of study should be observational, and nothing should be included which could not be examined by the children themselves."

(*i*) "In general in Modern schools and Senior classes for boys the part of the science course which deals with elementary physics and chemistry should be brought into close relation with the courses in mathematics and handwork. Such correlation might well follow the lines indicated in Educational Pamphlet No. 36 issued by the Board of Education. In the same way any lessons in the science course which deal with elementary biology and geology should be handled in such a way as to show their bearing on gardening, and, in schools with an agricultural bias, on agriculture generally."

330. We invite attention to experiments that are being conducted in England, in Canada, in the United States of America, in the Punjab and in the United Provinces, in organizing general science courses. In constructing the new courses, the co-operation of the Agricultural Department, the Veterinary Department, the Public Health Department and other Departments concerned with the social services should be invoked. The purpose and aims of the primary and post-primary schools may be kept steadily in view, and the courses in the three stages of the chain of educational provision should be devised for the definite purposes of the several stages as well as parts of a continuous system. In particular, the general science course with realistic bias in the post-primary school should lead naturally to, without being in any way dictated by, the science courses in the pre-university schools. The latter courses will include the content of the science courses in the existing Intermediate courses. The value of project methods may be kept in mind and the development of function as well as of knowledge. The aim of the course will be in no sense to train future specialists, but to train pupils to reason logically from facts, to give them some knowledge of the meaning of scientific truth and the nature

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of fact, and to develop in pupils a sense of law and a sense of fact based on scientific observation and investigation of the phenomena in their environment. These ends if rightly conceived and carried out can be achieved by training in elementary science. So conceived, the course must be capable of stretching the brains of the best pupils and it must be a systematic and an organized study. Adequate, practical and demonstration work must be done, but in the elementary stages insistence on careful training in laboratory technique essential for specialized science studies is out of place and unnecessary.

Absorption of Content of Hygiene Courses in Courses in Cognate Subjects.

331. The existing courses in Vernacular schools in hygiene and the hygiene content of the hygiene and domestic economy courses in the Anglo-vernacular schools may be incorporated in the general elementary science course as studies in applied biology, chemistry and physics.

332. If it is objected that the existing hygiene course consisting as it does of a stock-pot of scientific data taken from biology, physiology, pathology, chemistry, medicine and surgery, domestic science, economics, etc., cannot be wholly incorporated in a general elementary science course, the constituent parts of the course might be incorporated, where appropriate, in the general science course and the domestic economy course. If this is undesirable, the course as it stands may be retained, provided steps are taken to make the teaching of it more effective than it is at present.

Courses in School Gardening and Elementary Agricultural Science as Practical Non-Vocational Subjects in School Curricula.

333. The statistical returns for the year 1934-35 include the following figures in regard to school gardens :—

Circle.	Number of schools with gardens.	Attendance.		Total.
		Boys.	Girls.	
Sagaing	110	3,207	1,291	4,498
Rangoon	...	...	...	...
Arakan	2	...	...	...
Irrawaddy	11	561	386	947
Magwe	8	353	244	597
Pegu	2	48	46	94
Tenasserim	...	...	...	...
Total ...	133	4,169	1,967	6,136

Past Discouragement of School Gardening.

334. There is at present no special Inspector in charge of school gardening. The following extract from the Report of the Vernacular Education Committee, 1924, explains why the posts of one Assistant

Inspector of Schools and four Deputy Inspectors of Schools were abolished. The Vernacular Education Committee, 1924, said :

Object Lessons–School Gardening.

* "We have omitted from our proposed syllabus object lessons and school gardening. The teaching of the former in schools is said to be bad and as such has no value. As regards the latter : the purpose of instruction in it is given in paragraphs 1 and 2 at pages 88 of the Burma Educational Calendar, 1923-24. No fault can be found with the somewhat grandiose terms in which it is set out; but we doubt whether actual facts vindicate the language. The scheme was started in 1913 and there are now 323 schools, in which the subject is taught. A sum of Rs. 5,484 is spent annually on them for supplies of seeds, for bonuses of Rs. 20 each to thirty schools out of the total number, and for prizes of Rs. 5 each to deserving pupils, and this seems rather meagre when managers have apparently to supply the land—and even if this is only a patch 20′×30′, it may not always be easy to obtain—and the tools and the manure and the seeds (of which the Department does not guarantee a supply). In the circumstances it is perhaps not surprising that school gardening is said to be unpopular with them. The expenditure on the inspecting staff is more lavish : four Sub-Inspectors of Schools and one Assistant Inspector of Schools account for a yearly total of Rs. 16,936, of which some Rs. 4,000 is paid out in travelling allowance and Rs. 3,000 in establishment charges such as peons, contingencies, etc. The qualification of the Assistant Inspector of Schools is a degree in Agriculture (B.Ag., Poona) : those of the Sub-Inspectors of Schools we are informed are six months' training in gardening in Ceylon eleven years ago. On these facts the criticism that we would offer is that it would be better, if the amount now spent on the staff were to be spent on the schools and gardens.

A scheme for increased expenditure on this subject was recently submitted to the Local Government. No revision of the staff was attempted, but an increase of some Rs. 10,000 was proposed for "Grants to teachers, grants for equipment and expenses for seeds and annual shows." The scheme was rejected on the ground that the expenditure which was already being incurred on school gardens, was largely wasted. With this we agree and would add that in our opinion a child would learn more in a month in a special technical school or class than it can at present during the several years it may spend at a school, that happens to possess one of these gardens. The abolition of this subject will result in a saving of Rs. 22,000 per annum."

* * * *

335. The figures quoted show that some gardens, owing to the interest of some teachers, are still maintained, but the figures signify little. It is arguable that it was unfortunate that the Vernacular

* Pages 21 and 22 of the Report of the Vernacular Education Committee, 1924.

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Education Committee of 1924 adopted the attitude expressed in the quotation above. Reformation not abolition, in our opinion, should have been the policy adopted. As a result of the abolition of the special Inspectorate and this subject the Vernacular curriculum was set more firmly in "bookish" ways.

Positive Policy of Encouragement Proposed.

336. Ninety per cent of the people of Burma exist on the cultivation of the soil and associated occupations. It is arguable that these occupations and the why and wherefore of them should occupy an important place, side by side with the subjects of "liberal" instruction in the education of the people. It is arguable that every pupil in primary and post-primary schools should engage in some practical studies connected with the soil. We do not suggest that vocational training should be given in primary and post-primary schools, but that "liberal" studies in language, arithmetic, history and geography can be reinforced by realistic practical studies in the school garden on neighbouring farm lands and in the country-side generally. We consider it desirable that every primary and post-primary school should have a garden and that skilled instruction should be given in the garden. Unskilled instruction is worse than useless. The Linlithgow Commission expressed itself emphatically on this topic. The garden must not be a mere vegetable or flower plot, but a systematic attempt to provide a range of training in the growing of local vegetables, fruit and flowers and instruction in the principles underlying growth. Pupils should be encouraged to take a proprietary interest in the garden. The planning of the garden requires care and will give infinite scope for variety of lay-out and contents. It should be planned to produce fully and economically throughout the year. Many experiments of absorbing interest to the children and of value to the community could be done in Burma under skilled guidance from the Agricultural Department. A few may be suggested, *e.g.*, tillage, rotation of crops, vegetables and flowers, inter-cropping, the propagation and care of fruit trees and shrubs, seed raising, manuring, the value of hoeing, trenching and digging, of controlling pests and diseases. Many other experiments will no doubt occur to the minds of those interested. The garden can be used as an out-door laboratory where the study of science indoors can be supplemented by observation of plant and animal life out of doors. The running of the garden can be linked with the teaching of language, arithmetic and geometry and other subjects and may be used to give to these subjects a living significance. In other countries, school gardening has been associated with fruitful experiments and instruction in such varied subjects as the care of live-stock, the keeping of poultry, pigs, bees, rabbits and goats and dairying. Such experiments and instruction are an extension of the general science course and the application of theoretical science to practical ends of sound educational

as well as of utilitarian value. A beginning has been made in the direction of such practical extension of education in Burma in a few schools only—notably, in the Methodist Anglo-Vernacular School, Thôngwa, and in the Vernacular Training Classes at Chaungwa and Kyauksè, and in some Mission Vernacular schools among Karens and Kachins. The experiments at Thôngwa and Chaungwa are deficient from the educational point of view in so far as the practical work is not associated with theoretical science work. This is a deficiency that can easily be remedied.

337. Apart from efforts that must be made and have been proposed towards compulsory education for all children, the most fruitful advance that could be made in education in Burma would be a great increase in numbers of schools of the type at Thôngwa and a great increase in the number of teachers trained on the lines of the experiment at Chaungwa. The training of teachers must, of course, precede other developments. The subject is a difficult one; there is not in Burma, at present, outside the Agricultural Department, sufficient knowledge and experience to deal with it satisfactorily. Wisdom and caution indicate that advice and expert guidance are necessary preliminaries to the development of this most valuable instruction.

338. In passing, we may observe that recently the Government of India have allotted a large sum of money to be expended in the provinces on schemes of rural reconstruction. An expenditure of 5 lakhs of rupees in Burma, assuming that land could be purchased at Rs. 50 per acre, would provide, for all time, 1,000 sites of 10 acres each for rural schools throughout the Province. On these sites could be established not only schools and school gardens and, where necessary, small experimental farms, but also rural reconstruction centres.

Courses in Elementary Agricultural Science.

339. The Linlithgow Commission said: * "We are altogether opposed to the purely theoretical teaching of agriculture at the high stage as this would merely mean the addition of another subject, which would be regarded as an easy one to be 'crammed' for the matriculation examination; nor, where high schools are situated in the towns and are filled by town lads, do we advise the addition of any course in agriculture. Where, however, schools contain a large proportion of boys from rural areas and have facilities for the provision of a farm or a garden, the case is different . . . . . .

The addition to the curriculum of a combined course of practical and theoretical instruction in elementary agriculture somewhat on the lines of that now given in the middle schools of the Punjab type but of a rather more advanced character would, we believe, be productive of good results."

See page 540 paragraph 461 of the Report.

Existing "Book" Course in Agriculture should be abandoned.

340. A course in agriculture has been included in the Anglo-vernacular high school syllabuses, so far as we can ascertain, since 1895. We understand that the existing course has not been varied since its prescription in 1914. The text-books prescribed in connection with the course have been altered from time to time. This is the syllabus :—

"Soils and sub-soils: their nature, origin, formation and constitution.

Rocks, principal kinds (1) igneous as granite, syenite, basalt, trap, trachyte, obsidian, pumice, etc.; (2) Aqueous or sedimentary, as limestone, sandstone, clay, shales, conglomerate, etc.; (3) Metamorphic as gneiss, schists, clay-slate, marble. The weathering of common rocks and the nature of the soils which are derived from them.

Agencies: (1) Water as a solvent; wearing action; rain, rivers and streams; ice: (2) Air, action of its gases; wind-wearing and transportations: (3) Changes of temperature; (4) Plants and animals.

Properties of Soils: Physical colour of soils, specific gravity, absorption and retention of water, movements of water, capillary action, transpiration and evaporation, porosity and adhesiveness, shrinkage, hygroscopic action and temperature.

Sub-soil: General characters; its effects upon soil; depth of soil and sub-soil.

Composition: Physical constituents, sand, clay, lime, humus, etc. Chemical composition, principal elements, the abundance of each and their value as plant-food.

Classification of soil: (1) Revenue classification; (2) General classification according to physical constituents, sandy, soil clay, soil loams, etc. The principal soils of Burma and their distributions."

No regular instruction is provided in the schools in connection with this course, and no practical instruction is provided. Generally, a teacher interested in the subject helps the pupils to "cram" the prescribed books.

341. The following figures show the numbers of candidates who have offered agriculture in the High School Examinations during the past ten years :—

Year.	Number of Candidates.	Year.	Number of Candidates.
1935	158	1930	455
1934	185	1929	365
1933	185	1928	433
1932	240	1927	518
1931	392	1926	475

and the following table shows the schools from which candidates, who offered the subject in March 1935, came :—

Name of School. (1)	Europeans or Anglo-Indians. (2)	Indians. (3)	Burmese. (4)	Chinese. (5)	Karens. (6)	Others. (7)	Total. (8)
Government High School, Sagaing	...	...	2	...	...	...	2
Wesley High School, Mônywa ...	...	2	11	...	...	...	13
All Saints' S.P.G., Shwebo ...	1	6	16	...	...	...	23
Government High School, Taungdwingyi.	...	...	1	...	...	...	1
Wesley Boys' High School, Mandalay.	...	1	...	1	...	...	2
Government Anglo-Vernacular High School, Maymyo.	...	1	...	...	...	...	1
Government High School, Yamèthin.	...	...	1	...	...	...	1
Aided National High School, Pyawbwè.	...	...	1	...	...	...	1
Government High School, Myingyan.	...	...	8	...	...	...	8
Government High School, Moulmein.	...	...	1	...	...	...	1
Government High School, Kyaukpyu.	...	...	4	...	...	...	4
Government High School, Insein	...	...	2	...	...	...	2
Syriam High School, Syriam	1	1	1	...	...	...	3
Chettyars' High School, Kanbe ...	...	1	...	...	...	...	1
R.C.M. High School, Gyobingauk	...	...	3	...	...	...	3
Government High School, Henzada.	...	1	1	...	...	...	2
A.B.M. Karen High School, Henzada.	...	...	...	...	1	...	1
Government High School, Maubin	...	...	...	1	...	...	1
Government High School, Rangoon	...	...	19	3	1	...	23
Cushing High School, Rangoon ...	...	...	1	...	...	...	1
Methodist Boys' High School, Rangoon.	...	...	1	...	...	...	1
St. Anthony's Boys' High School, Rangoon.	...	19	...	...	...	...	19
A.B.M. Union Hall, Rangoon ...	...	7	1	...	...	...	8
St. Gabriel's, Rangoon ...	...	23	...	...	...	...	23
Private Candidates ...	...	3	6	...	2	...	11
GRAND TOTAL ...	2	65	80	5	4	...	156

342. We are of opinion that after due notice to the schools this course should be eliminated from the curriculum.

343. The question arises whether, in addition to the proposed course in school gardening and the proposed general science course with a bias and emphasis on biology relative to plant and animal life in Burma, a course in agricultural science should be prescribed for post-primary rural schools.

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The Development of Courses in Elementary Agricultural Science as a Non-vocational Practical Science Course for Post-primary Schools.

344. The Lighgow Commission discussed this and cognate questions at great length in its Report. The material is too bulky for reproduction here we refer all concerned to the Report. The Commission was of opinion that a combined course of practical and theoretical instruction in agricultural science would be a valuable course and that the organization of courses on the lines developed in the Punjab offers the most promising method. There is a considerable literature on the subject of agricultural science courses in secondary schools, and in many countries there are valuable experimental data for guidance, *e.g.*, in the Punjab, in Canada (the McDonald plan), in the United States of America, in Rhodesia, Tanganyika and Kenya and in Australia. The Board of Education (England) has published instructive material having bearing on the subject.

345. It appears to be generally agreed that any course in agriculture introduced into the ordinary post-primary school, must be definitely scientific in content and practice. Its "academic" value must be equivalent to the value of the general science course and linkable with pure science courses of later stages of education whether vocational or academic. The lines on which such a course might be organized may be indicated by the Punjab courses or the agricultural science courses in such experimental secondary schools as Knaresborough in England or Welshpool in Wales. It may be noted that in England the attempt to develop agricultural courses has diminished in the schools which attempted the experiment twenty years ago. The tendency is more and more to leave instruction in agriculture for vocational purposes, to vocational institutions and to concentrate in the ordinary schools on laying the foundation of a sound general education. Where it is possible to deal with biology as well as chemistry and physics, particularly if a school garden is available and properly used, the tendency is to develop biological studies. Of course, conditions in England are different from those of Burma and the example of the Punjab is a safer guide for Burma. The development of a suitable course requires laboratory equipment, a garden or farm, skilled and qualified teachers of science and practical agriculture. These requirements will have to be met before any step can be taken in the direction of making an elementary study of agricultural science a subject of general "liberal" educational value in the schools. We suggest that the matter should be examined by the education and other authorities concerned with a view to devising a course suitable for the Province.

Vocational courses in agriculture are discussed in Part III.

Domestic Science, Needlework, etc.

346. The returns for 1934-35 include the following numbers of pupils undergoing courses :—

Weaving—In Anglo-vernacular Schools.

	Pupils.
Sagaing Circle	56
Pegu Circle	39

In Vernacular Schools.

	Pupils.
Sagaing Circle	33
Rangoon Circle	48
Magwe Circle	26
Pegu Circle	85
Tenasserim Circle	68

Lace Making—Anglo-vernacular Schools.

	Pupils.
Rangoon Circle I	34

Needlework—Anglo-vernacular Schools.

	Schools.	Pupils.
Magwe Circle	3	52
Sagaing Circle	4	194
Rangoon Circle I	12	1,299
Rangoon Circle II	20	3,116
Arakan Circle	2	74
Pegu Circle	13	708
Irrawaddy Circle	8	762
Mandalay Circle	5	283
Tenasserim Circle	15	929

Vernacular Schools.

	Schools.	Pupils.
Magwe Circle	91	3,447
Sagaing Circle	170	4,223
Rangoon Circle	96	2,917
Pegu Circle	203	5,578
Irrawaddy Circle	350	6,430
Mandalay Circle	129	2,865
Tenasserim Circle	249	6,383

English Schools.

	Schools.	Pupils.
Pegu Circle	1	82
Arakan Circle	1	40
Cookery		256
Dressmaking		156

Deficiencies of Existing Training Facilities.

347. It has already been mentioned that at present there are no facilities in Burma for training women teachers in domestic science. Moreover, the Inspectorate does not include a woman with specialist training in any of the subjects under discussion. The existing courses for teachers under training for service in Vernacular schools prescribe training for these teachers in needlework only. An overhaul of the syllabuses in all the practical subjects for girls should, we think, be undertaken. Towards this end, we are of opinion that suitable women candidates should be selected for a full course of training at King's College of Household and Social Science, London University, or at Bristol University. After satisfactory training, the women should be instructed to make a study of living conditions in Burma, of foodstuffs, of methods of cooking, of water-supply, of sanitation, of the modes of life in urban and rural areas, of domestic amenities, of the traditional duties of women and girls in the home and of other relevant matters, and applying the fundamental principles of domestic science and accepted principles in domestic economy and housecraft and, in consultation with those competent to assist, devise courses in the subjects suitable for primary and post-primary schools and for training centres for women teachers. The first care of the experts, after suitable courses have been drafted, will be the training of teachers to conduct the new courses.

Manual Training and Handicrafts.

348. The following tables show the returns for 1934-35 of the numbers of pupils in Anglo-vernacular and Vernacular schools undergoing courses in manual training and handicrafts :—

Blacksmith Work—135 pupils.

Hand and Eye Training.

Circle.	No. of Schools.	No. of Pupils.
(Anglo-Vernacular.)		
Sagaing	...	
Rangoon I	1	300
Rangoon II	4	657
Arakan	...	...
Federated Shan States ...	...	...
Magwe	...	...
Irrawaddy	1	113
Mandalay	1	110
Pegu	2	194
Tenasserim	5	603
Total ...	14	1,977

Hand and Eye Training—concld.

Circle.	No. of Schools.	No. of Pupils.
(*Vernacular.*)		
Magwe	2	212
Sagaing	5	532
Rangoon I	8	1,515
Arakan	4	...
Pegu	...	...
Irrawaddy	1	264
Tenasserim	4	376
Federated Shan States ...	...	...
Mandalay	...	...
Total ...	24	2,899
(*English.*)		
Tenasserim	4	509
Pegu	1	140
Total ...	5	649

Existing Hand and Eye Training in Schools Inadequate.

349. Time is ripe for a review of the instruction in practical subjects in the schools. Appendices VIII, X and XI of the Vernacular Education Code prescribe courses in clay-modelling, cane work and wood-work, in needlework and in practical weaving recommended in the Vernacular schools. We have already mentioned that retrenchment abolished the post of Deputy Inspector of Manual Training and placed the responsibility of paying twelve teachers of slöjd work in Vernacular schools on the Local Education Authorities in whose jurisdiction the teachers were employed. Here and there in the schools an interested teacher gives some instruction in manual work in the lower primary classes and Deputy Inspectresses make strenuous efforts to keep the teaching of needlework going in as many schools as possible. The general position of manual instruction in the Vernacular schools and in Anglo-vernacular and English schools is, however, entirely unsatisfactory. In Anglo-vernacular and English schools, except for needlework for girls, manual training is almost entirely neglected.

The Functions of Handicraft Instruction.

350. The courses prescribed for Vernacular schools are satisfactory so far as they go, but at present they represent little of value in the schools. The practical subjects have been looked on for long as incidental to the main subjects. Modern education systems are placing the practical subjects among the main subjects of the curriculum of the

primary school and the school for the adolescent. To-day, in Europe and America, there is hardly a "subject" that is not used as a means not only of liberal education but also of developing practical skills. Unorganized handiwork is giving way to organized craft instruction with a view to developing skill in the use of hand and eye and the senses generally. No education can afford to neglect such experience and development. It is the basis of all living and the foundation of all that is termed "academic." The business of the handicraft teacher in developing manipulative skill is to develop in children a conception of accuracy and to induce the joy of creating and the joy of completing a job. Craftsmanship demands and develops good taste, the ability to enjoy and appreciate design, colour, harmony, material and workmanship. These abilities can be induced in pupils by sound instruction in a craft. Handicrafts provide the means of education through activity necessary for children. The Hadow Reports on the primary school and on the education of the adolescent sum up the trend of authoritative educational opinion on the place of practical instruction in modern education. These Reports should be studied. The attitude of education authorities in England towards practical instruction may be gauged by the fact that two special training colleges now give a considerable part of their time to training young teachers in various forms of handicraft. Some 20 other training colleges for men and a number of training colleges for women give up to five or six hours a week to training in handicrafts. Many teachers now entering the profession in England are not trained exclusively on academic lines. They are as well educated as other teachers, but have a practical bias. The Board of Education has reorganized its handicraft inspectorate and is employing men of good academic education able to inspect the usual work of a school, but with ability and training to deal with handicrafts as practical masters of particular crafts which they have practised and studied. Burma is a land of manual crafts associated with agriculture, with the erection and maintenance of the home and with the making of the household utensils and wearing apparel. Cottage industries of many kinds are carried on by large numbers of the people. For these reasons, and for educational reasons, the development of manual skills should have an important place in the education of the children of Burma. Literary education has all but crowded out of the schools attempts that have been made, from time to time, to develop this important kind of instruction. A well-balanced curriculum requires that instruction in practical subjects should once more find a place, an important place, in the education system. This is recognized in the educational reconstruction that is now going on in many parts of the world.

Steps to be taken to Develop Handicraft Instruction.

351. Burma is, at present, deficient in the facilities and the personnel wherewith to make a beginning with the reintroduction of manual

training in her schools. A start might be made by using skilled craftsmen as instructors or, alternatively, ordinary class teachers might be left to supervise pupils engaged in handicrafts for "self-expression." Experience elsewhere has shown that the former method leads to formality and to meticulous model making, while the latter method leads to unorganized work of no educational value. A handicraft has a definite technique which must be taught and learned. Moreover, the teaching of a handicraft should be based on definite educational processes related to other subjects in the curriculum. For such teaching, trained teachers are essential. It is suggested that the first step to be taken towards the revivification of handicraft teaching in the schools in Burma be the selection of suitable candidates for specialised training so that they may in turn train teachers.

352. It should be remembered that handicraft teaching requires special accommodation and equipment. Few Vernacular schools, at present, can allot such accommodation or afford equipment other than cheap materials such as clay or simple weaving materials. Crafts such as wood-work, metal work, weaving, etc., require relatively expensive equipment and room.

353. We consider the introduction of handicraft teaching one of the most vital of our recommendations and urge that this recommendation be followed up with vigour and that, after due consideration of all the relevant data, some form of handicraft teaching should be introduced into every primary and post-primary school.

Drawing.

354. The following figures show the numbers of children who received some instruction in drawing during the year 1934-35 :—

Circle.	Number of Schools.	Number of Pupils.
Government Anglo-Vernacular Schools.		
Sagaing	4	521
Rangoon I	1	64
Rangoon II	...	...
Arakan	2	239
Magwe	6	452
Irrawaddy	9	1,160
Mandalay	2	439
Pegu	4	777
Tenasserim	7	968
Shan States	2	227
Total ...	37	4,847

Circle.	No. of Schools.	No. of Pupils.
Aided Anglo-Vernacular Schools.		
Sagaing	1	110
Rangoon I	12	3,079
Rangoon II	21	5,771
Arakan	...	...
Magwe	1	56
Irrawaddy	6	846
Mandalay	3	360
Pegu	17	2,059
Tenasserim	6	868
Shan States	1	228
Total ...	68	13,377
Vernacular Schools.		
Sagaing	16	1,112
Rangoon I	61	4,366
Arakan	...	...
Magwe	117	3,406
Irrawaddy	244	9,458
Mandalay	100	3,905
Pegu	240	9,287
Tenasserim	20	754
Shan States	10	713
Total ...	808	33,001

The figures at face value appear reasonably satisfactory. It must be remembered, however, that the teaching of drawing in Vernacular schools is in the hands of teachers, the large majority of whom have no special aptitude and have had no special preparation for teaching the subject. Since over 60 per cent of these schools are single-teacher schools, the difficulty of introducing skilled instruction in drawing into the Vernacular school is great. The absence of skilled instructors need not detract from the practice of drawing in the school. The average teacher is capable of giving advice and guidance so long as he is wise enough to remember his own limitations and if he keeps in mind the object of drawing as a school subject.

355. We have no space to quote here, but we recommend that the Burmese translation of our report reproduce in full the paragraphs in the First Hadow Report dealing with this subject.

Physical Education : Existing Organization.

356. In some ways physical training has made remarkable progress in recent years. The development of organized games and drill in Anglo-vernacular and English schools has been satisfactory. In 1933-34, 233 Anglo-vernacular schools, 36 English schools and 4,209 Vernacular schools were returned as giving instruction in drill. It has already been mentioned that a scheme for the improvement of

physical training that was started in 1928 with a nucleus of a part-time Director of Physical Instruction, an Assistant Inspector of Schools and two Deputy Inspectors of Schools has been whittled down to the post of Assistant Inspector of Schools. The remaining Assistant Inspector of Schools has been successful in keeping interest in physical training alive in many parts of Burma outside Rangoon, and by holding courses of instruction in the districts and on Cabin Island, has imbued considerable numbers of young teachers with ideas and interest in physical training. The position is not, however, as satisfactory as the face value of the above figures may suggest. A good deal of the instruction is of a perfunctory kind, and in many Vernacular schools the drill consists of little more than a few exercises practised for the pleasure of the Deputy Inspector of Schools when he pays the school a visit. The older generations of Vernacular teachers have no use for the subject. Most Vernacular schools lack space and facilities for physical education. In the Vernacular schools and among Burmese parents, generally, there is rooted objection to physical training for girls. Courageous action on the part of the instructresses and the Burmese girls in the Training College and in several girls' schools in undergoing instruction in drill, gymnastics and dancing in suitable gymnastic costume is breaking down the objection in the larger centres of population.

357. No one who has seen a Vernacular primary school in which an enthusiastic teacher with some idea of the importance of physical training has interested the children in the games, the exercises, the rhythms and simple action plays suitable to the age of the children, can doubt the value of the training to the children and its beneficial effects on physical and mental development. The striking difference in the tone of such a school and the alert interest of the children, as compared to the inert tonelessness and the air of drudgery and mechanical routine of the average school is unmistakable. To watch children act and dance, for example, the parts in the "Pied Piper of Hamelin" in Burmese, as we have done, is an object lesson in the value of learning by action and play and of rhythmical development of mind and body. The child wants to play and needs to play.

358. While organized games are valuable factors in education, they should not be permitted to crowd out systematic gymnastics, swimming (where possible), athletics, scouting and guiding and other physical activities. Organized games benefit most the healthiest and strongest pupils and tend to impose the role of spectator on pupils who are most in need of physical education. For this reason, it is desirable that the physical instructor should be trained to keep a watchful eye on physical education to ensure that the pupils most in need of physical development receive due attention. It is the business of the instructor to detect under-developed physique, due to nutritional or other causes, and to

apply remedial exercises. It is his business to induce the tonic effect in body and brain and habits of discipline, obedience, ready response and self-control, which it is the function of physical education to develop.

Physical Education an Essential Part of Education.

359. The necessity of physical education as a part of a well-balanced system of education has been recognized, if not always practised, through the ages. The Greeks and Romans valued such education and believed that physical cultivation helped towards intellectual and moral worth. The present century has witnessed in Europe more and more emphasis on the necessity for the training of the body as well as the mind. Systems of physical training based on scientific study of the growth of the child and the adolescent have been organized. The best known is the Swedish system of educational gymnastics. The Board of Education's publication "Syllabuses of Physical Training and the Reference Book of Gymnastic Training for Boys" gives in convenient form syllabuses of exercises for all ages from 6 to 18, and suitable for all states of accommodation and equipment.

The Training and Recruitment of Suitable Staff.

360. Physical education must be placed definitely in the curriculum. A specialist staff is required for training the teachers of the future. A man and woman, preferably with honours degrees in science and with physical aptitudes and sound physical development, should be selected to undergo courses in England, the man to be drafted to the physical training centre at Glasgow, the only institute giving a three-year course for men, and the woman to Chelsea or Dunfermline or Sheffield.

Music, Singing, Dancing.

361. The statistical returns for the year 1934-35 show that the following pupils received some instruction in singing :—

(Vocal Music) 1934-35.

Circle.	Number of Schools.	Pupils.
Anglo-Vernacular.		
Sagaing	...	...
Rangoon I	6	739
Rangoon II	6	1,160
Arakan	2	130
Magwe	...	...
Irrawaddy	4	901
Mandalay	1	152
Pegu	2	101
Toungoo	9	1,183
Federated Shan States ...	4	429
Total ...	34	4,795

(*Vocal Music*) *1934-35*—concld.

Circle.	Number of Schools.	Pupils.
English.		
Toungoo	5	1,264
Pegu	...	..
Rangoon II	8	2,307
English Total	13	3,571
Anglo-vernacular Total ...	34	4,795
GRAND TOTAL ...	47	8,366

It will be noted that Vernacular schools do not figure in the returns Actually many Karen Vernacular schools practise singing. Music and dancing play no part in instruction in the Burmese Vernacular schools. Singers, musicians, actors and actresses of the popular *pwe* are looked on as members of a lower order of society—*phet-kwek-sa*. This attitude dies hard among the older generations of Burmans. The younger generations are less concerned to despise the singer, the dancer and the musician.

362. It is natural for children to sing and dance and there is no reason why they should not be encouraged to do so in the schools. Percussion bands and simple folk dances are useful instruments of mental and physical development. There is material in the *Maha-gita* and in U Ba Shoe's Song Book for singing and acting playlets in primary schools. A teacher worth his salt would find no difficulty in improvising materials for children from local folk tales and songs or from the mythology and history of Burma. *The sixteen Burmese Muses* and *U Shin Gyi* could be drawn on for materials. Variations of *Hle daw than, Sidaw than, Bongyi than, O-zi than* suitable for children could be devised.

363. In different parts of Burma there are special dances and dance rituals in connection with pagoda festivals and in connection with *phôngyibyans*; but they are not folk dances. Be that as it may, there is no reason why simple rhythmical dances based on local folklore and snatches of song should not be devised. The average village school is a dull place; it is no wonder that the children are bored. They are often driven to dull mechanical tasks by mechanical teaching. The children need to be encouraged to express their *joie-de-vivre* and there is no better means of doing this than by music, singing and dancing as well as by games and practical creative work.

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Pali and Sanskrit.

364. The specialists in these subjects may be instructed to examine the existing courses with a view to adjusting them to the proposed reorganization.

Course in Commerce and Business Organization.

365. No course in this subject is prescribed for the Vernacular school. We suggest in Part III, which deals with vocational education, that a course similar to the course at present prescribed for Anglo-vernacular schools should be prescribed for Commercial schools. The present course for Anglo-vernacular schools is, in our opinion, not suitable for children of fifteen years of age. Should it be deemed desirable to conduct the course in the pre-university school, we suggest that it be linked with the University Intermediate courses in economics.

366. Apart from the bias that may be given in suitable schools towards commercial arithmetic, we do not recommend that shorthand, typewriting and commercial arithmetic should be taught as vocational subjects in post-primary schools. Instruction in these subjects may be left to Commercial schools.

Religious Instruction.

367. The Vernacular Education Code prescribes that daily religious instruction must be provided in all schools under Buddhist lay managers. The first hour of the morning session in all Buddhist schools is devoted to this instruction. Lay school teachers are encouraged to take their pupils on the pre-sabbath day to monasteries for worship and instruction or to invite monks for these purposes. A Committee consisting of 16 members was appointed by Government in 1928 to report on religious instruction in Buddhist schools. The Committee reported in 1934 and compiled handbooks for teachers and text books for pupils which are now available for use in the schools and should do much to improve the teaching of Buddhism in the schools. In non-Buddhist schools and for non-Buddhist pupils in Buddhist schools adequate opportunity is given to enable pupils to receive instruction according to their religion.

General Remarks in Reference to Pre-university Classes.

368. The education system beyond the post-primary school in the proposed scheme will consist of vocational institutions and the pre-university schools. Vocational institutions are dealt with in Part III. The pre-university school will be the concern of the University and the Education Department. We visualize in the pre-university school specific preparation for University studies. We consider that the courses in the pre-university school should be follow-on courses from

the post-primary school, but that the University should not play any part in the selection of pupils from the pre-university school. Its concern will be with the courses of the pre-university school and with the Matriculation examination at the end of the course in the pre-university school.

General Time-Tables for Reorganized Primary and Post-primary Schools.

369. An outline of the proposed reorganization and of the aims and functions of the primary school and of the post-primary school has been sketched. The subjects of the curricula of the schools have been discussed in some detail. The question remains : How are these subjects to be organized and what proportionate times are to be devoted to them in the reorganized schools ? We suggest the following schemes as general indications of the lay-out of the work of the schools :—

Primary Schools.

	Minutes per week.
Religious Instruction ...	150
Language (Reading and Writing) ...	200
Arithmetic	200
Geography	200
Nature Study and Hygiene	200
Handicrafts	250
Physical Training and Recreation ...	100
Total ...	1,300

In upper primary schools introducing a second language, an additional 40 minutes per day must be allowed.

The above suggestion is based on a school-day omitting recess and time for marking registers, etc., of $4\frac{1}{3}$ hours.

Post-primary Schools.

—	Providing instruction in a second language.	Not providing instruction in a second language.
Religious Instruction ...	100	150
Language	400	200
Elementary Mathematics ...	250	250
Geography and History	250	250
Science Subjects	200	250
Handicrafts and Practical Subjects ...	200	250
Physical Education	100	150
Total ...	1,500	1,500

The scheme is based on a working school day of 5 hours and 5 working days per week. Schools which introduce two additional languages must allow extra time.

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Determined Administration necessary if proposed Reorganization is Adopted.

370. We do not suggest the above schemes should be rigidly adhered to ; they are but general indications of the balance to be maintained. The proportions must be adjusted to local conditions, to equipment, staff and the other factors that enter into the organization of school time-tables and school management. We strongly recommend, however, that the contents of syllabuses should be so organized that coherent and sound courses are provided. The experts responsible for drawing up syllabuses may protest that they cannot omit this and cannot omit that, and that this or that part of a subject is hallowed by time and past practice. Such arguments should not be allowed to deflect those responsible for the reconstruction of the education system from insisting on balanced curricula at the expense of omissions from the syllabuses of some parts of subjects. The Department may take courage in remembering that in the existing system much formal knowledge that is produced at promotion and public examinations is promptly forgotten after the examinations ; that the education of most pupils results in their forgetting much that they have memorized at school ; that while knowledge is important the mode of learning is important also and that the mental training and discipline of learning and the learning to use the tools of knowledge are important.

371. If challenged or obstructed, the Education Department must insist on the unloading of less necessary and less essential material from the syllabuses, and on economy and unity, co-ordination and synthesis of the contents of cognate subjects, in order that the old "book" subjects shall yield time in the time-table for practical, functional and physical education. Present methods, while they confer the tools of knowledge, are mainly devoted to filling the memory with facts. To-day the people are more in need of facts than formerly, but more effective methods of teaching them are required. It is the self-activity of the pupil that is the essential factor in education. Subject matter should be a means to that end. What the pupil does with the subject matter is the essence of education. In the present system, a good deal of what is taught is foreign to the pupil and is disassociated from his essential activities. Problem and project methods of instruction based on the materials and knowledge ready to the hand and eye and mind of the pupil are required in greater measure. The development of function is neglected by the existing system in its obsession with the provision of knowledge that can be tested by examination. Elsewhere reconstruction is in progress. Time is ripe for reconstruction in Burma. Elsewhere, the predominating idea of the systems under reconstruction is that education should be designed to develop the social efficiency of the individual and to this end to develop the abilities,

aptitudes, habits, skills and facts of knowledge necessary for the society and environment in which the pupil will play his part as a citizen. This is the idea towards which our proposals are directed.

372. Summarised our recommendations are :

(1) that the development of all post-primary education should be controlled directly by the Board of Education ;

(2) that the differentiated curricula and methods applicable to childhood and adolescence recommended in the Hadow Reports should be adopted as generally suitable for adaptation and application in Burma ; and

(3) that a co-ordinated system of schools (Vernacular—Anglo-Vernacular—English) be organized as a chain system providing reconstructed courses and instruction suitable for children from age 6 to age 11 years in primary schools (or departments) and courses and instruction suitable for children from age 11 to 15 years in post-primary schools (or departments) and thereafter—

(i) courses and instruction for pupils qualified to undergo for three years or more preparation for matriculation in the University ; and

(ii) courses of vocational instruction ;

(4) that the nomenclature of standards and classes be the same for the three systems of schools in the co-ordinated system, *viz.*,

(*a*) primary schools (or departments) (standards I to V) for children age 6 to 11 years ;

(*b*) post-primary schools (or departments) (standards VI to IX) for children age 11 to 15 years ; and

(*c*) pre-university schools (or departments) (standards X to XII) for pupils age 15 to 18 or more years ;

NOTE.—(Vocational education is discussed separately.)

(5) that, where possible, primary and post-primary schools should be organized separately, but, in view of the difficulties in the way of such organization in Burma, that differentiation may be clearly marked where necessity requires primary and post-primary stages to be conducted under the same roof ;

(6) that in conformity with the proposals of the Sadler Commission to the effect that Intermediate education be separated from University education, the Intermediate courses be combined with suitable courses adapted from the existing school courses to comprise

new courses for standards X, XI and XII (new notation) of the proposed pre-university schools (or departments) ;

(7) that co-education is generally undesirable in post-primary school education—excluding University education ;

(8) that, in view of the existing deficiencies in the provision for the education of girls, the development of post-primary schools for girls is of vital importance ;

(9) that, while the primary school must be concerned principally with instruction in the 3 R's in which "drill" methods must play some part, methods of education by self-activity must play an important part in education during the childhood stage ;

(10) that, while the post-primary school must concern itself during the first two years principally with consolidation of the "tool" subjects of "liberal" education, physical education and practical and manipulative instruction must be given signal place in the curricula, and the final years of the course in the post-primary schools should take on a bias towards the civil and occupational future of the pupil ;

(11) that in order to provide adequate time for physical education and for a right proportion of hand and eye education in the reconstructed curricula, the content of the syllabuses of the existing subjects of the curricula should be reviewed for the purpose of devising a balance of courses in the subjects of the curricula for the reorganized schools system ;

(12) that, for the purposes of the reorganized schools, the curricula must be reconstructed and the traditional practice of organizing and treating courses as series of separate subjects must be abandoned. Each separate subject should be examined with a view to determining what is essential and what is inessential and pruning accordingly and to organizing a synthesis of subjects based on the essential unity and association of all the subjects of the curricula ;

(13) that, in general, in the primary school, the pupil should receive instruction in religion, reading, writing and arithmetic, manual training, physical education and hygiene, geography and nature study ;

(14) that, in general, in the post-primary school, the pupil should receive instruction in religion in his mother tongue, in a second language if desirable, in

arithmetic (including elementary algebra and geometry and elementary practical mensuration and surveying), physical education, manual instruction, geography, history, elementary general science, (domestic science and housecraft for girls);

(15) that no pupil should be required or be permitted to commence the study of a second language until he has completed satisfactorily the course in the IIIrd standard (new notation) and that instruction in primary schools (standards I to V—new notation) should be in the mother tongue appropriate to the school, whether Burmese or English or another vernacular, recognized by the existing Code;

(16) that the ordinary courses in Burmese for schools in which Burmese is the medium of instruction should be overhauled to provide properly articulated and graded courses from lower primary to pre-university school;

(17) that the courses in Burmese as a second language in schools whose vernacular is not Burmese should be of a standard equivalent to the standard of the course in English in schools where English is the second language; for this purpose, it is urged that the experts in Burmese should provide a course in Burmese analogous to the "West" or suggested "Basic" course in English.

(18) that, in schools in which the medium of instruction is Burmese and the second language is English, the instruction in English should be based on Dr. West's System or the Faucett System or on the system known as Basic English provided a course suitable for schools can be organized on this system;

(19) that courses and the standards of instruction in the second language should be generally of equivalent weight in Vernacular, Anglo-vernacular and English primary and post-primary schools;

(20) that no pupil be permitted or be required to undergo instruction in more than three languages at any one time;

(21) that Muslim schools desiring to use either Burmese or Urdu as the medium of instruction should have no pressure placed upon them to use a language other than that chosen;

(22) that a voluntary course in Burmese in Vernacular schools whose vernacular is neither Burmese nor English should be permitted and be designed

definitely for colloquial purposes and of a reasonable standard to be determined by the Department in consultation with the authorities concerned;

(23) that in non-Burmese primary schools whose vernacular is neither Burmese nor English, voluntary teaching of Burmese may begin from the IIIrd standard;

(24) that in combined primary and post-primary schools whose medium of instruction is neither Burmese nor English, where English is introduced in addition to the vernacular and Burmese, the teaching of English should not commence before the IVth standard (new notation);

(25) that in schools whose vernacular is neither Burmese nor English which voluntarily introduce Burmese as a second language, the course in Burmese should be of the nature of the "West" or "Basic" Course in Burmese suggested in (19) above;

(26) that the existing courses in arithmetic (for primary schools) and in arithmetic, algebra and geometry (for post-primary schools) be redesigned and incorporated in courses of general elementary mathematics for the reorganized schools and curricula; work in pure algebra and geometry should be deferred, as far as possible, to courses in the Xth, XIth and XIIth standards (new notation) of the proposed pre-university stage;

(27) that except for subjects for girls such as domestic science and economy, domestic handicrafts, manual training, hygiene and physical education there is no call for differentiation in the instruction of boys and girls in the subjects of the curriculum. The general elementary mathematics course for the post-primary school should be a compulsory course for girls as well as boys.

But until such time as the proposed general elementary mathematics course is introduced, girls who wish to substitute another subject for algebra and geometry in the High School Examination should be permitted to do so provided:

(*a*) that the high school certificate of a girl who substitutes another subject for algebra and geometry should be endorsed to that effect; and

(*b*) that a girl who wishes to qualify for admission to the University must offer algebra and geometry in the existing High School Examination;

(28) that the existing course in mensuration and surveying should be eliminated from the new post-primary

curricula ; the new course in elementary mathematics for post-primary schools should include as much as is reasonable of the material of the existing mensuration and surveying courses in the shape of applied elementary mathematics ;

(29) that the formal teaching of history should not be attempted in the primary school except in story form, but that from the IVth standard (new notation) a supplementary Reader giving a brief outline of the history of Burma be introduced ;

(30) that in the post-primary school the teaching of history consist of an outline of the history of Burma and a simple outline of World History with emphasis on the British Commonwealth of Nations ;

(31) that the existing geography courses be reviewed in the light of the proposals of the Geographical Association with a view to their adjustment to the proposed reorganization of the schools and curricula ;

(32) that courses in nature study for the primary school and in general elementary science for the post-primary school be organized on the lines indicated, and that the existing courses in hygiene be conducted, as far as possible, in connection with the nature study and general science and physical education courses as applied and derived aspects of these subjects ;

(33) that policy be set in the direction of equipping all rural schools with gardens with a view to the development of courses in elementary agricultural science in substitution of, or supplementary to, the courses in nature study and general elementary science proposed above ;

(34) that the existing "book" course in agriculture in Anglo-vernacular schools be abolished ;

(35) that where conditions are suitable, a post-primary course in elementary agricultural science (as a substitute for the course in general elementary science) with adequate practical instruction and "academic" content be organized on the lines suggested by the Linlithgow Commission ;

(36) that it is essential to develop post-primary compulsory courses in domestic science, housecraft, needlework and dress-making for girls, and that steps be taken to recruit qualified staff and to devise suitable courses ;

(37) that it is essential that all boys should receive instruction in some form of manual training or

handicraft, and that steps be taken to recruit qualified staff and organize courses and equipment ;

(38) that the teaching of drawing be developed as an important subject in the curriculum on the lines suggested in the Hadow Report ;

(39) that the development of physical education be treated as a vital part of the reorganized system, and that steps be taken to recruit suitable staff, provided that the existing Cabin Island organization be made full use of pending other developments ;

(40) that steps be taken to develop instruction in music, singing and folk and national dancing in primary and post-primary schools ;

(41) that no vocational instruction in book-keeping, typewriting and shorthand be attempted in post-primary schools but, where possible and appropriate, a bias be given in suitable subjects towards commercial instruction ;

(42) that existing courses in commerce and business be abandoned in the post-primary school and a suitable course be devised for Commercial schools (see Part III) ;

(43) that the courses in Pali and Sanskrit be reorganized for the purposes of the reorganized schools ;

(44) that the following time-tables be read as general indications of the general organization and layout of courses in reconstructed schools and of the proportions of time to be allotted to the several parts of the reorganized curricula :—

(a) Primary Schools.

	Minutes per week.
Religious Instruction ...	150
Language (Reading and Writing)	200
Arithmetic	200
Geography	200
Nature Study and Hygiene ...	200
Handicrafts	250
Physical Education	100
Total ...	1,300

In primary schools introducing a second language at the IVth standard, an additional 40 minutes per day must be added. The time-table is based on a working-day of 4⅓ hours omitting time for recess and marking registers.

(b) Post-primary Schools.

—	Providing Instruction in a second language.	Not providing Instruction in a second language.
Religious Instruction	100	150
Language (Reading and Writing)	400	200
Elementary Mathematics ...	250	250
Geography and History ...	250	250
Science Subjects	200	250
Handicrafts and Practical Subjects	200	250
Physical Education	100	150
Total ...	1,500	1,500

The time-table is based on a working school day of 5 hours and 5 working days per week.

(45) that two external public examinations be held in the reorganized systems of schools:

(a) the First Public Examination to be held at the completion of the primary school course—that is at the completion of the course in the VIth standard. This examination to be a simple written and oral examination in language, arithmetic and geography; and

(b) the Second Public Examination at the completion of the post-primary course, that is at the completion of the course in the IXth standard;

(46) that the Second Public Examination be organized without reference to the requirements of the University Matriculation examination in order that the post-primary schools shall be free to adjust their courses to the differentiated needs of the pupils and diversity of functions of the post-primary school;

(47) that the examination at the completion of the pre-university course be conducted by the University as a Matriculation examination,—the syllabuses and courses for the examination to be prescribed by the University.

SECTION X.

Books and Ancillary Equipment.

373. "Books," said the Consultative Committee of the Board of Education,* "are not the only instrument of education, or the sole avenue to the world of culture." "The work of a good school" said the

* "Books in Public Elementary Schools," pages xii, xiv.

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committee" should contain large elements not only of literary and scientific study, but also of practical craftsmanship. But a capacity to use and appreciate books is at least one element, and an indispensable element, in the liberal education whose foundations the Elementary School is to lay, and the success of such a school must be judged partly by the extent to which that capacity is cultivated and strengthened." The Consultative Committee was of opinion that "it is not unreasonable to expect before their education in school has ended—that children should have such a familiarity with their mother tongue as will enable them to express their own; that they should, in some degree, if only a small degree, form the habit of using books as sources of information, that, later in life, they may be the masters of the printed word, not its slaves or its dupes, and that they should acquire some feeling for the choice of the diction and for the use of it as a tool for their imaginations and as a tool for their characters. These results may reasonably be expected, for in some elementary schools they are already achieved. They are no mere phantasies." The realisation of these expectations [illegible] books suitable for children must be available in adequate numbers.

Text-Book Supply for Vernacular Schools—Inadequate in Quantity and Quality.

374. We have made a fairly exhaustive search for information about Vernacular school text-books published during the past 30 years. Appendices Nos. 1 and 2 embody some of the results of the search. Appendix 1 contains a list of all books that have been recommended for use in Vernacular schools since 1904, and No. 2 contains lists of books class by class and subject by subject in use at present. Our examination of the book position in and concerning the schools has left us in no doubt that the quantity of books available is seriously deficient in all subjects, and the evidence tendered records that the supply of many is unsatisfactory.

Book Available—Books That Should Be Available.

375. The series of primers by Major Lin and Kyi and by Professor Pe Maung Tin and U Chit have met a great need in the Vernacular primary schools and are doing good service. Unfortunately they represent almost the whole stock of reading matter in these schools. Children throughout Burma are of necessity reading these books over and over again until their minds are battle reading and losing to be free from the monotonous necessity of repetition. Probably the contents of these primers are known by heart by hundreds of thousands of children while the primers are almost the sum total of secular reading material that has come into their hands.

376. In many primary schools considerable numbers of children are without books; indeed many children are unable to supply themselves with slate and pencil. One primer often does service for four or five children, but this scarcity is not considered a handicap by some teachers: it encourages the parrot work that they consider good method. In the schools, large numbers of children can "read" without a Reader. It is not an uncommon experience to hear a child reel off a page without looking at the page or "read" a page other than that which his eye is scanning. The shortage of books, the oral tradition of the schools, the deficiencies of the training of the teacher in modern methods of instructing children, make it natural that primary school instruction in reading and writing becomes a dead routine of oral reading, of dictation and of slavish copy-writing. The primer is an instrument for teaching to read and little else. Pupils seldom get a glimmering of books as vehicles of knowledge and as purveyors of interest and pleasure, or of their mother tongue as a conscious instrument of communication. A taste for reading is not envisaged and, if it were, there is but little material on which to base the elementary processes of cultivating such a taste.

377. For the lower primary classes, graded readers, pictures, picture books and story books are urgently required. For the upper primary classes, more secular books for oral and silent reading, story books, descriptions of life in other lands, books of any and every kind suitable for children are required.

378. Books for the teaching of arithmetic and elementary mathematics now being provided are compiled with modern methods and the needs of children in Burma in view. The reconstructed curricula will require yet more books based on the principles suggested by authorities on the teaching of arithmetic and elementary mathematics.

379. The books on the history of Burma at present available are criticised as being not specially suitable for school work. The criticisms offered are that the books are, on the one hand too sketchy, or on the other, too overloaded with detail and with matter beyond the intellectual capacity of the children. We suggest that the history specialists should make provision for a series of history Readers on the history of Burma for the primary and post-primary schools. The outline of World History now being prepared, will meet an urgent need. A simple history of the British Commonwealth of Nations will be required for the proposed history courses.

380. For several reasons the provision of books on geography for the Vernacular schools is more adequate than for any other subject but is not by any means adequate.

381. Books are seriously deficient for nature study, general elementary science, gardening, agricultural science, domestic science and housecraft, manual instruction and hygiene.

382. The translation and publication of the Board of Education Syllabuses of Physical Education now being undertaken will be a valuable addition to the book supply.

383. (1) There is not available a standard Burmese-Burmese dictionary. This is a fundamental deficiency. In the absence of a standardized work of this kind, the study of the Burmese language can hardly develop on uniform lines in the schools. Moreover, it is difficult to see how apart from meanings fixed by English-Burmese or Pali-Burmese dictionaries a norm of Burmese language can be achieved. We suggest that the most imperative duty of Burmese scholarship at present is the compilation of a Burmese-Burmese dictionary that will standardize, so far as the living units of speech and writing can be standardized, the meanings of the commoner words used in speech and writing. This work is imperative to enable teachers and pupils throughout Burma to use a common currency in their work and not a series of currencies according to personal, local and dialect usage and custom. A Burmese "Johnson" is urgently called for.

(2) A simple Burmese-Burmese grammar is not available for school purposes. There is required a grammar free from the pedantic formalism of Pali grammar and not based, as some grammars are, on literal translations of such English grammars as "Nesfield."

384. Government has financed the publication of two volumes of an Anthology of Burmese Poetry. These are of great value in the Vernacular schools.

385. A series of anthologies of Burmese prose extracts on secular topics would be a valuable addition to the book supply for general and textual work in the schools.

386. A history of Burmese literature is urgently required not only as a contribution to Burmese learning but as a guide for school work. It is understood that the materials for such a history are available. We urge that the completion of this work is important.

387. A children's encyclopedia in Burmese and large numbers of books in relation to all the school subjects and on general topics are required for prescribed and general reading. A translation of an outline of modern knowledge for boys and girls would be of great value.

388. Children's magazines and papers similar to the Boy's Own Paper and the Girl's Own Paper would be a boon to Vernacular school children. It is conceivable that considerable profits would accrue to a pioneer effort in this field of publication.

389. Original stories or translations, folk tales, nursery rhymes, tales of adventure and of exploration, stories from world history, stories and

biographies of historical personalities, of inventors, printed material of any kind of interest and value to children age 6 to 16 years are required to fill shelves at present empty of reading matter suitable for the entertainment and education of school children.

Review of Publications in Burmese during the past 21 years—Their unsuitability for Schools—The Bookless Environment of the Vernacular School.

390. The scarcity of suitable books is one of the major obstacles to the development of Vernacular education. We teach children to read and send them into an environment where there is practically nothing to read. That this is the literal truth is made manifest by an examination of the books published in Burma during the past 21 years.

391. We made this examination in order to form some idea of the reading material available for those who have passed through the Vernacular school and have acquired ability to read and a desire to extend their educational endowment.

The following table is a statistical statement of the publications in Burmese Registered during the past 21 years :—

Year.	Literature.	Arts.	Education.	Biology.	Industry.	Biography and Religion.	Drama.	Fiction.	History.	Language.	Law.	Philosophy.	Medicine.	Poetry.	Politics.	Science. Mathematical	Science. Natural.	Voyage and Travels.	Astrology.	Legend.	Hygiene.	Miscellaneous.	Religion.	Total.
1914 ...	...	...	...	...	...	...	2	11	1	10	4	1	8	4	...	3	5	...	...	...		47	67	163
1915 ...	...	...	..	3	.	...	9	7	9	2	5	1	3		...	1	2	...			...	37	68	147
1916 ...	...	...	...	...	...	...	15	16	1	3	6	1	3	..	...	5	3	...	.	...	...	57	67	177
1917 ...	...	...	...	3	...	...	4	10	5	2	1	...	2	2	...	3	4	...	...	...	...	33	31	109
1918 ...	...		...	1	...	...	10	6	4	3	1	1	.	1	1	..	4	..	...	..	...	28	30	90
1919 ...	...	...	..	...	.	..	10	21	3	1	...	...	2	4	...	...	3	...	.	...	...	21	38	103
1920 ...	...		..	1	...	.	2	136	3	..	...	...	3	2	...	3	2	...	...	...	...	28	14	194
1921 ...	...	...	...	...		...	12	39	1	3	2	...	3	2	5	...	5	1	...	...	...	33	17	123
1922 ...	...	...	...	...	...	...	...	7	14	2	1	...	1	4	6	1	8	...	...	...	...	25	25	94
1923 ...	...	...	1	...	..	...	...	21	13	...	2	...	...	...	4	2	8	...	...	...	...	14	22	87
1924 ...	7	1	1	...	...	..	...	17	4	4	2	...	.	...	5	1	11	...		...	...	13	13	79
1925 ...	1	...	...	1	1	...	...	21	6	4	1	...	...	8	7	5	7	...	...	...	...	25	31	118
1926 ...	1	...	...	...	...	.	...	12	5	7	2	...	...	2	2	5	5	.	1	..	...	10	76	128
1927 ...	1	...	...	...	1	...	...	8	1	5	7	...	...	1	...	2	3	...	...	...	1	5	10	45
1928 ...	1	...	...	...	...	...	...	1	1	1	2	...		2	1	2	5	...	1	...	2	9	10	37
1929 ...	5	...	...	...	...	...	1	4	2	1	2	...	2	4	...	3	5	1	1	...	...	6	1	38
1930 ...	6	...	...	...	...	...	...	3	11	1	4	..	1	...	2	8	2	...	4	...	...	18	33	93
1931 ...	5	...	...	9	...	...	...	3	4	2	2	...	3	1	2	5	8	1	7	...	...	8	43	103
1932 ...	5	...	...	4	...	...	6	17	4	2	1	...	4	5	4	10	4	...	3	...	...	13	48	130
1933 ...	7	...	..	3	...	1	1	15	4	2	...	..	...	4	3	..	3	...	...	...	...	12	29	84
1934 ...	3	1	.	3	...	...	6	8	2	2	1	1	...	5	...	2	1	...	3	...	...	14	29	81
Total ...	42	2	2	28	2	1	78	383	98	57	45	5	35	51	41	61	98	3	20	...	3	456	702	2,214

What is the value of these books for the pupil during and after his schooling in the Vernacular school?

Religion.

392. Seven hundred and two, nearly one-third of the total 2,214, publications during the past 21 years were classified under the head "Religion." The bulk of these books dealt with Buddhist exegetics and apologetics. Some valuable translations of the *pitakas* and other authoritative doctrinal books on Buddhism appeared among the publications. For the most part, however, the "Religious" books took the form of commentaries, annotations, sermons, disputations and the like. The following titles selected from the reports indicate the variety of religious topics dealt with, apart from translations, exegetics and apologetics :—How to Observe Moral Precepts ; How to Attain Nirvana ; How to Meditate ; Advice to Disciples ; The Laws of Nature ; Fasting ; The Adoration of the Buddha ; Rules for the Guidance of Monks ; Nirvana ; Birth Stories of Gaudama Buddha ; Forms of Prayer ; Rules of Charity ; The Four Constituents of the Human Body, The Six Organs and Objects of Sense ; The Four Noble Truths ; Religious Meditation and Other Matters ; The Origin of Suffering ; Respect for Parents ; Heresies ; An Appeal to Buddhists to Give Alms to Schools and Hospitals and Restrict Extravagance on *Phôngyi-kyaungs*; On the Merits of Performing Funeral Ceremonies Over the Remains of a Deceased *Phôngyi* in a Grand Manner ; Incantations to Exercise Evil Spirits and Avert Sickness (10,000 copies) ; *Phôngyi-byans* ; The Evils of Modern Tendencies in Monasteries.

393. The Buddhist Order, according to the census returns of 1931, consists of about 120,000 men and youths in the various grades of the hierarchy. Most of the religious books are addressed to the members of the Order and to the large number of pious laymen who by tradition fall back in their declining years on the study of the Buddhist scriptures and the comfort of the lofty principles of religion and morality as the least unstable elements in an impermanent world. Embedded in many of the religious books are stories and descriptions of a thinly disguised secular texture. Centuries of ecclesiastical ban on works of a secular nature have driven the human need to hear and tell stories, as in other lands in similar circumstances, to express itself under the cloak of religion and morals. In the *pyo*, *nibat*, and *pyazat*, this need has always found plentiful expression. *Pyos* and *nibats* are read by people of more scholarly bent of mind. The modern *pyazat* must be distinguished from the old *pyazat* of repute. The *pyazat*, under the guise of high sounding moral teaching, has carried in its ore much secular story gold. About 20 years ago, *pyazats* began to be the vehicle of pornography and obscenity, and steps had to be taken to suppress their production. They have practically

ceased to be produced and have given way to the modern short story. The old *pyazats* are said to contain considerable material suitable for reading and instructional matter for the purposes of the secular education system, but they are relatively inaccessible.

In general, it may be said that the publications classified as "Religious" have little of secular value for the every-day reading and cultural purposes of the Vernacular school. Religious instruction in the schools is given by the medium of the books specially compiled by a Committee constituted by Government for the purpose. These books replaced books which were unsuitable for the instruction of children.

Fiction.

394. Three hundred and eighty three of the total of 2,214 books published during the past 21 years were classified as "Fiction." Most were novels of the modern kind—a comparatively recent addition to literary form in Burmese. In 1934, only eight novels were registered. It is possible that large numbers of these publications escape registration. In July 1934 "The World of Books," the organ of the Burma Education Extension Association, stated that the market was congested with cheap literature and estimated that 30,000 copies of "one-anna" and "two-anna" novels were produced per month. The Association deplored the fact that reputable writers stooped to the production of rubbishy novels. The cult of the modern novel has been the object of vehement attack and criticism by Buddhist *Sayadaws* as well as by reviewers and critics of modern Burmese writings.

Novels Unsuitable for School Children.

395. From time to time, during the past 20 years, the novel became a vehicle of undisguised pornography, and steps had to be taken to suppress it. The suppressions were reflected in the fluctuations in the annual numbers of publications varying from 136 in 1920 to 1 in 1927-28. Large numbers of novels are being published at the present time. It is not suggested that obscenities that have marred these publications in the past are common to-day; but there is ample evidence that the novels, generally, are not suitable reading material for school children. The novelist's preoccupation with sex adventure is not a healthy topic for adolescents.

The Language and Style of the Novel.

396. The modern Burmese novel is of interest for its language and style and its influence on modern Burmese. The modern style came into being, it is said, with the birth of the Burmese novel some 30 years ago when Dumas' "Count of Monte Christo" was translated and published in Burmese. The style has been influenced to some extent by English syntactical and grammatical modes. The modern

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writer of Burmese finds the old ornate style heavy and laboured for his purpose. He is developing a simple, direct, analytic style that eschews Pali words, as far as possible, and employs a single word instead of a group or groups of synonymous words, that prefers the simple sentence to the periodic and avoids the tendency of the old style to run into rhyme, and prefers sense to sound and direct to indirect speech. Side by side with the study of old styles the modern style is cultivated by graduates and undergraduates of the University.

Suitable Reading Material should be Extracted.

397. The dearth of straight fiction in Burmese literature is remarkable. The Burman likes a good story and is a good story teller. The people have abundance of legends and folk-lore passed down the centuries from mouth to mouth, and enshrined in local festivals and *thamaings* as well as in *pyazats*, *pyos* and *nibats*. It is a pity that some of the material has not been separated from its present context and assembled in form suitable for school use.

Miscellaneous.

398. Four hundred and fifty-six books were classified as "Miscellaneous." This class include such publications as Articles of Association, Government and Military Manuals, Advertisements, River Charts, Printed Minutes, Ready Reckoners, School "Cribs," School Magazines, and such titles as Notes on Bridge; Guide to Wealth; Treatise on Magic and Charms; Recipes; Dream Books; Fortune Telling; House-Keeping; Model Love Letters; Necromancy; Talks on Purity; Success in Business; Charms for Invisibility, Invulnerability, Extrication from Fetters and Confinement; Love Philtres; Hints on Writing Telegrams; Guide to Electricity; Clairvoyance and Occult Powers; Conjugal Happiness; Married Man's Guide; Turf Mysteries Revealed.

Drama.

399. Under the head "Drama" appeared plays of the conventional type founded on stories from the Jataka and stories of love and courtship, creaking with supernatural machinery and spiced with the broad humour and licence of the *lupyet*. The tone of the plays published during the years 1914—18 became so offensive to the Burmese sense of decency that action had to be taken against the offending authors. This led almost to the complete cessation of the publication of plays. Plays are again being printed; the obscenities that marred such publications fifteen and more years ago are not being repeated, but the plays are said to be of no literary value. Play-writing awaits the emergence of another U Ponnya. For centuries the drama in Burma was the sole successful rival of the religious literature that dominated

Burmese literature until recent times. It has been the oral literature of the people and unless the cinema takes the place of the *pwè* in the village, as it is doing in the town, it will continue to be the people's entertainment.

Biography.

400. The publications, 28 in number, included books on Burmese heroes and lives of Burmese monks. The publications particularly noted in the reviews were "Dohtagama, King of Mahagama in Ceylon and His Work in Promoting Buddhism"; "Dhamazedi' The Talaing King of Pegu;" "King Hanthawaddy Sinbyu Shin."

History.

401. Under this head appeared books such as the "Translation of Harvey's History of Burma"; Professor Pe Maung Tin's edition of the "Mahayazamingyi"; Saya Kin's "History of Burma"; histories of Arabia, of China, of Portugal, and of the United States of America; and "Pagoda Thamaings."

Language.

402. The books in this class consisted for the most part of grammars and readers' "keys"; dictionaries, such as the Eleventh Revision of Stevenson's Revision of Judson's English-Burmese Dictionary; U Tun Nyein's English-Burmese Dictionary, and Findlay's Dictionary.

Law.

403. These books were mostly manuals, digests, compendiums, and rulings.

Philosophy.

404. These books were practically all devoted to Buddhist Metaphysics.

Poetry.

405. The bulk of Burmese poetry is to be found in palm-leaf manuscripts, and has never found its way into print. Some of the best has been published in the issues of the Journal of the Burma Research Society. We have already mentioned the Anthology of Burmese Poetry. The publications reviewed included *pyos* and sayings of the kind called "*ledat*" and "*egyin-taing*."

Medicine.

406. These publications were, for the most part, pamphlets and small manuals on such subjects as plague and tuberculosis. Under this classification appeared books based on astrology in reference to medicine and on indigenous systems of medicine.

154.

Science.

407. The publications under this head consisted of translations or adaptations of text-books on mathematics and geography, some of which have been approved by the Text-book Committee. Under this head appeared also books dealing with astrology, necromancy, clairvoyance and occult powers.

Politics.

408. These publications were practically all of an ephemeral nature dealing with the political matters that were agitating political groups at the time of publication.

Other Classifications.

409. "Letters"; "Legend"; "Art"; "Hygiene"; and "Education" appear to have produced no original work calling for special note during 21 years. Translations of standard books on education are listed in Appendix No. I.

Material for Scholars.

410. Before examining other material for general reading, it may be noted that considerable material, in the shape of *sittan*, *hluldaw*, *pesa* and *parabeik*, is available for scholarly study. Some of this is to be found in libraries such as the University Library, the Bernard Free Library, the Archæological Department Library and in private collections. Probably much material lies unregarded in private hands and in monasteries. The Burma Research Society has appealed to all interested to endeavour to discover and bring to notice literary material at present hidden away. But this material is not generally suitable for school purposes or as general reading matter.

Other Reading Material.

411. Books on astrology, astronomy, fortune-telling, alchemy, *hmaw* (spiritualism) are to be found in some quantity. *Bedin* literature, which is regarded as an important study especially in connection with the understanding of Burmese poetry which abounds in allusions to *bedin* and the stars and their influence and the mathematics thereof, is said to be plentiful in printed form. Books on indigenous systems of medicine are said to be plentiful. But this is not material for school children.

Little Reading Material of Value for Schools.

412. This general survey of the printed and registered publications reveals that, except for actual text-books that have been approved by the Text-book Committee, little of value for general reading purposes

for school children has been produced during the past 21 years. The Burma Education Extension Association has complained that "the Burmese people cannot go on being content with the publication of *pitaka* literature and prescribed text-books only," and "that the range of literature in Burmese is so limited that the average Burman, as a reader, is still living in the middle ages."

Publications during the past 21 years in Languages other than Burmese.

7413. The following table of the publications in Burma during the past 21 years of books in languages other than Burmese speaks for itself.

Statement showing the number of books Registered in Burma during the past 20 years classified by languages.

Year.	Hindi.	Burmese Sanskrit.	Talaing Burmese.	English.	English-Burmese.	English-Pali.	English-Oriya.	Burmese-Pali.	Sgaw-Karen.	Chin.	Kachin.	Talaing.	Tamil.	Gujerati.	Pwo-Karen.	English Pwo-Karen.	Karen.	Taungtha.	Shan.	Shan-English.	Burmese-Arabic.	Pali.	Chin Sivin dialect.	Urdu.	Bengali.	Anglo-Gujerati.	English Urdu.	Peguan (Talaing).	Lahu (Romanized).	Kachin English.	Peguan (Burmese).	English Hindi.	Telugu.	Tamil English.	Mogh.	Chin (Lai Dialect).	Wa.	Chin Kanhum Dialect.	Lisu.	Burmese Karen.	Latin-Burmese.	Anglo-Telugu.	Oriya.	Total.
1915				31	12	2		45	4	2	3	1	1	2			3					21	1																						128
1916				21	14			23	5					1								9		2		1																			78
1917				16	6			37	6	2	3		5		1		1					35																							116
1918				8	10	1		19	5	1	6		13		1							10							1																77
1919				5	5			37	11	1	9		5		1							2																							85
1920				18	8	1		60	6	1	6		21	1	1	1		1																3	1				1	1					133
1921				14	4			38	4		6	18	16																					2	1										109
1922				15	6			29	7	1	4	1	17	1	1	1																		2											84
1923			1	16	3			38	9	1	1	1	11	1	1	1																													93
1924				14	1			25	17	1		1	5		2																														77
1925		1		20	1			7	11			10																																	59
1926				8	2			15	6			4	1																																39
1927				9	4			54	3				1									5																							77
1928				10	1			28	1				1									14																							55
1929				4				29	2		7		2									8																							52
1930				9	2			44	6		1		2									4																							69
1931				19	4			9	10				1									1																	1						69
1932				17	7			13	12		2		4									3																							80
1933	1			10	4		1	28	4		5		3									1																							74
1934	3			11	3			29	11		2		3		1							7																							
Total	5	1	1	275	97	4	1	607	140	22	49	42	109	7	9	3	7	2	13	1	1	150	1	4	3	2	1	4	3	11	1	6	10	3	1	2	2	4	1	1	155	1,653

Concise Dictionaries Required.

414. One of the first needs of each of the non-Burmese indigenous and non-indigenous races is a concise dictionary in Burmese and the language of the race—and, based on these dictionaries, graduated primers and readers for the primary schools.

Scarcity of Books for non-Burmese Indigenous Races.

415. For the Karen, Shan Kachin, Chin and other indigenous races the book supply is scanty and the problems of supply are extremely difficult. The supply must come from experts in the languages used by these races. These experts must also be experts in the languages from which knowledge is to be conveyed and in the subjects with which the books deal. The only possible method of supply is development, stage by stage, of the educational provision for these communities accompanied, stage by stage, with the provision of suitable books.

416. In view of the fact that some of the languages of the non-Burmese indigenous races have been reduced to written characters within relatively recent times and that the higher stages of education are only beginning to be available for selected members of these races, the process of developing the education system and the book supply in the appropriate vernacular for these races must of necessity be a slow one.

The Supply of Books in Karen.

417. The book supply in the Karen language is at present meagre. The appendices contain a fairly complete list of the books available in Karen for purposes other than religious teaching in schools. The list makes clear that the experts in the Karen language must bend their energies to the development of the provision of many more books suitable for school children. We are of opinion that they should be encouraged in all possible ways by Government and other agencies.

Book Supply in Indian Languages and in Burmese for Indian Communities.

418. For the Indian communities there is a reservoir of books published in India that can be drawn on for use in Burma in schools where Indian vernaculars are used as the medium of instruction. We suggest that so far as possible, deficiencies in book supply be made good from this reservoir. But the supply of suitable secular Burmese books for the schools of those communities using Burmese must be provided from the resources of Burma and there is need for special attention to the production of such books.

We understand that the book supply for Urdu schools is in particular need of overhaul and recommend that a special committee

be asked to undertake this with a view to prescribing suitable books in modern Urdu for these schools.

Revision of Method of Classification of Publications Suggested.

419. Incidentally we may mention that the classifications of books in the tables quoted above were those ordered by the Government of India as interpreted by the Translation Department of Government in Burma. In general, the classifications have not been satisfactory. Classification is a difficult matter, but something more satisfactory than the existing method should be devised. The examination of the records and reviews of the books registered during the past 21 years has disclosed obvious misclassifications. For example, books have been classified under the head "Miscellaneous" that should have found a place under another category; books have been classified under "Medicine" instead of "Science"—and *vice versa*, and political works masquerading as religious works have been classified under "Religion."

Newspapers.

420. So far as our information goes, some eleven newspapers are printed in Burmese; four are daily papers and are published in Rangoon and six of the remaining seven are published in Rangoon weekly or two or three times a week. We have no reliable information about the circulations of these papers but have reason to believe that in aggregate they are small as compared to the population of the Province.

Magazines.

421. There has been a remarkable development recently of weekly and monthly magazines containing short stories and articles of entertainment and instructional value. We have no reliable information about the numbers and circulations of these magazines.

Libraries and Collections of Books.

422. Our attempt to review the resources of the Province in reading matter in Burmese impelled us to make some general estimate of the library facilities in the Province. In so doing we have collected detailed information which is too bulky to reproduce here. Apart from collections of books in Anglo-vernacular and English schools and in Government offices and in libraries such as the University and College libraries, the Bernard Free Library, Rangoon, the library of the Rangoon Literary Society and collections such as those in Toungoo, Mandalay, Moulmein, Akyab, Prome and Myaungmya, collections of books are small and unevenly scattered throughout the Province. These small accumulations of books are found mostly in reading clubs and teachers collections. Seldom do the collections exceed 100 or 200; in

one or two isolated collections the numbers approach 1,000. The book collections are distributed throughout the Province as follows :— Rangoon, 14 ; Pegu Circle, 89 (mostly reading clubs subscribing to newspapers and magazines), including Prome, Pegu, Paungdè, Letpadan, Minhla and other Free Libraries ; Irrawaddy Circle, 13, including Bassein, Myaungmya, Henzada, Maubin, Yandoon, Pyapôn and Kyaiklat Public Libraries ; Tenasserim Circle, 23, including Moulmein, Thatôn, and Toungoo (Jubilee Library), Public Libraries ; Mandalay Circle, 18, including Mandalay Town, Kyauksè and Pyinmana Public Libaries ; Magwe Circle, 11, Sagaing, 13 ; Arakan, 5, including the Sladen Municipal Library, Akyab ; total 186. Of the total number of existing libraries, only about 150 may be said to be concerned with vernacular books and literature. This figure, contrasted with the total of 14,600 towns and village-tracts in Burma proper, emphasises the inadequacy of the existing library provision.

Library Grants should be Revived for Vernacular Libraries.

423. In 1925-26, Government instituted a scheme of grants to encourage the establishment and maintenance of libraries. Government contributed half the cost of books and periodicals purchased by recognized libraries. The amounts expended in this library service by Government were—

				Rs.
1925-26	...	...	...	5,853
1926-27	...	...	...	2,526
1927-28	...	...	...	5,297
1928-29	...	...	...	6,567
1929-30	...	...	...	10,919
1930-31	...	...	...	16,914
1931-32	...	...	...	14,001
1932-33	...	...	...	15,001

In 1933-34, owing to financial stringency, the grants were discontinued. Altogether 146 libraries participated in the grants. An examination of the accounts reveals that large public libraries such as the Rangoon Literary Society, the Ramakrishna Mission Library, and the public libraries in Toungoo, Mandalay, Moulmein, Akyab, Prome and Myaungmya took the lion's share of the grants and that a large proportion of the money was expended on English books. The smal village and vernacular teachers' libraries received relatively smal grants-in-aid. Library grants-in-aid should be revived to assis vernacular libraries.

Travelling Libraries.

424. The Director of Public Instruction runs two systems of travelling libraries. One consists of 21 boxes each containing 25 Englis books loaned by the Rangoon Literary Society ; the boxes circulate i 17 centres. The second system consists of an aggregate of 38 books in 13 boxes circulating in 24 centres. All but five centres ar

Government High Schools ; 3 centres are District Councils and 2 are Reading Clubs in Bogale and Letpadan respectively. The villages and Vernacular schools are not touched by these travelling libraries. The present system of circulating boxes of books to Anglo-vernacular schools should be extended to Vernacular schools and should be expanded.

Local Travelling Libraries.

425. We are of opinion that Local Education Authorities should, as soon as finance permits, make provision in their budgets for the development not only of their own libraries (*see* paragraph 428) but also for school and circulating libraries. The material available for such libraries is at present, as we have indicated, not plentiful, but such as it is, it should be made available as widely as possible in the Vernacular schools. A scheme for financing this development, for keeping stock of the books purchased and added to the school collections, for inspection and verification of the stocks of books at regular intervals and for condemning and replacing worn-out stock will have to be devised. A standard list of suitable and available books should be compiled for the guidance of Local Education Authorities. The financing of the system of travelling libraries will require careful organization. The contents of the libraries will have to be carefully planned, and the procedure for travelling, lending, return of books, replacement of damaged books and other matters will have to be provided for in detail.

Education Department Library.

426. On the separation of Burma from India, Burma will lose the services of the Central Advisory Education Bureau about to be revived in India. The Director of Public Instruction should make good these services by improving the existing Departmental Library. This should be properly organized and classified, and steps should be taken to stock it and keep it stocked with all important publications on education.

Inspectors and Deputy Inspectors' Libraries.

427. Each Inspector of Schools and Deputy Inspector of Schools should have an adequate collection of what may be described as "tool" books such as Consultative Committee reports, Board of Education pamphlets, standard publications on the methods of teaching the several subjects of the curriculum, on class management and school organization, and on methods of inspection and examination.

Local Education Authority Libraries.

428. We are of opinion that each Local Education Authority should take steps to found and maintain a reference and lending library for members, teachers and pupils. This library should contain books

of reference on local self-government, on the public service of education, its functions, administration and finance. The teachers' department of the library should be stocked with books similar to those recommended for the libraries of Inspectors, and should have in addition, for teachers and pupils, a miscellaneous collection of books for general reading.

Methods of Book Production and Selection.

429. The book situation in Vernacular schools in Burma is not unlike that which obtained in Canada when the development of education preceded an adequate supply of qualified teachers and, in order to avoid chaos and to maintain some uniformity of method and attainment it was considered necessary to establish a rigid system of text-books. In Burma, a comparative rigidity has been unavoidable owing to the paucity of books available. It is important to note, however, that the uniformity in Burma is not of the kind imposed, for example, in France, where uniformity is the ideal to which everything else is subordinated and the individuality of the teacher is deliberately suppressed. In Burma, uniformity, monotony and staleness arise not from imposed uniformity of prescribed books, but from the scarcity of books.

430. Different countries adopt different methods for the selection and production of books for use in schools. Some countries prescribe and produce in Government presses or under contract with publishers all the books required in the schools. Most countries, however, leave the production of books to private enterprise while maintaining some degree of control over the prescription of books. In England, the production of books is wholly in the hands of private enterprise. This private enterprise is influenced in its production by the general educational policy of Government, the needs of the schools, and the demands of the teaching profession. In England, the publisher plays an important part in the compilation of text-books: he is not merely a printer of books. The large firms, who deal with the production of books for schools, employ experts to compile and write books suitable for the schools. These experts translate the requirements of the schools and of the teachers into books. The publishing firms are in direct contact with the schools and with education officials, and keep abreast of new ideas regarding method and school organization. Several of the major English publishing houses operate in Burma and are prepared to publish in Burmese on the terms and conditions on which they publish in England. They require, however, the assistance of experts in the Burmese language.

Private Enterprise most suitable for Burma.

431. From time to time, the institution of a translation bureau has been discussed and after due consideration Government has decided

that the encouragement of private enterprise, assisted in the ways adopted by the Text-book Committee and by other bodies to be mentioned later, is the most satisfactory method of developing the supply of suitable books in the vernacular. It must be emphasised, in connection with translation bureaux, that almost any book, unless it is purely literary (in which case a scholar is required), can be translated only by one who is an expert in the subject as well as in the two languages involved. Indeed, apart from books concerned with Burmese literature and history, the proficient linguist alone is able to make good the deficiency of books by drawing on and transmitting into the Burmese language the knowledge and experience stored up in the other languages of the world.

Importance of English in the Development of Book Supply in Burmese.

432. In past ages, Europe had to take its learning from Greek and Latin, and, on the foundations so taken, build up the modern structure of knowledge. To-day, the expansion of that structure is carried on by interchange of knowledge between the languages of the world. The Burmese language is late in the field as a vehicle of modern knowledge. It must adopt the processes that other languages have adopted in the past to equip themselves with knowledge. Hence the importance of the English language as the instrument most immediately available for the purpose and the necessity of making the teaching of English in Anglo-vernacular and Vernacular schools, as we have recommended, as efficient as possible. Elsewhere we have noted that a considerable part of the teaching in all subjects, except English, in the Anglo-vernacular schools is done in Burmese. This results from the bilingualism of the teachers in these schools. Teachers readily translate material from English books into Burmese and many habitually use an argot of Burmese-English. If, as we have recommended, the teaching of English in Vernacular schools is placed on sound and efficient lines, future generations of teachers will have a competent knowledge of English and will be able to draw on English books to make good the deficiencies of books in Burmese. This in turn will help to increase the pace of the provision of the necessary quantum of books in Burmese and, together with the direct measures that are concerted to augment that quantum, should base the Vernacular curriculum on a more adequate supply of books of all kinds. There is, however, a large volume of knowledge peculiarly Burmese which cannot be borrowed from English books. It must be garnered and classified and find expression through Burmese agencies.

433. Critics may argue that the book deficiency in the Vernacular schools constitutes a grave objection to the proposed co-ordination of the systems of schools in Burma, but the objection loses its force in face of the deficiencies of the instruction in English in the Anglo-vernacular

schools and of the relatively more efficient instruction in Burmese in the Vernacular schools, and indeed the apparent objection resolves itself in our opinion, into a strong reason for co-ordination.

Organizations for Production and Selection of Books suitable for Schools: Editor of Vernacular Text-books.

434. In June 1923, the post of Editor of Vernacular Text-books whose duty it was to prepare Vernacular text-books, was abolished. The post was first established in 1883. The incumbent of the post had ceased to prepare text-books ; his duties had in course of time become clerical duties in connection with the *Mula-gananthincha* Examination, the *Palamabyan* Examination, and the Text-book Committee. In addition he was required to review Burmese books and publications and to translate from English to Burmese and *vice versa* papers in the offices of the Director of Public Instruction and the Commissioner of Examinations. These duties were distributed, after the abolition of the post, in the office of the Director of Public Instruction and the office of the Commissioner of Examinations. The duty of preparing text-books was not made the responsibility of either office ; it was deliberately dropped on the ground that good publishing firms were willing to prepare and publish text-books approved by the Department, and that Government should not undertake work that private enterprise could do better.

The Text-Book Committee.

435. The books recommended as suitable for school use are listed and published annually by a Text-book Committee. The Text-book Committtee consists of the Director of Public Instruction, *ex-officio*, and not more than 20 members, official and non-official. The Committee forms itself into Subject Committees, which deal with particular subjects. There are no restrictions in connection with the submission of text-books to the Committee. This is the machinery for sifting from the books offered, those suitable for school use. Teachers are free to use any books in the lists of books chosen by the Text-book Committee. Freedom of choice is restricted, however, by the limited number of books available and by the prescription by the Vernacular Examinations Board with the approval of the Director of Public Instruction, of particular texts for study in the VIIth, IXth and Xth standards.

The Schemes of the Text-Book Committee for the Development of the Supply of Books in Burmese.

436. In 1928 the Text-book Committee was charged with the duties described in the following extracts of a Memorandum of the Education Minister's Department :—

" (1) For some years past the making of the world's resources of literature and learning accessible to Burmans in the Burmese language

has been widely discussed. The Government of Burma (Ministry of Education) now proposes—

(1) that the books designed for use in schools be dealt with by the Text-book Committee ;

(2) that all other books be dealt with by the University.

(2) One of the functions of the Text-book Committee is to prepare books for use in the schools of the Province, and the Ministry of Education considers that it should be provided with funds to carry out this portion of its duties, and also to encourage the production by private individuals of books in the manner suggested below by Messrs. Furnivall and Pe Maung Tin :—

(i) The Text-book Committee should advertise that books in certain specified subjects are required for certain specified standards, giving if possible an estimate of the number of pupils who require such books.

(ii) The Text-book Committee should indicate by reference to specified manuals or text-books in English (or to particular portions or chapters of such books) the nature and scope of the books to be compiled.

(iii) The Text-book Committee would consider projects for the compilation of books likely to have a sale as school text-books.

(iv) The Text-book Committee would, when necessary, arrange for the translation of selected books by selected translators and for their publication by selected firms, but any such proposal would come before it on the same footing as other proposals.

(v) Ordinarily the functions of the Text-book Committee under the scheme, would be not to examine books but projects for the compilation of books. If any reputable firm of publishers put before them a project for the compilation of a book on the prescribed lines by a translator whom they could approve as *prima facie* competent and for its publication at an approved retail price, they would approve the purchase of a certain number of copies to be fixed by mutual agreement or of the copyright of the translation. The publishers and translator could then begin work, confident that their work and expenditure would not be wasted. The prospect that a good work would be remunerative, by its general adoption in the schools, would be an incentive for translator and publisher to do their best. The fact that a firm turning out bad work would obtain no further contracts would prevent waste of money on careless work.

(3) The University which has signified its general approval should deal on the same lines with books designed for University students and the general public.

(4) The Government of Burma (Ministry of Education) accordingly proposes that provision be made in the budget for 1928-29 as follows :—

(1) to be placed at the disposal of the Text-book Committee such sum as may be required not exceeding Rs. 15,000.

(2) to be placed at the disposal of the University such sum as may be required not exceeding Rs. 15,000.

* * * * "

437. The following projects under the scheme were approved by the Text-book Committee in 1928 :—

(1) A translation of Hall and Knight's Algebra.

(2) A translation and abridgment of Morrison's " Our World—a Human Geography."

(3) A series of booklets on World History—" Cities and Their Stories."

(4) A translation of Professor Owen's " Arithmetic for Primary Schools."

(5) A translation of Professor Owen's " Geometry."

(6) A translation and adaptation of " Suggestions for the Consideration of Teachers."

(7) Burmese Silent Readers.

(8) A translation of Holmyard's " Science."

(9) Legends of the Ancient World.

All, but No. (9), have been completed. One of the series of 12 Readers, comprising legends of the Ancient World, has been completed and published. Hitherto, the Text-book Committee has not been called upon to indemnify any publisher for loss incurred in the publications undertaken.

438. In 1933, the following new projects were approved by the Committee :—

(1) A translation of Miss Druitt's " The Beginnings of English History."

(2) A translation of " The League of Nations School Book " by Jones and Sherman.

(3) A translation of Chapters IV to VII of " The Manual of Mother Craft."

(4) A translation of Siddon's and Hughes' " Trigonometry."

(5) A translation of Murch's " Science Readers I, II and III."

(6) A translation of Dudley Stamp's geography book " The World."

(7) A translation of Professor Owen's " Middle and High School Arithmetic."

(8) A translation and adaptation of the " Board of Education Syllabus of Physical Training for Schools, 1933. "

These projects are nearing completion.

The Work of the Burma Education Extension Association.

439. The Text-book Committee and the Education Department co-operate with the Burma Education Extension Association, which was founded in 1928, for the following objects :—

(*a*) " By translations into Burmese (and otherwise) to make the resources of the world in literature and learning accessible to Burmans in their own language ;

(*b*) By the foundation of public libraries containing books in Burmese, English and other languages, to bring books within the reach of all, and to encourage and develop the habit of reading ;

(*c*) By the institution of lectures and tutorial classes, in Burmese so far as possible, and in other languages so far as necessary or desirable, to encourage liberal and vocational education ;

(*d*) By the publication of a monthly periodical, in Burmese or English or in both languages, to keep members in touch with the activities of the Association and the progress of the movement."

440. When this Association was founded it was proposed that Government should assist it in its publication work. The financial situation of the Province did not permit Government to offer such assistance. The following is a brief resumé of the work achieved by the Association since 1928 so far as book publication is concerned :—

" Atoms " by Pe Maung Tin.

" Exposition of the Atom " by Pe Maung Tin.

Cities and their stories translated by U Thant : (*a*) Athens, (*b*) Rome, (*c*) Jerusalem, (*d*) Constantinople, (*e*) Venice, (*f*) Bruges, (*g*) Amsterdam, (*h*) Paris, (*i*) Vienna, (*j*) Berlin, (*k*) Moscow, (*l*) London and (*m*) Geneva.

" Paloktoktok " translated by Maung San Mya.

" Hla Ohn Mai " by Maung Wa.

" Science " translated by U Than Aung.

The Burma Book Society.

441. In 1933, a Burma Book Society was founded " to arrange for the translation of books into the vernacular for general reading purposes." Steps were taken to prevent overlapping the work of the Text-book Committee and of the Burma Education Extension Association. The appeal issued by the Society was answered by 2,375 persons. Each gave a written undertaking that he would purchase such books as the

Society might publish or arrange to have published from time to time. Preparations were made for the publication of the following books in Burmese :—

(1) Civics.

(2) The Three Musketeers—Alexander Dumas.

(3) A Book on General Science—based on books such as Hughes' and Pandon's "Elementary General Science," three volumes.

(4) A World History.

At the same time, the Society advertised that it was prepared to consider offers from translators who were willing to submit translations in Burmese of English novels, scientific works, histories, etc., and to publish approved works under the auspices of the Society. The book on Civics by U Ba E has been published. The Three Musketeers and the General Elementary Science are in manuscript form, and work is in progress on the History of the World. In March 1935, when copies of "Civics" were issued to members of the Society, a considerable number of members refused to take delivery of the book. The Society, in view of the refusals, has decided to ask members to deposit Rs. 3 per year in advance, instead of requiring members to pay for books by the Value Payable Post system. It is to be hoped that this procedure will enable the Society to continue the valuable work for which it has made itself responsible.

The Burma Research Society—its contributions to School Book Supply.

442. The Burma Research Society has made valuable contributions to the stock of texts suitable for use wholly or in part in the Vernacular schools. Below is a list of the Burmese Text Series of the Text Publication Sub-Committee of the Society :—

(1) Owadadu Pyo by Seinda Kyawthu—Pyigyimundyne Press.

(2) Dewagomban Pyazat by U Kyin U—Aungzeyatu Press.

(3) Ommadati Pyo by Hsameikkon Ywasa—Pyigyimundyne Press.

(4) Kandaw Mingyaung Myittasa—Kawi Myet-hman Press.

(5) U Kala Mahayazawingyi I—Pyigyimundyne Press.

(6) Padetha Thingyin by U Kyin U—Pyigyimundyne Press.

(7) Papahein Pyazat by U Kyin U—Pyigyimundyne Press.

(8) Yezagyo Hkondaw Pyatton—Hanthawaddy Press.

(9) Uteinna Pyo by Monywe Sayadaw—Hanthawaddy Press.

(10) Pyinsa-papi Rakan by U Shwe Ni—Aungzeyatu Press.

(11) Selections from Jataka Stories—Hanthawaddy Press.

(12) Thutathoma Pyo by Hsameikkon Ywasa—Sun Press.

(13) Shwe Pyizo Wuttu by U Lat—Kawi Myet-hman Press.

(14) Yazawin Gyaw by Thilawuntha—Wuntha Rekkha Press.

(15) U Ponnya Myittasa—Pyigyimundyne Press.

(16) Yadu, Bodawshin Eggyin and Mingala luda by Seinda Kyawthu Pyigyimundyne Press.

(17) Thathanashauk and Sundawgyi-sadan by U Ponnya—Aungzeyatu Press.

(18) Sabebin Wuthu by U Lat—Kawi Myet-hman Press.

(19) Lokasara Pyo by Kandawmingyaung—Pyigyimundyne Press.

(20) Mahathilawa Pyo by Mônywe Sayadaw—Sun Press.

(21) U Kala Mahayazawingyi II—Pyigyimundyne Press.

(22) Kyigan Shingyi-myittasa—Kawi Myet-hman Press.

(23) Mingala-thot Pyo by Monywe Sayadaw—Kawi Myet-hman Press.

(24), (25) Kyabin Tayaza, I, II—National Press.

(26), (27) Mahathutakari Maghadewa Linkathit, I, II—by Manli Sayadaw—Pyigyimundyne Press.

(28) Ashin Okkanthamala Myittaza—Pyigyimundyne Press.

(29) Rajovada 1, by Monywe Sayadaw—Burma Union Press.

(30) Mwenun Yagan by Shwedaung Nandathu—Zabumeitswe Press.

(31) Tayok Thanyauk Mawgun by Nawade 11—Zabumeitswe Press.

(32), (33) Rama Yagan I, II by U Yee—Pyigyimundyne Press.

(34) Yedin Mawgun by Nawade II—Hanthawaddy Press.

(35) Yadana Kyemon Wuttu—Aungzeyatu Press.

(36) Maha Pyinnyagyaw Shaukton—Hanthawaddy Press.

443. It may be mentioned that, under the auspices of the Burma Research Society and with the assistance of the University, a modern English-Burmese Dictionary is being compiled by Messrs. Dunn and Stewart, formerly members of the Indian Civil Service in Burma.

Government Prize for best Text-book.

444. Government has offered, from time to time since 1926, a prize of Rs. 1,000 for the best text-book written during a prescribed period. The value of the prize is reduced at present owing to financial stringency to Rs. 750. The competitions have produced a considerable number of manuscripts of books, good, bad and indifferent for school purposes. Awards have been made for the following works :—

U Ba Sein's translation of "A Hand book of Rudimentary Hints to Primary Teachers."

U Ka and U Po Thon's translation of "Primary Arithmetic" by Owen and De.

U Ba E, B.A., K.S.M., A.T.M., Deputy Commissioner (Retired) "Civics."

A prize has been offered for a work written during the year 1935. Any manuscripts offered which do not rank for the prize, but are suit-

able for school use, are brought to the notice of the Text-book Committee and publishers with a view to publication.

The University Prize—"The Prince of Wales Prize."

445. Since 1921, the University has offered an annual prize of Rs. 1,000 known as the "Prince of Wales Prize." The following works have been judged worthy of the prize :—

Saya Paw's Aegin "Wela-min-na-daw-thwin-aegyin."

U Ni's translation of John Locke's "Civil Government."

U Pe's "Varuna Pyo."

Aggamaha pandita Saya Myo's translation of the Tripitaka.

Maung Ba Thoung's "Gaba Razawinchok" a translation into Burmese of the "Outlines of General History" by Renouf.

The Rev. Ashin Addicca Vamsa's translation from Pali into Burmese of his work "The Inscriptions of Asoka."

Review of Book Provision Completed.

446. We have completed a bird's-eye-survey of the world of Burmese books. The deficiencies of that world for the purposes of the Vernacular schools are plain. We have reviewed the existing agencies for the supply of suitable books for the schools and the repair of the deficiencies in the supply. There is a vast amount of work waiting to be done by these agencies.

"Books in Public Elementary Schools"—Report of the Consultative Committee of the Board of Education.

447. We commend to the attention of all concerned with the writing or compilation of books for Vernacular schools and with the examination and selection of new books, the Consultative Committee's Report on "Books in Public Elementary Schools." Here is an authoritative statement of the principles that should govern the making and selection of books for the several subjects of the curriculum of the proposed reorganized system of schools in Burma. We do not suggest that these principles should be slavishly applied in Burma, but we suggest, however, that any departure from the principles other than an adaptation to the particular conditions of Burma should be made only after careful study.

Miscellaneous.

Children without Books and Slates.

448. In view of the poverty of many pupils and their inability to supply themselves with readers and other books and slates, it is desirable that Local Education Authorities should examine ways and means of providing a free supply of these materials.

Book Prizes.

449. With a view to developing pride in the possession of books and an interest in them, we should like to see a movement started to encourage the endowment of every primary school by local people with book prizes. At the same time the giving of medals as prizes should be prohibited.

School Museums.

450. In a few schools attempts are made at organising small museums of local fauna and flora, etc. We suggest that steps should be taken to compile instructions and guidance for teachers in the organization and maintenance of small museums suitable for Vernacular schools.

Lantern Slides.

451. In 1905, eight sets of lantern slides were purchased by Government for use in Government schools to promote knowledge of other countries within the British Empire. The collection of slides has been augmented to include countries throughout the world. At present, there are 20 sets of slides in circulation in 10 boxes among 47 Government Anglo-vernacular schools. There are altogether nearly 1,000 slides of stones throughout the world. The need of the Vernacular schools for this sort of educational material is much greater than that of the Anglo-vernacular school. This material should be diverted to Vernacular schools and should be at the service of Local Education Authorities able and willing to use the material. It is recommended that a scheme be prepared to give effect to this suggestion.

452. Arising from our review of book resources we recommend :

(1) that the lists of books published annually by the Text-book Committee should be exhaustive and should indicate the books actually available and suitable for each subject in each class ;

(2) that the Text-book Committee should concentrate further on the scheme for developing the supply of books suitable for Vernacular schools, and in association with bodies such as the Burma Research Society, the Burma Education Extension Association, the Burma Book Society and authors and publishers endeavour to arrange for the making and publication of the following kinds of books for Vernacular schools :—

(*a*) a standard and inexpensive Burmese-Burmese dictionary ;

(*b*) concise dictionaries in the Burmese-Karen, Burmese-Kachin, Burmese-Chin, Burmese-Shan, Burmese-Urdu, Burmese-Hindi, Burmese-Tamil, Burmese-Telugu and Burmese-Bengali languages ;

(*c*) anthologies of prose extracts of a secular kind;

(*d*) a history of Burmese literature suitable for school use;

(*e*) a simple Burmese-Burmese grammar being neither a straight translation of over-formalized Pali grammar nor of a standard English grammar;

(*f*) graduated Primers and Readers;

(*g*) nursery rhymes, picture books, story books for primary schools;

(*h*) Boys' and Girls' Papers and Magazines in Burmese;

(*i*) original stories, or translations, folk tales, tales of adventure, of exploration, stories of world history, stories and biographies of historical personalities, of inventors, in sum, any material of interest and value to children from age 6 to 16;

(*j*) books for the several subjects of the curriculum as indicated; and

(*k*) translations of standard books on method, class management school organization, etc., for use in the training of teachers;

(3) that as there is an urgent need for secular text-books in Burmese for courses in non-Burmese vernacular schools; the preparation of such books should be undertaken;

(4) that Government should encourage, as far as possible, and give financial contributions towards the making and production of text-books in the several non-Burmese recognized vernaculars;

(5) that a special Committee should be constituted to overhaul the Urdu text-books used in Urdu schools with a view to selecting more suitable text-books in modern Urdu in general cultural subjects and prescribing such suitable books as may be available in India and to prepare a separate course in Urdu for Burmese Muslim schools teaching Urdu as a second language;

(6) that the existing system of classification of Registered Publications should be overhauled with a view to more accurate classification;

(7) that reviewers of Registered Publications should be required to give more information about the contents of books, the cogency of the presentation of the contents, and the quality of the language and style;

(8) that the Registration machinery should be extended if necessary to bring within its jurisdiction novels and magazines that are published in large numbers at present;

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(9) (*a*) that the system of library grants discontinued in 1932-33 should be revived as soon as funds permit and that such funds as become available should be used to promote the opening and development of vernacular libraries and reading clubs in rural areas; and

(*b*) that a standard list of Burmese books be drawn up for this purpose;

(10) that a system of travelling libraries of vernacular books for Vernacular schools should be developed by Local Education Authorities on the lines of the travelling libraries now operated by the Director of Public Instruction;

(11) that the library of the Director of Public Instruction be organized as a Central Educational Library and be kept up-to-date with all important publications on education;

NOTE.—This Central Library should also be the library of the Inspectors of Schools and Deputy Inspectors of Schools whose headquarters are in Rangoon.

(12) (*a*) that Inspectors and Deputy Inspectors of Schools whose headquarters are outside Rangoon should have adequate collections of up-to-date standard reference books;

(*b*) that a travelling library or libraries of the more expensive books be organized for the use of Inspectors and Deputy Inspectors stationed outside Rangoon;

(13) that each Local Education Authority should maintain its own library;

(14) that the development of school museums be encouraged and that a pamphlet of information for school managers and Local Education Authorities be compiled;

(15) that the eight sets of lantern slides now in use in Anglo-vernacular schools be diverted to the service of Vernacular schools;

(16) that Government's offer of a prize of Rs. 750 for the best text-book be continued as an annual prize;

(17) (*a*) that in view of the poverty of large numbers of children, Local Education Authorities should undertake the supply of free slates and books;

(*b*) in pursuance of (*a*), that Local Education Authorities should introduce a separate section in their Budgets to provide for the supply of free books and also for the equipment of new schools and the replacement of worn equipment in existing schools; and

(*c*) to give effect to (*a*) and (*b*), that, subject to the sanction of the Ministry, a system of grants-in-aid at fixed

rates and within defined limits be devised and applied by all Local Education Authorities ;

(18) that steps be taken to encourage the endowment of primary schools with book prizes, and that the giving of medals as prizes be prohibited ;

(19) that in the preparation of books for use in schools, makers and printers of books should follow the instructions of the Consultative Committee of the Board of Education, in its publication " Books in Elementary Schools. "

SECTION XI.

Provision of School Buildings and Equipment.

453. Of the total of 5,582 recognized Vernacular schools in the province, 5,440 are privately owned. Few of the managers of these schools have received grants-in-aid towards the cost of the building or the equipment of the school. The private school manager has the power, subject to the approval of the Local Education Authority, of employing and dismissing teachers. In the circumstances, the private manager is entrenched in conditions that may favour nepotism, petty tyranny and inefficiency. The [illegible] be kept at a reasonable pitch of efficiency by the fear of losing recognition and aid. On the other hand, a Local Education Authority in dealing with inefficiency has to take into account that the manager owns the only school building and equipment in the area, and the power of the Local Education Authority is weakened because it must hesitate to take steps that might deprive it of the use of buildings and equipment that it is not in a position to provide from its own resources.

454. Often, owing to death or other causes, the continuity of ownership of school buildings is interrupted to the detriment of the education of the children and the tenure of the teachers employed.

455. The system of recognising private managers does not conduce to the provision of adequate buildings and equipment. The private manager is generally unable to make more than the minimum provision that will secure recognition. Many recognized schools are not suitably housed. Most schools have no land for drill and recreation purposes ; many are sited regardless of educational requirements.

456. It is desirable, in our opinion, that policy be set gradually in the direction of converting all schools, except monastic schools, into Board schools so that in time, not only will buildings be properly sited and designed, but Local Authorities will acquire more effective control over headmasters and the appointments of assistant teachers.

457. The village school need not be an expensive building. It must have light and air, and space for recreation and, if possible, for

gardening and other out-door activities. It should be a model for its environment instead of being, as it is in many places at present, a part of a dwelling house huddled in a huddle of mean houses.

458. We are of opinion that private ownership of the Vernacular school is not in the best interests of Vernacular education and that, subject to the rights of existing private-owners, where a community or an association of responsible persons in a community is willing to provide a building and equipment for a Vernacular school, such provision should be preferred to that made by private persons.

459. We are further of opinion that the Education Department should reconsider existing stock plans of Vernacular school buildings and in consultation with experts on building and public health, and keeping in view the proposed reorganized curricula, prepare revised standard plans of Vernacular school buildings.

SECTION XII.

School Public Health and Medical Service.

Medical Service in Anglo-vernacular and English Schools.

460. A scheme for the medical inspection of pupils in Anglo-vernacular and English schools was established in 1921. The scheme developed steadily until 1931, when financial stringency compelled Government to withhold grants-in-aid. In 1931, the pupils in 237 English and Anglo-vernacular schools received medical inspection and attention. In 1934, according to reports received, only 29 schools had continued the medical service. This they did at their own expense ; some doctors generously gave free medical service to schools. The Education Department is now taking steps towards the revival of the medical service to the Anglo-vernacular and English schools on the basis of grants-in-aid.

No Medical Service in Vernacular Schools outside Hlègu Health Unit.

461. Hitherto, outside the Hlègu Township, where a public health experiment has been and is being carried on, no effort has been made to supply medical inspection and attention to the pupils of the Vernacular school system. The Hlègu Health Unit has been able to establish touch with 41 Vernacular schools in the township. Pupils are medically examined once a year ; the medical examination is followed up by letters and pamphlets to the parents. All the schools have adopted adequate sanitary arrangements and 17 schools have a satisfactory water supply. In the outlying areas of the township, malaria, which is prevalent, and other common diseases are treated. Lectures on the health education of the child and on special health

topics are given by the doctor in charge and the health inspectors of the Unit. Cinema and lantern lectures are given in schools to pupils and parents.

Public Health Department Unable Further to Extend its Activities to Vernacular Schools.

462. In consultation with the Director of Public Health we have enquired into the possibility of associating officers of the Public Health Department with the Vernacular school system in the development of health education in the Vernacular school. The Department cannot undertake such work with its present staff. It has 22 officers of the Sub-Assistant Surgeon class for public health work in 37 Districts ; 7 are in fixed posts ; 15 are available for District work and are directed as a mobile force to cope with out-breaks of epidemic disease throughout the Province and are more than fully occupied with epidemics. It would be unreasonable to ask these officers to undertake any additional services in Vernacular schools. With existing resources there is no prospect of extending work of the type of the Hlègu Health Unit to other areas.

Municipalities should give Medical Service to Vernacular Schools.

463. Many municipalities now employ qualified health and medical staffs. We see no reason why the services of these staffs should not be applied to medical inspection and attention to the children of the Vernacular schools in the jurisdiction of the municipalities, and we are of opinion that this should be done immediately.

Scope of Public Health Work in Schools at present.

464. A certain amount of public health work and propaganda is achieved in the Vernacular schools through the teaching of hygiene, by the essay and poster competitions organized annually in the schools by the Public Health Department and by means of local exhibitions and a series of pamphlets to the schools. We are of opinion that this work and propaganda should be intensified and that in particular training in hygiene should receive more emphasis in the Training Institutions. We suggest that all teachers and Deputy Inspectors should undergo, during training, a special course in personal and public hygiene, conducted by specialists of the Public Health Department.

Proposals for Development of School Medical Service.

465. We have discussed with the officers concerned the possibilities of linking the services supplied in Child Welfare Clinics and similar organizations with the Vernacular school for girls. It was pointed out that the meagre staffs of these clinics are more than fully occupied

with their special work and could not cope with any additional work in connection with Vernacular school pupils. There is no objection, however, to teachers in Vernacular schools establishing touch with clinics in order to give help and also to improve their own knowledge and convey appropriate teaching into the Vernacular school.

466. But these proposals do not go far enough. The health of the child in school and his physical welfare and development is as much the concern of the Education Department as the mental health and development of the child. In recognition of this concern an adequate school medical service should be developed. For this, a whole-time medical service will be necessary. In the Punjab, a beginning has been made with the development of a medical service based on a parallel development of local dispensaries. The dearth of local dispensaries, it was pointed out to us, is one of the major deficiencies of medical provision in Burma. Realising that a whole-time medical service for Vernacular schools will be a vast and expensive project, we enquired whether it would be feasible to develop the project by the relatively inexpensive method of local nurses in charge of local dispensaries and groups of schools. We were informed that as it is a cardinal principle of medical administration that only persons with recognized medical qualifications can be permitted to discharge responsible medical duties, a service by local nurses is impracticable.

467. We consider that time is ripe to organize medical service for pupils of Vernacular schools and that as a preliminary measure two Medical Inspectors of Schools should be appointed (one for Lower Burma and one for Upper Burma). The Inspector-General of Civil Hospitals agrees that this is a fitting and necessary preliminary step and is willing, in consultation with the Director of Public Instruction, to prepare a scheme. The Inspector-General of Civil Hospitals considers that Medical Inspectors should be graduates in medicine with special qualifications in pediatrics and public health, that these officers should work in collaboration with Municipal and District Medical Officers with a view to organizing local resources for the medical service of pupils of Vernacular schools, to guiding and instructing teachers, and to securing medical attention, where possible, for children requiring remedial treatment. We consider that particular attention should be given in school medical service to the incidence of venereal disease among school children.

468. We think that every school should have a medical box of simple specifics which can be used by the average teacher for the treatment of simple bruises and the common diseases of ear, eye, nose, throat and skin.

469. Our recommendations are—

(1) Existing propaganda in schools in the shape of—

(*a*) essay competitions ;

(*b*) poster competitions ; and

(*c*) the introduction of reading matter from public health and medical pamphlets—should be intensified ;

(2) recruits under training for the teaching profession and Deputy Inspectors of Schools should undergo short courses in personal and public hygiene conducted by Public Health Department officers with a view to making the teaching of hygiene in the schools more efficient and with a view to making the practice of the teacher in his school an example to the environment of the school ;

(3) where possible, Public Health Officers should be encouraged to give lectures and demonstrations to pupils and to groups of teachers ;

(4) teachers should be encouraged to link the school and its activities with local dispensaries, child welfare clinics and similar institutions ;

(5) supplementary to the medical services now provided in Anglo-vernacular schools, and with a view to the development of a medical service for Vernacular schools, two Medical Inspectors of Schools (one for Lower Burma and one for Upper Burma), graduates in medicine with suitable qualifications for school work, should be appointed to form the nucleus of a school medical service scheme similar to the scheme which is being developed in the Punjab. For this purpose, the Inspector-General of Civil Hospitals, in consultation with the Director of Public Health and the Director of Public Instruction, may be invited to prepare a suitable scheme ;

NOTE.—We consider that a medical service to school children should have particular regard to venereal disease in addition to other common diseases of children.

(6) municipalities with medical and public health staff should now undertake medical service to the pupils of the schools in their jurisdiction ;

(7) every Vernacular school should be equipped with a simple medical box for the treatment of the common diseases of eye, ear, throat and skin, and simple hurts ; and teachers should be trained to use effectively the contents of this medical box.

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SECTION XIII.

SCHOOL ACTIVITIES—OUTSIDE FORMAL CURRICULA.

470. The activities of pupils as Boy Scouts or as Girl Guides, in organized games and sports and in other organized activities are an important part of education. We suggest that steps should be taken to interest teachers and pupils in such movements and activities as—

(*a*) The Boy Scout Movement ;

(*b*) The Girl Guide Movement ;

(*c*) The organization of village social and athletic clubs, reading circles, hobby circles, village libraries and the like ;

(*d*) Child and Village Welfare Societies ;

(*e*) Co-operative Societies ;

(*f*) Village Arts and Crafts Clubs ;

(*g*) Wireless reception ;

(*h*) Young Farmers' Clubs ; and

(*i*) Thrift and Savings Societies ;

The Boy Scout and Girl Guide Movements.

471. The Boy Scout and the Girl Guide Movements are well established in Burma and are invaluable adjuncts to formal education. These movements have hitherto been confined largely to the Anglo-vernacular and English schools. A start has been made with the development of the movements in Vernacular schools, and we suggest that all possible encouragement should be given to this development. Translations in Burmese of some of the literature of the movements are available. The equipment for the activities of Scouts and Guides is relatively inexpensive. All that is required is to interest recruits for the teaching profession in the movements and to assist them to foster Scouting and Guiding in the schools when they take up their professional duties. We suggest that the Training Institutions for Vernacular teachers should work in collaboration with the authorities of the Scouting and Guiding Associations.

Other Movements.

472. In regard to the other activities we have mentioned, we can best illustrate what can be done by brief references to one or two activities elsewhere.

Young Farmers' Clubs.

473. The following description of the development in Australia of education activities in schools for adolescents is a pointer to directions in which developments might be guided in Burma :—

(*a*) * " During the last two years or so there has been a surprising growth in all States in the number and in the activities of Young

Farmers' Clubs, or Home Projects Clubs as they are called in Western Australia and South Australia. It would be difficult to trace the precise origin of the movement, if indeed it has any single origin. The establishment of school gardens, nature study activities and agricultural work helped to pave the way for the present movement. Reports of the successful working of Young Farmers' or Calf Clubs in the United States undoubtedly had a stimulating effect."

(*b*) "The Young Farmers' Club is simply an organization of the pupils within a school for the systematic and scientific pursuit of projects in the care and study of animals and plants. Under the guidance of the teacher the children in these clubs rear poultry, pigs, calves, sheep or bees, they grow fruit, cereals, tobacco or other plants, they study the effect of the top-dressing of pastures or of the rotation of crops, they study the composition of soils and the benefits of manures of various kinds. As a rule, a given school concentrates on one or two main types of work, but there may be as many individual projects as there are members of the club. The work undertaken by a school is usually closely related to the life of the district; it may indeed represent a direct attack on some local problem."

(*c*) "Each child undertaking a project as a club member has to keep a detailed record of his work as well as accurate accounts of receipts and expenditures. The officers of the club are elected by the children from their own number, and at the regular meetings correct rules of procedure are followed. Field days give an opportunity for the parents to gather at the school. In some cases these days have assumed much local importance and have the status of an important function in the life of the community. On such occasions the children display their produce and give an account of their work."

(*d*) "The following extract, which is typical of notices which are appearing almost daily in the press, refers to a field day at Notting Hill, Victoria, which was attended by about 500 persons, including the Minister for Education, the Director of Education and the member of Parliament for the district: (Lectures and demonstrations were given by children on milk testing, separating and hygiene, pastures, cultivation, plant dusting, poultry, sheep, drainage, carpentry and motor ploughing. A debate was held, and there was a parade of stock owned by members of the club. Competitions were conducted for judging stock and ploughing. The ploughing competition, which was the first of its kind conducted in Victoria, was designed to test the boy's ability to plough, his knowledge of the implement and the manner in which he managed his horses.) The ploughing competition referred to was won by a boy of about 12 years of age."

(*e*) "Much assistance has been given to the movement on its technical side by other State Departments, particularly the Departments of Agriculture. Teachers and scholars have, in many cases, become learners together in the working out of projects and experiments."

(*f*) "In South Australia there are 225 schools in which one or more projects are on foot. Returns of receipts and expenses by 1,105 of the young farmers in these schools show a total net cash profit of £660. New South Wales has approximately 130 clubs in operation with a total enrolment of 3,000 members. It is also announced that the Education Department proposes to provide through the Sydney Technical College correspondence courses for Young Farmers who have left school. For a small fee boys or girls will receive further expert guidance in the particular section of work they commenced to study while at school. New South Wales has three supervisory teachers, in addition to a Supervisor of School Agriculture, stationed in various parts of the State so that they can co-operate with advisory committees in the establishment of clubs. In Victoria the movement is growing apace. Over 300 clubs have been formed, and scarcely a week passes without an addition to the number. The enthusiasm of the teachers who have taken up the work is well illustrated by the fact that 70 of them recently attended at their own expense a fortnight's course of instruction arranged by the Department in Victoria. In Western Australia much interest is being taken in the movement and many types of project are on foot. Tasmania has seen a marked extension of the agricultural work of her schools. Many children have carried out home-projects in agriculture. Calf Clubs are also being formed in some schools. A number of Tasmanian teachers gave up a portion of their last Christmas holidays to attend a school of instruction in agriculture. Seedsmen in the larger centres have given all the seeds required, and the Electrolytic Zinc Company has supplied all the manures needed, delivered free of cost to the schools. The growth of home projects in Queensland is well illustrated by the following figures. In 1927 there were 53 schools, in which 74 clubs had been formed. In 1931 there were 243 schools, in which 399 clubs were in operation. The total membership increased during this period from 516 to 3,200."

(*g*) "The foregoing sketch of the development of the movement in each State gains its chief significance from the fact that though the formation of clubs has been encouraged by the Education Departments, no pressure has been placed on any teacher or school to take up the work. The movement is entirely voluntary."

(*h*) "The educational soundness and the value to the community of this movement needs no emphasis. It appeals to the child's native interest in animals and in growing things; it links home and school in a new and vital fashion; it catches the full value of the idea underlying the project method while avoiding any risk of artificiality; it is so firmly embedded in realities that it can scarcely undergo the academic deterioration which has so often beset attempts to introduce a genuine element of realism into school work; in the hands of a good teacher, the interest and the incentives derived from the work of the club will give a new zest and a new significance to many of the regular school

studies. The movement is likely to be of particular value in Australia if those critics are correct who affirm that Australian schools are apt to err on the side of formalism in methods of instruction, and of over-stress on academic achievement in the wider aims of the school. An awakening of interest in scientific farming methods has already been evidenced in many districts where such clubs have been formed. It is thus no exaggeration to say that the movement is potentially one of national importance. For a country depending as Australia does on its primary products this new phase of school work is so truly rooted in the soil that it can scarcely fail to bear fruit."

Activities of a Reorganized Post-primary School in England.

474. The following is a description by Sir Percy Nunn of a *post-primary* school in England reorganized on "Hadow" lines :—

(*a*) * "To the ordinary school class-rooms, which are mostly of recent date, the managers have added a building containing two large rooms, one being provided for cookery and laundry work, the other for handicraft and practical science. In both the equipment is simple, but efficient as well as economical. The practical workroom for the boys shows in particular what excellent arrangements may be made by a headmaster who has a free hand, is prepared to deal unconventionally with the problems before him, and has vision as well as experience. For the girls, domestic science and needlework, and, for the boys, rural science, gardening and handwork are staple subjects occupying a substantial amount of time throughout the three-year course. Pains are taken—and taken successfully—to encourage the interest of parents as well as of the girls in the domestic work. The cookery is of the kind that would be useful either in a cottage home or in the houses to which many girls go as domestic servants ; and soiled articles brought from home are the materials of the lessons in laundry work. But to let the girls prepare the daily meals for the school would prevent their making an orderly progress in the art of cookery. The provision of the meals is, accordingly, in the hands of an adult cook engaged for the purpose."

(*b*) "The large garden is maintained wholly by the labour of the boys under the direction of the headmaster, who has shown much skill in basing a scheme of experimental and observational science, excellent in itself, upon the problems and practices of gardening. His programme is supplemented by the weekly lessons on rural science broadcast by the B.B.C. Moreover, the boys' interest is by no means confined to their own territory ; for each has assigned to him a district beyond the school (this is true also of the girls), and is expected to study it from the combined points of view of the geographer, the historian, the farmer and the sociologist. The results, when put together and

* See pages 154 and 155, Year Book of Education, 1932.

represented in maps, produce illuminating surveys of the countryside showing the distribution of crops, the geographical and geological conformations, etc., as well as much interesting description and analysis, based upon the observers' notes. In these exercises there is abundant opportunity for cultivating skill in the use of line and colour. Further purposeful work of the same kind is done by the boys, who draw large scale sections of agricultural machines and elucidate their drawings by descriptions based upon first-hand enquiry."

(*c*) "Teaching of mathematics is specially vigorous, fresh and interesting. Outdoor work, including surveying, forms an important part of it, and the headmaster has succeeded in breaking away from the old elementary school tradition which in this subject, almost more than in any other, was a bar to real progress."

(*d*) "The programme sketched above is taken in its fullness only by the "A" classes ; for the school, being non-selective, has to accommodate the dull and backward as well as the brighter children in its constituency. As might have been expected, the predominately practical nature of its curriculum gives the duller children much better opportunities than they would receive in another kind of school ; and there is little doubt that their work in literary subjects is helped by the fact that in the major occupations of the week there are so many things which they can do efficiently, gaining from them both a love of work not wholly unintellectual and also a useful heightening of their self-respect. While the teaching most characteristic of this school is both planned and given by the headmaster, the ordinary school subjects are also in a state of activity distinctly higher than was usual under the old conditions. The interesting nature of the work has rendered it possible to attract a superior staff, including a university graduate who counts French among his teaching subjects and has made the school football team a formidable unit."

A Synthesis of Local Knowledge.

475. The following Appendix to a pamphlet named "Village Survey-making—an Oxfordshire Experiment"—Board of Education, Educational Pamphlets No. 61 might produce fruitful teaching in local geography and other subjects if teachers and pupils could be induced to take up experimental work on the lines indicated.

HINTS FOR BEGINNERS.

"Get the 6-inch Ordnance maps for your parish. Make rough tracings on tracing paper (later on tracing linen), keeping each tracing for one subject, *e.g.*, field-shapes, streams, geology. Choose a key feature, *e.g.*, the main road, for insertion in each tracing, as a guide for later comparison of maps. (Rice or sandwich paper, in large sheets from the grocer is cheap and does very well for the start, but maps which are to be preserved, or to be often super-imposed, should be on

tracing linen). Let children do as much of the work, mental and manual, as possible.

(1) Trace the outlines of the fields ; collect field names and write them in, on one tracing.

(2) Find out the crops growing on each field (oats, wheat, etc., clover, turnips, grass for pasture, grass for hay). Write these on each field in another tracing, or, if you like, colour them (pale wash) green for pasture, etc., orange yellow for other crops, brown for fallow.

(3) Water supply : Where does this come from ? Mark on a separate sheet the springs and wells and ponds of the village, and the streams. (Colour blue if desired). Trace from 6-inch map, but check it by visiting. How deep are the wells and ponds ? (Make a model spring.)

(4) Begin a History map. On another tracing, shewing houses, make notes of places where historic events happened (*e.g.*, 'Charles I slept here') or where historic 'finds' were made, *e.g.*, of 'old stone' or 'new stone' weapons, Roman or Saxon remains, etc., and the position of turnpike, or village stocks, or old school, if ascertainable, or manor house.

Later.—Other maps (and collections of pictures, *e.g.*, picture post-cards and children's drawings) may be made to explain material collected.

(5) Roads and Communications : Road-making materials ? Use 6-inch and ¼ inch scales for roads, rail and motor service.

(6) Geology (enlarged from 1-inch geological map, both 'solid' and 'drift' maps if possible). Children to bring in soil specimens, marking place from which these are brought. Develop, in connection with school gardens and with water supply.

(7) Contours : Trace from 6-inch map. Verify by walking over the ground. Model contours in relief (even roughly). Make a geological section.

(8) Distribution of houses and farm buildings ; trace from 6-inch map, check ; note relation to soil, water communications.

(9) Material and date of houses (with drawings).

(10) If possible, make a historical map of the district before the land was enclosed (from, *e.g.*, 18th century enclosure map, or tithe map), or a picture map of local industries, past or present.

(11) Farm boundaries and land holding.

(12) Parish boundaries and Local Government areas. Reason ? (6-inch and ¼ inch scales.)

(13) Occupations : What do people do in the village ? Classify. If too complicated for mapping, then keep for manuscript book.

(14) Markets : Where do the things grown and made in the village come from ? (6-inch and ¼ inch scales.)

[Meanwhile collect information on :—(1) History, (2) Agriculture and farm stocks ; (3) communications, past and present ; (4) local wild

flowers and trees and animals ; (5) folk lore, old customs and implements, local surnames and any special movements into and out of the village, *e.g.*, by groups of navvies or gipsies. Record all this in Manuscript book, giving source of all information and date. A loose-leaf note-book is best, with separate sheets for each subject. Get parents and grand-parents to help, if possible. Use discretion (of course) in preventing the children appearing 'inquisitorial.' Go slow —so long as the children remain keen.]

Each school will probably wish to specialize to some extent, after the first general stages of enquiry, on some aspect or aspects, *e.g.*, local history, agriculture and farm problems, geology."

An Experiment in Rural Reorganization.

476. Part II of a pamphlet issued by the Board of Education, named "An Experiment in Rural Reorganization" is reproduced as it contains information and material that are of significance in connection with the theme not only of this section but of the whole report.

The School as an Estate.

(*a*) * "The most marked influence of the new Area School on the adolescent child is the spacious planning and disposition of the school premises. The entrance of the children to the new school life is as the entrance to a new world, a world which they themselves can help to create and beautify, 'a fair meadow' in the words of the Hadow Report. The first step in directing the minds of the teachers towards the creation of this new environment was taken in a circular which the Secretary of the Local Education Authority sent out some two or three years ago. It was then suggested to the teachers that the gardens should be extended to include the whole of the school premises with a view to putting the school in an attractive setting. This circular has not only greatly influenced the care of the premises of the older school ; it has provided knowledge and technical experience for the lay-out of the new Area School. The only instruction given by the authority has been that the school and its premises should be regarded as a small estate to be developed and kept in a good order. The lay-out has then been left to the individual planning of the Head Teacher, with assistance from the Authority's Organizers of gardening. Marked individuality has been shown and the results have not only been attractive in themselves, but, as explained below, have led to a great extension of many forms of practical activities. . . . . .

In order to obtain decorative effects there must be an initial outlay for trees, shrubs and plants which take some time to mature. Towards this outlay the Authority have made an allowance,

* Pages 18—29 of Board of Education—Educational Pamphlet No 61.

but the greater part of the money has been raised by local effort. Managers and others are proud of their schools. They not only back up the Headmasters in obtaining the requisite funds ; they give help in the care of grass on the playing fields, and they give advice on local soils and on general maintenance. One Area School has raised more than £100 during the last twelve months. Local interest in the schools has been stimulated by the creation of augmented bodies of managers, representing the whole district served."

(*b*) "Both boys and girls take part in the gardening activities. In one school where the soil is clayey and worked with difficulty, the boys have worked early in the morning as well as during the mid-day interval and after school hours in order to see their garden develop quickly. Rarely, indeed, is this care for the estate confined to school hours."

(*c*) "In addition to the decorative setting, general gardening is prominent in the curriculum. Large gardens are essential in order to allow of a progressive course with increasing responsibility for the older pupils, and already many of the gardens exceed an acre. The first two years of the course are spent in general training. After that the boys have special responsibilities. In one school they have made three model cottage gardens each with an individual design ; and each of these gardens is kept in order by a team of boys in their third year. Another school aims at devoting a considerable portion of the third year to a study of fruit culture."

(*d*) "It is obvious that gardening upon this scale allows of very great variety in practice ; *e.g.*, it includes not only the grafting of fruit but also the propagation of ornamental shrubs, the special attention needed for the cultivation of early crops and so on. The presence of a woodwork room within the school has enabled the boys to make garden frames and to plan and shape ornamental trellis and supports. At one school a small greenhouse is in course of erection and an ornamental pond with a bridge is almost completed. Other features which may be mentioned are the use of local woods and materials in garden design. Some schools have established a practice of throwing open their gardens to parents on summer evenings, an extension of the parents' day which is much valued. The parents are greatly interested in all that they see and it is clear that there will be a future home for all the stock propagated by the children."

A Unified Curriculum.

(*e*) "The second important feature of the Area School is that the whole of the children's education is brought under one roof and under one direction. So long as practical activities were taught in Centres they were isolated from the general curriculum and from one another. The teachers of wood and metal work, and the teachers of Domestic Science, tended to develop their own technique. They worked in

isolation not only from one another but from the Head Teachers and class teachers of the children whom they were instructing. Further, the influence of any Art or Craft work within the school was not really felt in the work of the Centre. The Area School has changed all this. Mention has already been made of the influence of the gardening upon the wood and metal work. The influence of the school garden extends also to Domestic Science, for the garden produces an excess both of vegetables and fruits which are preserved profitably to add to the variety of food in the canteen."

(*f*) "The difficulty of providing for full-time teachers both of Manual and Domestic instruction is being got over by allotting to these specialist teachers such other duties in connection with the general instruction of the school as fall within the orbit of their principal subject."

(*g*) "Special skill either in art or in general craft work on the part of the men or women teachers of practical subjects can readily find an appropriate outlet in the Area School and great variety can be brought into the school routine. These larger activities and points of contact between one part of the school work and another are found in practice to be of very great value."

(*h*) "The workshops themselves are being equipped much more in conformity with realistic practice in traditional crafts than ever before. This extension and modification of equipment sometimes includes a small electrically-driven lathe for wood and metal work together with a forge and a small equipment of the common and more useful appliances for metal work."

(*i*) "It is surprising not only how much can be accomplished in this direction, but how economically it can be accomplished by departing from formal work involving small and often useless exercises and by engaging upon bigger projects and more realistic activities. Experience has shown that there need be but little or no waste of materials ; in several schools the making of small models and the performance of formal exercises have given place to the construction of good saleable articles for the home, and useful fittings and appliances for the school and garden. In one school in particular, the profits obtained by the adoption of really purposeful work have enabled the instructor to extend his workshop equipment very considerably."

(*j*) "In an increasing number of schools other practical crafts are making headway, *e.g.*, Printing and Book-binding—three schools print and publish their own magazine—Weaving, Pottery, etc. Stress is being laid only upon such crafts as have a traditional and well defined craft history."

(*k*) "The increased respect shown towards practical activities and the enlarged knowledge of their possibilities are clearly reflected in the school Time Table. Opportunities both for English studies and Arithmetic arise naturally during the 'practical' lesson, with the

result that less time need be spent upon formal Arithmetic and formal English. In consequence, although practical activities occupy roughly one-half of the school time, other pursuits like literature, history and music, which may become 'the ornament of hours of leisure in mature years,' receive approximately the same number of hours as they did in the older regime. Further, as the teachers are developing a different outlook, they are attaching less and less importance to the type of class exercise which is merely sterile and academic. In other words, there is evidence of a greater determination to treat the English and the Arithmetic as the tools or instruments of all learning."

(*l*) "The Head Teachers, impressed by the value of Practical Instruction, have determined that it shall not be of a lower standard than that reached hitherto in subjects of the older curriculum. There can be no good craft work where the principles of art are lacking. Hence, all types of teachers are demanding and obtaining, either through the local Schools of Art or sometimes in classes organized by the teachers themselves, the training necessary to acquire the requisite outlook and skill."

The Problem of Grading.

(*m*) "The great increase in the provision of Practical Instruction is throwing light upon a question of much importance, whether from the point of view of administration or of the actual organization of the schools. The school work, by virtue of its approach to 'real life,' provides a common factor which makes it possible to teach within a single class children varying greatly in capacity and attainment. It is as yet early to make a definite pronouncement; but it seems as though the provision of two or more classes for children of varying ability but of the same year of age is not indispensable, and that children of the 'A' and the 'B' type can benefit from being taught in common. This is not to say, of course, that all the children will be expected to progress at the same pace. It means that the duller child is enjoying and benefiting from the lesson which appeals to the brighter, and that the difficulties arising from the varying rates at which individual children develop can be met by varying the standard of achievement expected of them within the limits of the same, or much the same, class exercises. If this solution of a well recognized problem proves to be sound, the administrative difficulties associated with the organization of Hadow schools in rural areas should be considerably diminished."

(*n*) "The area school should, of course, be large enough to allow of a separate class for the children of each year."

(*o*) "The conferences between the Head Teachers of the Area Schools and the heads of the Junior Schools in the area have already been mentioned. Even when a good general understanding has been secured between the Head Teachers and the groundwork is well planned in the Junior School, it happens from various causes that some children

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reach the Senior School with a poor command of the elements. The mere repetition in the Senior School of the methods previously employed will not in itself necessarily produce improvement; often the trouble is that a particular scheme of teaching, however well designed in general, has not met the needs of individual children."

(*p*) "An interesting example of variety in the treatment of difficult or backward children came to light in one of the Area Schools. The Headmaster noticed that the boys were heavy in their bodily movements, and he experimented to see whether an agile body would produce an agile mind. He caused special attention to be given to exercises designed to produce agility such as jumping, leaping, turning somersaults, and so on. No special apparatus was employed, but the school mats were all brought into requisition. A very high standard of proficiency in these movements of the body was aimed at and secured. The boys exerted themselves to the full, and the power of concentration which they acquired in these exercises has proved to be transferable to the activities of the class-room. There are possibilities in the further development of these methods. So far, there has been very little attempt in schools to deal with the clumsy finger movements which characterize 'bad writers,' although musicians and others have experimented with good effect on similar lines in musical training. If the inhibitions leading to clumsy movement could be removed, children would by the very increase of confidence find a new interest in what has always been to them an irksome task."

Games and Physical Activities.

(*q*) "One of the most marked influences of games and physical exercises, an influence not of course limited to the Area School but more quickly brought about under its general environment, is that on personal cleanliness and dress. A child who is unsuitably clothed cannot enjoy physical activity to the full, and he very soon becomes conscious of his disadvantage. It is, however, not only in the dress, but in general bearing of the children, that a change is noticeable. Freedom of space has given them a new poise of body and ease of movement. A visitor to one of the Area Schools observed that the children 'Walked about as if they belonged to a good boarding school.'"

(*r*) "Another very valuable feature in the general training is the wholesome rivalry in field sports. Sports are well organized and the children practise and train of their own accord. There are no prizes even at the County Meeting. It is sufficient that the children compete for the honour of their House, their School or their Area."

(*s*) "At the same time, it is felt that the authorities have not gone as far in their provision for physical education as may be possible in the future. They have deliberately built no halls in their new schools; they have refrained from doing so on grounds of economy and in

ıe knowledge that the omission of the hall has made it possible to uild a larger number of schools out of limited funds. Without a hall, owever, many of the exercises are impossible in the colder months of he year and there is a definite break in the continuity of the training. f physical exercises were merely movements of the body designed to romote general health, some form of appropriate activity could be nprovised in the playground. If, however, physical exercises are to e a weapon in conquering slowness or lethargy of mind they will fail f their effect if the mental concentration which they require is lost by isuse."

The School as a Social Centre.

(*t*) "The provision of school halls would obviously also help the chools to rise to the possibilities that lie before them as Social Centres. The addition of halls with the enlarged activities, both in and out of chool hours, which this would make possible, would be a very great boon."

(*u*) "In the absence of school halls, in which the schools can neet together and realize themselves as corporate communities, valuable opportunities of training are lost, and grouped activity, what for want of a better term may be called 'mass' instruction, is seriously urtailed."

(*v*) "Especially in some of these rural areas a school hall would neet a much felt want. Every school has a canteen, good cloakroom ccommodation, and provision for housing bicycles; moreover, the layground is a good parking ground for cars. Unless there is a hall, owever, there is no room readily available for comparatively large roupings for music, dancing, choral practice, lectures and the eception of wireless broadcasting. It is clear that people will not e induced to remain in country districts without some opportunity of social recreation and human intercourse. In no country in the world do personal riches follow rural pursuits; there is, however, a considerable strain of our population who are willing to suffer economic disabilities provided there are reasonable compensations."

(*w*) "By breaking down barriers and establishing contacts between what were formerly isolated villages, the Area School is already performing a valuable service to these rural communities. The effect of the schools in removing jealousies and promoting active co-operation between the youth of neighbouring villages is already apparent to the Head Teachers. Rural life has in the past suffered much from its isolation; it has suffered also by reason of its dependence on the leadership of a few. These few have given liberally of their time to leadership and social organization, but there are naturally limits to service of this kind. The great mass of the people have been content to be guests in the countryside rather than hosts, and have felt only the responsibilities of guests. The vigorous community life fostered in the

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Area Schools should eventually find expression both in an expansion in the number of those able and willing to lead, and in a better mutual understanding."

'The Skilled Service of the Community.'

(*x*) "It seems beyond doubt that children who are being educated in these conditions, and with the wider opportunities and fuller life which are possible in the Area Schools, must be acquiring capabilities and attitudes to life which will enable them to give a greater measure of skilled service to the community. People who live in the country must be capable of carrying out for themselves many services which are specialised in the hands of experts in the towns. The improved technical skill and knowledge which the children may be expected to acquire will enable them later on to take fuller advantage of the machinery and equipment which make for a better rural civilization. In many directions the schools have thus an important contribution to make to the rural economy of the future."

(*y*) "An understanding of the principles and methods of science for example will lead to the choice and cultivation of the right kind of crops, and will adapt production more closely to market requirements. Again, the schools are already giving a knowledge of the simpler uses of electricity, and of the care and maintenance of electrical appliances, and are preparing the countryside to take advantage of an electric supply. If the rural householder is to make effective use of electricity he must be able to trace and repair common defects with ease and confidence; otherwise electricity will continue to be restricted in application and dear in price."

(*z*) "Machinery, too, will inevitably become more and more widely used in rural life; the training in the school workshop is not merely encouraging general adaptability in the pupils, but is giving them command of tools and establishing a sense of confidence in their power of achievement. The more expensive machinery could be adopted in the countryside if it were used in common; but its effective use and manipulation will be impossible without an adequate training and a sufficient measure of skill. The special workrooms which the authority have it in mind to provide in selected areas should help to meet this need."

(*aa*) "The girls are in various ways developing skill in crafts. The introduction of weaving is not only teaching them an interesting craft; it is giving them knowledge of the correct use of material and pattern. The varied courses in cookery are teaching the use of foods that are already to hand, especially the fresh vegetables and fruit so important in modern dietary. The girls are acquiring a knowledge of the daily routine of a house and they are acquiring it in well-designed and suitably equipped rooms. Such knowledge will clearly be of great value to them, and will be of special utility both to

mistresses and to maids, if the girls enter, as so many of them do, domestic service as a future occupation. The Authority are thinking of providing instruction in dairy work, and this will add to the rural interests of the girls, and later on will contribute to the internal economy of farm life."

(*bb*) "The sound training which the schools are giving in the care and skilled management of the garden should result in a more skilled agriculture. What the children are now learning about the rearing of healthy plants can obviously be transferred to an understanding of the crops of the field. Children trained on these lines and equipped with some knowledge of the resources of modern science, should have a surer prospect of obtaining a living from the land and be the better able to enjoy rural pursuits."

(*cc*) "One means that the schools have adopted of showing modern horticultural developments has been the cultivation of selected fruit stocks from the East Malling Research Station, which are being grown in selected gardens for general distribution. The experiments in manures and the use of well-known artificials which are already practised in the schools, will contribute to the same end. The increased productivity already obtained by these means cannot fail to stimulate improved practice in ordinary life. Furthermore, as fruit gardens become established, the schools can take the opportunity to teach crop preservation through spraying and washes."

(*dd*) "The greenhouses and cold frames which the children themselves have made in some of the schools will show them how to raise those early crops which at present are so largely imported."

(*ee*) "The science teaching is being turned to practical effect in many ways. It is for instance demonstrating the principles of plant culture and the mechanism of machinery. The children are learning from their own experiments not only the method of science but perhaps what is equally essential, the importance of planning and of working to exact directions."

(*ff*) "It is not too much to anticipate that the existence of a well-trained and enterprising rural community will in course of time attract new industries, *e.g.*, canning factories to East Suffolk, to dispose of the new products."

(*gg*) "With these opportunities the schools may fairly be said not only to be giving the children increased powers of earning a living, but also to be teaching them how to live. Rural life can indeed provide the sense of adventure and opportunity which country-bred youths are too apt to imagine to belong exclusively to the towns."

Conclusion.

(*hh*) "It is evident that the results of reorganization in this county, although the scheme is still a long way from completion, warrant the fullest confidence in the Hadow proposals. This confidence is based

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not merely on the relatively economical manner in which reorganization has been carried to its present stage, but also on the overwhelming evidence that those children who are fortunate enough to come within the scope of the reorganization scheme are benefiting materially as compared with children in other parts of the area. These benefits are seen not merely in the results of the instruction, practical and other, which the children receive, but also in the very obvious improvement in their health, deportment and confidence. Their characters are being developed in various directions, but especially towards a fuller appreciation of their social duties and their individual responsibilities. The experience of this Authority shows unmistakably that if education, and particularly rural education, is to be placed on a reasonably economical basis, while at the same time the rural child is to receive an education suitable to his type and environment, there is nothing better calculated than reorganization to achieve these ends."

(*ii*) "Finally, no praise can be too high for the spirit in which the teaching staffs have undertaken a new and difficult task. The reorganization scheme has imposed on them heavy responsibilities. The preceding pages are evidence of the energy and initiative which they have brought to their work, and of the large measure of its success. The visitor to these schools cannot fail to be impressed by their atmosphere of happy, strenuous and orderly activity."

Movements in which some Teachers might be Interested.

477. Much as we should like to quote at length in connection with other activities suitable for adoption in Burma, we must be content with but brief references to such as :

(1) the collection of Rural Folk-lore in Wales ;
(2) the Bratachari—National Folk Dance and Folk Song Movement in Bengal ;
(3) thrift and savings schemes by means of stamps and coupons.

478. In other countries teachers in village schools voluntarily take part in organizations for the improvement of the social and occupational amenities of the community. They are found assisting in Floral and Horticultural Societies, in Poultry and Bee Keeping Associations, managing Village Institutes, on Rural Development Committees, organizing Games and Athletic Meetings, Rural Libraries and Reading Clubs, Musical and Choral Societies. There is enormous scope in Burma for teachers to make themselves leaders in many community activities. This is an aspect of his function that the average Vernacular teacher in Burma has not yet formulated to himself and which it must be the business of the Local and Central Education Authorities to develop in every possible way by training and encouragement and propaganda. The source of propaganda and encouragement must be the Central Education Authority whose business it is to maintain a flow of

information and inspiration on all topics concerning the teacher, his functions inside and outside the class-room as a leader of the community and the initiator and inspirer of new social and occupational activities of value to the community.

SECTION XIV.

Wireless Broadcasting, Etc.

479. Modern inventions such as the cinematograph, the gramophone and wireless broadcasting have placed at the service of education much valuable equipment. Educationists in many parts of the world are studying the applications and uses of these inventions in school.

480. We do not propose to discuss at length the use of the gramophone and the cinematograph in schools. The gramophone is useful for linguistic and musical study. Its use in Vernacular schools in the teaching of English should be encouraged.

481. Apart from a few towns where electrical energy and other facilities are available, there is little scope at present for cinema films, whether of the sound or soundless variety, for school purposes.

482. There are no insuperable difficulties to the adoption of broadcasting as an instrument not only of child and adult education but of rural regeneration and reconstruction.

483. The use of wireless for these purposes is being developed in India. The Report of the Indian Village Welfare Association for the year 1934-35 gives the following information in regard to the development of broadcasting in India.

(*a*) "The North-West Frontier Province has led the way to official experiment in broadcasting, and provides a valuable demonstration of what may be achieved. With the generous support of the Marconi Company and the Gramophone Company, both of which have lent equipment, a service to 15 villages was opened in March, 1935. Already the local inhabitants are demanding an extension of the system to other villages. Special attention is being given to the needs of women, who even during test transmissions were observed to crowd on to the roofs in the villages in order to listen. The hour devoted to questions affecting village life is now an eagerly awaited break in the routine of the peasant's life, . . . , the educational pills require to be well immersed in the jam of entertainment."

(*b*) "A high power station at Delhi is expected to be on the air in October. Madras will probably follow with a similar station. Bengal

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is considering a large scheme. Bombay and Calcutta are likely to recast their programmes upon an all-India plan, and cater for the Indian population both rural and urban."

(*c*) "In Hyderabed (Nizam) a scheme for 4,000 villages is likely to be inaugurated in the near future ; broadcasting stations are being installed at Hyderabad and Aurangabad. Schemes are also under consideration in Baroda, Mysore, Patiala and Rampur. The general outlook is hopeful, for the Central Government has sanctioned Rs. 20 lakhs for expenditure on broadcasting this year."

484. The October issue, 1935, of the "Asiatic Review" contains an instructive article on "Broadcasting and India's Future—the Peshawar Rural Broadcasting Experiment" by Lieut.-Colonel H. R. Hardinge. This article contains much useful information regarding the problems of broadcasting in conditions similar to those of Burma.

485. The Central Council for School Broadcasting in England is doing much valuable enquiry and research work in regard to the application of broadcasting to education.

486. We consider that time is ripe for the adoption of broadcasting in Burma, not only as an instrument of school education, but of general culture and of economic and social regeneration and reconstruction. As compared with other means of reaching the scattered millions of the Province and of overcoming the difficulties of isolation and lack of communications, which are serious obstacles to educational and other development, broadcasting is economical.

We consider that a committee should be constituted to examine the question of establishing broadcasting in Burma and to prepare a scheme of development of broadcasting as an adjunct to the educational and other social services directed by Government.

SECTION XV.

Examinations.

487. Examinations are generally criticized, on the one hand, as distorting educational functions and, on the other, as failing to measure accurately what they purport to measure. They are defended as necessary though sometimes objectionable instruments of education. Educationists have long been acutely aware of the maladjusiments of educational functions that attend pre-occupation with external examinations and of the factors of unreliability in the traditional methods of examination as measures of educational attainment and progress in the individual and in the mass. Both aspects of examinations are to-day the subject of much concern and study. There

is a large body of research work in progress and a large and rapidly increasing body of literature on the subject of the search for methods of examination that will obviate the objections and eliminate factors of unreliability. The subject is a complex and difficult one and there is no finality or consensus of opinion among the investigators. It is not always possible in dealing with examinations to separate the two general features that are most criticized, namely, "objectionable reactions" and "unreliable factors." Attention has been focussed recently on the "factors of unreliability" in examination methods by the work of Sir Philip Hartog, of Professor C. W. Valentine, of Committees of the National Union of Teachers and of the New Education Fellowship, and by the investigations conducted under the auspices of the Carnegie Corporation.

Examinations from the point of view of the Educationist.

488. The general objections to traditional external examinations were the subject of a report named "The Examination Tangle and the Way Out" published in 1935 by an International Commission on Examinations under the auspices of the New Education Fellowship. From the point of view of the educationist the objections are summarized in four groups which show their effect on (*a*) the Curriculum, (*b*) Methods of Teaching, (*c*) the Child and (*d*) the Teacher.

* "(a) *Effects on the Curriculum.*

(1) External examinations tend to dictate and stereotype the school programme of which they may easily become the sole aim and end. It is in consequence extremely difficult to adapt the curriculum to the needs of the individual child or to those of a special environment.

(2) Owing to their cumbersome and complex machinery external examinations tend to be over-conservative. Changes and adaptations which are long overdue can only be introduced after a prolonged struggle with the examining bodies. Furthermore, such examinations are not only a handicap to the normal development of the curriculum to meet new social needs but exercise an oppressive effect upon the imagination of the teacher. This fact is well known to all those who have attempted to prevent an unhealthy specialization in schools by the introduction of the project method or of such background cultural courses as those in general science and the social studies.

(3) Examinations in their present form test chiefly intellectual or so-called 'academic' attainment in the form of literary and scientific knowledge. Teaching in the schools is therefore devoted to the imparting of this knowledge. Though the practical and æsthetic sides of the curriculum are quite as important as the 'academic' side, they tend to be neglected since they cannot be tested by the traditional examination.

* Pages 30—33 of the Report.

(4) Owing to their importance in the examination certain subjects, such as mathematics and latin, frequently have a place in the curriculum which is out of all proportion to their value to the individual pupil."

"(b) *Effects on Methods.*

(1) Examinations tend to test only the mechanical side of a subject. This tendency has been increased in recent years by the institution of 'objective tests.' The result of this in the class-room has been an over-emphasis upon the memorization and assimilation of mere facts as opposed to the development of special aptitudes or of a general grasp of the subject.

(2) Pupils are trained to reproduce what they have memorized instead of learning to use reference material as they must in later life.

(3) Examinations frequently prevent a proper correlation of subjects, since they hinder the bringing together of a number of different fields of study into one combined course.

(4) Where, as is often the case, the secondary school leaving examination is largely in the hands of the university teachers, a double evil results. The university to-day is a specialist institution of a particular kind, suitable for the 'academic' type of boy or girl. But secondary school pupils are not all of this type and the great majority do not in any case continue their studies at the university. Nevertheless, owing to the control exercised by the university over the school-leaving examination the academic specialist's attitude toward his subject tends to prevail in the secondary school. Boys and girls who will leave school at sixteen or seventeen years of age receive a specialist training developed on academic lines instead of a general cultural course, and are compelled to learn much that will be of no cultural or vocational value to them after their school life is over. This introduces an atmosphere of unreality, and even of futility, into the school curriculum, and renders it extremely difficult for any teacher to make successful use of up-to-date methods of instruction, based upon spontaneous interests and the actual requirements of whatever career is to be followed after school life is over."

"(c) *Effects on the Pupil.*

(1) In order to pass their examinations pupils are encouraged to cram. To turn into English the words of a Belgian Professor of Liège, 'Cramming is the stuffing of one's head with an enormous quantity of matter, in a very limited time, having recourse to purely artificial means, by an intensive effort of memory, and with no attempt at grasping the subject.' Knowledge of facts thus becomes an end in itself instead of a means of understanding.

(2) The pupil tends to regard the passing of the next examination as the sole aim of his education. In consequence a premium is set

upon successful cheating, and a deplorable twist is often given to the pupil's attitude to school life.

(3) If a pupil has special gifts that will not be examined they are neglected. Moreover, if he does not excel as an examination candidate, no matter how talented he may be in other ways, he is often forced into a false and harmful position of inferiority among his fellows.

(4) Pupils are not encouraged to master a subject, but tend to regard the pass standard of the examination as the limit of their endeavour. They also tend to become dependent on supervision and lose their natural curiosity and initiative.

(5) The attitude of tension and anxiety which attends the examination is harmful to many candidates and may prevent them from doing themselves justice as well as giving them an undeserved sense of inferiority."

"(d) *Effects on the Teacher.*

(1) External examinations are so important in the school that the teacher is forced to focus his attention on these and tends to lose sight of wider educational ideals.

(2) A teacher's position and reputation often depend on the examination successes of his pupils, and he will therefore be tempted to adopt any methods, irrespective of their educational value, to gain good results.

(3) Examinations are extensively used to select suitable pupils for higher education. But where, as so often is the case, the teacher's reputation depends in part upon successful examination results, his efforts will inevitably be expended in the attempt to falsify this means of selection by enabling pupils he knows to be unsuitable to pass the examination.

(4) A teacher whose work may be in the highest sense of great educational value is often regarded as less successful than the specialist who is merely competent in drilling candidates to answer correctly particular types of examination questions.

(5) The external examination acts as a clamp upon the teacher's imagination. It deprives him constantly of the opportunity of relating his teaching to the immediate environment and individual needs of his pupils, thus robbing him of a continuous living interest in his work. In consequence he tends to become a cog in the examination wheel instead of an artist in education."

Examinations from other points of view.

489. These are the criticisms levelled at external examinations by the educationist. From his point of view the indictment is substantially just, but there are other ways of thinking about examinations.

490. The pupil, his educational welfare and development is the *raison d'être* of education and is the starting point and basis of all educational provision. In order to make the best provision for the pupil, teachers, schools, equipment, books, public funds and a host of other persons and things have to play a part; these require organising and control. Government is in the last resort the organizing and controlling authority and the provider of public funds for the welfare of the pupil, and Government must take steps continuously to ensure that the public funds are spent efficiently and that due value is given for the funds. Consequently, the work of the teacher and its effect on the pupil must be submitted to the assaying processes of public necessity and must be measured in some degree by an external measure applied by Government to satisfy itself as to the value and efficiency of the education system on which the ratepayer's and taxpayer's money is expended.

491. Efficiency and value in education are extremely difficult to define and measure. Yet no matter how difficult the process, Government must make some effort to assess the quality and quantity of the education it subsidises. In the last resort Government must compare pupil with pupil, school with school, and area with area, using such data for comparison as it may. It uses the Inspectorate to investigate and estimate the value and efficiency of the education system. The Inspectorate cannot, however, obtain more than a general impression. It cannot make an exact and searching examination of every school. Moreover the individuals who compose the Inspectorate have personal idiosyncrasies, no matter how willing they may be to preserve a uniform standard in their assessments. The information yielded by examinations is material supplementary to that yielded by the Inspectorate for estimating the efficiency and value of the education system. In some ways it is more reliable material despite the unreliable factors in the methods of securing the material. While it is material supplementary to that furnished by the Inspectorate, it is a check on and a measure of the efficiency of the Inspectorate. The factors of variability in personal judgment in the Inspectorate are counterpoised by the uniformity of the general measure of the external examination. We do not defend uniformity but are concerned for the moment to indicate the complexity of the task which of necessity Government must perform and continue to perform to ensure that the public service of education is efficient.

492. The external examination as a public measure of value and efficiency is accepted as a measure of attainment by pupils, teachers, parents and employers. With all its faults, it sets a minimum standard of attainment for all schools, helps to control the teacher's work and gives prospective employers valuable information and establishes a basis

of comparison between different schools and different parts of the public service of education.

Abolition of External Examinations?

493. Some would abolish all examinations. They forget, we think, that if the Central Authority relinquished its so-called tyranny, it is probable that teachers would exercise a teachers' tyranny of an unenlightened kind, and that if the teacher left all to the freedom of the pupil, not improbably the pupil would impose a tyranny on himself and his fellows of a more constricting and evil kind than the discipline which a Central Authority imposes after taking anxious thought under expert guidance. Freedom for the child to develop in his own way is a noble aim, but, after all, freedom is relative. Cure by abolition postulates an amount of freedom to pupil and teacher to follow their own interests, which, however much it may be desirable to give in a highly developed system of schools with teachers of high professional qualifications and standards of work, cannot be offered in the conditions that obtain at present in Burma. It would be a perilous experiment to hand over to the existing teaching body in Burma full responsibility for assessing the value of its own work in the schools. Only a small proportion of the teachers have knowledge of modern methods of examination. Teachers, with notable exceptions, have no use for subjects that have not an immediate "certificate" or "vocational" value. They prefer "cramming" methods, dictated notes, and the paraphernalia of *memoria technica*.

Existing Examination Procedure.

494. The Education Department is acutely aware of the factors of unreliability that enter into the written examinations, and the examiners in external examinations are aware of the difficulties of their task and take pains to eliminate these factors. The setting of papers is a long, thoughtful, careful process done in collaboration by individuals and Boards, with a view to a just test of the pupil. Question papers are prepared with great care, to test, as far as possible, intelligence as well as efficiency and to discount mere memory and mechanical work. To this end, of recent years, essay and diagnostic types of questions have been introduced more and more into question papers. The valuation of examinees' scripts is organized with minute care with a view to uniformity and equation of valuation and to eliminating, as far as possible, the personal idiosyncrasies of valuers. The scripts of what are known as "the border line examinees," *i.e.*, examinees who have not gained a clear "pass" or "fail" valuation, are carefully revalued. In the Xth standard examinations school records are on occasion taken into consideration. The results of oral examinations in English are placed in the scales. The consolidated results are considered by a Board of Moderators, and weightage and compensation are allowed for

deficiencies in one subject and excellence in other subjects; elaborate calculations are made to estimate the relative weightage of the criteria of valuation applied in the several subjects of examination to equate and compensate unequal valuation weightage between subject and subject. Simply stated, allowances are made for severity and lightness of marking. In brief, those responsible for the examinations are fully alive to all the factors that make for unreliability and take all possible precautions to eliminate or to equate disturbing factors and to arrive at a just balance of all the factors that enter into the examining procedure and practice.

495. The objections to and the limitations of the scope, the methods and the technique of existing examinations remain. There is substance in the criticism that the existing written examinations in Burma impose on the schools a dictatorship of narrow intellectualism; that the schools work within a limited range of bookish subjects to which arbitrary measures of attainment in the shape of written questions can be applied; that these are the criteria of the attainment of the pupil and of the assessment of the value and efficiency of the education system.

The "Pass"-and-"Fail" system.

496. The system of internal and external examinations up to the Xth standard is largely a process of rejections. In the end, the examinations select pupils who, by the selection, are presumed to be fitted to go further up the ladder towards higher literary studies. It may be noted, incidentally, that the ladder stops short of University studies for the Vernacular pupil unless he transfers to the ladder of the other systems of schools. When the selection process brings a pupil to the doors of the University, the University does not accept the selection the schools have made. It selects from the selected. By the time the Intermediate Examination is reached, the University finds that 60 or 70 per cent of its 'selected' are not intellectually equipped for University studies. The narrow selective process is responsible for a preoccupation with "passes" and "failures."

497. This preoccupation with "passes" and "failures" in examinations distorts educational aims and falsifies educational values. The periodic retardation or rejection of pupils, who are judged on the results of examinations to be either not ready or never likely to be fit for further promotion, is construed in the sense that carries the label "failure." The education system willy-nilly is converted into a "passing" and "failing" machine and unfortunately lends itself to methods of instruction fitting such a machine and in doing so is convicted of injustice to its pupils and inefficiency in its methods. But the fault is not all with the system. The public mind is obsessed with the value of promotions and attaches supreme values to the passing

of examinations. The fetish of examinations and promotions is worshipped in a great many schools and, in some, to the extent of granting half-yearly promotions, which but delude pupils and parents. The extent of the fetish is reflected in the large sums of money spent and the numerous attempts made year by year to get access to question papers before examinations, and in the numerous cheatings detected at examinations. The indictment of the examination system remains. The verdict on a pupil's educational progress should be something more than a bare "passed" or "failed." While a pupil must pass or not pass by the standard of attainment set in an examination and the fact be recorded, the pupil is deserving of some record of his actual abilities and qualities, character and progress. It is to be feared, however, that the average parent is not at present prepared to acquiesce in such recording and the present-day teacher is not equipped to make and maintain the necessary records. Nevertheless, the task of preparing the parent and the teacher for such records must be begun.

The Defects of the System.

498. The Education system in Burma has, owing to the circumstances of its establishment, devoted itself almost entirely to the cultivation and selection of an intellectual elite, and, but little to the culture of the "handicraft" citizen. Existing examinations are confined almost exclusively to bookishness and bookish accomplishments, and they measure a limited kind of intelligence and intellectual capacity. They do not and cannot measure different kinds of practical, artistic, social and moral abilities. At present practical and physical education receive but scant attention in curricula and examinations. Even within their limitations the existing examinations do not measure what they purport to, since they tend to place a premium on reactive mechanical memory and tend to inhibit spontaneous intelligence. They purport to measure culture, but succeed, for the most part, in testing merely efficiencies of processes of learning, particularly memorizing, though we must note that these are valuable efficiencies and processes. Existing written examinations cannot test initiative, creative capacity, artistic promise, and qualities of character. If reference to these qualities be left out of our assessments, the record made is deficient.

499. The educational system should be engaged in educating the people and not, as it is to a large extent, in selecting and training an intellectual elite. The task of education is to guide each child into the sphere of life most favourable to his individual abilities, thereby providing useful members of a variety of types at every level of society. This task requires the application of selective tests and examinations. These do not imply excluding children from further education, but mean providing for each according to capacity. It should be the business of the educationist to help the child and the

parent to discover the specific abilities of the child and to provide for the cultivation of these abilities so that they will find their fullest use and expression at an appropriate level in life. The intellectual elite is not the only elite. There are others of various qualities social and practical. At present, in Burma, all types are encouraged on and up the intellectual ladder and many "fail" on the higher rungs, whereas if taken at the right stage in the right direction they could be led to this or that sphere where their individual aptitudes would find appropriate exercise, development and fulfilment.

500. Parents will have to be convinced that there are vertical and horizontal gradations of mental and physical attainment beyond which pupils are constitutionally unable to go; that there are many children (probably the majority) whose brains can be better stimulated by the use of their hands and muscles than by other means; that there are means of testing the capacities of each pupil, and that within his capacity the pupil can be equipped to live a full life of occupation and leisure at an appropriate level in society and that it is sheer waste to try to take or force a pupil beyond his capacity. The process of thus educating parent and teacher will be difficult and slow.

Modern Tests and Methods of Recording.

501. Among the authorities, it appears that there is some consensus of opinion that ability is primarily determined by a factor of inheritance; that what is known by educationists as the intelligence quotient is constant after the age of two years; that the action of environment is to stimulate and mature abilities; that the higher the level of native intelligence, the more significant experience becomes; that environmental differences have a more massive and irremediable effect in earlier than in later years; that the mental age of the individual reaches a maximum between the ages of 14 and 16; that it is futile to try to increase the intelligence quotient of a child in any normal case; that the general intelligence of the average adult is on about the same level as that of the average child of 15, and that higher education cannot compare with innate intelligence as a differentiating force. We do not suggest that these propositions are the whole truth. We suggest, however, that, if they contain some substance of truth, they indicate the necessity for some reorientation of attitude towards the existing educational system and the examinations which dominate it.

502. Much research work has been and is being directed in Europe and America to the devising of tests of intelligence, specific abilities, and practical and artistic skills. We are of opinion that it is important that the Education Department in Burma should be in possession of up-to-date knowledge of this work and that the University Training

College should maintain a Department in which the new techniques of testing should be studied and adapted for use in the education system in Burma and particularly for communication to teachers under training.

503. It is not our function to enter into a discussion or description of these modern techniques of testing. The complexity and range of the subject are beyond the range of our enquiry. In passing, however, we would refer to two experiments in measuring and recording educational attainments that are now receiving increasing attention—Objective Tests and Cumulative Record Cards.

504. In the United States of America, the system of "credits" which had developed an extremely mechanical system of examination is giving way to a new type of examination by means of "Objective Tests." These are not to be confused with intelligence tests. Objective Tests substitute for the valuation by a single teacher (under the "credit system") of a pupil's replies to a small number of questions based on the course the teacher has covered in a four-month credit period, a test on some 300 questions prepared by competent independent scholars to cover the essentials in an entire field of study within the pupil's competence. The latter examination explores not only the pupil's knowledge gained from a particular course, but also knowledge he has retained and assimilated from other sources, from personal experience, private reading, conversation or travel—all obvious sources of education usually discounted in the "credit system" examination. This inclusive body of knowledge constitutes the pupil's equipment and should be considered in estimating his ability or in guiding him to further study. The "Objective Test" consists of a skilful arrangement of questions to test ability to make simple judgments, to organize logical replies, and to call up requisite knowledge. Like most tests, however, this test is open to objection. It has been found that a fictitious rating may be placed on a pupil who "spots" the tricks of the trade. Moreover the Objective Test does not encourage constructive thinking and writing and cannot test antl valne original and spontaneous intelligence.

505. Cumulative Record Cards offer more reliable ratings of pupils' attainments and another avenue of escape from the evils of examinations. Experiments such as the Kent Record Card, the Cumulative Record Card of the Pennsylvania Study, and the Carnet d'Observation Methodique des Ecoliers of Liège should be studied. There are difficulties in regard to Record Cards. What the cards should record and how the material recorded should be equated has not been satisfactorily settled. The cards so far devised do not exclude examinations and tests. Indeed, some include results of specific tests as part of a comprehensive system of analysis and record keeping, and some include the results of external examinations. In addition, they include records of physique, health, abilities, aptitudes, school attainments, temperament and

character. The Kent Card records 27 qualities under the headings of attitude to others and to work and personal qualities. It must be admitted that the general use of standardized tests and the recording of qualities are far from being reduced to reliable criteria that could be used by the average teacher. Nevertheless, the Record Card is one of the most promising developments among the many that are being explored in the search for satisfactory substitutes for external written examinations of the traditional type.

Some General Bases of Reform.

506. It is recognized however, by reasonable educationists that the new methods and techniques of examination are not yet mature for general adoption. The International Commission on Examinations of the New Education Fellowship in the report already referred to suggests the following general propositions as the bases of reforms in examination systems :—

* "Three proposals of a general character may be made. In order to avoid the mistaken premium at present set upon the intellectual side of school work, and even here only upon those elements which can easily be examined, it is highly desirable that the following points be made the basis of reform for all types of school examinations :—

(1) The present emphasis in intellectual matters should be shifted from memory work to the cultivation of the power of judgment, which implies a proper imaginative grasp and understanding of the subject. For this purpose extensive experiments should be made in the use of reference books, dictionaries, etc., during the examination.

(2) No examinations can measure creative powers, since only the technique of art can be examined. Works of artistic promise are the only test of artistic ability, and cannot be produced on demand. Artistic and practical activities, therefore, though a vital element in the school curriculum, must be assessed otherwise—by works produced rather than by examination. These works should be presented for assessment in connexion with all examinations.

(3) Qualities of character and personality cannot be tested except as a part of the school life. Their importance, however, requires that ways be found of including their evaluation in the school record."

"These are general proposals. The next five recommendations concern examinations as they occur at different stages in school life.

(4) Transfer to post-primary schools should be made on the basis of the special abilities and interests of the child. To ascertain these no externally imposed examinations are necessary. Instead a carefully devised system of school

* Pages 72—74.

records should be set up, showing the results of intelligence and standardized tests, indicating special scientific and artistic interests and achievements, and making an assessment of social and moral qualities. No privileges unconnected with its special character should be granted to any particular type of school, as this practice tends to harmful class divisions within the nation.

(5) The younger the child the more unsuitable is a written examination, whether for entrance to a higher form of education or for the assessment of the pupils ability and attainments on leaving the elementary school. Whatever may be said for the gradual elimination of the external school-leaving examination from the age of sixteen on, the case is established for the immediate abolition of all external examinations before that age.

(6) The school-leaving certificate examinations, should no longer be accepted by the universities as alternative to their own matriculation examinations and only those who are genuine candidates for admission to the university should be allowed to sit for entrance examinations to these institutions.

(7) The object of a school-leaving certificate apart from its guarantee of a broad general education, is to indicate to the employer the special abilities and achievements of the pupil in different spheres of activity. A combined score with such a verdict as 'passed' or 'failed' on the whole examination is, therefore, undesirable and often misleading. The more detailed the picture given, the more valuable the certificate to the prospective employer. All certificates should include some assessment of artistic and practical achievements as well as of social behaviour.

(8) In countries where the experiment has not yet been tried, entrance to the universities should be granted to pupils from a limited number of specially selected schools solely on the basis of a carefully prepared school record. This experiment should be carefully planned and its results duly watched and recorded."

Views and Recommendations.

507. Our views and recommendations may be summed up as follows :—

(1) While the evils of the external examination system are admitted, trustworthy remedies suitable for adoption at present in Burma are difficult to find. In over-emphasising the evils, critics are apt to overlook essential deficiencies of the education system which are but reflected in the examinations.

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(2) The improvement of the examination system will depend on improvements in school organization, curricula, teaching methods and inspection, and on the growth of a more enlightened attitude in parents, teachers, pupils and others towards examinations. The education system and the spirit that animates it, as well as examinations, are in need of this enlightened attitude.

(3) Our proposals for the reconstruction of the schools and of curricula, for the reduction of the number of external examinations, and for the disassociation of the school examinations from university requirements will reduce the number and alter the methods of examination, and should help towards the growth of a more reasonable attitude towards examinations.

(4) The suggestion that written examinations should be dispensed with entirely is impracticable. However unreliable, for some purposes, existing examinations may be, in the present state of development of education in Burma they help to maintain uniform standards in the education system, exercise a necessary and salutary discipline on teachers and pupils, set a task and demand its performance ; and test certain valuable qualities and abilities. They are the most reliable means available at present of ensuring that the public funds expended on education are expended usefully. Used wisely by educationists who are acutely aware of the nature of the tools they use and the tasks they can and cannot perform, existing examinations can serve their purposes without undue hardships in the present uneven development of education in Burma.

(5) Since the educational system at present is essentially bookish and since handicrafts and artistic subjects are conspicuous by their neglect or absence in the system, there is no opportunity at present of using tests to measure practical, artistic and other skills.

(6) As part of the reconstruction of the education system, and as a step towards more satisfactory methods of assessing the educational development of pupils, we recommend that a Department of Education Research should be established in the University Training College for Teachers to examine, among other problems, methods of improving examinations particularly the use of Continuous Record Cards and of training teachers in the use of such cards with a view eventually to the award to each pupil on the

conclusion of a post-primary course of a comprehensive Record in addition to any examination certificate that may be awarded to a pupil as a result of his appearance for the Second Public Examination. The Research Department should examine modern test methods with a view to divising suitable techniques to be communicated to teachers under training.

(7) It has been urged that the school record of a pupil as displayed in the marks obtained in school during the three years previous to his appearance for a high school examination should have decisive weight in reference to his performance in the high school examinations. We are of opinion that in cases of doubt, school results should be consulted and given due value, but are unable to support the suggestion that school marks should wholly determine high school examination results. Whatever factors of unreliability there are in the conduct of existing external high school examinations, they are relatively weak in influence as compared to the unreliability that would be imported into the assessment of the attainment of pupils on the basis of the individual opinions of teachers and headmasters throughout the Province. At present, in Burma, such standards and equivalences as exist in the education system are imposed by the Central Education Authorities. There are no professional associations of teachers, general or special, worth the name, jealous for standards of work and attainment in the several subjects of the curricula such as exist in education systems where teachers' assessments are given decisive values. In the circumstances of Burma, individual teacher's and headmaster's ideas of standards are widely divergent and therefore, as comparative measures of the attainments of pupils throughout the Province, completely unreliable.

(8) It has been suggested that the Department should resort to the system of permitting headmasters to select pupils for the external school final examinations. We cannot, in view of the many abuses that have in the past and would probably in the future attend such procedure, support the proposal.

(9) It has been urged that candidates who pass the external school final examinations should be classified in three divisions. We are unable to support this suggestion. The listing of candidates in classes

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would have to be done on an arbitrary basis which nevertheless would suggest to the public mind gradations in the quality of the work of candidates which could not possibly be deduced from that work by existing methods of examination and valuation. The existing classification on the basis of an arbitrary minimum attainment is difficult enough to make.

(10) We are of opinion that oral examinations now conducted in the English course should be extended to other subjects when the Inspectorate is strengthened and when Inspectors are able to devote more time to this important function.

(11) It has been suggested that the external Xth standard examinations should be conducted compartmentally. We are unable to support this general suggestion, but endorse the existing practice of permitting Vernacular candidates to appear for examinations in English only in the Anglo-vernacular High School Examination. The adoption of a compartmental system would involve an adjustment of the principles on which the existing examinations are based, and of the curricula to these adjusted principles. Such adjustments, if they did not merely substitute one kind of unreliable factor for another, would achieve little if anything towards correcting existing defects.

(12) We are of opinion, despite arguments to the contrary, that in the existing examination papers the number of alternative questions and the proportion of questions to be answered to the total number of questions set are just and generous in measure and that further concessions are neither necessary nor desirable.

(13) We are of opinion that some of the dissatisfaction with existing examinations arises from the too prevalent practice of giving unmerited promotions. Such promotions give rise to hopes that are bound to be disappointed. The practice should be discouraged.

(14) Another contributing cause to dissatisfaction is that large numbers of pupils who have failed again and again to pass in external school final examinations are permitted to remain in school. We consider that the Department should, after due warning to the schools, require that a pupil, who has failed twice in an external high school examination, should pay increased tuition fees, and, after a further failure, fees increased still more. This recommendation is made

on the ground that such a pupil is occupying a place and consuming teaching energy that could be more usefully employed.

(15) We are of opinion that it is desirable to meet the criticism that university teachers have too much say in the setting of existing school examination papers. We recommend that inspectors headmasters and teachers should play a more active part in the setting of questions. We are aware of the many difficulties in the way of putting this recommendation into practice.

(16) We appreciate that the system whereby the answers to certain papers in external high school examinations may be expressed in English or Burmese may place candidates whose vernacular language is other than English or Burmese at a disadvantage as compared to English and Burmese-speaking candidates and we are aware of the complex difficulties that would attend the setting of papers in all recognized vernaculars. We recommend however that steps be taken to eliminate such disadvantages as may exist in respect of candidates whose vernacular is other than English or Burmese.

(17) We recommend that the First Public Examination in the reorganized school system should consist of a simple oral and written examination in reading, writing, and arithmetic, and the geography of Burma.

(18) We recommend that the Second Public Examination should be an examination designed in conjunction with the Continuous Record Card (already referred to) to select pupils who are likely to benefit from further literary studies or a course in a vocational institution connected with the post-primary stage of the education system.

NOTE.—Certain other questions in regard to examinations have been omitted from our Report and have been brought directly to the notice of the Director of Public Instruction.

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SECTION XVI.

TEACHERS.

508. The crux of all educational reform is the training of teachers.

Existing Training Facilities.

509. Teachers for the service of Vernacular schools are trained in Normal Schools and Elementary Training Classes. The Normal Schools train teachers for the service of middle and high schools, and the Elementary Training Classes for primary schools.

The Elementary Training Class.

510. The Elementary Training Class plays less and less part, year by year, in training teachers. In 1934-35, there were 16 classes as compared to 95 in 1928-29. Once the backbone of the training organization for Vernacular primary schools, it has served its day and is gradually disappearing. Teachers with educational qualifications of the grade of the IVth or VIIth standard of a Vernacular school are not adequately equipped for the onerous duties of teaching in modern schools. Circumstances, however, in backward areas and communities dictate that the Elementary Training Class must be retained for some time to meet the special needs of these areas and communities. The foundations of an education system in backward areas must be laid with material as it becomes available in progression in the primary and then in the post-primary and higher stages of education. Where education is breaking virgin ground still further expedients must be used.

Special Arrangements for Supply of Teachers for Backward Areas.

511. The Director of Public Instruction has authority to grant Teachers Certificates to untrained candidates who undergo a written examination after having completed not less than two years teaching service in a recognized Anglo-vernacular or English school. He has authority to issue similar certificates on similar conditions to teachers in Vernacular schools. While we agree that the adequacy of the supply of trained teachers for Anglo-vernacular and English schools justifies the abolition of this expedient, we are of opinion that it should be retained for use in special circumstances in the Vernacular school system. We recommend that to meet the difficulties of training and supply of teachers for undeveloped areas and for the education of girls of some indigenous and non-indigenous communities that the existing powers of the Director of Public Instruction to permit candidates who have passed the IXth or Xth standard Vernacular examination respectively, to teach in a middle or high department respectively of

existing Vernacular schools without having undergone professional training, be continued and that such candidates should be examined by written, oral and practical examinations after two or more years of teaching service with a view to certification as qualified teachers. We suggest that this stop-gap measure be continued until adequate facilities and staff are available for training recruit-teachers for the communities and classes concerned. Apart from the necessity of retaining the Elementary Training Class for special purposes, we are of opinion that it should cease to be part of the ordinary organization of the training facilities for Vernacular schools, and we endorse the policy now being followed of abolishing, where possible, the Elementary Training Class. From these recommendations, we exempt the experimental training classes at Chaungwa and Kyauksè where valuable experiments are being conducted and we suggest later that these experiments be absorbed into a reorganized training system.

Uncertificated Teachers—System of Recognition should be ended.

512. Subject to the reservations stated in the preceding paragraphs in reference to Elementary Training Classes and in view of the unemployment among teachers and of the numbers of recruits offering themselves for training, we recommend that after 1st April 1937, no additional uncertificated teacher be employed. Efficient uncertificated teachers now in employment should be given a certificate stating their educational qualifications, the length of their service as teachers and the Inspector's endorsement as to the certificate holder's ability as a teacher. After 1st April 1937, no person unable to produce this certificate or a prescribed teacher's certificate should be employed, or if employed, be recognized for grants-in-aid in a Vernacular school.

Government Normal Schools.

513. At present three Government Normal Schools, in Akyab, Moulmein and Mandalay, conduct training courses leading to certificates for teachers qualified to teach in middle and high Vernacular schools.

The courses are wedded to book-lore and are devoted, to a large extent, to the preparation of the prospective teachers for the bookish examination at the end of the course. The equipment of the schools for training purposes is deficient ; in particular, training for hand-and-eye instruction is of a limited mechanical kind ; the training in the teaching of science is inadequate ; the courses in physical education and hygiene are unsatisfactory. No training in domestic science is provided ; school gardening and other practical subjects are not included in the curriculum. In brief, training facilities for the Vernacular schools have not kept pace with the needs of the schools and the existing facilities are not in the stream of up-to-date educational practice.

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Aided Normal Schools.

514. While we do not suggest that the facilities in the aided Normal schools, namely :—

The Roman Catholic Mission School, Thônzè,
St. Mary's Normal School, Kemmendine, Rangoon,
Morton Lane School (A.B.M.), Moulmein,
The Roman Catholic Mission School, Bassein,
The Burmese Buddhist Normal School, Toungoo,
The Maung Nyi Bu School, Kemmendine, Rangoon,

are as deficient as those in the Government schools, we are of opinion that they suffer from the narrow limitations of the courses conducted, and equally with the Government schools, are lacking in facilities for training in subjects that should be included in the curriculum. We recognize that, within their limitations, the aided schools do valuable work and that their managers are in touch with modern methods and practice in education. We feel, however, that aided school-managers will agree with us that as compared with the Training College for Teachers the Normal schools fall far short of desirable standards and lack essential courses of training, and that it is necessary, in view of all the considerations we have discussed in connection with co-ordination of the systems of schools and reconstruction of the curricula, that the gaps between the systems of training should be closed as soon as possible by raising the quality of the training for the service of the Vernacular schools to that of the training for the service of the Anglo-vernacular schools.

Improvement of Staff of Normal Schools.

515. One of the first measures of reform to be undertaken in the Normal schools is the improvement of the training staff. As compared to the Teachers' Training College in the University, the Normal schools are looked on in general estimation as inferior institutions. The headmasterships of these schools have been treated in the past as posts of relatively inferior importance and the teaching posts in the schools have been rated as of correspondingly inferior status. There have been occasions when the appointment of a teacher to a post in a Government Normal school has been looked on as a disciplinary appointment. In 1922 the post of headmaster of a Normal school was rated as of not higher importance than that of senior master in an Anglo-vernacular school. Happily, the importance of the post has now been recognized, but financial stringency has delayed the increasing of the pay of the post. If the training of the teacher is the crux of all problems in educational reconstruction, the direction of that training is of vital importance and should be entrusted to highly skilled hands. It is arguable that the training of teachers is more important than the work of inspecting schools and that the status and qualifications of those in charge of the institutions for training teachers should be equal at least to those of inspectors. The force of this argument was recognized

in the recruitment of officers to conduct the University Training College courses. The arguments that were of weight in reference to training in the University are equally weighty in reference to the training of teachers outside the University.

516. We are of opinion that the heads of Normal schools should be graduates in education and that they should be deemed to discharge functions as important, if not more important than those of headmasters of Anglo-vernacular high schools and that the staffs of the Normal schools should be picked specialists with the highest training available in the Province and that the emoluments of the staffs should be sufficient to attract such picked men and women. To leave the training of teachers to staff of lower educational and professional qualifications is to invite a continuation of the wastefulness that is at present the dominant feature of the Vernacular system.

Change of Name from "Normal School" to "Training Institution" Suggested.

517. We recommend that the name "Normal School" should be changed to "Training Institution." This change may help to dispel the idea of inferiority that attaches to the word "school" as used in connection with the training of teachers.

Raising of Standard of Training and Reconstruction of Curricula Necessary.

518. But something more than raising the status of Normal school appointments and the recruitment of specialists is required to make these training institutions efficient instruments in the education system of the future. The quality of the recruits for training must be improved. The minimum educational standard for admission to training must be raised, additional courses must be provided and existing courses must be adapted to the proposals we have made for the reorganization of the schools. These adjustments may be made in the light of the considerations now to be discussed

Some Considerations Governing the Training of Teachers for Vernacular Schools.

519. The bulk of the Vernacular schools in Burma are small schools in isolated villages. The training of teachers for these schools prompts the question whether the training of the teacher for rural conditions should be different from the training of the teacher for town conditions. It is arguable that the circumstances of rural and town life are so different that teachers should be specially trained either for rural or for town conditions, but it is also arguable that the underlying facts of all environment are the same and that what is required is teachers trained to interpret them intelligently. Moreover, differentiation is objectionable on the ground that it divides the profession in two.

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520. The training of the teacher for town conditions should, we think, recognize without ignoring town conditions, the dominant texture of life in the Province and should be orientated towards it. Rural and town populations are not definitely or permanently distinct in Burma. Except for Rangoon and a few industrial areas, the distinction between town and country is not marked. The rural teacher must teach some children who may eventually live and work in towns. It is desirable that the education of town children should be in sympathy with the general texture of life in the Province. Considering how fundamental agriculture is in the economic and social life of Burma, it is desirable that the town teacher should gain in intelligent outlook from a closer acquaintance with the general occupational life of the Province. The organization, on reformed lines, of facilities for training teachers suitable for both town and country conditions should, in our opinion, be the goal.

Excessive Academic Training to be Avoided.

521. Hitherto in Burma, the system of training has failed to awaken in the teacher the right attitude to the life of the pupil inside and outside the school-room. Literary education has placed teachers in a world apart, a world of educational aims often unrelated to the realities of the village and the town, and professional training in method and practice of teaching has tended to beget in the teacher a narrow view of the functions of the school. The professional study of mental and physical development in the child and of order and discipline in the class-room has too often been a study of abstractions divorced from reality in the life of the pupil. The functions of the teacher "to form and strengthen the character and to develop the intelligence of the children * * * * * , and to make the best use of the school years available, in assisting both boys and girls, according to their different needs, to fit themselves practically as well as intellectually for the work of life" are neglected for the training of children in mechanical proficiency in "subjects" and to reproduce inert knowledge for examination purposes. The training of the teacher must be directed to resisting the ever-crystallizing formalism of method that too easily develops in the teaching profession.

522. The training of the teacher must be based on the fundamental subjects, language, elementary mathematics, history, geography, and elementary science. Suitable rural or town bias can be given by the teacher in the intelligent teaching of the subjects of the curriculum. We have recommended that the general science course in the schools should have a definite biological emphasis. This emphasis is important in reference to the agricultural basis of life in Burma, and we consider that every teacher whether he teach science or not should have undergone a course in science in school and in the course of training.

Importance of Practical Subjects.

523. Subjects such as gardening, handicrafts, domestic science, drawing and music, have received little or no cultivation hitherto. The reason has been the preoccupation of teacher and pupils with the compulsory "literary" subjects regarded as of value for examination purposes. The subjects named must take a more vital and significant place in curricula. Properly taught and developed, they offer to many pupils a means of education and culture as valuable as the subjects that have in the past been assumed to have a monopoly of cultural value. In order that the teachers of the future shall be equipped to give instruction of a standard comporting with the importance of these subjects as instruments of education, we are of opinion that all teachers must be trained and be required to be efficient in one or more of these practical or scientific subjects and that their certificates should be endorsed accordingly.

Training in Modern Methods and Techniques.

524. The theory and practice of teaching must be studied by the teacher under training. Educational qualifications alone are no adequate qualification for the practice of teaching. While training will not convert a student with deficient educational preparation into an efficient teacher, it will help a student with adequate educational equipment to be a more efficient teacher. Even the "born" teacher will profit from "training." Modern research in the psychological and biological sciences has placed at the service of the training of teachers a body of knowledge of vital significance in reference to the mental and physical growth of the child. This knowledge is of signal importance in connection with school and class organization and management, with the methods of presentation and teaching of subjects, with methods of selection and examination, and it is the business of the training institution to convey to the teacher-to-be the essence of that knowledge and to train him in its use in the class-room.

Teachers should be Competent to Instruct in All General Subjects.

525. In general, the training of the teacher should equip him with an initial competence to deal with practically the whole curriculum in the primary and post-primary school. In particular, teachers for rural schools must be trained in the special techniques and methods of individual and group teaching and in the management of two, three, and even four and five groups of pupils simultaneously.

Where possible Specialists should be Employed.

526. In the conditions in Burma, only in large centres of population will schools be large enough to permit of the employment of specialist teachers. Where conditions are favourable, special teachers should be

employed in post-primary schools in what may be termed the "extra literary" subjects such as agricultural science, domestic science, handicrafts, drawing, etc.

Essential Qualifications and Qualities for Teaching in Primary Schools.

527. In the primary school, the pupils' education must of necessity be of a wide and practical nature making full use of the self-activity motive of the child. The teacher cannot impart more than the elements of knowledge and set embryonic habits and interests in mould. This should be kept in view during the training of the teacher. For teaching in the early stages of school education women are by temperament more suitable than men. It is of importance that women teachers should take the place of men teachers in the primary schools. The teacher of children under eleven requires much patience and as much intelligence and skill and as highly specialized knowledge as the teacher of adolescents and older children. The range of necessary knowledge differs. The teacher of young children need not be a mathematician or a historian. But *she* needs even more knowledge of psychology, biology and physical hygiene than the teacher working with older children. The scientific studies of childhood that have been made make it more and more certain that infant and childhood periods are exceedingly important periods during which educational and environmental factors have powerful influence. The teacher must have knowledge of the periods of optimal growth and development and must have the skill and training to apply that knowledge.

General Principles as Basis of Reorganized Training Institutes.

528. With the co-ordinated systems of schools and reconstructed curricula in view, and keeping in mind the general considerations just discussed, and in view of the deficiencies of the existing Normal schools, we are of opinion that the organization for the training of teachers for Vernacular schools should be replanned and that in replanning the training system, the following general principles should be adopted :—

(1) The general subjects should retain their traditional place and importance.

(2) General science with emphasis on biological science should be given an important place among the general subjects.

(3) Physical education and hygiene should be treated as important subjects.

(4) Subjects such as drawing, needlework, gardening and music should not be treated as subsidiary subjects.

(5) Every teacher should be trained in some form of handicraft, but more advanced study or practice of a specialist kind should be left to later supplementary courses.

(6) Women recruits should be trained in domestic science or a domestic handicraft.

(7) Practising School organization should be adequate and should have adequate equipment of a modern kind.

Experts in the several subjects should be instructed to formulate training courses in the light of the considerations we have discussed and the principles we have suggested.

Proposed Minimum Qualifications for Recruits for Training.

529. Reorganized training courses will, however, fail to achieve their objects if the educational qualifications of recruits for training for service in Vernacular schools are not raised above the existing minimum qualifications. These are :—

For Service in	Teacher's Certificate.	Minimum qualifications for Training.	Length of Training Course.
The Vernacular School ...	High School ...	Xth Standard Vernacular.	One year.
The Anglo-vernacular School	High School ...	University Degree.	Two years (Bachelor of Education Degree.)
The Vernacular School ...	Middle School	IXth Standard Vernacular.	One year.
The Anglo-vernacular School	Middle School	Matriculation	Two years.
The Vernacular School ...	Primary "A" or "B."	VIIth or IVth	One year.
The Anglo-vernacular School	Primary School	Matriculation	Two years.

530. We recommend that the following method of selecting recruits and training them as teachers for Vernacular schools be adopted :—

(1) that teacher-recruits for primary schools, preferably women, be selected from among pupils who have passed the Second Public Examination at the conclusion of the IXth standard course and be required to undergo a course of training of two years' duration ;

(2) that teacher-recruits seeking to qualify to teach in any standard up to and including the VIIth standard in the reorganized post-primary school be selected from those who have passed the Second Public Examination and be required to undergo a course of three years' training ;

(3) that teachers for the post-primary schools be selected from among pupils who have passed the Matriculation examination and be required to undergo a course of two years' training ;

(4) that teachers for the "academic" courses of the pre-university school be selected from among graduates of the University and be required to undergo a course and qualify for the Degree of Bachelor of Education.

The effect of these proposals will be as follows :—

(5) Recruits for the teaching service in primary schools, in average circumstances, will have undergone nine years of school education *plus* two years of professional training ; in all eleven years' preparation, and will be aged seventeen years on completing training.

(6) Recruits for the teaching service in post-primary schools, in average circumstances, will have undergone twelve years of school education *plus* two years of professional training ; in all fourteen years' preparation, and will be aged twenty years on completing training.

For recruits referred to in (2) above, the preparation will last on average for fifteen years and training will ordinarily be completed at eighteen years of age.

(7) Recruits for the pre-university schools, in average circumstances, will have undergone twelve years of school preparation, three * years of university preparation and two years professional training for the Bachelor of Education degree—in all seventeen years—and will be aged twenty-three years on completing training.

REASONS FOR PROPOSALS.

Immature Adolescent not Suitable Teaching Instrument.

531. Our reasons for these proposals may be stated. We agree with witnesses who urge that the minimum qualification for training for the teaching profession should be a Degree or Intermediate Certificate but we realize that in the existing state of education such a proposal is impracticable. The existing system of recruiting teachers for primary classes in Vernacular schools permits a pupil who has passed the VIIth standard examination at a prescribed minimum age of fifteen years and has completed training for one year to become a fully qualified teacher. This means that fledglings of sixteen years of age are eligible to teach in the primary school. Conditions in the past have necessitated such a system. In practice in the past, the average age of recruits to the teaching service has been higher than sixteen years, but the development of Vernacular education and its increasing efficiency brings nearer actuality the employment of numbers of trained teachers aged sixteen years. It is idle to pretend that such immaturity is a sound teaching instrument and that adolescents with VIIth standard education after training for one year under existing conditions are qualified to undertake the difficult and delicate duties of teaching children aged six to eleven years and "to form and strengthen the character and to develop the intelligence of the children entrusted to them, and to make the best use of the school years available in assisting

* This assumes the lengthening of University pass degree courses from two to three years in a reorganized system.

boys and girls according to their different needs to fit themselves practically as well as intellectually for the work of life."

In England, the minimum educational requirement for the teaching service in elementary schools is moving steadily towards a university degree followed by professional training of two years' duration. Obviously, to propose such minimum requirements in Burma would be to delay for many years the development of primary and post-primary schools. The problem is : what minimum requirements the circumstances in Burma justify and necessitate ? It is not enough that the primary school teacher should know just a little more than his pupils. It is undesirable, indeed it is unreasonable, that a child still undergoing the functional changes and difficult adjustments of adolescence, should be entrusted with the responsibilities of teaching children whose education requires specialized methods.

Term should be set to Inefficient Quantity; Quality should be Demanded.

532. It is, in our opinion, essential that the prospective teacher should have completed at least the post-primary school course and having acquired some general sense of the relation which subjects bear to each other, and of their place and extent in the world of knowledge, and having acquired some general bearings in the world should undergo a period of preparation for the work of teaching that will not only consolidate school work and allow the ferments of adolescence to settle, but also equip him or her for professional practice. The principle is generally accepted as sound that no professional training can be usefully done until the foundations of a liberal education have been laid. Such foundations are not laid in the existing middle schools, and certainly will not be completed in the proposed post-primary schools. We should like to recommend that the minimum educational requirement for admission to training for the teaching service of the primary school should be set at the new Matriculation stage but, as we have already stated, conditions in Burma prevent this. Our proposals will mean a substantial advance towards higher "academic" and professional efficiency and we make them in view of the fact that the numbers of pupils, especially girls, in the high departments of existing Vernacular schools are increasing substantially. The numbers in Anglo-vernacular and English schools are increasing equally substantially, and, in consequence, there should be no difficulty in securing adequate numbers of recruits for training for primary school work. In any case, quantity, has had a long reign in Burma at the expense of quality. The illusion of numbers, of annual increases in statistics has disguised an ever-increasing gross "wastage" and waste in the education system. A term may now be set to wasteful quantity and the criteria of quality should be applied.

533. It may be repeated that the period of education in the primary school is in many ways the most important and most difficult for the child ; the teacher for this period requires special training. We suggest that at least two years' training is essential for the teacher-recruit not only to tide the prospective teacher over the later stages of adolescence but also to equip him or her with technique and knowledge befitting the difficulty, the delicacy, and the importance of the work in the primary school.

TRAINING FOR SERVICE IN THE POST-PRIMARY SCHOOL.

Difficulties Implicit in Proposals : Adolescents not Competent to Teach in Post-primary Schools.

534. The arguments stated regarding recruits for primary schools apply to recruits and their recruitment for the teaching service in the post-primary schools The period of adolescence is a period of difficult adjustments for the pupil and require understanding and careful handling by the teacher. For the adolescent, new intellectual and physical horizons appear. The powers of reasoning and of dealing with theoretical data develop rapidly and demand from the teacher knowledge relatively deeper and wider and training in technique different from that demanded of the primary school teacher. It is essential, therefore, that the teacher himself should be well educated as well as professionally qualified. It would be desirable to require all teachers for the post-primary school to have completed education of a degree standard—though not necessarily to have taken a degree in Arts or Science—followed by a course of professional training. At present, the highest stage to which Vernacular education is carried is the Xth standard. The education of the prospective teacher for the post-primary school should, according to our principles, be carried well beyond the post-primary syllabus. To effect this will give rise to difficulties that must be faced. We have recommended a pre-university course of three years beyond the new IXth standard. Teachers for the new post-primary organization will have to undergo this course as a preliminary to professional training. In the pre-university course and during training, English as the second language will be used more and more as a medium of instruction. It follows that the prospective teacher for the post-primary Vernacular school should have had a sound grounding in English as a second language—*i.e.*, that English as a second language should be securely established in all post-primary schools. This is in keeping with our proposals for the co-ordination of the school system. The Committee has agreed to the introduction of English as a second language in the IVth standard of the primary school when means for the introduction of such teaching are available. We do not think, however, that such means will be available within a short period of years. It is desirable that the teaching of English be securely established in all post-primary schools.

before any attempt is made to introduce it into primary schools. If this is a reasonable anticipation of the trend policy should take, (we consider it is), the requirement we recommend in respect of educational attainments as a preliminary qualification for teaching in post-primary work should present no difficulties that cannot be met in the pre-university course by bilingual teaching adjusted to the particular character of the school under the co-ordinated system. At the same time, we do not underrate the difficulties. They are inevitable in the re-organization we have proposed and are the price that must be paid, in our opinion, for advance in the standard of education in the schools and the better equipping of the teachers required for that advance. They are the natural outcome of the approximation that is now progressing in the existing school systems and the logical conclusion to which approximation leads. We gave due consideration to these difficulties in the deliberations which led to our recommending a co-ordinated and reconstructed system of schools. We could find no good reason for the continuance of separate systems of schools. Consequently, the co-ordinated system to which all forces and arguments pointed had to be accepted with all its implications and difficulties. The difficulties in regard to the supply of teachers for the post-primary schools deriving from the Vernacular system will be not inconsiderable, but not insurmountable. For a time, until the reconstructed Vernacular post-primary schools are well established, particular attention will have to be given to safeguarding the supply of teachers from the Vernacular schools to ensure that prospective teachers for the service of the post-primary schools deriving from the Anglo-vernacular system are not placed in a more favourable position for recruitment to the teaching profession than prospective recruits from the schools deriving from the Vernacular system.

Training Proposals in reference to Training in University.

535. We suggest that our recommendations be adopted and applied to the training of teachers for Anglo-vernacular and English schools but with the reservation that the minimal educational qualifications for admission to the University Training College courses be not lowered in respect of training for service in the Anglo-vernacular or English primary schools or primary departments of schools. It is essential to maintain the existing standards in these schools and to develop Kindergarten training. It is desirable to set policy towards raising the standard and range of training of teachers for Vernacular schools to the standards and range of training for Anglo-vernacular schools.

Training of Teachers for pre-university Schools.

536. The necessity for requiring teachers for the pre-university schools to have completed a degree course, preferably an honours degree course, and to have qualified in addition for the degree of Bachelor of

Education requires no justification. At present, the minimum recruitment qualification for teachers in the high departments of Anglo-vernacular and English schools is a degree (pass or honours). Policy is now being directed towards staffing these departments with holders of the degree of Bachelor of Education. The qualification for admission to the B.Ed. course is a degree in arts or science; the professional degree is awarded at the successful conclusion of a course of two years' duration. We suggest that the University should give a definite vocational bias in its degree courses for prospective teachers and introduce courses such as the psychology of education and the history of education into the ordinary pass and honours degree courses.

New Training Courses Required in University to Meet Staff Needs of Training Institutions.

537. Teachers with the Bachelor of Education Degree with specialized training will be required for the Training Institutions to broaden and diversify the existing courses in the Training Institutions and to train the teachers required for the primary and post-primary schools. Therefore we would suggest that the University Training College introduce, when time is ripe for the reorganization of the schools, training in general science, in domestic science and in handicrafts as part of the proposed post-primary teacher's course.

538. Questions in regard to the specialization of teaching in pre-university schools and other matters in connection with the organization of these schools fall outside the scope of our enquiry.

More Women Recruits Required.

539. The number of women teachers in primary schools is in serious deficiency. For the education of children of both sexes in the lower classes in primary schools and for the childhood stage of education women are temperamentally more suitable as teachers than men. Women in much larger numbers must be induced to join the teaching profession. There are many obstacles to this development, not the least being the conservative views of the average villager and the difficulty of securing suitable accommodation for women-teachers away from their home villages. Many more women, however, could be trained for employment in their home villages.

Steps to be taken for Training Women-teachers in Domestic Science, Needle-work and Physical Education.

540. To make good the lack of facilities for training women-teachers to give instruction in domestic science and economy, domestic handicrafts, hygiene and physical education, specialists in these subjects are urgently required in the Training Institutions. We suggest that on the next allotment of State Scholarships two women should be selected for training in England in domestic science and economy and needlecraft

with a view to utilizing their services, on the completion of satisfactory courses in England, for the training of teachers in these subjects. We have already recommended that a suitable woman-candidate be trained in England as an expert in physical education.

Facilities for Training Teachers for non-Burmese Schools.

541. We are of opinion that training facilities for Karen, Urdu, Hindi, Tamil, Telugu, Bengali and other non-Burmese Vernacular teachers should be associated with or be part of a Training Institution or Institutions for Burmese teachers. Such association will make for economy of equipment for the practical courses and is desirable for social and other reasons. The provision for the training of teachers for the non-Burmese communities must include adequate staff. It is desirable that graduates with adequate knowledge of the appropriate vernaculars should be trained as the nucleus of the training staff for new training courses.

Facilities for Training Hindi Teachers.

542. It was strongly represented to us that the present association of the training of Hindi-speaking teachers with the training of Urdu-speaking teachers works to the detriment of the educational interests of the former community and we believe that there are grounds for examination of the question whether a separate Hindi Training Class should be provided.

The Department Responsible for Training Resources.

543. We consider that the training of teachers for the Vernacular system of schools is too large and important a task to be left to any extent to private effort. We do not imply any criticism of the valuable work now done under private auspices in aided Normal schools. Our opinion is based on the anticipation that the expansion of the school system will involve the training of teachers in numbers beyond the capacity and resources of private agencies.

Desirability of Concentrating Training ?

544. The training of teachers for Anglo-vernacular and English schools has been concentrated in the University. It has been suggested that some concentration of the training facilities for teachers in Vernacular schools might be advantageous, and that concentration might take the form of two institutions, one for Upper Burma and one for Lower Burma. At present an annual recruitment of about 600 teachers is required for the existing system of Vernacular schools. If and when expansion of the system is undertaken, the annual requirements may easily be double that number while, if a system of compulsory education were developed, the numbers of teachers required would run into thousands. The creation of training centres for large numbers of teachers at centralized institutions would necessitate the erection of

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large buildings with boarding accommodation. While concentrations are, in the long run, more economical in buildings, plant, staff, and equipment, the launching of a large concentration scheme in the present stage of development of Vernacular education would be a speculative scheme. We suggest that experimental work based on the existing schools and on a small new experimental training institution be tried and proved before any steps are taken either towards concentration or further fragmentation of training facilities.

Existing Normal Schools must be retained.

545. The existing Normal schools are situated in towns of considerable size. They lack the rural environment which is desirable in connection with the training of teachers for rural conditions, and they lack land and facilities for the development of subjects such as gardening but circumstances dictate that they must be retained for the present as part of the training organization.

Development of Existing Experiments in Training.

546. Foundations for further experiment exist at Chaungwa and Kyauksè. The experiments there are based on courses of two years duration for Elementary Training Class candidates. These experiments may be extended with picked Xth standard pupils—introducing agricultural science and domestic science as far as existing staff and resources will allow.

Experiment in Training at Pyinmana Proposed.

547. We have already suggested that steps should be taken to recruit experts in agricultural science, in handicrafts, domestic science and physical education. We are of opinion that, as soon as the experts are available and courses have been formulated, an experimental training institute should be founded. Pyinmana is suggested as a suitable place for this experimental institute. It is a small town; it is centrally situated and easily accessible. The concentration there of the Government School of Forestry, a Government Experimental Farm and the American Baptist Mission Agricultural School make the place suitable for experimental work for rural purposes. The climate and soil are representative, to some extent, of wet and dry zone conditions. Elaborate buildings need not be erected. Buildings of cheap timber and mat construction, similar to those used at Chaungwa, will be adequate. Land should be provided for recreation, and for agricultural and gardening purposes. Reasonable laboratory accommodation and equipment must be provided. The details of the experiment should be worked out by a representative Committee including not only educational interests in the Province but departments such as the Agricultural, the Public Health and the Veterinary Departments.

548. When time is ripe for further extension on the basis of the Pyinmana experiment, it is suggested that additional training institutions might be located in the neighbourhood of the Government Experimental Farms in order to preserve association between education, environment and occupation.

The Supply of Recruits for Training.

549. Teachers for the Vernacular schools are recruited almost entirely from the less well-to-do strata of society. The well-to-do classes send their children to the Anglo-vernacular and English schools, and the children of these classes who find their way into the teaching profession take to work in Anglo-vernacular and English schools. A small number of teachers with Anglo-vernacular education is employed in teaching English in Vernacular schools. It is desirable that more recruits from the well-to-do classes should be attracted to the teaching service of the Vernacular schools. The co-ordination of the Vernacular system with the other systems of schools should tend in this direction. The bulk of the population of the Province, however, is of the cultivating class living at the relatively low level of subsistence of that class and the teachers of the future will of necessity be drawn in large numbers from this class. In consequence, a system of subsidizing teachers under training will have to be maintained to ensure an adequate supply of recruits for an expanding system of schools.

Continuation of Stipend System.

550. The stipends at present provided (Chapter VIII of the Vernacular Education Code) are at the rate of Rs. 12 per month. The number of stipends is prescribed from time to time by Government. The system of stipends and of free tuition will have to continue and be adjusted to needs, from time to time, as the education system develops. For the present, we do not recommend any alteration of the existing system. When the surveys to be made by Local Education Authorities are complete, and plans for reorganization and reconstruction are available, and a consolidated plan for the Province is ready, time will be ripe for a review of the system of subsidies for teachers under training.

Difficulties of Estimating Numbers of Recruits Required.

551. It is of little more than passing interest to estimate the number of teachers that would be required for a universal compulsory system of education in Burma, applicable to all children of age six to eleven years. The Census Report 1931 enumerated 19,811 teachers in Burma. The Education Department can account for some 13,500 of those enumerated; the remainder whatever subjects they profess to teach do not figure in the recognized education system. The figure 13,500 works out at one teacher to every 1,000 persons in Burma and one teacher for 140 children of school-going age (6–11 years).

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552. In 1933-34, there were 417,275 children on the rolls of recognized Vernacular schools. Nearly 1½ million children do not attend school at present. A complete scheme of compulsory education would require a corps of over 40,000 teachers. About 6,000 additional teachers would be required each year for five years if any attempt were made to introduce universal compulsory education. The existing training facilities can train 700 vernacular teachers per year.

553. The latest figures enumerating teachers in recognized Vernacular schools are as follows :—

Circle. (1)	High. (2)	Middle. (3)	Primary. (4)	Uncertificated. (5)	Total. (6)
Mandalay	13	331	957	292	1,593
Arakan	1	154	382	88	625
Irrawaddy	25	453	1,396	105	1,960
Rangoon	30	207	422	17	676
Magwe	24	295	782	334	1,435
Sagaing	18	301	902	158	1,379
Pegu	13	490	1,512	130	2,145
Tenasserim	33	429	1,100	139	1,701
Total ...	157	2,640	7,453	1,264	11,514

The above statement analysed shows :—

Circle.	Men.	Women.	Total.
Mandalay	1,265	328	1,593
Irrawaddy	1,517	443	1,960
Pegu	1,655	490	2,145
Magwe	1,167	268	1,435
Sagaing	1,013	366	1,379
Tenasserim ...	1,217	484	1,701
Rangoon	532	144	676
Arakan		93	625
Total ...	8,898	2,616	11,514

554. At present, there are no data and no means of estimating reasonably accurately the annual casualties due to superannuation, death, dismissal and other causes, among teachers in Vernacular primary schools, and the numbers the new recruits required to replace these casualties and to staff new schools and schools raised in grade. The factors in the expansions and contractions in the Vernacular school system in past years which might throw some light on this subject are somewhat difficult to disentangle. The thread of continuity in the growth of the Vernacular system is twisted with many broken strands such as; the fluctuations in connection with the steps taken from time to time to bring the monastic school within the state system, side by side with the steady expansion of the system of lay schools; the large increases in schools in the years 1913, 1914, and 1915 as a result of special non-recurring grants from the Government of India and the decrease in the numbers of these schools consequent on the

stoppage of the grants and the lack of recurring financial provision coupled with post-war financial stringency; the disregistration of schools which Divisional School Boards had to resort to in 1917 because of their straitened resources; the lack of co-ordinated policy in the administration of the new Local Education Authorities; the fluctuations in the numbers of schools opened under the "Five Year Scheme"; the disregistration of schools consequent on the working of the Permanent Financial Settlement; the progressively reduced subventions for the "Five Year Scheme" schools, and lastly the financial stringency of the past five years. These factors have occasioned discontinuous increases and decreases in the numbers of the schools, and render it exceedingly difficult to formulate, at present, a Provincial policy in respect of the maintenance of a supply of trained teachers for the schools.

555. The following figures show the number of students enrolled since 1912-13 for training for the certificate entitling them to teach in Vernacular primary schools :—

Year.	Number of Elementary Training classes.	Number of Pupils.	Year.	Number of Elementary Training classes.	Number of Pupils.
1912-13 ...	2	51	1924-25 ...	81	1,315
1913-14 ...	8	127	1925-26 ...	86	1,395
1914-15 ...	17	225	1926-27 ...	85	1,376
1915-16 ...	18	255	1927-28 ...	94	1,490
1916-17 ...	19	245	1928-29 ...	95	1,515
1917-18 ...	19	231	1929-30 ...	93	1,475
1918-19 ...	33	416	1930-31 ...	78	1,227
1919-20 ...	40	494	1931-32 ...	34	511
1920-21 ...	47	[illegible]	1932-33 ...	23	347
1921-22 ...	61	845	1933-[illegible] ...	20	308
1922-23 ...	[illegible]	1,002	1934-35 ...	16	[illegible]
1923-24 ...	71	1,149			

The decreases during the past five years were deliberately effected by the closing of Elementary Training classes when it became clear that large numbers of teachers were being thrown out of employment by the disregistration and closing of schools following on the deterioration of the Provincial finances and the inability of Government and Local Authorities to finance education on the scale of the previous more prosperous years. In June 1935, 2,916 teachers were reported to be unemployed. The unemployment figure has been in the neighbourhood of 3,000 since 1932-33.

556. The relatively small numbers of high and middle Vernacular schools make it possible to estimate and control the supply of recruits required for these schools. In the following table may be noted the increasing number of recruits for 'high' certificates and the relative steadiness of the numbers of recruits for 'middle' certificates.

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557. The available data for assessing the annual requirements of the Vernacular system in new recruits are as follows :—

Year.	Number of Teachers employed in Schools.			Number of recognized Schools.			Number of candidates who completed Courses for Teachers Certificates.				Number of Teachers unemployed.
	High.	Middle.	Primary.	High.	Middle.	Primary.	High.	Middle.	Primary or Elementary Training.	Total.	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
1923-24 ...	197	4,013	6,938	38	1,270	4,009	...	90	926	1,016	...
1924-25 ...	289	4,012	6,789	50	1,302	3,890	...	123	1,045	1,168	...
1925-26 ...	272	4,196	6,817	57	1,429	4,113	...	162	1,123	1,285	...
1926-27 ...	350	3,924	6,993	58	1,185	4,514	...	190	1,089	1,279	...
1927-28 ...	430	3,989	7,331	67	1,094	4,533	...	295	1,154	1,449	...
1928-29 ...	415	3,999	7,583	68	1,087	4,695	...	303	1,236	1,539	...
1929-30 ...	641	4,010	7,611	80	1,057	4,822	...	348	1,167	1,515	1,461
1930-31 ...	675	3,999	7,645	96	1,056	4,832	...	199	895	1,094	1,995
1931-32 ...	689	3,807	7,103	108	997	4,593	...	202	512	714	2,680
1932-33 ...	904	3,413	7,207	143	942	4,641	39	266	296	601	2,733
1933-34 ...	947	3,152	6,882	156	917	4,639	64	290	269	623	2,891
1934-35 ...	1,056	3,177	7,081	177	899	4,557	225	227	182	634	2,916

In reading the table, it should be remembered that the figures showing the numbers of teachers employed in high schools include the numbers of teachers employed in the middle and primary departments of high schools.

558. The table shows the numbers of Vernacular schools (high, middle and primary), and the numbers of teachers employed, and the numbers of recruits to the various grades in each year since the year 1923-24. The high school certificate, until the year 1931-32, was awarded on the basis of the Vernacular IXth standard certificate and training during one year. In reading the table, it must be remembered that the figures showing the numbers of teachers returned as employed in high schools include the teachers employed in the middle and primary grades of the high schools. Broad conclusions can be drawn from the figures. The onset of the deterioration of Provincial revenues in 1929-30 is not reflected in the number of teachers undergoing training until the year 1930-31. The Local Education Authorities felt it in 1929-30. Increasing unemployment among teachers in 1929-30 led to the compilation of statistics. The unemployment figures rose steeply from 1,461 in 1929-30 to 2,580 in 1931-32, while the number of teachers completing training fell from 1,318 to 714 during the same period. After 1931-32, the number of unemployed teachers increased by 53 in 1932-33 by 158 in 1933-34 and again by 25 in 1934-35, while the numbers of teachers completing training fluctuated narrowly, the figures being for the respective years 714, 601, 623 and 634.

559. In view of the fact that the majority of the unemployed teachers are either uncertificated or elementary "B" teachers of low efficiency and since the numbers have remained relatively steady, and since the Department took every possible means of reducing the training facilities in order that supply might approximate to demand, it is a reasonable assumption that for the present system of Vernacular schools, some 600 teachers are required per year to make good the annual casualties. It is to be remembered, however, that the existing system has been reduced severely by six years of financial stringency. So far as it is possible to judge from past figures, the present normal requirements would appear to be about 1,000 per year.

560. The unemployed teachers include large numbers of inefficient teachers with the lowest professional qualification or none at all. Reliable information is not available, but it is reported that many of them are earning a living on the land or in petty trade. From the point of view of the education system it is better that they continue to be so employed. A number are reported to be conducting unrecognized unaided schools in return for a roof and pay in kind; they await the return of more prosperous times and hope for recognition and aid. The permanent elimination of most of these teachers with low or no professional qualifications from the education system is desirable.

561. Until a permanent financial foundation is established with provision for central and local contributions gradually increasing to meet expansion, and until Local Education Authorities have carried out the

surveys, and made the plans we have recommended, no reasonably accurate estimate of necessary annual recruitments may be made. For the present, a hand to mouth policy based on estimates of immediate needs appears to be the only policy that can be followed. Such a policy is not to be commended. The situation emphasises the need for an early survey and deliberate planning of educational provision by Local Education Authorities under the effective control of the central authority.

Means of Improving the Efficiency of Serving Teachers.

562. The improvement of the training and efficiency of the existing teachers must be taken in hand. Supplementary courses, demonstration courses, local, divisional and provincial conferences should be organized and held regularly. Deputy Inspectors can do much to keep alive professional interest and to revitalize work which, in the conditions of isolation of the Vernacular School is for ever settling down into formalism. Refresher courses, similar to those that have been organized from time to time in the past, should become a regular part of the training system. It should be one of the principal duties of the additional Assistant Director of Education whose appointment we have recommended to organize such courses. Much can be achieved by keeping teachers in isolated schools in touch by a revitalizing stream of circulars and notes. The additional Assistant Director with the help of the Inspectors and Deputy Inspectors should be the vehicle of new methods and ideas in the schools. An energetic intelligence service should be directed from the office of the Director of Public Instruction.

563. We invite attention to work done in institutions such as the MacDonald Institute, Guelph, Ontario; Cornell University; the Teachers' Training College of Columbia, St. Anne de Bellevue, Montreal, and in Nova Scotia; to the courses for rural teachers organized in many parts of England and to the efforts of Australia to solve problems similar to our problems. We think that education officers should acquaint themselves with the work being done elsewhere and draw on it for inspiration and guidance.

Training of Serving Teachers in Practical Subjects.

564. The development of the reorganized curricula in the schools must be based to a large extent, and for a long time, and until new generations of teachers are available, on the improvement of the teaching efficiency of the existing teachers. Efforts should be made to provide for these teachers short courses in the practical subjects to be introduced in the reorganized curricula. This will be a long and difficult task not only because suitable instructors are not at present available but also because but few schools at present have the space, the equipment and the finance for practical subjects. We consider our

recommendations in regard to the introduction of practical education to be of vital importance in the regeneration of the education system. The variety of subjects which may be introduced may be gathered from the following list of subjects that have been taken up in schools elsewhere :—woodwork ; wood-carving, blacksmith work, metal work ; beaten copper and pewter work, clay modelling, pottery work, bamboo work, basket work, weaving, engraving, etching, printing, bookbinding, leather work, papier-maché work, rug making, toy making, lacquer work, concrete work ; embroidery, small textile crafts, upholstering, poultry keeping, bee keeping, dairy work, pig keeping, fruit canning and preserving.

565. The introduction of practical subjects will depend primarily on the enthusiasm and keeness of the teachers. At present, few teachers in Burma have any idea that the teachers' functions may lie outside the "literary" curriculum and the books which they consider the be-all-and-end-all of education. If education in Burma is to be made a preparation for life and not merely a process of cramming unrelated to life, the task must be pursued with relentless perseverance until a new attitude to education is generally accepted, and teachers as a matter of course equip themselves to give instruction in one or more practical subjects.

Teachers' Salaries and Emoluments.

566. The following statements show the salary scales at present in force in the different systems of schools, as well as the scales that have been in force in Vernacular schools since the constitution of Local Education Authorities :—

Government Schools.

Name of Post.	Old Scales of Pay.	Scales from 1st December 1935.
(A) *Government Anglo-Vernacular Schools.*	Rs.	Rs.
Headmaster of Government Anglo-Vernacular High Schools, Burma Educational Service (Class I).	300—50—1,500	
Headmaster of Government Anglo-Vernacular High Schools, Burma Educational Service (Class II).	250—25—675	200—600
Headmaster of Government Anglo-Vernacular High Schools, Subordinate Educational Service.	300—10—400	200—320
Second Master of Government High Schools, Subordinate Educational Service.	300—10—400	200—320

Government Schools—concld.

Name of Post.	Old Scales of Pay.	Scales from 1st December 1935.
(A) *Government Anglo-Vernacular Schools*—concld.	Rs.	Rs.
Headmaster of Government Anglo-Vernacular Middle Schools, Subordinate Educational Service.	250—10—300	140—220+40
Senior Master, Subordinate Educational Service.	175—5—225—10—275.	140—220
Junior Master, Subordinate Educational Service.	80—5—120—5—150.	65—150
Daily Teacher, Subordinate Educational Service.	80—5—120—5—180.	65—150
Drawing Master, Subordinate Educational Service.	60—4—100	Not yet fixed.
Drill Instructor, Subordinate Educational Service.	50 (Fixed)	40 (Fixed).
(B) *Government English Schools*		
Headmaster of Government English High Schools, Indian Educational Service.	400—1,250	
Senior Master, Subordinate Educational Service.	250—20—350	200—300
Junior Master, Subordinate Educational Service.	150—10—300	120—240
Drawing Master, Subordinate Educational Service.	100—10—150	Not yet fixed.
Drill Instructor, Subordinate Educational Service.	40 (Fixed)	40 (Fixed).
Aided Schools.		
Superintendent (High School) ...	* 500 per mensem	† 500
Superintendent (Middle School) ...	* 200 "	† 200
Headmaster (High School)	* 200 "	† 200—
Senior Master	* 120—160 "	† 140—
Headmaster (Middle School)	* 150 "	† 180—
Junior Master (Middle Department) ...	* 80—120	† 65—
Head Master (Primary School) ...	* 80—100	† 100—
Assistant in Primary Department ...	* 60—80	† 65—
Drawing Master	* 60—4—100	† 50—

* These are the minimum scales, but in assessing Maintenance Grants generally the corresponding scale in Government schools is allowed.

† These are minimum salaries recognised for the purposes of Maintenance Grants. The Director of Public Instruction has issued detailed instructions in regard to the adoption in aided schools for the purposes of Maintenance Grants, of the scales prescribed for Government Schools.

Statement showing different Scales of pay for Vernacular Teachers introduced with effect from 1st March 1925.

Qualifications. (1)	Scales of pay introduced with effect from 1st March 1925 (Minimum Scale). (2)	Scales of pay introduced with effect from 1st October 1930 (Minimum Scale). (3)	Scales of pay introduced with effect from 1st April 1932 (Minimum Scale.) (4)	1934 Scale for teachers appointed before 1st September 1931 (Prescribed Scale). (5)	1934 Scale for teachers appointed on or after 1st September 1931 (Prescribed Scale). (6)
	Rs.	Rs.	Rs.	Rs.	Rs.
High School Certificate ...	70—4—90 per mensem.	60—4—80 per mensem.	65—2/8—85 per mensem.	65—2/8—85 per mensem.	60—2—80 per mensem.
Middle School Certificate ...	50—4—70	40—2—60	45—2—65	45—2—65	40—2—60 per mensem.
Elementary "A" with 10 years service.	40—2—50	25—1—30—2—40 per mensem.	25—1—35—2—45	25—1—35—2—45 per mensem.	25—1—30—2—40 per mensem.
Elementary "A" with under 10 years service.	30 - 2—40				
Elementary "B"	25—1—30	20—1—25	20—1—30	20—1—30 per mensem.	20—1—25 per mensem.
Uncertificated	25 (Fixed) ...	15 (Fixed) ...	20 (Fixed) ...	20 (Fixed) per mensem.	15 (Fixed) per mensem.

Special Pay.—Special pay will be admissible at the undermentioned rates to *certificated* head teachers of Board schools and to *certificated* teacher-managers of recognized schools as remuneration for supervision.

(*N.B.*—For the purpose of this rule a certificated head teacher of a school controlled by a mission or by a School Committee shall be deemed to be a teacher-manager provided that he is responsible for supervision of the school.)

Uncertificated monk-managers who take part in the teaching of religious or lay subjects or both, Rs. 15 per mensem.

RATES OF SPECIAL PAY.

A.—For head teachers appointed before 1st September 1931.

In high and middle schools, Rs. 10 per mensem.

* In primary schools—

(i) with a minimum average daily attendance of 50 pupils, Rs. 5 per mensem;

(ii) with an average daily attendance of under 50 but over 20 pupils, Rs. 2 per mensem.

Elementary Training Class Teachers.

A. Teachers appointed before 1st September 1931, Rs. 80—2—100 per mensem.

B. Teachers appointed on or after 1st September 1931, Rs. 70—2—90 per mensem.

For head teachers appointed o or after 1st September 1931.

In high and middle schools, Rs. 8 per mensem.

In primary schools—

(i) with a minimum average daily attend.nce of 50 pupils, Rs. 4 per mensem;

(ii) with an average daily attendance of under 50 but over 20 pupils, Rs. 2 per mensem.

English Teachers in Vernacular Schools.

A. Teachers appointed before 1st September 1931, Rs. 60—4—80 per mensem.

B Teachers appointed on or after 1st September 1931, Rs. 60—2—80 per mensem.

Good Service Pay.

After 20 years' good service in Board schools or Recognized schools, a teacher may be granted, as a reward for good service, an addition to his emoluments to be known as "Good Service Pay" on a scale of Rs. 2—2—10 per mensem above the maximum of the scale of pay prescribed by Government for the department of the school in which he is teaching. Good Service Pay does not form part of the prescribed scales; it is granted at the discretion of the Local Education Authority and cannot be claimed as a right by a teacher. For purposes of this rule "good service" means service certified by the Inspector of Schools to have been satisfactory throughout. Such service need not be continuous, so long as the various periods make up 20 years in the aggregate and are not interrupted by periods of unsatisfactory service or of unemployment due to misconduct.

* NOTE.—The number of children in the infant standards to be counted in ascertaining these averages may not exceed half the average number of children in standards I and II. The rates of special pay will be determined yearly by the Deputy Inspectors of Schools and based on the average daily attendance of the previous year. Special pay for newly opened schools may be calculated on the average daily attendance for the first three months.

Disparities in Salary Scales in Vernacular and Anglo-vernacular Schools.

567. Existing scales of salaries show disparities between the scales of the several grades of teachers in the different systems of schools. These disparities refer to different causes. The more important of these are the inequalities of the educational and professional qualifications of the teachers for the several grades in the different systems of schools and the circumstances of the development and the differentiated values attached to the education provided in the several systems of schools. It is outside our province to examine the emoluments of teachers in Anglo-vernacular and English schools, but we consider that we may make some comments on the subject of emoluments for equal work and for equal qualifications for work in Vernacular and Anglo-vernacular schools. It is not unreasonable for comparative purposes to examine the rates of pay prescribed for teachers in aided Anglo-vernacular schools *vis-à-vis* the rates prescribed for teachers in recognized Vernacular schools.

Scales of Pay for Teachers with 'Primary' Qualifications.

568. There is no question of equality of qualification between existing teachers in primary departments of Anglo-vernacular aided schools and Vernacular primary schools. The former have a matriculation or higher qualification *plus* a certificate granted after a course of training of two years' duration. The Vernacular primary school teacher has passed either the VIIth standard vernacular examination and has completed a course of one year's duration for the "A" Certificate, or has passed the IVth or a higher standard but not the VIIth standard vernacular examination and has completed a course of one year's duration for the "B" Certificate. The adequacy of the emoluments for "elementary" vernacular teachers is another matter to which we shall refer later.

Pay in reference to Qualifications and Work in Middle Departments.

569. Teachers for middle school work in aided Anglo-vernacular schools require the same qualifications as for primary school work, namely, matriculation or a higher educational qualification and two years' training leading to the University Trained Teachers' Certificate. For middle school work in Vernacular schools, a Vernacular IXth standard certificate *plus* a course of training for one year in a Normal school are prescribed. The scales of pay are as shown in the foregoing tables. It may be noted that among existing Vernacular teachers there are some who hold the lower qualifications named in Notification No. 38, dated the 7th May 1934, of the Ministry of Education. We have discussed the approximation of standards and

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courses in Vernacular and Anglo-vernacular schools in recent years. Such approximation might be held to justify some approximation of emoluments. The contention could not be sustained, however, in view of the wide disparities of standards and courses of educational preparation and training of the respective teachers. Until recently, the absence of courses in algebra and geometry, in science, in English and the different quality of the courses in geography and history in the Vernacular schools constituted wide disparities in the work of the respective schools and teachers. We consider that no case can be stated, at present, for approximating the emoluments of existing middle school Vernacular teachers to those of the Anglo-vernacular teacher. The adequacy of the present Vernacular middle school scale is another matter to which we shall return later.

Pay in reference to Qualifications and Work in High Departments.

570. The qualifications for teachers in high departments in Anglo-vernacular aided and Vernacular schools respectively are the B.Ed. degree or a pass or honours degree (the latter qualifications are temporary until an adequate supply of teachers with the B.Ed. degree is available) and the Vernacular Xth standard examination followed by a course of training for one year. The prescribed salary scales are as shown in the foregoing tables. For reasons similar to those stated in the discussion of the pay of middle school teachers and for the additional reason of the greater disparities between the educational preparation and training of the teachers, no case for levelling up the scale for Vernacular high school teachers to the Anglo-vernacular scales can be stated.

Reintroduction of "1925" Scales—Prohibitive Cost.

571. The statement of scales of salary for Vernacular teachers quoted above shows the different scales that have been prescribed since the constitution of Local Education Authorities. The Conference of Vernacular Teachers' Associations in Burma has urged that the scales introduced on 1st March 1925 should replace the scales now in operation. We have no reliable data wherewith to make an accurate calculation of the cost of adopting this recommendation. We estimate roughly, however, that the annual cost of a reversion to the "1925" scale would be approximately Rs. 12,00,000. This figure is based on the broad assumption that the reintroduction of the "1925" scale would involve an increase of Rs. 5 per month to high and middle school teachers and Rs. 10 per month to primary school and uncertificated teachers now serving. The total expenditure from all sources on Vernacular education in 1934-35 was Rs. 41,84,706. The Vernacular system labours under grave financial difficulties; large numbers of schools have been disregistered in recent years; teachers'

salaries have been subjected to "cuts" varying from 10 to 40 per cent; nearly 3,000 teachers are unemployed.

572. In view of the large numbers of unemployed teachers and of the need for new schools and of the fact that increased scales of pay would retard the opening of new schools and could be introduced only by submitting the existing system of schools to further disregistrations and thereby adding still more teachers to the numbers of the unemployed, we are unable to support the proposal that the "1925" scale be reintroduced. We are of opinion, however, that any Local Education Authority which is in a position to do so from its own resources and without detriment to its local provision of education should with the sanction of Government be permitted to pay salaries on a scale or scales higher than existing scales.

Restoration of Arrears and "Cuts" of Salaries of Teachers should be a First Charge on Local Education Funds.

573. An effort has been made to estimate the cost of restoring with retrospective effect "cuts" in teachers' salaries and increments that would have been paid, in normal conditions, during the period 1st April 1929 to the 31st March 1935. The investigation showed that a sum of approximately Rs. 3,40,000 would have been required per year to pay the teachers who were actually in employment in December 1934. The re-employment of unemployed teachers would cost about 10 lakhs of rupees per year. One of the first duties of the Local Education Authorities, when financial resources are improved, must be the restoration of the "cuts" and increments to teachers in service.

It is to be hoped that a financial system will be devised which will obviate the violent fluctuations of the past and give reasonable guarantee in normal circumstances, of security of scales of pay and increments It is a criticism of the existing system that while teachers are unemployed in large numbers, and while teachers have suffered "cuts" in pay amounting in some local jurisdictions to as much as 40 per cent, and while arrears of pay had accumulated in the jurisdiction of some Authorities, that new schools are recognized and paid grants. Such anomalies arise from the lack of central control over Local Education Authorities, and from the wide powers of these authorities to administer without reference to other Local Education Authorities and to the general educational policy in the Province.

Additional Pay proposed for Teachers of English in Vernacular Schools.

574. In view of the increasing efficiency of Vernacular middle and high schools and of approximation of standards of work in some subjects in these schools with the work done in the same subjects in Anglo-vernacular and English schools, and with a view to encouraging higher

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standards of instruction and of widening the curriculum in middle and high schools we recommend that a high school teacher or headmaster who passes in English in the Anglo-vernacular High School Examination and teaches English in his school, and provided the teaching is certified to be efficient by the Inspector of Schools, be granted supplementary pay at the rate of Rs. 10 per mensem.

Additional Pay proposed for Handicraft Teaching.

575. We recommend further that when courses in school gardening, handicrafts and domestic science are organized and available for the training of Vernacular teachers, that teachers, who acquire any certificate or diploma issued on satisfactory completion of a practical course, and who introduce teaching in a practical subject into their schools, be granted supplementary pay at the rate of Rs. 10 per month per subject.

Additional Pay proposed for Teachers of Burmese in Non-Burmese Schools.

576. We commend the suggestion that, where necessary, Boards should provide facilities for non-Burmese teachers and non-Burmese pupils to learn Burmese and that provision be made, subject to proper safeguards against abuse of the provision, to pay supplementary pay to non-Burmese teachers, whose mother tongue or home tongue is not Burmese, who qualify to teach Burmese in non-Burmese Vernacular schools and actually teach Burmese satisfactorily in such schools.

Payments to Uncertificated Monk-Managers of Recognized Schools.

577. We have discussed Notification No. 39, dated the 7th May 1934, and the representations of the Conference of Vernacular Teachers Associations on the subject of the notification and regret we are unable to agree on any recommendation on this matter.

Teachers' Salaries in Reconstructed Schools.

578. Some considerable time will elapse before the reconstructed system of schools and curricula and the training of teachers for these schools will become a working organism. We envisage a co-ordination of standards and curricula in the primary and post-primary schools, and also some approximation of the educational and professional attainments of the teachers trained for the reorganized system of schools. Eventually there will be some justification for approximated scales of salaries in the several grades of the co-ordinated system. Accordingly, it is suggested that when time is ripe, the scales of salaries applicable to headmasters and teachers in reconstructed primary and post-primary schools be approximated. We feel that we cannot

usefully attempt now to indicate scales that will be suitable at a date in the future which we are unable to fix in view of the complex adjustments to be made.

Methods of Payment of Teachers' Salaries.

579. The methods of disbursing Vernacular teachers' salaries are prescribed in Chapter VII of the Vernacular Education Code. The methods prescribed for disbursement in Municipalities and Excluded Areas have not been criticised in the evidence submitted to us but, the disbursements of salaries by certain district education authorities have occasioned complaints from teachers. Not seldom, it appears, teachers are put to considerable inconvenience by the failure of the person responsible for the disbursement to appear on the date fixed. Dates of payment are not fixed regularly, but at the convenience of the person making the disbursement. The convenience of teachers, the long distances some have to travel and the interruption of their work have received little consideration at times.

580. The procedure prescribed in the revised Code under the Draft Notification, dated the 15th January 1935, should help to regularize payments and to remove causes of complaint. We suggest that the best means of eliminating the abuses complained of is, so far as possible, to pay salaries by the issue and delivery by messenger or by post of vouchers or pay-bills to be cashed at the nearest Government Treasury or Sub-Treasury. Identification of the teacher should be made at the Treasury, and receipt vouchers be posted by the Treasury Officer to the Secretary of the Board. The Deputy Commissioner should fix the date and hour of disbursement, so that teachers will receive payment without delay.

581. We recommend further that teachers' pay-bills be endorsed before payment by the Deputy Inspector of Schools to enable him to keep check of the accuracy of the payments to be made to the teachers.

Irregular Deductions from Teachers' Salaries.

582. It has been brought to our notice that irregular deductions are sometimes made or claimed from teachers' pay as subscriptions for religious or charitable purposes; that teachers are sometimes called on to pay sums of money to chairmen or members of local educational bodies for past, present or future patronage; that managers of recognized schools on some pretext or other sometimes withhold from teachers a portion of the grants made for the salaries of the assistant teachers. It has been suggested that such abuses are widespread and that the isolation of the bulk of the teachers and their fear of the consequences of exposing abuses prevent the teachers

from bringing abuses to light. The means of stopping such abuses as exist are in the hands of the teachers themselves. Safeguards in Codes are of little value so long as the individual teacher acquiesces in irregularities. Safeguards will be effective when all teachers support teachers' associations devoted to professional advancement and protection and to fostering sound public opinion on the local administration of education.

Security of Tenure.

583. The teacher in a Vernacular school is employed either by a Local Education Authority in a Board school or by a private manager in a recognized aided school. The teacher-manager of a recognized school is subsidized by the Local Education Authority; he generally provides the school building and equipment. The number of teachers in each category in 1934-35 was as follows:—

Employed in Board Schools	Employed by a recognized manager subsidized by Local Education Authorities.
767	10,659

584. Security of tenure of teachers depends on the continuity and soundness of the policy of the local education authority. We have made proposals for improving the constitution of the elective local education authorities and for ensuring that the professional advice of the officers of the Education Department on the registration and disregistration of schools and the appointment and dismissal of teachers shall receive due consideration. These should make materially for more efficient administration and for more security of tenure for the efficient teacher.

Associations of Teachers for Professional Advancement.

585. The teaching profession in Burma, as in other countries, does not enjoy the measure of public esteem accorded to other professions. Much lip service is paid to the *saya*, but the teacher though named among the five *anandaws* is not accorded the respect which is due to *anandaws*. This is no doubt due to the apathy of a large part of the population to education. The village teacher is often treated as a person of no consequence; doubtless the teacher is to blame in some measure for this low estimation. The popular fallacy that teaching children is not a man's job, that it is a way of escape from hard work, that the teacher is a narrow-minded and pedantic individual pluming himself on a store of relatively useless and impractical knowledge dies hard in Burma as elsewhere. Teachers must dispel these illusions.

586. The average Vernacular teacher is an isolated unit. There is room for teachers' associations to reduce the feeling of isolation, to create

a sense of solidarity in the profession, to keep individuals in touch with up-to-date professional thought and practice and for discussion and demonstration A number of Vernacular Teachers' Associations have been formed throughout the Province. They should be fostered and guided and their work be directed to the improvement of the profession.

587. A General Register of Teachers would help materially towards establishing the teaching body in the Province as a body with definite professional status, recognizing only persons with prescribed academic and professional qualifications.

Vernacular Teachers' Provident Fund.

588. The Conference of Vernacular Teachers' Associations favours the establishment of a provident fund, provided that no reduction in scales of pay is involved. We assume that the Conference means that it favours teachers' contributions to such a fund from the emoluments they receive under the existing scales. Were a provident fund established, it would be desirable to organize and manage it on the lines of the existing Aided School Teachers' Provident Fund for teachers in Anglo-vernacular and English schools. The rules of the Aided School Teachers' Fund require teachers to contribute 6¼ per cent of their pay calculated in whole rupees to the nearest rupee. To this amount the school management contributes a sum equal to half the teacher's contribution. Government contributes a lump sum equal to one-third of the total contribution of the teacher and of the school management on the withdrawal of the teacher's and the management's contributions when the teacher retires or for other lawful reasons withdraws his deposits. The fund is managed by means of the post-office savings bank system. Interest is allowed on deposits at the rate of three per cent per annum or such higher rate as may from time to time be determined for deposits in post office savings banks. It is unnecessary here to go into further detail about deposits, advances, withdrawals, records and books to be maintained, etc. The cost of a fund for Vernacular teachers, to Government and to the Local Education Authorities, may be illustrated from the figures of costs of Vernacular education during 1933-34.

589. The total expenditures on Vernacular education for the year 1933-34 were as follows :—

	Rs.
By 28 District School Boards	34,91,000
By 57 Municipalities	7,96,964
By 24 Deputy Commissioners' Local Funds ...	5,96,387
By 16 Notified Areas	2,03,597

On the basis of the above figures, the following sums would have been payable by the authorities concerned on behalf of a Teachers' Provident Fund, if such had been established :—

NOTE.—It is assumed for the purposes of the calculations that the whole expenditure was on teachers' salaries.

	Rs.
Contributions of Teachers under 28 District School Boards	2,18,190 per year.
Contributions of Teachers under 57 Municipalities	49,810 per year.
Contributions of Teachers under 24 Deputy Commissioners' Local Funds	37,274 per year.
Contributions of Teachers under 16 Notified Areas	12,724
Total ...	3,17,998
Total Government contributions	1,58,999 *plus* interest.
Total Local Education Authorities' contributions	1,58,999
Average contribution per District School Board ...	3,896 per year.
Average contribution per Municipality ...	437 per year.
Average contribution per Deputy Commissioner's Local Fund	776 per year.
Average constribution per Notified Area ...	397 per year.

So expressed, the cost to the local authorities does not appear formidable.

590. It is desirable, we think, as soon as Provincial finances improve, and as soon as Local Authorities shoulder their responsibilities for raising local revenues, that a Vernacular Teachers' Provident Fund be established.

591. Summarized our recommendations are :—

(1) that except for special areas and communities indicated below the remaining Elementary Training Classes be abolished as opportunity offers ;

(2) that the proposal to abolish the existing powers of the Director of Public Instruction to issue certificates to untrained teachers on passing a written examination in professional subjects be approved, subject to the reservation that the Director of Public Instruction should retain the power to meet the special needs of the minority communities and excluded areas ;

(3) that, to meet the special difficulties of backward communities and difficulties in regard to the education of girls of some communities, the existing powers of the Director of Public Instruction to permit candidates who have passed the IXth standard to teach without previous training, in a middle department of existing schools and candidates who have passed the Xth standard to teach without previous training in a high department be continued, and that such candidates

should be examined after two or more years of practical experience with a view to certification as qualified teachers ; and that this system continue until adequate facilities and staff for training recruit-teachers for the communities concerned are available ;

(4) that, after 1st April 1936, no additional uncertificated teacher, *i.e.*, no teacher in addition to the uncertificated teachers now serving and recognized for salary grants, be appointed or approved for grants-in-aid ;

(5) (*a*) that as the existing Normal schools are deficient in staff, courses and equipment, they require reorganization for training teachers for the reorganized schools ;

(*b*) that the name "Training Institution" be substituted for "Normal School" ;

(6) that the status of the head of a Normal school hereafter to be called "Training Institution" should be rated higher than that of the headmaster of an Anglo-vernacular high school ;

(7) that the Head of a Training Institution should be a graduate in education, and his staff should consist of graduates in education with special qualifications for the training of teachers in the several subjects of the curriculum ;

(8) that, in general, it is undesirable to differentiate specifically between the training of teachers for rural and for town conditions in Burma ;

(9) that all teachers be equipped to give instruction in one or more practical subjects and in physical education as well as in the usual literary subjects of the curriculum ;

(10) that the courses in the Training Institutions of the future should include training in the teaching of such subjects as general elementary science, with emphasis on biological science, elementary agricultural science, domestic science, gardening, handicrafts and physical education ;

(11) that in reorganizing the courses in Training Institutions, the following principles should be kept in view :—

(i) the general subjects should retain their traditional place and importance ;

(ii) general science with emphasis on biological science should be given an important place among the general subjects ;

(iii) physical education and hygiene should be treated as important subjects ;

(iv) subjects such as drawing, needlework, gardening and music should not be treated as subsidiary subjects ;

(v) every teacher should be trained in some form of handicraft—but more advanced study should be left to later supplementary courses ;

(vi) women recruits should be trained in domestic science or a domestic handicraft ; and

(vii) practising school facilities should be adequate and should have adequate equipment of a modern kind ;

(12) that as a first measure of advance towards the improvement of the educational qualifications and training of teachers, the recruitment and courses of training for teachers in the reorganized Vernacular schools be as follows :—

(i) that teacher-recruits for primary schools be selected from those who have passed the Second Public Examination at the conclusion of the IXth standard course and be required to undergo a course of training of two years' duration ;

(ii) that teacher-recruits seeking to qualify to teach in any class up to and including the VIIth standard in the reorganized post-primary schools be selected from those who have passed the Second Public Examination and be required to undergo a course of three years' training ;

(iii) that teachers for the post-primary schools be selected from those who have passed the Matriculation examination and be required to undergo a course of two years' training ; and

(iv) that teachers for the pre-university school be selected from graduates of the University and be required to undergo the course and qualify for the B.Ed. degree ;

(13) that for the reasons discussed, no attempt should be made to concentrate in one or two centres the training of teachers for the Vernacular schools ;

(14) that, contingent on the adoption of the general scheme of reorganization, the existing experimental Elementary Training Classes at Chaungwa and Kyaukse should be developed as Institutes for the training of teachers for the reorganized primary and post-primary schools ;

(15) that an experimental Training Institution be organized at Pyinmana on the lines recommended ;

(16) that women teachers should be recruited in preference to men in primary schools ;

(17) that, in view of the lack of suitable accommodation for women in villages other than their home villages, steps should be taken to recruit women for training as teachers in their home villages ;

(18) that the grave deficiency in the facilities for training women teachers to give instruction in domestic science and economy, domestic handicrafts, hygiene and physical education should be rectified as soon as possible ;

(19) that on the next allotment of State Scholarships, two women should be selected for training in England in domestic science and economy and in needlecraft with a view to utilizing their services on the completion of satisfactory courses in England for the training of teachers in these subjects ;

(20) that, without prejudice to the proposal in regard to the selection of State Scholars for special training in physical education in England, courses in physical training for women teachers on the lines of the Cabin Island courses for men should be organized as soon as suitable instruction can be organized ;

(21) that, as soon as specialist teachers have been recruited and courses have been devised, special courses for serving women teachers should be organized in domestic science and economy, needlework and domestic crafts ;

(22) that training facilities for Karen, Urdu, Hindi, Tamil, Telugu and other Vernacular teachers should, so far as possible, be associated with, or be part of, a Training Institute for Burmese teacher-recruits, and that, until the proposed Training Institutes are capable of training a sufficient number of teachers for these communities, the present segregate training classes should continue to function ;

(23) that it is desirable that women teachers be employed in Urdu primary schools, and that in Urdu schools, where a third or more of the pupils are girls, a woman teacher should be engaged ;

(24) that, with a view to providing efficient training for non-Burmese Vernacular teachers, graduates with an adequate knowledge of the appropriate vernaculars should be trained as the nucleus of the future staff for the training of non-Burmese vernacular teachers ;

(25) that Boards should be encouraged freely to sanction teachers of Burmese to non-Burmese Vernacular schools ;

(26) that in view of the number of Hindi schools and pupils and of the complaint of the community that it receives less than just treatment in the present association of the training of its teachers with the training of Urdu-speaking Muslim teachers, the question whether there is need for a separate Hindi training class be examined ;

(27) that courses in practical subjects should be organized as soon as possible for existing teachers ;

(28) that refresher courses and supplementary courses on the lines suggested should be organized to increase the efficiency of existing teachers ;

(29) that the existing system of stipends for recruits under training should be continued and the existing rate of stipends be maintained, and that the number of stipends be increased, when necessary, to meet the expansion of the schools system ;

(30) that the data for estimating the annual supply of recruits required for the schools should be stabilized as soon as Local Education Authorities' surveys are completed and a consolidated survey of requirements can be made ;

(31) that, on the recovery of stability in the finances of Local Education Authorities and increase in their resources, the restoration, without retrospective effect, of "cuts" in pay and arrears of increments to serving teachers should be a first charge on the funds of Local Education Authorities ;

In view of the disparities of education and training and in the standards of work in the schools, no case can be made at present for levelling up scales of salaries for teachers in Vernacular schools to the levels of salaries of teachers in Anglo-vernacular schools.

In view of the large numbers of unemployed teachers, and the need for new schools, and the fact that increased scales of pay would retard the opening of new schools, and could only be introduced by submitting existing schools to further disregistrations and adding still more teachers to the unemployed list, we cannot support the proposal that the "1925" scales of pay be re-introduced.

We are of opinion, however, that any Local Education Authority which is in a position to do so from its own resources and without detriment to its local provision of education should with the sanction of Government be permitted to pay salaries on a scale or scales higher than existing scales.

(32) that a high school Vernacular teacher who passes in English in the Anglo-vernacular high school Examination, and is declared by the Inspector of Schools fit to teach and actually teaches English in his school should be eligible for additional pay at the rate of Rs. 10 per mensem ;

NOTE.—We recommend that a high school Vernacular teacher qualifying as before the adoption of a reorganized school system should be eligible for the additional pay.

(33) that the necessity for the payment of an additional allowance to non-Burmese teachers in non-Burmese Vernacular schools who qualify themselves to teach Burmese and teach the language in such schools be considered ;

(34) that where necessary, Boards should encourage the learning and teaching of Burmese by providing classes in Burmese for non-Burmese speaking teachers ;

(35) that a Vernacular teacher who qualifies in future in any recognized practical subject and is certified fit to teach and who gives instruction in such subject should be paid additional pay of Rs. 10 per month in respect of such instruction ;

(36) that, supplementary to the procedure prescribed in Chapter VII of the Vernacular Education Code, the following procedure be adopted for the payment of teachers' salaries :—so far as possible, salaries should be paid by the issue and delivery by messenger or by post of vouchers or pay bills to be cashed at the nearest Government Treasury or Sub-treasury. Identification of the teacher should be made at the Treasury, and receipt vouchers be posted by the Treasury Officer to the Secretary of the Board. The date and hour of disbursement should be fixed by the Deputy Commissioner so that teachers may receive payment without delay ;

(37) that the monthly pay bills of teachers' salaries disbursed by elected Local Education Authorities should be endorsed by the Deputy Inspector of Schools and that the Deputy Inspector should report to the Inspector that bills have been made out in full and in accordance with prescribed scales and rules ;

(38) that, in view of the higher educational and professional qualifications and the lengthened periods of education and training to be required of teachers for service in the reorganized schools, increased salary

scales in Vernacular schools be considered together with re-adjustments of scales in reorganized Anglo-vernacular schools at a suitable date in future ;

(39) that the formation of teachers' associations and the organization of local and provincial conferences of teachers and teachers' associations should be encouraged with a view to the development of professional *esprit-de-corps* and the improvement of professional practice ;

(40) that, as soon as finances permit, a Provincial Vernacular Teachers' Provident Fund on the lines of the existing Provident Fund for teachers in aided Anglo-vernacular and English schools be established, and that, in framing the rules for such a fund, the conditions for drawing temporary advances should be made stringent.

NOTE.—We have discussed Notification No. 39, dated the 7th May 1934, and the representations of the Conference of Vernacular Teachers' Associations on the subject of the notification, *viz.*, the pay of uncertificated monk-managers, and are unable to agree on any recommendation on this matter.

SECTION XVII.

FINANCE.

Present Expenditure—Prospective Cost.

592. On the basis of current costs, a system of compulsory enrolment embracing the education of children aged six to eleven years would cost considerably more than two crores of rupees per year. Compared with current annual expenditures of Government on Vernacular education, this is a formidable sum. The figures for comparison are as follows :—

Year.	Expenditure on Vernacular Education.		Total.
	Burma Proper.	Backward Tracts.	
	Rs.	Rs.	Rs.
1928-29 ...	28,86,333	92,908	29,79,241
1929-30 ...	29,97,317	96,556	30,93,873
1930-31 ...	29,18,702	91,276	30,09,978
1931-32 ...	27,36,704	89,768	28,26,472
1932-33 ...	26,74,389	85,509	27,59,898
1933-34 ...	26,60,513	84,660	27,45,173
1934-35 ...	23,27,838	73,980	24,01,818

Expenditure on all kinds of education :—

Year.	Expenditure.
	Rs.
1928-29 ...	1,31,99,664
1929-30 ...	1,27,06,776
1930-31 ...	1,10,32,231
1931-32 ...	1,18,05,555
1932-33 ...	88,19,308
1933-34 ...	81,12,949
1934-35 ...	74,08,385

At present, Burma spends a little over half-a-pie per day (equal to Rs. 1·05 per annum) per head of the population on education. An additional expenditure per head per day of one pie would go a long way towards the maintenance of a universal compulsory system.

Prophylactic View of Educational Finance.

593. Now-a-days the constructive and productive, rather than the protective, regulative and remedial conception of education is stressed. In England, in the early days of the nineteenth century, when the education of the masses was a disputed question, the protective and police aspect of education was stressed. A familiar cry at the time was "Open a school and close a prison." It was prophesied that as school rates rose, criminal rates would fall; and it may reasonably be claimed that the prophecy has been fulfilled in large measure. While we do not wish to emphasize the prophylactic view of education, we feel bound to say that it is not without validity in Burma to-day. In 1933-34, the total provincial ordinary revenue of the Government of Burma was Rs. 8,24,40,149. During the year Rs. 79,39,000 were spent on Education; Rs. 1,54,69,000 on Police; Rs. 58,65,000 on the Administration of Justice, and Rs. 27,99,000 on Jails and Convict Settlements. These figures indicate a large field for the protective, regulative and remedial functions of education.

A Sound System of Central-Local Finance Essential.

594. In the course of this report, we have outlined the structure of the existing public service of education in Burma together with its deficiencies and suggestions for its improvement and development. Finance is the fulcrum of all improvement and development. Fundamental to all needs is a sound system of finance planned not only for consolidation and well planned expansion, but also to obviate excessive fluctuations so that continuity of policy, of administration and development will ensue even if the rate of advance must be regulated periodically by financial limitations. In our opinion, such a system of finance must be based on provincial taxes and local rates, and should distribute the

incidence of the cost of education between richer and poorer areas according to capacity and necessity. It will have to allow for automatic expansion of Government's contribution concurrently with increases in local expenditure subject to reasonable checks on local extravagance if such are necessary in addition to the natural checks imposed on Local Authorities by their responsibility for raising locally in the form of rates a proportion of the amount to be spent on education.

Admission of Financial Responsibility of Local Authorities.

595. Most of the written evidence submitted to us rejected the suggestion that the development of elementary education should be financed, to some extent, by local taxation. The majority of witnesses in giving oral evidence expressed the same rejection, but on being pressed, all, without exception, agreed that more funds for education must be raised somehow and, further pressed, agreed that local rates must bear a part in raising more funds. They admitted the cogency of the argument that the responsibilities of Local Authorities include the raising of money locally to supplement the contributions of Government, and repudiated the popular claim that it is the business of the Provincial Government to raise and supply all the funds, and the privilege of the Local Authorities to spend them subject to little or no Ministerial control. They admitted the validity of the argument that if the Provincial Government supplies all funds, the Provincial Government can lay claim to complete control of expenditure.

Examination of the Present System of Finance—the "1916" Principle—Local Authorities Responsible for Whole Cost of Vernacular Education.

596. The application of these general propositions to the existing system of the finance of Vernacular education may be examined.

On the establishment of Divisional School Boards to administer Vernacular education, the Local Government, in Resolution No. 14E.-53, dated 1st November 1916, stated its financial policy in regard to Vernacular and Anglo-vernacular education. In paragraph 3 of this Resolution, the policy stated was as follows :—"The creation of the system of Divisional Boards for the supervision of Vernacular education affords an opportunity to simplify educational finance and to determine the shares of the expenditure on education to be borne by Municipal, Town, District Cess and Provincial Funds respectively. In future, subject to the exceptions detailed below, all expenditure on Anglo-vernacular education, throughout the Province, will be borne by the Provincial Budget; and all expenditure on Vernacular education by Local Funds. A Municipal Committee which desires to contribute to Anglo-vernacular education may do so in the shape of a lump sum contribution to the Provincial Budget; provided that the Divisional Board concerned is first satisfied that the Committee has provided and can

continue to provide adequate funds for Vernacular education within its limits. At present, District Funds in Upper Burma do not contribute to the cost of Vernacular education, and expenditure thereon which in Lower Burma is borne by District Cess Funds is in Upper Burma provided for in the Provincial Budget. So long as District Funds are unable to contribute to the cost of Vernacular education, annual contributions will be paid to them from Provincial Funds. In Lower Burma, occasional contributions have been made from Provincial Funds towards the cost of Vernacular education in districts where the amount devoted to the purpose from the District Cess Fund was inadequate. In future, these contributions will be discontinued in view of the transfer to the Provincial Budget of expenditure on Anglo-vernacular education which is at present met by Local Funds."

The Permanent Settlement of 1927 on the "1916" Principle.

597. The replacement of Divisional School Boards by Local Education Authorities constituted under the Rural Self-Government Act, 1921, in the process of developing local self-governing institutions, necessitated an examination of the finance of Vernacular education as well as of the other public services administered by local bodies. As a result of the examination of the finances of local bodies by Mr. C. W. Dunn, I.C.S., during the years 1924—27, a Permanent Financial Settlement was announced in Local Government (Rural) Department Circular No. 1U27, dated the 10th February 1927. The Settlement dealt with provincial contributions to Local Funds and Deputy Commissioners' Local Funds in respect of the local services concerned with Education, Public Health, Medicine and Public Works. Paragraph 2 of the Circular read as follows :— "The Government of Burma (Ministry of Education) has kept in view the declaration made in paragraph 13 of Reforms Office letter No. 8G22, dated the 14th August 1922, to Commissioners of Divisions that the provincial contributions would be 'sufficient to put the District Council in as good a position as if the District Cess/District Fund had been handed over to its administration without change of income or liabilities.' The calculations accordingly allow for the normal annual payments of the old local funds for all objects, which continue without essential change to be objects of expenditure of the new local funds, and also for all new or increased annual payments which have been made necessary by the constitution of the new local bodies or by the orders of Government." It would be out of place here to analyse in detail the calculations made to arrive at the amount of the Permanent Settlement for each Local Authority.

Permanent Settlements.

598. On the basis of assumed "normal income" and assumed "normal and necessary expenditure," the permanent contributions from Provincial funds stated in the table below were fixed. The table shows

the "deficit" funds, that is the funds whose "normal and necessary expenditure" was greater than their "normal" income, and the percentages of "deficits" to "normal and necessary payments" according to the Special Officer's calculations :—

(1) Lower Burma—District Funds.

	Per cent.	Rs.
Bassein	27	83,291
Maubin	33	88,393
Henzada	23	78,323
Prome	69	2,49,252
Tharrawaddy	68	4,41,572
Insein	47	2,19,400
Akyab	9	28,555
Toungoo	17	42,421
Thatôn	46	1,65,066
Amherst	66	1,87,987
Tavoy	75	1,37,767
Mergui	64	60,652
Thayetmyo	85	1,93,615
Average	48	Total 19,76,294

(2) Lower Burma—Deputy Commissioners' Local Funds.

	Per cent.	Rs.
Kyaukpyu	55	52,796
Sandoway	65	43,064
Toungoo	92	63,673
Thatôn	41	2,002
Amherst	70	37,470
Tavoy	100	14,646
Mergui	82	13,437
Salween	82	43,173
Thayetmyo	62	10,060
Average	72	Total 2,80,321
		GRAND TOTAL 22,56,615

(3) Upper Burma—District Funds.

	Per cent.	Rs.
Sagaing	80	1,83,610
Shwebo	86	2,70,016
Lower Chindwin	91	2,45,217
Mandalay	81	1,19,078
Kyaukse	60	98,210
Meiktila	64	1,39,418
Yamethin	73	1,58,941
Myingyan	86	2,02,468
Minbu	78	1,30,878
Magwe	79	1,47,859
Pakôkku	85	1,61,250
Average	78	Total 18,56,945

(4) Upper Burma—Deputy Commissioners' Local Funds.

	Per cent.	Rs.
Upper Chindwin ...	98	1,20,774
Katha	70	1,94,770
Bhamo ...	99	63,121
Myitkyina ...	83	90,402
Mandalay ...	81	12,669
Kyaukse ...	100	1,000
Yamethin ...	76	21,560
Minbu ...	98	12,765
Pakokku ...	99	47,398
Average ...	89 Total ...	5,64,459
	GRAND TOTAL ...	24,21,404

599. Myaungmya, Pyapon, Pegu and Hanthawaddy Funds only were "credit" District Funds, and Bassein and Akyab Deputy Commissioners' Local Funds, only, "credit" Deputy Commissioners' Local Funds.

600. The total of Provincial contributions to all District and Deputy Commissioners' Local Funds was Rs. 46,78,019 in respect of a total "normal and necessary" expenditure of Cess Funds of Rs. 88,55,371.

601. The Cess on Land Revenue collected by the Central Government on behalf of Lower Burma Local Authorities was estimated to produce Rs. 27,97,569 of the total of Rs. 88,55,371. Cess on Land Revenue *plus* Fixed Provincial Contributions totalled Rs. 74,75,588 leaving the Local Authorities to raise Rs. 13,79,783 locally.

Financial Provision for Vernacular Education in the Permanent Settlement.

602. The Permanent Contributions included the amounts calculated in respect of Vernacular education administered by Local Authorities who were, according to the principle announced in 1916, responsible for the whole cost of Vernacular education. The "normal and necessary" expenditure on education was based on the number of teachers employed on 31st March 1923.—(The Settlement was fixed in 1927)—and on the average cost of the scales of pay introduced in 1925, and on necessary expenditure other than salaries, *e.g.*, charge allowances, office establishment, etc. Between 1923 and 1927, Local Education Authorities had extended their educational provision. Many authorities had opened new schools or had allotted additional teachers to existing schools to meet normal development. The additional provision of some Local Education Authorities had been ill-planned and, of some, extravagant. Funds, consisting of balances of the old

Cess Funds which strictly were not applicable to education, had been used for educational expansion, but no steps had been taken to provide additional recurring funds to maintain this expansion. In the Settlement such expansion was discounted and, for the most part, calculations were limited to actual provision as it was on 31st March 1923. Thus, while ill-planned expansion was excluded, so also was "normal and necessary" expansion except that indicated later.

The Inadequacy of the Settlement Based on Average Costs of Scales of Pay.

603. The "1925" scales of pay in operation when the Settlement was made were as follows :—

	Rs.
(1) High School Certificate	70—4—90
(2) Middle School Certificate	50—4—70
(3) Elementary "A" Certificate with 10 years' service	40—2—50
(4) Elementary "A" Certificate with less than 10 years' service	30—2—40
(5) Elementary "B" Certificate ...	25—1—30
(6) Uncertificated	25 (fixed).

The average costs of scales (1), (2), (3) and (4) were passed after teachers had served for three years. In effect, the majority of the teachers passed the average of the salary scales in 1928.

Provision for 1,250 New Schools in the Settlement.

604. The Settlement in 1927 included provision for the maintenance of 500 new Vernacular schools opened with the aid of special provincial contributions. These schools had been opened during the years 1925-26—1926-27 in accordance with a "Five Year Scheme" which was designed to establish an aggregate of 1,250 new Vernacular schools at the rate of 250 schools per year. For these schools, Rs. 800 per year per school were allowed. This sum was calculated on the basis of two teachers per school of 50 pupils at an initial salary of Rs. 30 per teacher per month = Rs. 720 per annum, *plus* managing teacher's allowance of Rs. 5 per month = Rs. 60 per annum, *plus* equipment, etc. Rs. 20 ; total = Rs. 800 per annum. This was a generous allowance since most schools had to open with an infant standard only and gradually build up higher standards. Most new schools required, to begin with, only one teacher. The "Five Year Scheme" was completed by the opening of 750 new schools designed for 60,000 additional pupils. The financial provision of the Permanent Settlement was extended to include these schools.

Reductions of Contributions for New Schools—Consequent Difficulties of Local Education Authorities—Discriminatory Administration to Obviate Difficulties.

605. The new schools were allotted to necessitous areas. Many schools were unable to enrol pupils and build up enrolments and standards to justify the employment of two teachers. In consequence, unspent balances of the special provincial contributions for the teachers not employed accumulated. Government rightly refused to allow these savings to be diverted to the opening of new schools in excess of the 1,250 schools of the "Five Year Scheme," and ordered unspent balances to be refunded. This policy was sound in view of the "wastage" in the schools and for the need of building up schools with adequate upper primary classes. In 1930-31, the allotments for new schools were reduced from Rs. 800 per school to Rs. 650 per school. By then, numbers of schools had increased their enrolments sufficiently to justify the employment of two teachers who were, it must be noted, on incremental scales of pay. In these "two-teacher" schools where increments had accrued, the cost per year was in excess of Rs. 800, the original allotment. This excess posed Local Education Authorities with the problem of balancing their budgets either by raising additional funds locally or by disregistering schools. Many Authorities took an obvious and easy course. Old schools were sacrificed in preference to new schools, since each new school brought into the Local Education Authorities' coffers Rs. 650 for the school, while the Permanent Settlement for old schools remained unaltered. The sum of Rs. 650 was generous for schools which entertained one teacher only and savings accrued in the allotment for these schools. Government refused to permit these savings to be diverted to "two-teacher" new schools. In 1930-31, the allotment of Rs. 800 per school was reduced to Rs. 650, again in 1931-32, the subvention for these schools was reduced to Rs. 600, and the difficulties and the expedients adopted to circumvent the difficulties were accentuated. The "Five Year Scheme" was completed in 1929-30. A survey made in 1929-30 revealed that 1,167 new schools had been established. Eihgty-three schools had failed to establish themselves. Since 1929-30, a voluminous correspondence has passed between the Ministry, the Director of Public Instruction and Local Education Authorities about the financial difficulties of the new schools. It is not germane to examine this correspondence. The position to-day is that the Director of Public Instruction has authority to deal with them according to the following principles :—(1) Unsuccessful schools may be closed and new schools may be opened in the locality of the school closed, provided that the total of 1,250 schools is not exceeded and provided that the new school, so far as can reasonably be foreseen, is likely to fill a definite want and is situated in a place that would otherwise be without a

school ; and (2) that the actual pay of teachers in the unit school should be the criterion to be applied in calculating the amount of unspent balances, if any, to be refunded out of provincial contributions.

Constricting Financial Provisions in Rural Self-Government Act.

606. The tale of restrictions is not yet complete. The financial provisions of Sections 41, 42 and 44 of the Burma Rural Self-Government Act, 1921, and section 73 * of the Burma Municipal Act, 1898, and the rules made under these sections restricting assignments to Local Education Authorities by Local Authorities to not more than the average of annual assignments lawfully made during the previous triennium, make no provision for the operation of incremental scales of pay or for the development of schools or for the establishment of new schools, and in effect tie the administration of Vernacular education within unreasonable limits.

Permanent Settlement Fixed Poverty in Poverty.

607. Perhaps the most serious criticism of the Permanent Settlement is that it fixed the poorer Local Authorities in the bonds of their poverty. The richer areas which were awarded relatively reduced permanent contributions have greater local resources which they can develop. The poorer areas with Permanent Settlements based on their poverty and meagre normal income and equally meagre "normal and necessary expenditure" are tied to "poverty" settlements. It is true that the poverty of a local fund does not always correspond with the poverty of the area in the jurisdiction of the fund. Nevertheless, we believe that there is substance in the criticism.

Permanent Settlement in Absence of Increased Local Resources Inhibits Development.

608. We think that under the Permanent Settlement and so long as the principles on which the Settlement was originally based remain the basis of the Settlement, and in despite of adjustments made in actual contributions to Local Authorities to meet disparities and inequalities, unless Local Authorities raise additional funds for Vernacular education, development of any kind will be impossible. Indeed, if Local Authorities do not raise funds locally and the Settlement remains substantially on the basis of the original calculations for old schools and reduced subventions for new schools, either schools must be retained with a fixed number of teachers on fixed pay or, alternatively, some schools may be developed at the expense of others and some teachers may receive increments of pay at the expense of loss of employment by others, and old schools may be sacrificed to maintain "Five Year Plan" schools.

* Renumbered as Section 88 by the Burma Municipal Renumbering Act, 1933.

Provision for Increase of Local Resources.

609. In paragraph 18 of Circular No. 1U27, dated the 10th February 1927, Government referred in the following terms to the necessity for increasing local resources :—" *Increase of Local Revenues Required.* Except in so far as the average of scales is allowed for in calculating the cost of establishments, there is no provision in the contributions for expansion of expenditure. It is incumbent on the Local Authorities and the Deputy Commissioners to give their attention to means for increasing the revenue of their local funds to meet the increased expenditure which the progress of the country will certainly require on the important services with which these local funds are concerned. The contributions are based on the poverty of the local funds relative to their obligations. The poverty of the local fund does not invariably correspond to the relative poverty of the locality. The latter is indicated in the Statements I (3) and II, *vide* columns shewing the population and the incidence of amount of revenue per head of population. The question of local taxation is now being considered by the Capitation and *Thathameda* Taxes Enquiry Committee. Apart from taxation a comparison of the normal receipts of the local funds in Statement I suggests the possibility of considerable increase of revenue from existing sources in many of the districts. "

610. Local Authorities were to increase their local resources in order to meet the cost of development beyond the limits of the provision as it was on 31st March 1923. How was this to be done ? Apart from District Cess Revenue, local resources proper consist of income derived from lighting and water and other local rates, and income from tolls, fees, ferries, bazaars and the like. The revenues derived from these latter services are not generally or specifically applicable to education.

611. Section 26 (1) of the Rural Self-Government Act, 1921, provides District Councils with powers to raise local revenue. The section reads :—" 26 (1). A District Council may, with the previous sanction of the Local Government, levy a tax on persons residing within, or owning, or occupying, houses, buildings or lands within its jurisdiction.

Tax on circumstances and property.

(2) Such tax shall be imposed according to the circumstances and property of such persons within the limits of the said jurisdiction, and shall not apply to circumstances and property outside such limits of a person residing within them.

(3) The rate at which such tax shall be levied, shall not average less than rupees two or more than rupees eight per annum per person liable to pay it.

(4) In any area in which such tax is levied, no person shall be liable to pay capitation-tax under section 34 of the (Lower) Burma Land Revenue Act, 1876, or land rate in lieu of capitation-tax under

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section 35 of the said Act, or *thathameda*-tax under section 22, sub-section (*1*), of the Upper Burma Land and Revenue Regulation, 1889, for the financial year for which such tax is levied."

612. No District Council has yet levied the tax on circumstances and property. Its introduction by a District Council in lieu of capitation-tax or *thathameda* requires the sanction of the Local Government and it is to be understood that such sanction will involve either (*a*) the assumption of extra obligations by the District Fund equivalent to the (nett) amount of capitation-tax or *thathameda* ordinarily retained by Government, or (*b*) the payment to Provincial funds of such amount.

" 1927 " Policy in Regard to Disposal of Capitation and Thathameda *Taxes as Local Taxes.*

613. To complete this narrative, it is necessary to mention that in 1927 Government announced in its Resolution on the Report of the *Thathameda* and Capitation Taxes Enquiry Committee the policy of treating the nett proceeds of capitation and *thathameda* taxes including land rate in lieu of capitation-tax as a fund earmarked to meet the needs of local bodies and to debit to this fund all contributions from provincial and local funds and eventually to devote the whole fund to such contributions. The financial stringency has prevented the execution of this policy and has inhibited local development, and since no District Council has levied a ' circumstances and property ' tax, the restrictions of the Permanent Settlement including the Settlement for " Five Year Scheme " schools still dominates the Vernacular education system.

Permanent Settlement should be Abandoned.

614. In view of all the circumstances, it is not unreasonable to conclude that the Permanent Financial Settlement including the financial provision for schools opened under the " Five Year Scheme " was unduly rigid and restrictive. Apart from the financial stringency of recent years and its repercussions on Government's " 1927 " policy and the ability or inability or willingness or unwillingness of Local Authorities to increase local revenues by the imposition of ' circumstances and property ' taxes, and regardless of the restrictions of the Sections of the Acts named above, the application of the principles of the Settlement has not only prevented normal development but has given rise to objectionable administration and, in particular, has led to discrimination between old schools and new schools opened under the " Five Year Scheme." We are of opinion that the Settlement should be abandoned. The question arises " What financial scheme should replace it ? "

"1916" Principle in the Light of Vernacular Education as a National-Local Service.

615. We return to the "1916" principle—that Local Authorities should bear the whole cost of Vernacular education. We agree with the Hartog Committee's view :—* "In our opinion, the responsibility for mass education rests primarily with the State ; and the provision of educational facilities for all classes of the community and for all areas should not be left entirely to the mercy of local authorities, who may be unwilling, either for political or other reasons, to initiate schemes by which compulsion may be financed, or who, owing to the backwardness of the area or the people, may be unable to devise suitable measures for compulsion on their own initiative. Accompanied by necessary safeguards, the power to enforce compulsion should provide Local Governments with the very necessary authority to supervise the expansion of mass education in the provinces in such a way that all areas and all classes of the community may benefit by the increased expenditure of public funds."

616. We have throughout our discussions of the other aspects of Vernacular education assumed that the administration of Vernacular education has been the responsibility of the Provincial authority and the delegated joint responsibility of the Local Authorities. The assumption is sound in foundation and on the analogy of the generality of practice throughout the world, but it is out of harmony with the financial principle of 1916.

Education as a Joint National-Local Service in other Countries.

617. The public service of elementary education is a national as well as a local service. It is so recognized in most countries where an efficient education system has been developed. The following data are taken from the Year Book of Education, 1934. The percentages show how the cost of elementary education is distributed in the countries named :—

Albania	Centralized.	
Argentine	Federal 75 per cent	Provincial 25 per cent.
Austria	State 31 per cent	Local 69 per cent.
Belgium	State 75 per cent	Local 25 per cent.
Bulgaria	...	Local 100 per cent.
Chile	Centralized.	
Czecho-Slovakia	State 46 per cent	Local 54 per cent.
Denmark	Central 54 per cent	Local 46 per cent.
Egypt	Central 72 per cent	Provincial 28 per cent.
Estonia	Central 70 per cent	Local 30 per cent.
Finland	State 55 per cent	Local 45 per cent.
France	Central 77 per cent	Local 23 per cent.

* Page 87 of the Report.

Germany	Federal system larger States 50 per cent.	Local 50 per cent.
Greece	Centralized.	
Hungary	Partly Central	Partly local.
	(Figures not available.)	
Italy	Central 70 per cent	Local 30 per cent.
Japan	Central 30 per cent	Local 70 per cent.
Lithuania	Centralized	Small contributions from Local Authorities.
Netherlands	Central 60 per cent	Local 40 per cent.
Norway	Central 50 per cent	Local 50 per cent.
Persia	Centralized.	
Peru	Centralized.	
Poland	Central 78 per cent	Local 22 per cent.
Portugal	Centralized.	
Rumania	Primary School—Communal.	
Siam	Central 52 per cent	Local 48 per cent.
Spain	Central 84 per cent	Local 16 per cent.
Sweden	Central 58 per cent	Local 42 per cent.
Switzerland	Federal 5 per cent Canton 49 per cent.	Local 46 per cent.
Turkey	Centralized.	
Union of Soviet Socialist Republics.	Union and Republics about 44 per cent.	Local 56 per cent.
Yugo-Slavia	Primary School—Communal.	

The data shows wide variations of policy from completely centralized to completely localized responsibility for financing primary education. In general in decentralized systems there is evidence of a definite tendency to make the financial basis one of joint responsibility. Such a basis is dictated by the principles underlying self-governing local institutions in Burma. The endowment of Local Authorities with power to establish and administer local public services implies duty and responsibility for raisin local funds to maintaing some part of the cost of such services.

Vernacular Education an "Onerous" Service.

618. Paragraph 383 of the Report of the Indian Taxation Enquiry Committee, 1924-25, is germane to the discussion. It reads : "While all taxes are in a sense payments for services rendered directly or indirectly by the governing authority to the tax-payer, this feature is present in a much more conspicuous degree in the case of local taxation than in that of taxes levied for the general purposes of the State. Some local taxes are specifically levied for the purpose of procuring particular amenities for the inhabitants of particular localities and earmarked for the purpose. Others are levied for purposes of a more general character. This distinction has led to the classification of local services into two categories entitled 'beneficial' and 'onerous,' which were distinguished by the

Royal Commission on Local Taxation, 1901, from whose report the following is an extract :—We believe that the only method which can secure fair play all round is consistent adherence to a principle which has often been put forward in discussion, but to which insufficient regard has frequently been paid in practice. That principle is the distinction between services which are preponderantly National in character and generally onerous to the rate-payers, and services which are preponderantly Local in character and confer upon rate-payers a direct and peculiar benefit, more or less commensurate with the burden. The distinction cannot, it is true, be drawn with absolute logical precision. In many cases it is plain enough, *e.g.*, just as water-rates are held to be payments for service rendered rather than taxes, so also it is clear that drainage works are a local benefit of a similar kind. But in other cases, the two elements are combined in different degrees, since almost all useful local expenditure is indirectly advantageous to the country at large. But a service may be called properly local when a preponderant share of the benefit can be directly traced to persons interested in the locality. On the other hand, universality and uniformity of administration is generally a mark of a national service, because such administration does not confer special benefit on special places. Again, the presumption is that a service is national when the State insists on its being carried out, and on a certain standard or efficiency being reached."

"1916" Principle should be Altered.

619. The arguments stated and the data quoted fortify us in our opinion that Vernacular education is a national service and that as such the principle of delegated joint responsibility recognized in its administration should be applied to its financial provision. We are of opinion that the principle announced in 1916 should be withdrawn, and the principle of delegated and joint financial responsibility should be adopted.

Discussion of Proportional Financial Responsibility on Assumption that Vernacular Education is a National-Local Service.

620. We assume the principle of joint responsibility—financial and administrative—that is the principle that Local Authorities exercise responsibilities delegated to them by the central authority. The next step in our argument is to discuss the proportions in which the joint responsibility is apportionable. Speaking broadly of the finance of elementary education in England, the Board of Education distributes to local education authorities a minimum of 50 per cent of approved expenditure. A sliding scale is adopted so that necessitous areas may receive more than 50 per cent and prosperous areas less than 50 per cent. In Scotland, the Education Department distributes, on a sliding scale basis, Treasury Grants for education on the basis of 50 per

cent of the total recognized expenditure of the country. In 1932, contributions varied from 44 per cent in Edinburgh to 80 per cent in Sutherlandshire. A Bombay committee on free compulsory education recommended that the introduction of primary education should, as far as possible, proceed at the same pace in all districts, and that the general principle to be followed should be that, in non-city municipalities and rural areas, the municipality or district local board should contribute one-third of the cost, and the Government two-thirds of the cost, but in order to maintain a uniform rate of progress, Government should assist individual districts according to their needs. In the case of city municipalities, it was recommended that Government should contribute one-half or two-thirds according to the need of the municipalities. They added that in awarding a grant it would be necessary for Government to satisfy itself that adequate local taxation had been levied and collected and that there had been no extravagance in the management of the schools.

The Hartog Report on the Finance of Mass Education.

621. Chapter XIV of the Hartog Report contains a summarized description of the methods of financing education in the various provinces of India. This material need not be reproduced here. On the particular question now under consideration, the Hartog Committee wrote : * "If Government aid is given to all districts in the same ratio to the amount raised locally, it follows inevitably that the richer districts or parts of districts will forge ahead, and obtain an ever increasing share of the resources of Government available for educational purposes, leaving the poorer districts behind. The contrast between rich and poor districts or parts of districts will be accentuated; and the poorer, which have just as much need of educational facilities and more need of help, may find that, being last in the field, there is no money left to enable them to apply compulsion even when they are ready to do so. The poorer districts or parts of districts should therefore be required to bear a smaller share of the cost of compulsion than the richer ones."

Rigid Central-Local Proportions Undesirable in Burma.

622. In Burma, with areas varying educationally from highly developed through all degrees to backward, it would be undesirable to fix proportions rigidly according to local resources. Obviously, poor areas would suffer under such a policy. The suggestions made in respect of Bombay, already quoted, or the system applied in the Punjab mentioned in Section VIII, would appear to be suitable for conditions in Burma. The main argument for a small local proportion is that the Provincial Government has already in existence the machinery for

* Page 88, paragraph 103, of the Hartog Report.

collection of taxes and controls the major taxable incomes of the Province. Local Authorities outside Municipalities have as yet comparatively little experience of direct rating and rate collecting. Until their experience increases, it is desirable to keep the demand from them at a level low enough to be within their capacity, but yet high enough to make local rating a reality and an onerous local responsibility.

Necessity for Making Local Authorities Responsible for Raising Directly their Proportion of Funds.

623. The question of the proportions of the joint responsibility, raises the further question—how Local Authorities are to raise the local revenue to meet their proportion of the cost of the Vernacular service of education ?

624. We invite attention to the following opinions :—Mr. (now Sir Thomas) Couper and U Shwe Yun, Chairman and Member respectively of the Capitation and *Thathameda* Taxes Enquiry Committee, 1926-27, in a Note to the Report of the Committee expressed themselves as follows :—" If Local Self-Government is to be more than a name it is essential that local bodies should levy direct taxation. If the needs of these bodies are to be met by indirect taxes collected at Rangoon, it will be impossible for the residents in local areas to feel responsibility for the administration of the areas. The local bodies are likely to waste the monies allotted to them, and when these are exhausted they will shout to the Local Government for more. If on the other hand the revenues of local bodies are derived in part from direct taxes locally collected, then local residents are likely to watch expenditure carefully, and if they do not get good value for their money, they will visit the district and municipal councillors with their displeasure by refusing to re-elect them for another term of office. In fact if direct taxation for local purposes did not exist, it would be necessary to impose it in order to make local self-government a reality."

625. Mr. C. W. Dunn in a Note, dated the 14th September 1926, Appendix V, to the Report of the Capitation and *Thathameda* Taxes Enquiry Committee, 1926-27, wrote as follows :—" *The importance of Developing Local Taxation*—Another important principle which I think the Committee should consider is the provision and development as far as possible of a separate field of taxation for local authorities so that they may be free to develop their localities and improve their own finances with as much independence as the necessary concern of the Provincial Government in some of the principal local services allows. In England a local body is not considered to be a 'local authority' unless it has the power to make a rate, and the rating powers have no maximum limits except such as may be imposed by the impatience of the rate-payers. The greatest possible independence for Local Self-Government bodies is one of the fundamental proposals of the Montagu-

Chelmsford Report on Indian Constitutional Reforms. (It does not follow from this opinion that assessment and collection of local taxes and of Provincial taxes should be done by separate agencies.) "

626. At the present time, District Councils collect directly about one-fifth of the money they spend. The remainder is collected by Government in the shape of District Cess Revenue and Capitation and *Thathameda*-taxes and Land Rate in lieu of Capitation-tax and is made over to the District Councils. Municipalities are for the most part self supporting. The existing Government contribution to Municipalities for Vernacular education amounts to less than 10 per cent of the expenditure of the Municipalities on Vernacular education and under the existing financial arrangements even these small contributions will be extinguished at an early date.

The Existing " 1927 " Method of Local Finance.

627. The " 1916 " principle is maintained in practice at present by the policy of assuming the conversion of *Thathameda* and Capitation-taxes into local taxes in conformity with the policy expressed in the following extract from Resolution No. 80N27, dated the 29th June 1927, of the Government of Burma (Finance Department) on the Report of the Capitation and *Thathameda* Taxes Enquiry Committee, 1926-27 — " The Indian Taxation Enquiry Committee in paragraphs 39 and 40 of its Report recommended that both taxes should cease as early as possible to be sources of provincial revenue and that advantage should be taken of the provisions of section 26 of the Burma Rural Self-Government Act, 1921, to substitute for them the tax on circumstances and property which is authorized by that section. The present Committee has endorsed the first recommendation but not the second. Section 26 of the Burma Rural Self-Government Act, places the responsibility for the levy of the tax on circumstances and property on District Councils. Rural Self-Government in Burma is in its infancy; the Rural Self-Government Act of 1921 did not come fully into force till the 18th September 1922 and no District Council has yet ventured to assume this responsibility. His Excellency in Council is satisfied that it cannot be left to District Councils to take the action necessary to give effect to the recommendation that the Capitation and *Thathameda* Taxes should cease as soon as possible to be sources of provincial revenue. He has therefore decided : (1) to treat the nett proceeds (*i.e.*, the gross collections less refunds and the cost of collection) of these taxes (including Land Rate in lieu of Capitation-tax) as a fund earmarked to meet the needs of local bodies ; and (2) to debit to this fund all contributions from provincial to local funds.

In the year 1926-27 the nett receipts from two taxes amounted to Rs. 96½ lakhs while the provincial contributions in money to local bodies were Rs. 59½ lakhs ; the corresponding figures for the previous year were Rs. 94 lakhs and Rs. 45⅔ lakhs respectively. The difference

was spent on the ordinary needs of the provincial administration. The immediate enhancement of provincial contributions to local funds so as to absorb the whole of the nett receipts from the taxes is neither practicable nor desirable. Local bodies would find it difficult to utilize usefully so large an accretion to their incomes while provincial funds require time to adjust themselves to the change. His Excellency in Council considers that a period of five years should suffice for this process and that by the financial year 1932-33 the whole of the nett receipts from these taxes should be absorbed by the provincial contributions to local funds.

In Lower Burma Districts, an annual cess of 10 per cent on the amount of the land revenue is levied under the provisions of section 4 of the Burma District Cesses and Rural Police Act, 1880. This Act has not yet been extended to Upper Burma and there is no corresponding assessment in Upper Burma Districts. In the note which was issued by the Committee to witnesses opinions were invited on a proposal to levy a 10 per cent cess on the land revenue in Upper Burma. The probable receipts from this cess were estimated at over Rs. 7½ lakhs. In paragraphs 18 to 26 of his note which forms Appendix V to the Report, Mr. Dunn recommends the replacement of the fixed 10 per cent cess on land revenue in Lower Burma by a percentage to be fixed annually, subject to a minimum limit of 10 per cent and with no maximum limit, and the extension of a similar cess to Upper Burma. The Committee has not commented on these suggestions in its Report and it is understood that the Upper Burma members of the Committee were opposed to any increase in the burden borne by agricultural land. The Local Government has decided that in the interests of uniformity it is desirable that a cess should be levied on the land revenue in Upper Burma at the same rate as on the land revenue in Lower Burma. In order to avoid an immediate increase in the taxation of Upper Burma landholders, the cess will not be imposed in any district during the currency of the existing settlement. In the meantime an eleventh of the total land revenue which is assessed and collected within the jurisdiction of any local body, less the estimated cost of collection and refunds, will be credited to the Local Fund concerned and the amount of the Provincial contribution to that Fund will be reduced by the sum so credited."

628. In 1933-34, the following contributions were made by Government :—

	Rs.	A.	P.
to 28 District Councils	34,57,155	0	0
to 24 Deputy Commissioners' Local Funds.	9,17,352	0	0

In Lower Burma, Land Cess for 20 District Councils amounted t Rs. 23,96,668-14-2.

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For Upper Burma, the Land Cess for 8 District Councils may be reckoned as 1/11th of Rs. 12,82,162-0-0.

The totals of Capitation and *Thathameda* taxes and Land Rate in lieu of Capitation-tax collected in 1933-34 were as follows :—

	Rs.	A.	P.
Capitation-tax	45,76,920	0	0
Thathamada Tax	32,78,386	0	0
Land Rate in lieu of Capitation Tax	159,861	0	0
Total ...	80,15,167	0	0

Objection to Existing Method.

629. The Indian Taxation Enquiry Committee pointed out that a system of common taxes between provincial and local revenues involves a division of authority and interest. The divided authority and interest is an infringement of autonomy and makes for bad administration. As long as the Provincial Government continues to collect the District Cess revenue and Capitation and *Thathameda* revenue and continues to hand the revenue over in accordance with these principles, so long, in our opinion, will the Local Authorities concerned be deficient in the discharge of one of their essential responsibilities, namely, direct responsibility for raising directly their share of the cost of national-local public services. In our opinion, it is of vital importance that they should exercise such direct responsibilities and that they should be given an independent field in which to exercise them.

Before examining ways and means of providing an independent field, certain questions in regard to rates and taxes and in regard to the existing legislative provision for the imposition of local taxes may be considered.

Distinction between Rates and Taxes.

630. It is important to distinguish between "rates" and "taxes." Mr. Dunn who has good authority to support him has made the distinction clear in the note already referred to. He wrote : "The distinction between rates and taxes is that in the case of a rate the amount of money to be raised is settled, and is divided among the rate-payers according to some fixed basis, so that no more and no less than the required sum is raised. That is possible for Local Government authorities whose territory is small. In the case of revenue levied over a whole country as large as Burma it is not generally possible to forecast so exactly what the yield will be. So taxes fix the amount to be paid by each tax-payer, without any exact relation to the object and amount of expenditure to be met. Rates are clearly a more economical way of raising revenue than taxes. Rates can be varied from year to year according to the expenditure ; and if they are so varied they tend to

make the rate-payers critical of the management and to create general interest in Local Government. At the same time if there is a local demand for any public improvements the local authority which has the power of rating for such a purpose can raise the necessary funds."

"Circumstances and Property" Tax.

631. The statutory powers of District Councils to raise local revenue are provided in Section 26 of the Rural Self-Government Act, 1921, part of which in regard to "circumstances and property" taxes has been quoted. A general "circumstances and property" tax such as District Councils may raise under the provisions of Section 26 of the Rural Self-Government Act, 1921, has not the flexibility and peculiar adaptability of specific rates for specific purposes.

632. Discussing taxes on "circumstances and property," the Indian Taxation Enquiry Committee, 1924-25, wrote "The tax on circumstances and property is levied in many cases as an alternative to a tax on lands and buildings, chiefly in municipal areas. In 1922-23, it yielded in these areas Rs. 4·49 lakhs in Bengal, Rs. 1·99 lakhs in Bihar and Orissa, ·35 lakh of rupees in Assam, and 4·24 lakhs of rupees in the United Provinces. In the latter province, it has also been introduced in rural areas as a tax on incomes other than those from agriculture and yields about 7 lakhs of rupees a year. The tax is generally assessed by an assessment committee composed of members of the local body or the inhabitants of the local area under its jurisdiction. Persons who cannot pay a minimum sum, generally one anna a month, are exempt, and the maximum payment is limited generally to Rs. 12 a year. In the Central Provinces, the sum required is first determined and the tax is apportioned. Subject to these restrictions, the tax is assessed, partly on taxable capacity and partly on the benefit principle, that is to say, with reference to what is known of the incomes of the tax-payers, their social position, the sizes of their families, the extent of their property within the local area and the benefits they derive from the activities of the local body. The equity of the assessment so made is much questioned. In the Bill to revise the municipal law in Bengal, which has recently been introduced, provision is made for abolishing this tax and replacing it by separate taxes on holdings and trades and professions on the ground that it is difficult to assess and gives rise to widespread complaints of unfair incidence. In the United Provinces the tax is universally disliked and most municipal boards are anxious to abolish it. In the report on Local Administration for the province for 1923-24, it is stated that the unpopularity of the tax is due 'to its inelasticity and the lack of a just and equitable system of assessment.' The inequity, it is asserted, generally takes the form of favouring the influential and placing too heavy a burden on the poor."

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633. A "circumstances and property" tax, which has been unsatisfactory elsewhere, may be substituted for capitation and *thathameda* taxes in Burma under the provisions of the Act. The orders of Government on the disposal of the revenue from capitation and *thathameda* taxes for local purposes have already been quoted. The method of "creating" local revenues without making local authorities responsible for the raising of the revenues is open to the criticisms that have been stated. The criticisms emphasize the need for an independent field for the raising of local revenues.

Mr. C. W. Dunn's Scheme for a Separate "Rating" Sphere for Local Authorities.

634. In Appendix V of the Report of the Capitation and *Thathameda* Taxes Enquiry Committee, 1926-27, Mr. C. W. Dunn outlines an independent field of local revenue. We do not reproduce the whole of Mr. Dunn's scheme for creating a separate sphere of rating for local authorities which, he claimed, would avoid multiplicity of taxes and provide a simple and administratively efficacious system and a just blend of direct and indirect taxation. Summarized, Mr. Dunn's proposals were :

"(*a*) cess as a percentage land revenue to be fixed annually subject to a minimum limit of 10 per cent. of the land revenue, but with no maximum limit, to be substituted in Lower Burma for the fixed cess at 10 per cent of land revenue ;

(*b*) extension of a similar cess on land revenue to Upper Burma ;

(*c*) in municipalities the maximum limit of the general tax (10 per cent of annual value) to be abolished and the rate per cent. of annual value to be fixed annually by the Municipal Committee ;

(*d*) in the territories of the rural local funds a general rate with no maximum limit to be levied for local fund purposes on the annual value of all buildings and lands which are not subject to cess at rates per cent. of annual value to be fixed annually ;

(*e*) the *thathameda* and capitation-tax to be abolished ;

(*f*) the maintenance of existing public services to be secured by prescribing that except with the special sanction of Government the amount raised annually by the new rates on annual values shall not be less than the present normal annual yield of *thathameda* or capitation-tax in the territory of the local fund concerned ;

(*g*) the Provincial Government to compensate itself for the loss of revenue from the two taxes by transferring expenditure to the local funds and by adjustment of the provincial contributions which are at present paid to the local funds ;

(*h*) in the territories of the rural local funds the reformed cess and the rate on annual value of buildings and of land not subject to cess should, I suggest, be levied by annual resolution of the District Councils and Circle Boards, and where these bodies do not exist by order of the Deputy Commissioner with the sanction of the Commissioner and subject to the general orders of Government ;

(*i*) the cess should continue to be assessed by the Land Records Department and to be collected by village headmen under the control of the revenue officers of Government. No payment should be made for the services of Government officers in assessment and collection other than such payment as may be prescribed in respect of commission payable to village headmen on collections ;

(*j*) the annual values upon which the general rate on buildings and on lands not subject to cess is assessed should, I suggest, be determined by the Land Records Department in accordance with rules to be framed by Government ; the rate should be collected like Government taxes by village headmen subject to the direction and control of the revenue officers of Government and no payment should be made for the assessment and collection except such payment as may be prescribed in respect of commission on collections payable to village headmen."

635. The Capitation and *Thathameda* Taxes Enquiry Committee was not convinced that a system of rating was so superior to the *thathameda* and capitation taxes as to justify a recommendation that it should be substituted for them, but it saw no objection to the alteration of the Rural Self-Government Act necessary to give effect to Mr. Dunn's proposals, whether as an alternative or as an addition to other taxes.

Scheme of Local Rating, on Lines Suggested by Mr. Dunn or Other Lines Recommended.

636. We are of opinion that steps should be taken to devise a system of local rating on the lines suggested by Mr. Dunn or on some other lines keeping in view the large financial adjustments which will take place after Separation.

Expanding Local Rates Imply Expanding Provincial Contributions.

637. Facts, figures and arguments have been combined to stress the fact that the development of education will require an expanding financial system. The substitution of "circumstances and property taxes" of the nature of the existing apportioned *Thathameda* tax for "Capitation and *Thathameda* taxes" will not achieve, in our

opinion, a satisfactory and adequate expanding local system. A system of independent rating powers for education for Local Authorities appears to us to offer a more elastic system. Such a system would imply, as we have urged, that the Provincial contributions must keep pace with those of the Local Authorities as their lawful expenditure on Vernacular primary education increased. Unless other sources of Provincial revenue were available, the proposals in regard to the abolition of the *Thathameda* and Capitation taxes referred to in clauses (*c*), (*f*) and (*g*) of the summarized proposals of Mr. Dunn would abolish some of the existing resources of the Provincial authority. In the extract from Government Resolution No. 80N27, dated the 29th June 1927, on the Report of the Capitation and *Thathameda* Taxes Enquiry Committee, already quoted, Government's decision to treat these taxes as local taxes and to set policy in the direction of the complete conversion of these taxes to local expenditure was announced. In 1927, it was hoped that by 1932-33 this process would be completed, but the event has proved otherwise. Financial stringency and the necessity of conserving all financial resources and other considerations have impelled Government to continue to use a proportion of the revenue derived from these taxes for the purposes of general administration which may in turn have deprived Local Authorities of that increase which they required to meet their expanding needs. We have recommended that the "1916" principle—that the Local Authorities should bear the whole cost of certain local services—should be altered to a principle of joint and proportioned responsibility. The adoption of this latter principle would, in our opinion, involve some adjustment of the "1927" financial policy in respect of Capitation and *Thathameda* taxes. This would follow if as we presume the financial principle of 1927 was based on the continuation of the "1916" principle in local administration. We realize that, in order to conserve Provincial revenues and to provide for increasing expenditure on mass education on the basis of joint provincial and local financial responsibility, some adjustment of taxation policy may be necessary.

Reservations to Preceding Paragraph by a Group of Members.

638. A group of members consisting of Mr. S. A. S. Tyabji, U Ba Thein, U Mya, Sra Shwe Ba and *Sayadaw* U Ahlawka, wish to qualify the preceding paragraph with the recommendations quoted under paragraph No. 640 (4) B.

Grants in Aid for Post-primary Vernacular Schools.

639. In reference to our proposal that the Ministry of Education should control directly all "secondary" education and the financing of secondary schools established and maintained or aided by Local Education Authorities, we recommend that middle and high Vernacular schools maintained or aided by Local Education authorities should be financed

on the same basis as primary schools, but for the purpose of calculating costs in respect of the Provincial Government's share of the cost, expenditure should be recognized on the basis of the principles applied to Anglo-vernacular schools aided by Government.

Our recommendation include reference to matters which did not call for discussion in the narrative.

640. **We recommend :**

(1) that the principle of joint national and local responsibility now in operation in the administration of Vernacular education should be extended to the finance of Vernacular education ;

(2) (*a*) as the Permanent Financial Settlement of 1927 including the financial provision for 1,250 new schools under the " Five Year Scheme " was based on unduly rigid and restrictive bases and not only has prevented normal development but also has given rise to objectable administration and discrimination between old schools and new schools opened under the " Five Year Plan ";

(*b*) as sections 41, 42 and 44 of the Burma Rural Self-Government Act, 1921, and Section 73 of the Burma Municipal Act, 1898, and the Rules restricting the assignment to Local Education Authorities by the Local Authorities to not more than the average of actual assignments lawfully made during the previous triennium, make no provision for the operation of incremental scales of pay or for the development of existing schools or of necessary new schools ;

(*c*) as, in the absence of the desire or ability of Local Authorities to raise funds locally, normal development is inhibited and ordinary administration carried on by such expedients as disregistering schools, withholding increments and other undesirable measures ; and

(*d*) in view of the desirability of adopting the principle of joint financial responsibility for Vernacular education ;

that the Permanent Settlement should be replaced by a scheme of delegated and joint responsibility ;

(3) that the general basis of the joint financial responsibility should be a fixed proportion to apply in the province generally—the proportions in each local area being fixed in reference to the needs of the area ;

(4) (*a*) as the existing system of permanent contributions begets in Local Authorities a false attitude towards their duties, functions and responsibilities, and

(*b*) as they are largely spending bodies with no direct responsibility for raising the bulk of the funds they spend, and

(*c*) as it is desirable to introduce the realities of financial responsibility in local self-government ;

(i) that Local Authorities should be provided with an independent sphere of rating in which to exercise these responsibilities and to discharge their functions ; and

(ii) steps should be taken to devise a system of rating on the lines suggested by Mr. C. W. Dunn, as described in Appendix V to the Report of the Capitation and *Thathameda* Taxes Enquiry Committee, or on some other lines.

A. We realize that in order to conserve provincial revenues and to provide for increasing expenditure on education on the basis of joint provincial and local financial responsibility, some adjustment of taxation policy may be necessary.

B. A group of the Committee, consisting of Mr. S. A. S. Tyabji, U Ba Thein, U Mya, Sra Shwe Ba, and *Sayadaw* U Ahlawka, wish to qualify this general statement with the following recommendations :—

(*a*) that the Government decision of 1927 to treat *thathameda* and capitation taxes as local taxes and to set policy in the direction of complete conversion of these taxes to local expenditure be adhered to ;

(*b*) that for the financial needs of ordered expansion of Vernacular education, funds should be made available by Government from the receipts of *thathameda* and capitation taxes, in the ratio of 2 : 1 out of these taxes by Government and local bodies respectively ;

(*c*) that the amount equivalent to " 1 " should be obtained by local bodies through rates ;

(*d*) that the total receipts from the *thathameda* and capitation taxes should be reduced annually by an amount equivalent to " 1 " to be obtained by local bodies through rates ; and

(*e*) at present something over 50 per cent of the total collections of these taxes is paid to local bodies. It may take some time to absorb capitation and *thathameda* taxes wholly into local rates. In the meantime 'Separation' will have come and local bodies will have become accustomed to rates. Fresh arrangements should then be made.

We recommend :

(5) (*a*) that Local Education Authorities should prepare detailed estimates of their existing commitments and provisional liabilities for the parent Local Authority in

sufficient time to enable the parent Local Authority to examine the education budget estimate with a view to the assignment to be made, and

(b) that the practice, where it exists, of adjusting the budget estimate during the course of the financial year for which the estimate was prepared, to make it fit a lump sum assignment that was made without detailed reference to the Local Education Authority's detailed estimate by expedients such as the withholding of teachers' increments, disregistration of schools, and percentage reductions of pay which are neither conducive to good administration nor to evoking the best service from the teachers, should be stopped ;

(6) that the funds provided for the Vernacular education system administered by Local Education Authorities should be apportioned in each administrative area to the needs of the several communities in the area on the basis of the average numbers of schools and attendances during a fixed period, and according to the sanctioned programme of development, designed within a prescribed period to achieve adequate provision of educational facilities for all children of school-going age ;

(7) that procedure on the lines of the following suggestions should be adopted in regard to the apportionment of funds in respect of the finance of the educational facilities for the several communities that may be concerned with particular local educational funds :—

(a) from the total Educational Budget of the Local Education Authority should be deducted the total expenditure on the office of the Local Education Authority ;

(b) from the remaining balance, a percentage should be deducted to maintain the necessary closing balance of the fund ;

(c) from the remaining balance, a percentage should be deducted to maintain a reserve fund to meet emergencies and unforeseeable contingencies ;

(d) the remaining balance should be apportioned for the maintenance of the recognized schools of the several communities in the jurisdiction of the Local Education Authority according to the numbers of schools and attendances of pupils, and so far as possible and equitable on a *per capita* basis ; and

(e) the reserve fund mentioned in (c) above should be used as a development fund and should be apportioned according to the principle that claims of

schools recognized without aid for aid, of unrecognized schools for recognition with aid, and for the establishment of new schools, should be met in accordance with local necessity and existing deficiency of educational provision together with the other principles laid down.

(8) that the general expenditure of a Local Education Authority, apart from that on the local Education Authority's own administrative staff and office, should conform to the following order of priority :—

(i) the payment of salaries or of grants-in-aid for salaries according to prescribed scales and rules to existing teachers ;

(ii) the payment of the prescribed increments due to existing teachers ;

(iii) the payment of equipment and handicraft grants according to prescribed scale to recognized schools ;

(iv) the augmenting of the staffs of existing recognized schools according to the prescribed conditions ;

(v) the registration of new schools ; and

(vi) the payment of building grants, not loans, if funds for such grants are included in the general budget and not allotted separately as non-recurring contributions for development ;

(9) that every school should maintain on a prescribed form a simple statement of accounts showing monies received by way of grants-in-aid, fees, donations, etc., disbursements to teachers and menials, purchases of school books and equipment, rent, if any, of land and buildings, and the amount, if any, appropriated by the manager-proprietor for his salary and expenditure including salaries of clerical staff maintained for the management of the school ;

(10) that the Deputy Inspector of Schools and the Inspector of Schools concerned should be supplied promptly with a monthly statement of accounts of each Local Education Authority in their jurisdiction to enable the Deputy Inspector and the Inspector promptly to notify higher authority whether expenditure is proceeding according to the sanctioned budget estimate and in conformity with the rules and regulations, and that teachers' salaries are being paid according to the prescribed rates in full and at due time ;

(11) that each Deputy Inspector and Inspector of Schools concerned should be furnished with a copy of the proceedings of each meeting of a Local Education

Authority with which they are concerned within seven days of the closing of each meeting;

(12) in reference to the recommendation that all post-primary education should be under the direct control of the Ministry of Education, that post-primary schools established and maintained by Local Education Authorities be financed on the same basis as primary Vernacular schools, but for the purpose of calculating costs in respect of the Provincial Government's share of the cost, expenditure should be recognized on the basis of the principles applied to aided Anglo-vernacular schools.

SECTION XVIII.

VERNACULAR EDUCATION CODE.

641. We regret that we are unable to find time for a detailed examination of the proposed Revised Vernacular Education Code submitted to us. In view of the fact that our proposals depart in many ways from the existing organization of Vernacular education, we do not consider that such detailed examination at this juncture would be of value. We have no objection to the issue of the proposed Revised Vernacular Education Code as a stop-gap measure pending the adoption of such of the Committee's recommendations for the reorganization of Vernacular education as Government may see fit to adopt.

PART III.

VOCATIONAL EDUCATION.

642. In Burma the problems of the unemployed graduate and of the product of the high school have given rise to a popular demand that facilities for vocational education should be provided in greater variety and measure. The unemployment and the demand for vocational training are results of the drift of the majority of "secondary" pupils towards the University. This drift is not a phenomenon confined to Burma; it is an oft-recurring theme of anxious discussion and consideration in many countries. Universities are anxious to raise standards thereby to exclude students who are not equipped intellectually for university studies; education systems are endeavouring to adopt methods of testing capacities and abilities in order to guide pupils to non-university courses suited to their capacities and abilities. But neither universities nor education systems are free agents; the pressure of public opinion in direct and indirect ways prevents them from adopting more suitable methods of selecting and guiding pupils. Year by year, in Burma, an increasing flood of pupils flows into the secondary schools and the University. To control the flood, other channels are required. The education at present provided in the schools and the University educates largely for town life. The outlets to congenial work for educated youth in town and country are not numerous. In a country that is nine-tenths agricultural in its social and economic texture, there is an excess of youths seeking "town" employment of the kind that is considered consonant with their education. The town-bred and town-educated youth shuns the country where are lacking the amenities that he has learned to value during his stay in a town school. The fundamental problem is the development of a country-side that will be a congenial environment for youth. To develop such a country-side there are required vast improvements in social organization, in agricultural method and economy, and in the general welfare and well-being of the peasantry. Such improvements will demand long and concerted action on the part of all departments of Government and of the educated classes in the Province. Improvements postulate a population in the country-side educated to demand and assist improvements. Our proposals for the reconstruction of the education system will work, we trust, in this direction. The problem is the familiar problem of the vicious circle. The vicious circle can be broken with the help of the Vernacular school and the Vernacular teacher. A prime essential is the development of elementary education, and for that is required an increasing number of well-educated and trained teachers to lead and guide the country-side. The demand for teachers should go some

way towards solving the problem of "wastage" in the secondary school and the University, and towards creating work in the countryside that will attract and hold educated youths. A thorough attack on the problems of illiteracy would absorb for many years to come educated youth in considerable numbers from the schools and the University and incidentally would convert the drift in secondary schools and University to fruitful channels.

643. In 1927 a committee constituted by Government for the purpose made a report on technical and vocational education. At the end of this section of our report we pass in review and comment on the recommendations of the "1927" Committee.

644. "Vocational education" is a wide term. It includes, at one extreme, courses leading to university degrees and, at the other, whole-time or part-time courses in which children are set to acquire skill in, and knowledge of a particular occupation to enable them to earn a living at the occupation.

Existing Technical and Vocational Institutions.

645. The existing Government and aided institutions for technical and vocational education include :

(1) The University, for professional qualifications in medicine, engineering, law, education, and for the qualifications required for admission to the several competitive examinations for admission to the Government services ;
(2) Normal Schools and Elementary Training Classes ;
(3) The Government Medical School and certain medical institutions and classes for nurses and others ;
(4) The Government Technical Institute, Insein ;
(5) The Veterinary School, Insein ;
(6) The Harcourt Butler Institute of Public Health ;
(7) The Saunders Weaving Institute, Amarapura ;
(8) The Government Lacquer School, Pagan ;
(9) The Government Survey School, Shwebo ;
(10) The Agricultural College, Mandalay ;
(11) The Experimental Agricultural Farms and Schools ;
(12) The Government Forestry School, Pyinmana ;
(13) Aided Commercial schools and colleges ; and
(14) Departmental training schools and classes such as those maintained by the Police and Posts and Telegraphs Departments.

646. Supplementing this provision there are non-official unaided institutions and systems of apprenticeship in commercial offices, in the

oil and timber industries, in the dockyards and railways and in the other large scale industries and trades of the Province. These will be indicated in the course of the narrative.

Qualifications for Admission to Vocational Institutions.

647. It is convenient at this point to examine the question : how the proposed reconstructed system of schools should fit the existing vocational training facilities and systems of apprenticeship. As regards admission to the University, a pupil on passing the Second Public Examination will have to undergo the pre-university course to be prescribed by, and pass the matriculation examination to be held by the University. For all other vocational and technical education, we suggest that the point of departure, except when a higher qualification such as the new Matriculation examination is prescribed, should be the Second Public Examination to be held at the conclusion of the course in the IXth standard in the post-primary school. This proposal is made on the principle that vocational training should not begin until the foundations of a sound liberal education have been laid. The curricula for the proposed post-primary schools have been revised with this principle in view. It is proposed, therefore, that for admission to institutions such as the Medical School, the Insein Technical Institute, the Veterinary School, the proposed agricultural schools, to commercial classes and schools conducting courses in typewriting, stenography and book-keeping and to apprenticeships generally, the Second Public Examination should be the minimum educational qualification. It may be objected that the adoption of this minimum qualification will involve a lowering of the standard of admission to such institutions as the Insein Technical Institute, the Medical School and the Veterinary School. It may be pointed out, however, that in the past these institutions accepted candidates with qualifications lower than the Xth standard Anglo-vernacular qualification, and that the reconstructed courses will not in fact be of lower standard if provision is made for more realistic education combined with more efficient language instruction both in the vernacular and in English and instruction in science. We do not propose to indicate details of qualifying courses for admission to each separate course in the technical and vocational institutions ; these details must be the subject of adjustment between the authorities concerned when reorganized schools and courses are at work.

Vocational Education should be provided to satisfy a Specific Demand of Industry for Technical Training.

648. It is an accepted principle that vocational education should not begin until the pupil has completed a sound "liberal" education, and that the provision of vocational education should be related to an actual demand for specific technical qualifications. Past experience in Burma should be a warning against precipitate development

of institutions for vocational training. The Quinquennial Report on Public Instruction in Burma for the period 1917-18 to 1921-22 made the following comments* on the "*Conditions necessary for success of Industrial Schools*":—"The Saunders Weaving Institute has been a success since its institution about ten years ago because it was set up in a locality where hand-loom weaving was the traditional industry, and because, especially by popularizing the flying shuttle, it has enabled hand-loom to compete with power-loom products. Similarly civil engineer subordinates were needed in the Public Works Department, mechanical engineers were needed by mill-owners, oil companies, tramways, railways, marine and many other workshops, and organized training for foremen (to bridge the gap between the skilled but uneducated manual worker and the expensive fully trained engineer) was becoming an economic necessity before the Government Engineering School at Insein was opened. These conditions ensured its success and enabled the success of technical evening classes in Rangoon to be predicted with confidence."

Failure of Technical Schools at Akyab and Moulmein.

649. "The failure during the quinquennium of the project at Akyab has taught the opposite lesson that it is useless to attempt to create industries by establishing technical schools, and that pupils not already connected with workshops will not attend technical schools unless induced by large stipends or the certainty of remunerative employment. The Akyab King Edward Memorial Technical School was founded in 1913 by public subscriptions. Its expensive buildings were completed before serious thought was given to subjects for instruction, instructors or pupils. It was maintained by public subscriptions (which eventually fell to thirty rupees a month), the Akyab District Fund and Provincial Funds. It provided classes in carpentry, tin-smithing, cane-work, and book-keeping, attracted boys by stipends of Rs. 15 monthly, and was managed by a local Board of Directors till July 1921, when they handed it over to the Catholic Mission. Brother Arnold, who had been directing industrial education in America, was sent to take charge of it; but at the end of the year 1921-22 the Mission closed the school. Brother Arnold reports as follows:—'Of all the boys in my charge none had any ambition to study and they were too lazy to work. There has never been one boy of a respectable family in Arakan to attend the school. The boys are all poor, mostly taken off the street, and come here only to earn a little spending money. You cannot make a good school with bad material. The school during its entire existence to my knowledge has never turned out one boy of any practical use. I do not know of any school in the world that has devoted such sums of money for the benefit of people who have

* Page 47 of the Report.

responded so little . . . . . An industrial education for a boy in Arakan is useless because there are no industries . . . . . An industrial school must be founded on the industries of a country.'

The Moulmein Trades School was an even more costly test of the local demand for industrial education, but a less effective one, because classes were never actually opened and the scheme was handicapped in various ways and in particular by the non-cooperation movement. The scheme was a very ambitious one and when all hope of local support ceased, Government, which was expected to meet the greater part of the heavy expenditure entailed did not feel justified in spending public money so freely on what was admittedly a doubtful experiment."

THE INDUSTRIAL BASIS OF VOCATIONAL EDUCATION.

650. In the course of our enquiries and discussions the example of England has been quoted as one that should be followed in Burma. The vocational courses provided in England cover a multitude of trades, industries (not excluding agriculture), professions and quasi-professions practised in the highly developed industrial organization of England. In England, the courses have developed for the most part, on a demand from a trade or industry for better technical training of its apprentices and recruits. Technical education in England is almost entirely the result of a gradual growth to meet the needs either of localities or of industries. Comparatively little lead was given by Government and only in recent times have efforts been made to co-ordinate and organize the complexity and variety of technical education controlled by a large number of different bodies. The point we wish to emphasize is that the State has played and could play but little part in the development of technical education as the developments were determined to a very large extent by local needs and requirements. Co-ordination is now proceeding by the agency of such bodies as the City and Guilds of London Institute; The Royal Society of Arts; the technological departments of universities; National Certificate and National Diploma schemes; and through the operations of the various institutes of the technical occupations. In the complex industrial organization of England, a complexity of functions, problems, and of institutions was inevitable. Comparisons between England and Burma are of little value; Burma is not an industrial country in the sense that England is. In England, an overwhelming majority of the population is directly engaged in manufacture based on machinery. In Burma, the census returns of 1931 showed that of a total of 6,663,233 persons in occupation, 4,558,074 were engaged in the production of raw materials, *i.e.*, in pastoral and agricultural pursuits, and 77,292 in fishing and hunting. These figures underline what is common knowledge, namely that the population of Burma is largely an agricultural peasantry.

Agriculture the Dominant Industry of Burma.

651. In 1931, the census classified 92 towns with populations of more than 1,000 inhabitants. The aggregate population of these towns was 1,448,748 persons. Seventy-eight towns had each less than 20,000 inhabitants—many of them a few thousands only. The towns having more than 20,000 inhabitants were Rangoon—398,967; Mandalay—134,950; Moulmein—65,506; Bassein—45,662; Akyab—38,094; Tavoy—29,018; Henzada—28,542; Prome—28,295; Myingyan—25,457; Toungoo—23,223; Pakôkku—23,115; Pegu—21,712; Insein—20,487, and Mergui—20,405. Apart from Rangoon (including Syriam and Insein), and Chauk and Yenangyaung, there are no purely industrial towns. Mandalay is a trading centre with rice and timber mills and numerous cottage industries. Moulmein, Bassein, Akyab, Tavoy and Mergui are important sea-ports with rice and timber mills and cottage industries while Mandalay, Prome and Henzada are important river ports. Myingyan is a trading centre with important ginning, spinning and oil extraction industries. The other major and minor towns are trading centres and in some cases administration head-quarters of a district, and many of them contain rice mills and saw mills. Roughly speaking, about one-ninth of the population of the Province lives in urban conditions, but it must be remembered that in most of the smaller towns, the distinction between urban and rural conditions is not a marked one.

652. The dominant industry of the Province is the exploitation of vegetable and animal life; in other words plant and animal husbandry, and the production of raw materials therefrom employing, according to the 1931 census, 4,558,074 people of the total of 6,663,233 employed. The preparation and supply of raw materials employed a further 1,680,117 people engaged as follows :—

Industry	...	...	786,501
Transport	...	...	275,471
Trade	...	...	618,145

Public Administration and miscellaneous occupations accounted for 290,248 and 134,794 respectively making a grand total of approximately 6,663,000 employed persons. These facts must be kept steadily in mind lest false analogies give rise to unreasonable demands and to impracticable proposals.

Economic Survey of Occupations.

653. We understand that Government has discussed the question of making an economic survey of trades and occupations in Burma with a view to providing, among other things, some basis for estimating the kinds of employment available for youths from the several grades of the education system. Such a survey would be a valuable guide for the education authorities.

The Occupations of Burma according to Census Tables and Appropriate Vocational Education Provision.

654. The Census Tables use 195 classifications of occupation or means of livelihood. For many of the occupations, there arises no suggestion that formal technical instruction is necessary or possible. A good elementary education with such practical bias as may be appropriate, and may be given, is the best provision that can be made for many of the occupations to be named.

655. The following table shows the numbers per thousand workers in the classified occupations in 1931 :—

Sub-class. (1)	Number per thousand in each sub-class. Workers in 1931 (earners and working dependants). (2)	Persons supported in 1921. (3)	Workers in 1921. (4)
I.—Exploitation of Animals and Vegetation.	696	731	711
Agriculture	*665*	*707*	*688*
Forestry	*8*	*6*	*6*
Animals	*23*	*18*	*17*
II.—Exploitation of Minerals ...	6	3	4
III.—Industry	107	66	71
IV.—Transport	36	27	28
V.—Trade	90	83	85
VI.—Public Force	5	6	6
VII.—Public Administration ...	7	8	5
VIII.—Professions and Liberal Arts ...	32	21	24
IX.—Persons living on their income ...	1	1	1
X.—Domestic Service	7	6	8
XI.—Insufficiently described ...	9	44	52
XII.—Unproductive	4	4	6
All Occupations ...	1,000	1,000	1,000

The broad deduction to be made is that the most important sphere for the provision of vocational education is that of agriculture using the word to cover all aspects of the exploitation of plant and animal life in the Province.

the industrialization of the processes of agriculture are giving rise to difficult problems one of which is the need for providing openings for young people in rural areas in occupations other than agriculture. The problems of educating youth for occupations on the land in Burma are not of the kind that are agitating the minds of countries where industrialization of agriculture goes hand in hand with factory industrialization. But analogous problems have arisen from the necessity of reducing costs of production—a necessity which has been brought home to the cultivator in Burma in recent years. The process of reducing costs and increasing yields requires constructive intelligence. The cultivator needs to have his pores open to knowledge of new agricultural methods and practice. This condition of the pores of the mind can be best induced by a properly articulated system of education.

In Part II of our Report, we have emphasized the need for courses in science, particularly biological science, for school courses in gardening and agricultural science, for bias in all subjects towards the occupations and life generally of the people. We invite attention to the Report of the Royal Commission on Agriculture in India, and to the Report issued by the League of Nations on Vocational Education in Agriculture, and to the Report of an Agricultural Tribunal of Investigation appointed by the British Government in 1924. We should like to quote at length from these authoritative reports but we feel that already we are drawing out our review to inordinate length and refrain. Basing our views on these reports and adapting their suggestions to the conditions of Burma we are of opinion that—

(1) a degree in agriculture should be instituted in the University for the following among other purposes :

(*a*) to provide teachers to train teachers in school gardening, agricultural science and cognate subjects ;

(*b*) to provide teachers for vocational agricultural courses ;

(*c*) to provide specialist inspectors of technical and general agricultural courses ;

(*d*) to provide prospective officers in such Departments as the Agricultural Department, the Land Records Department, and Departments other than specialist Departments with training not only of academic value but also of practical value in administration ;

(2) the basis of agricultural education work should be that done in the Agricultural College, Mandalay, and in the experimental farms and demonstration centres maintained throughout the Province. The work done in these institutions should be developed without stint. The energies of the research staff in these institutions should not be diverted to teaching in University courses ; additional staff should be employed for these courses ;

(3) the dissemination of information should continue as at present by means of the agricultural staff working throughout the Province and in time when schools capable of teaching agricultural science, and teachers capable of maintaining school gardens are available, should flow through these schools and teachers to the country-side ;

(4) while no attempt should be made to give vocational instruction in agriculture in primary or post-primary schools, the development of school gardens, of courses in general science, in biological science, and in appropriate schools in agricultural science should prepare the way for suitable pupils to take a vocational course in agriculture ;

(5) there is need for schools of the type of the American Baptist Mission Agricultural School at Pyinmana which has demonstrated after difficult pioneering the value of its methods of vocational training in agriculture. The sons of landowners and of cultivating tenants should be attracted to schools of this type to form the wide-awake nucleus of agriculturists that is required to develop the manifold practice of agriculture in Burma. The schools should offer courses appropriate to the plant and animal husbandry peculiar to the area in which the school is situated and the courses should include instruction in subjects such as marketing.

There are many difficulties in the way of the development of schools similar to the A.B.M. Agricultural School at Pyinmana. Such schools are expensive in land and buildings. The Pyinmana school has demonstrated, however, that once the capital has been provided a school can pay a considerable part of its way, and pupils can pay their way through the school by the fruits of their practical studies. The greatest difficulty, however, will be to find suitable headmasters and staff. The foundation of Government schools staffed by "official" teachers who will work by time-table with formalized curricula and generally carry on instruction on routine lines will achieve little worth achieving. The work is pioneering work and will require Burmans with a call for agriculture, with high technical qualifications, and a flame of zeal and energy. The training of teachers for such schools will require careful thought and preparation.

659.

SUB-ORDER 1 (b).—CULTIVATION OF SPECIAL CROPS, FRUITS, ETC. (PLANTERS, MANAGERS, CLERKS AND LABOURERS).				*155,085*
Group 9.—Cinchona	...	...	...	*652*
Group 10.—Coconut	...	...	...	*143*
Group 11.—Coffee	...	...	...	*769*
Group 12.—Ganja	...	...	...	...

Group 13.—Betel vine	*19,393*
Group 14.—Rubber	*7,090*
Group 15.—Tea	*9,615*
Group 16.—Orchard gardens and all other horticulture not included in Groups 9 to 15,	*117,423*
16 (a).—Sugar Cane	*12,412*
(b).—Dhani	*3,330*
(c).—Opium	*1,119*

Labourers are taught on the estates the skilled manipulations required for their work. The management of rubber, tea, coffee, and cinchona estates and the technical instruction required for such management is imparted in the course of indentured assistantship or probationary service. The application of the scientific knowledge disseminated by the research and other institutes dealing wit these planting industries depends on the education and initiative of the individual manager.

The De la Salle Institute at Twante is a pioneer venture in the training of youths in the duties of assistants on rubber planting and other agricultural estates.

For the large number of individuals doing orchard work, general education is required to develop in the first place an assimilative appetite for the information that research work offers in demonstration, lecture and print for the improvement of the orchard husbandry. There is room for much improvement in orchard and horticultural work in Burma and for the development of trade in improved and new products. In general, the scheme of education, ordinary and vocational combined with the demonstration and intelligence service, provided by various Government departments, discussed in connection with Sub-Order 1 (*a*) above covers the educational needs of the orchard and horticultural occupations. Technical agricultural schools should, of course, provide suitable courses for these occupations.

660.

SUB-ORDER 1 (c).—FORESTRY	*91,547*
Group 17.—Forest Officers, rangers, guards, etc. ...	*6,990*
Group 18.—Wood-cutters and charcoal burners ...	*56,793*
Group 19.—Collectors of forest produce (except lac) ...	*27,285*
Group 20.—Collectors of lac	*479*

Government Forest officers are specially trained in Europe, in Rangoon University (courses suspended) and in the Government Forestry School, Pyinmana. The existing facilities are adequate. We are of opinion, however, that the courses in the Government Forestry School, Pyinmana, should be thrown open to candidates from Vernacular schools and that the higher course of the school should be adapted for such candidates.

Forest assistants in the timber industry are trained in the forests. The requirements of the firms engaged in this industry are good

221.

education, good physique, integrity of character and a taste for forest life. A demand for Burman graduates and undergraduates for this type of work is developing, but educated Burmans are not generally willing, at present, to undertake the arduous work of the forest assistant.

Vocational training for the other occupations under this classification is not called for.

661.

SUB-ORDER 1 (d).—STOCK RAISING	*98,348*
Group 21.—Cattle and buffalo breeders and keepers	*23,410*
Group 22.—Breeders of transport animals ...	*370*
Group 23.—Herdsmen, shepherds and breeders of other animals,	*74,568*
SUB-ORDER 1 (e).—RAISING OF SMALL ANIMALS AND INSECTS.	*2,276*
Group 24.—Birds, bees, etc.	*1,886*
Group 25.—Silkworms	*319*
Group 26.—Lac cultivation	*71*

The occupations under these sub-orders should be provided for in the educational training discussed in connection with plant and animal husbandry generally, and need not be discussed further. We may remark, however, that there is opportunity for expansion of the poultry breeding, dairy farming and ancillary industries in Burma. Courses of the kind conducted in the A.B.M. Agricultural School at Pyinmana would help towards such development. We are aware of the scruples of the Buddhist in connection with poultry breeding, but we are informed that there are methods which can be adopted by Buddhists without breach of the principles of their faith. There is room for expansion of the business of raising pigs and of the preparation of food-stuffs in connection with pigs, and in suitable areas in Burma for the development of the milk trade and the foodstuffs connected with milk. There are other industries connected with the plant and animal husbandry of Burma at present neglected or on the threshold of development awaiting intelligent and instructed initiative. The potentialities of agricultural wealth of the Province are great. It is plain that the standard of living of the people could be raised in different ways by a far-reaching and determined policy to provide the peasant with education and knowledge.

We are not qualified to express an opinion on the question whether the silkworm industry has reasonable prospects of further development side by side with the artificial silk industry of foreign countries. Buddhists have religious scruples inhibiting the practice of this occupation. The facilities for practical training in sericulture in

Maymyo appear to be adequate for the present. In suitable schools the elements of sericulture could form part of, or be an adjunct to the elementary course in general science.

662.

Order 2.—Fishing and hunting	...	...	77,292
Group 27.—Fishing and pearling	...	...	*76,567*
Group 28.—Hunting	...	...	*725*

Formal vocational training for these occupations is not called for at present.

663. Before leaving Orders 1 and 2, the sub-orders of which have been reviewed in reference to vocational education, it may be mentioned that it was strongly urged before us that Government should provide courses in—

(*a*) the manufacture of rubber goods ;
(*b*) the canning of fish, and
(*c*) the canning of fruit.

Such industries require large capital and special machinery.

The making of *ngapi*, and the pickling of fruits, roots, leaves, etc., as food and condiments are carried on as home and cottage industries. The processes in question—the processes of preservation of fruit and foodstuffs generally—should find a place in the domestic science course adapted to local conditions which we have recommended elsewhere. In the technical agricultural school, the selection, grading, preservation and canning of fruits by means of simple modern methods and machinery should be the material of an appropriate course.

664.

Sub-Class II.—Exploitation of Minerals		...	42,114
Order 3.—Metallic Minerals ...	...	...	13,063
Group 29.—Gold	...	...	*428*
Group 30.—Iron	...	...	...
Group 31.—Lead, silver and zinc	...	...	*8,630*
Group 32.—Manganese	...	...	...
Group 33.—Tin and Wolfram	...	...	*3,959*
Group 34.—Other Metallic Minerals	...	...	*46*

The exploitation of minerals is, for the most part, a large scale industry carried on by specialist engineers and other technical staff. The skilled labour required by the industry is trained by the companies engaged. The Burmah Oil Company College of Mining and Engineering and the scientific and geological departments in the University offer some facilities for those who wish to train for the technological or specialist occupations in connection with the metallic mineral industry in Burma but specific technological education must be obtained abroad.

222

665.

Order 4.—Non-Metallic Minerals	...	...	29,051
Group 35.—Coal	...	...	...
Group 36.—Petroleum	...	...	*17,717*
Group 37.—Building materials (including stone, materials for cement-manufacture and clays).			*2,223*
Group 38.—Mica	...	...	...
Group 39.—Precious and semi-precious stones		...	*7,051*
Group 40.—Salt, Saltpetre and other saline substances			*2,060*
Group 41.—Other non-metallic minerals		...	...

(1) *Coal.*—In the coal industry in Burma, there is no call for vocational training. Technological education must be sought abroad.

(2) *Petroleum.*—(*a*) This industry is for the most part a highly organized and technical industry. The principal areas of the industry are Thayetmyo, Magwe, Minbu, Pakôkku, and Lower and Upper Chindwin. 14,310 of the total persons employed on the producing side of the industry are located in the Magwe District. The following data are given in respect of the largest company engaged in the industry—The Burmah Oil Company, Limited. This Company employed in 1935 in Burma in its oil-fields and refineries 19,094 employees apart from labour employed by outside contractors. The issued capital of the company is at present £13,157,675 (Rs. 17,54,35,666 approximately). During 1934, the Company distributed in wages in Burma approximately 1,553 lakhs of rupees, and paid in petrol excise approximately 275 lakhs of rupees and in kerosene excise 192 lakhs of rupees. In 1927, the Company made a gift of £100,000 (Thirteen and one-third lakhs of rupees) to the University of Rangoon for the establishment of the Burmah Oil Company College of Mining and Engineering. The Company and the University are now conducting an experiment with a view to training graduates in engineering for the industry. On the result of this experiment with eight undergraduates will depend the increasing recruitment of graduates in engineering of the University by the Company. In 1935, Government awarded a State Scholarship to a young Burman graduate chemist who was employed by the Company to enable him to further his studies in the chemistry of petroleum.

(*b*) This company maintains in its oil-fields at Yenangyaung and Chauk a system of 16 Vernacular schools including 6 middle schools enrolling over 2,500 pupils with 94 teachers, at an annual cost to the Company of approximately Rs. 60,000. A course in elementary mechanics is about to be introduced into the middle schools with a view to giving the education of boys a practical bias towards the occupations which the Company provides for boys who satisfactorily complete their education. It may be added that the Company's schools in no way impede a pupil from going on to the University. In 1935, 73 boys were taken into the employment of the Company from the Company's schools.

(c) In the oil-fields and refineries the Company maintains an elaborate system of apprenticeship training. Burmans and others are trained in the following skilled occupations :—

Drillers.
- Oil well production men (Well pullers).
- Tractor drivers.
- Pumping power drivers.
- Rigbuilders (Steel and wooden derrick erectors)

Carpenters—
- Rough
- Cabinet makers.
- Pattern makers.

Car drivers.
Lorry drivers.
Car painters.
Vulcanizers.
Fitters—
- Garage.
- Tractor.
- Machine Shop (assembling new material).
- Fields, Engine, Ropeway.
- Telegraph.
- Electrical.
- Pumps.

Blacksmiths.
Welders.
Tinsmiths.
Platers.
Turners.
Machinists.
Grinders.
Pipe threaders.
Pipe connection work (laying pipe-line)
Meter and instrument repairers.
Search light operators.

Electricians—
- Wiremen.
- Linesmen.
- Armature winders.
- Battery chargemen.
- Equipment inspectors.

(Specially trained IXth standard.)

Telegraph—
- Linesmen.
- Signallers.
- Telephone operators.

Chart Readers—
- (Gas measurement.)

Ward Orderlies (Hospital)—
- Compounders.
- Chemists.
- Laboratory Assistants.

Power station—
- Switch board attendants.
- Pump house attendants.
- Engine room staff (Fitters).
- Sub-station attendants.

Surveyors.
Draughtsmen.
Chainmen.
Electrical Overseers (graduates).
Shift Engineers (from ranks and graduates).
Chick makers.
Lead burners.
Carton makers.
Rivetters.
Moulders.
Stove operators.

In effect the Company maintains a large technical school and not a few of the apprentices trained in the workshops of the Company eventually find their way into the market of skilled craftsmen of the Province. The policy of the Company is set in the direction of training and employing more and more of the indigenous peoples of the Province.

(d) So far as the oil industry is concerned, there would appear to be no need to duplicate the vocational education facilities now provided in the University, in the Government Technical College and by the companies engaged in the oil industry.

(3) *Building Materials.*—The bulk of the people in the occupations under this classification are engaged in the Prome, Thatôn, Amherst and Kyaukse Districts in quarrying stone and laterite for road-making purposes. Apart from training in civil engineering provided by the University for the managing occupations in this industry, vocational training is not called for.

The same comments apply to the mining of precious and semi-precious stones. The methods of mining rubies and jade and associated stones are processes adapted to local circumstances. Much of the labour required is unskilled.

(4) *Group 40.*—In connection with the preparation of salt we recommend that the question of providing instruction in the manufacture of salt should be examined with a view to the provision of facilities for such training as may be desirable.

666.

CLASS B.—PREPARATION AND SUPPLY OF MATERIAL SUBSTANCES	1,680,117
Sub-Class III.—Industry	786,501
Order 5.—Textiles	284,805
Group 42.—Cotton ginning, cleaning and pressing	*951*
Group 43.—Cotton spinning, sizing and weaving	*234,892*
Group 44.—Jute pressing, spinning and weaving	...
Group 45.—Work with rope, twine, string and other fibres.	*2,733*
Group 46.—Wool carding, spinning and weaving	...
Group 47.—Silk spinning and weaving ...	*45,908*
Group 48.—Textile work using hair ...	...
Group 49.—Dyeing, bleaching, printing, preparation and sponging of textiles.	*321*
Group 50.—Lace, crepe, embroideries, fringes, etc.	...

The mechanical cotton ginning, cleaning, pressing and spinning industry requires large capital, special machinery and technical management. The scale of the existing industry in Burma does not justify any technical education facilities.

A considerable organized hand-weaving industry has developed in Hanza, where over 1,000 persons are engaged. Cloth similar to Hanza *saungs* (blankets) is also woven in Thedaw, Pyawbwè, Myingyan and in their neighbourhood. Numbers of weavers in Shwedaung have transferred their labour from silk to cotton weaving. Cotton weaving in Thônzè also appears to be increasing. Many weavers in Amarapura have taken to weaving cotton *longyis* in imported patterns.

The cotton hand-spinning and weaving industry is of considerable magnitude and is, to a large extent, a part-time home occupation of women. The products are for home use, and have to compete with the mass-produced articles of Japan, America and Europe of low cost, good finish and great variety of design. Nevertheless, the home-made cotton article is an important cottage product in Burma, and there would

appear to be scope for some technical training in hand-loom operation and design-making of the kind given at the silk weaving school at Amarapura. While we consider that the facilities provided by the Saunders Weaving Institute, Amarapura, are possibly sufficient, we are of opinion that there are grounds for examination of the question of the desirability of providing further technical instruction in connection with the cottage industry of cotton spinning and weaving.

Group 45.—Work with rope, twine, string and other fibres ... 2,733

667. Apart from Rangoon where there are some 200 workers for the most part employed in large scale commercial rope works, the persons occupied in this work are distributed fairly evenly throughout the Province. Most of them are employed in the preparation and utilization of the various vegetable fibres used as substitutes for rope and string. We are of opinion that a course in rope and twine making in a polytechnic school would be a useful course particularly in relation to the cottage industry in fishing villages.

668.

Group 47.—Silk-spinning and weaving 45,908

The numbers engaged in this occupation were—

Sex.	1931.			1921
	Earners.	Working dependents.	Total workers.	Total workers.
Males ...	3,713	786	4,499	3,019
Females ...	13,567	22,970	36,537	18,531
Total ...	17,280	23,756	41,036	21,550

This occupation is largely a home occupation of the younger members of households. In Shwedaung in the Prome District, and in the Pakôkku, Mandalay and Sagaing Districts it is a full-time occupation. The home-made product has to compete with mass-produced imported articles made of artificial yarn. Technical training is provided at the Saunders Weaving Institute, Amarapura, and by itinerant demonstrators employed by Government and by local authorities (In 1934-35, ten demonstrators were employed). The system of itinerant demonstrators brings to large numbers, who are already engaged in weaving, knowledge of new processes, new designs and improvements in implements and technique. The existing facilities for technical instruction appear to be adequate.

669.

Group 49.—Dyeing, bleaching, printing, preparation and sponging of textiles. 321

In connection with the hand weaving industry, there are two industries of subsidiary importance—the dyeing and the cloth printing industries. The Superintendent of Cottage Industries reports that there are two dye works in Rangoon and one in each of the towns of Prome, Paungdè, Okpo and Pakôkku. In these works yarn is dyed for sale to weavers. There is, it is stated, a growing tendency among weavers especially in Thônzè, Letpadan, Shwedaung, Pakôkku, Hanza and Amarapura to usé fast colours.

As regards cloth printing, Mandalay is the most important centre. There, there are four printing shops two of which are doing work on a considerable scale. A new development in the industry is mentioned—the introduction of roller printing in place of block printing. Two of the shops use both block and roller printing ; the other two use block-printing only. Over 5,000 *longyis* are printed per day in the larger shops. There are two shops in Rangoon, one which does work on a bigger scale uses both roller and block printing and prints about 2,000 *longyis* per day while the other, printing 200 *longyis* per day, uses the batik printing process, *i.e.*, a wax printing process. It is reported that small printing shops had ceased to operate ; competition with imported printed *longyis* is given as the reason. Burmese printed *longyis*, it is reported, find a sale even at comparatively high prices because they are of full dimensions and of fast colour while the material printed on is of good quality as compared to imported articles. The actual printing processes in Burma are simple mechanical hand processes for which no particular skill and training is required. Improved methods would help this trade to compete with foreign printing.

In regard to the dyeing industry, it was suggested to us that vocational education should be given in connection with the preparation of indigenous dyes. We venture to think that until research work produces home-made dyes able to compete with the cheap fast dyes, the derivatives of the coal and oil industries, existing indigenous dyes have little commercial importance. We have already mentioned the tendency of dyers and weavers to use fast dyes and fast dyed yarns. The courses in dyeing in the polytechnic school which we propose should be established should cover the dyeing of yarns.

670.

Order 6.—Hides, skins and hard materials from the animal kingdom. 443

Group 51.—Working in leather 373

Group 52.—Furriers and persons working with feathers and bristles ; brush makers. 6

Group 53.—Workers in bone, ivory, horn, shell, etc. (except buttons). 64

It has been suggested that technical education in tanning should be provided. The figures above indicate how small are the numbers of workers in the leather trade. The tanning industry is a highly

technical one requiring special machinery and considerable capital. That such skill, machinery, and capital could find profitable employment in Burma it is not our function to enquire. The treatment of green hides for despatch to tanneries will no doubt find a place in the appropriate courses in agricultural technical schools.

671.

Order 7.—Wood	137,506
Group 54.—Sawyers	*28,784*
Group 55.—Carpenters, turners and joiners	*42,260*
Group 56.—Lacquer workers and makers of baskets, cages, etc., of cane, bamboo and other woody material (including leaves).	*66,462*

(1) *Sawyers.*—The large scale saw mills are concentrated in Rangoon and Moulmein where 5,627 and 2,689 persons are employed respectively. Toungoo, Yamèthin, Mandalay, Shwebo, Pakôkku and the Lower Chindwin Districts come next in importance in this occupation. A large number of persons returned as sawyers are engaged in the hand-sawing occupation, which is in the nature of a cottage industry. The best preparation for the occupation, whether in the large scale saw mill or the saw pit, is in actual apprenticeship.

(2) *Carpenters, Turners and Joiners—42,260.*—In these occupations apprenticeship is necessary. The best contribution that the ordinary schools can make to the occupations is a good elementary education including training of hand and eye, and physical education.

We are of opinion, however, that there is room for courses for artisans and craftsmen in carpentry and joinery in the polytechnic school which we think should be established.

(3) *Lacquer Work.*—The Government Lacquer School at Pagan founded in 1924 provides technical training in the processes of lacquer work. The pupils are usually the children of lacquer workers at Pagan. The staff at present consists of a principal, two craftsmen instructors, a carpenter, and a part-time school master. On the 30th June 1934, there were 84 pupils on the rolls of the school. The courses run for three years and five stipends are available for pupils in each year of the courses. New methods and designs are introduced in the school in an attempt to keep the industry alive and expanding. It would seem that there is a steady demand for lacquer articles for various domestic uses ; but the residue of unsold lacquer ware at annual Arts and Crafts Exhibitions in Rangoon would appear to indicate that outside this domestic circle lacquer work unless it departs from the ordinary designs and workmanship does not find ready sale. There would appear to be no need for the present to expand the existing facilities for technical instruction in lacquer work.

(4) *Makers of Baskets, Cages, etc.*—This category includes the making of such articles as baskets for carrying fruits and vegetables, cages and traps, bamboo mats, screens and numerous other articles for domestic

and trade purposes. For these occupations the schools can contribute hand and eye training in weaving and similar handicraft work which have been recommended as essential instruction in the education of all children in primary and post-primary schools.

672.

Order 8.—Metals	23,851
Group 57.—Smelting, forging and rolling of iron ...	*839*
Group 58.—Makers of arms, guns, etc.	*27*
Group 59.—Blacksmiths and other workers in iron ...	*12,997*
Group 60.—Workers in brass, copper and bell metal ...	*904*
Group 61.—Workers in other metals (except precious metals).	*9,078*
Group 62.—Workers in mints, die-sinkers, etc. ...	6

(1) The smelting, forging and rolling of iron is a large scale industry. There is no call for technical instruction beyond that provided by the industry itself and in the existing engineering and technical institutions.

(2) On the making of guns and arms no comment is called for from us.

(3) The bulk of the 12,997 persons employed as blacksmiths are employed part-time in villages in the preparation of iron tires for bullock carts, of axle-shields, pins, ploughshares and other iron ware required in agricultural operations. The trade is one that must be learned in the course of a practical apprenticeship. Blacksmith work is included in the engineering courses in the University and the Government Technical Institute, Insein. A number of schools in the Kachin Hills, schools such as the American Baptist Mission Agricultural School at Pyinmana, the Methodist School at Thôngwa, and the training class at Chaungwa give elementary instruction in the blacksmith's craft. The ordinary post-primary school can make its contribution to the craft by development of manual handicrafts. Where appropriate the manual handicraft in a school may be metal work and simple blacksmith work. The metal-work courses in the proposed polytechnic school should include blacksmith work.

(4) Workers in brass, copper and bell metal are for the most part engaged in the making of images and figures, cow bells, gongs, and the like. A number of skilled machinists and fitters in brass and copper are employed by the large industries using machinery. These latter acquire their skill during apprenticeship in the machine or fitter's shop.

(5) The image and figure maker's craft requires original artistic skill. The processes of modelling, moulding and casting practised by the figure makers, require knowledge and skill based on traditional practice. If and when the demand for an Arts and Crafts College is such as to justify the establishment of such an institution the technique of the worker and modeller in metal and the various methods of modelling, mould making, and casting would find a place in the courses of instruction. For the present, the demand does not justify the provision of special vocational training facilities.

(6) *Workers in Other Metals.*—The bulk of these workers (6,600) are engaged in the lead industry in the Northern Shan States (which are outside our province) which trains its own skilled workers. The remainder are distributed throughout the Province—Rangoon 460, Mandalay 117—and are probably, for the most part, engaged in the tin-smith's trade fabricating articles for domestic use from tin plate by cutting and soldering methods requiring simple manual skills which are acquired by practice.

673.

Order 9.—Ceramics	15,551
Group 63.—Potters and makers of earthenware ...	*12,454*
Group 64.—Brick and tile makers	*2,666*
Group 65.—Other workers in ceramics	*431*

(1) Workers in pottery are fairly evenly distributed throughout the Province with larger groupings in the Akyab, Hanthawaddy, Bassein, Henzada, Maubin, Mandalay, Myingyan and Shwebo Districts. The industry is largely a cottage industry and to a large extent a subsidiary occupation. The articles made consist principally of glazed ware in the form of Pegu jars, basins, flower vases, spittoons, tea-pots and small jars for food stuffs. Unglazed ware consists principally of water chatties and cooking pots. In 1923, Government opened a pottery class at the Government Technical Institute, Insein. The class was closed in 1931 for lack of demand for instruction. It does not appear that there is at present any demand for the technical instruction that the pottery class was intended to give. There is good reason, however, that the practical instruction in clay-modelling and pottery, which has been recommended for introduction in the reconstructed syllabuses for the schools, should be introduced and developed in schools in areas where the pottery occupation is a full-time or an important part-time one. Apart from the value of such instruction in these special areas, there is room for similar instruction in other areas. This handicraft is one that requires relatively little equipment for its conduct as a school course. If any of the staff and equipment of the defunct pottery school are still available, both staff and equipment could be utilized for the experimental training centre for teachers recommended in the section of our report dealing with the training of teachers.

We recommend for consideration the suggestion that pottery demonstrations organized on the lines of those conducted for the silk industry by the Saunders Weaving Institute could do valuable work for the pottery industry throughout the Province. Moreover, we are of opinion that courses in pottery of a kind less ambitious than those that were formerly conducted in the pottery school should be given in the proposed polytechnic school.

(2) *Brick and Tile Makers—2,666.*—The brick making trade is practised widely throughout the Province but nowhere, so far as the

statistics show, is there any large scale industry. The Government brick-making factory has been closed. The Committee has no information regarding the tile-making trade at Nyaungbinzeik near Moulmein, and no means of estimating whether tiles made locally can compete with cheap Mangalore tiles which are imported in large quantities. We have no suggestions to offer in connection with this industry.

674.

Order 10.—Chemical products, properly so-called, and analogous.	21,071
Group 66.—Manufacture of matches, fireworks and other explosives.	*2,845*
Group 67.—Manufacture of aerated and mineral waters and ice.	*799*
Group 68.—Manufacture and refining of vegetable oils.	*7,292*
Group 69.—Manufacture and refining of mineral oils	*8,592*
Group 70.—Manufacture of other chemical products, for example, soap, paper.	*1,543*

(1) *Manufacturers of Matches, Fireworks and other Explosives—2,845.*—The manufacture of matches is a highly technical process requiring considerable capital, special machinery and skilled technical supervision. The provision of technical education in Burma for this industry is impracticable. The making of fire-works is a cottage industry for which no technical facilities seem necessary.

(2) The manufacture of ærated mineral waters and ice is an industry requiring special machinery. There is no call for technical education for this trade.

(3) The manufacture and refining of vegetable oils, the principal oils being sessamum oil, ground-nut and cotton seed, is carried on by large industrial concerns as well as being a large cottage industry. The oil pressing in the cottage industry is done by ox or hand power. There is no call for technical education either for the cottage or large scale oil pressing industry in Burma. Oil technology facilities are provided in India and elsewhere.

(4) The manufacture and refining of mineral oils employing 8,592 persons is confined largely to the petroleum industry. Rangoon is the largest centre. The technical education in connection with this industry has been discussed in connection with Group No. 36.

(5) *Group 70 includes the makers of Soap and Paper.*—There are several large soap factories. The making of soap by hand processes from indigenous materials is a relatively small occupation. Whether these indigenous materials have economic value for industrial purposes it is not our business to enquire. The same remark applies to the indigenous paper-making industry. Much of the paper made locally comes from the Shan States. We think an enquiry should be made as to how the use of this paper may be increased.

675.

Order 11.—Food Industries	160,261
Group 71.—Rice pounders and huskers and flour grinders.	*65,875*
Group 72.—Grain parchers, etc.	...
Group 73.—Butchers	*816*
Group 74.—Makers of sugar, jaggery and kyantaga ...	*15,484*
Group 75.—Sweetmeat and condiment makers ...	*8,164*
Group 76.—Toddy drawers	*36,434*
Group 77.—Brewers and distillers	*613*
Group 78.—Manufacturers of tobacco	*24,296*
Group 79.—Manufacturers of opium	...
Group 80.—Manufacturers of ganja	...
Group 81.—Manufacturers of other food-stuffs ...	*8,579*

Group 71.—Rice Pounders, Huskers and Flour Grinders—65,875.—The bulk of the persons employed under this category work in the rice-milling occupations. The Technical and Vocational Education Committee, 1927, recommended that the advisability of opening a course in rice-milling should be considered by the Governing Body of the Technical Institute, Insein. We are of opinion that the firms and persons engaged in rice-milling throughout the Province should be asked to advise whether there is need for such a course and any likelihood of students who may follow such a course securing suitable employment.

Group 74.—Makers of Sugar, Jaggery and Kyantaga—15,484.—Apart from persons employed in the large-scale sugar refining industry carried on at Hsamaw and Zeyawadi, the bulk of the persons occupied in these occupations carry on the work as a part-time occupation. Where the occupation is a full-time cottage one, the workers spend the off-season in cutting firewood and in preparing palm leaves for roofing, making fans and other similar articles, making brooms out of the base of leafstems and making palm-leaf baskets, etc. Much of the sugar pressing is done by hand presses. Vocational training for this occupation is not necessary.

Group 76.—Toddy Drawers—36,434.—Vocational education is not required for this occupation.

Group 77.—Brewers and Distillers—613.—No comments are called for.

Group 78.—Manufacturers of Tobacco—24,296.—The bulk of the persons employed in this occupation are women engaged in the making by hand of either the *sèbyinlè* or the *sèpawkeik*. The former is made entirely of tobacco leaf. The latter consists of an outer cover of *banbwè* or of maize cob sheath enclosing a mixture of chopped tobacco, *onhnè* wood and tobacco plant stem, the whole sprinkled with jaggery or tamarind syrup. The cheroot-making process requires skill of hand which is acquired by actual practice. No question

of vocational education for cheroot-making arises. Courses in the curing of tobacco should be provided in appropriate agricultural schools.

676.

Order 12.—Industries of Dress and the Toilet ...	82,376
Group 82.—Boot, shoe, sandal and clog makers ...	*8,394*
Group 83.—Tailors, milliners, dress-makers and darners.	*51,190*
Group 84.—Makers of hats, caps, umbrellas and other articles of dress.	*6,213*
Group 85.—Washing, cleaning and dyeing articles of dress.	*11,473*
Group 86.—Barbers, hairdressers and wig-makers ...	*4,823*
Group 87.—Other industries connected with the toilet	*283*

(1) The making of sandals and other Burmese footwear is carried on throughout the Province as a cottage occupation, whole-time and part-time. In Rangoon, Prome, Henzada, Amherst, Thayetmyo, Pakôkku, Mandalay City, Meiktila, Sagaing, and the Lower Chindwin Districts, the occupation employs larger groupings of workers. The four principal kinds of footwear made are the *peindan*, the *bombaing-ye*, the *shedo* and the *khonphanet*. It has been suggested to the Committee that technical training should be provided for pupils who wish to follow the shoe-making trade. It was suggested that such training should be directed towards the modern large scale boot and shoe-making industry. No large scale industry exists in Burma except as a jail industry. In the absence of the industry, it would be absurd to provide technical instruction. For the existing occupations actual apprenticeship is the most suitable form of training.

(2) The toilet article industry offers scope for employment in Burma, and the possibility of providing suitable courses in the polytechnic school should be kept in mind.

677.

Group 83.—Tailors, Milliners, Dress-makers and Darners 51,190

This category covers a multitude of occupations. The best preparation for them is hand and eye training in the schools—for girls, training in needlework, embroidery and similar handwork followed by actual apprenticeship in the particular occupation to be followed. We are of opinion that vocational classes in the proposed polytechnic school would meet a considerable demand. The classes should deal with tailoring, dress-making, dry-cleaning, laundry work and dyeing.

The same remarks apply to *Group 84.—Makers of Hats, Caps, Umbrellas and Other Articles of Dress—6,213, and Group 85.—Washing, cleaning and dyeing Articles of Dress—11,473.*

678.

Group 86.—Barbers, hair-dressers and wig-makers — 4,823

Group 87.– Other industries connected with the toilet ... 283

It has not been suggested that vocational training for these occupations is practicable.

679.

Order 13.—Furniture Industries 1,005
Group 88.—Cabinet-makers, carriage painters, etc. ... 880
Group 89.—Upholsterers, tent-makers, etc. 125

Actual apprenticeship in a particular occupation is the usual preparation for these occupations. We are of opinion, however, that cabinet-making and upholstering classes should be provided in connection with the carpentry and joinery occupations in the proposed polytechnic school.

680.

Order 14.—Building Industries—Lime-burners, excavators, well-sinkers, etc. 14,555

Apprenticeship is the usual preparation for these occupations.

681.

Order 15.—Construction of means of transport ... 7,272
Group 91.—Persons engaged in making, assembling or repairing motor vehicles, cycles, tramcars. 1,531
Group 92.—Makers and repairers of carriages, carts, rickshaws, etc., and wheel-wrights. 1,604
Group 93.—Ship, boat, aeroplane builders 4,137

Group 91.—Persons engaged in making and assembling motor vehicles, cycles, and tram-cars. 1,531

(1) It has been suggested to us that technical training in motor-car engineering should be provided in one or more centres in Burma. The occupation in Burma is confined to the assembly and repair of motor-car engines and other mechanical parts. For persons who wish to study the higher technique of mechanical engineering, the courses provided in the University and the Insein Technical Institute are available. For special courses in automobile engineering, students must go abroad. The repair of motor-cars involves skills of different kinds, such as those of electrical fitters, mechanical fitters, machinists, coach builders, painters, etc. For these occupations, the usual mode of preparation is a trade apprenticeship. We are of opinion that evening classes on the lines suggested by the Technical and Vocational Committee, 1927, would be attended by apprentices in the engineering occupations associated with the motor-car industry. We are further of opinion that the proposed polytechnic school should conduct courses in elementary motor and electrical mechanics.

Group 92.—Makers and repairers of carts, rickshaws, etc., and wheel-wrights. 1,604

(2) The persons engaged in these occupations are widely scattered throughout the Province. For the most part, they are

228

engaged in the making of bullock-carts. Many agriculturists make their own carts. The making of a cart requires skill not only in timber work, but in blacksmith work. The schools can make their contribution to these particular occupations by general hand and eye training. The courses suggested in the proposed polytechnic school will make their several contributions to the different skills involved in the several occupations.

Group 93.—Ship, boat and aeroplane builders ... 4,137

(3) Of the 4,137 persons occupied in this industry, 3,235 were returned as employed in Rangoon. The latter are employed in the various dock-yards on the Rangoon River engaged in the assembling and repairing of the various kinds of craft employed in the river and sea transport services of the Province. Apart from engineers with university or other high technical qualifications employed in the various dock-yards, skilled craftsmen such as fitters, electricians, machinists, rivetters, welders, and so on, learn their trade during apprenticeship in workshops. The several courses in the proposed polytechnic school will provide generally the necessary supplementary instruction: courses not included may be provided in evening classes as suggested by the Technical and Vocational Education Committee, 1927.

(4) Other persons enumerated are, for the most part, engaged in the making of sampans and other wooden craft used on the rivers of Burma, principally the "hnget" sampan made of shit-sha timber with ribs of teak. We consider that there is no call for special vocational training for this occupation beyond that we have already recommended.

682.

Order 16.—Production and transmission of physical force
Group 94.—(Heat, light, electricity, motive power, gas works and electric light and power.) 2,581

For the organization and supervision of the production of electric power, highly specialized training in electrical engineering is necessary. The University is now equipped to give some training in electrical engineering.

683.

Order 17.—Miscellaneous and undefined industries ... 35,224
Group 95.—Printers, engravers, book-binders, compositors, etc. 4,418
Group 96.—Makers of musical instruments ... 121
Group 97.—Makers of clocks and surgical and scientific instruments, etc. 663
Group 98.—Makers of jewellery and ornaments ... 21,680
Group 99.—Makers of toys, paper flowers and miscellaneous small articles. 536
Group 100.—Scavengers and sweepers 7,806

For the practise of the craft of printers, engravers, book-binders, compositors, makers of clocks and surgical and scientific instruments; makers of jewellery and ornaments, makers of toys and paper flowers, apprenticeship is the appropriate occupational preparation. The schools can contribute hand and eye training as part of general educational equipment.

684.

Order 18 **(Sub-Class IV).**—Transport	275,471
Group 101.—Transport by air (Persons concerned with aerodromes and aeroplanes).	*58*

Educational facilities in Burma in connection with transport by air are (or were) provided by the Rangoon Flying Club. At present, the high technical qualifications can be acquired in England only. We have noted a press report that steps are being taken to duplicate such facilities in India.

685.

Order 19.—Transport by water	79,098
Group 102.—Ship-owners, boat-owners and their employees, officers, mariners, ship-brokers, boatmen and towmen.	*69,886*
Group 103.—Persons (other than labourers) employed in harbours, docks, rivers and canals, including pilots.	*935*
Group 104.—Labourers employed on harbours, docks, rivers and canals.	*8,277*

In regard to these occupations, reference is invited to Appendix XV of the Report of the Committee on Technical and Vocational Education, 1927, which reproduces a note on the steps to be taken to train Burmans for service on board river craft, and for the technical education of the crews of such vessels.

686.

Order 20.—Transport by road	163,267
Group 105.—Persons (other than labourers) employed on the construction and maintenance of roads and bridges.	*3,710*
Group 106.—Labourers employed on roads and bridges ...	*37,571*
Group 107.—Owners, managers and employees (excluding personal servants) connected with mechanically driven vehicles (including trams).	*11,605*
Group 108.—Owners, managers and employees (excluding personal servants) connected with vehicles drawn by animals.	*78,908*
Group 109.—Owners and pullers of rickshaws, etc. (excluding personal servants).	*4,709*
Group 110.—Owners and drivers of pack-elephants, mules, bullocks, etc.	*1,734*
Group 111.—Porters and messengers	*25,030*

The technical education of the builder of roads and bridges is provided for in the civil engineering courses in the University and the Insein Technical Institute. The technical education of employees in connection with mechanically driven vehicles has already been discussed. The management of pack animals—elephants, mules, bullocks and other animals—must, we assume, be acquired by actual practice. The Veterinary Department provides courses of instruction in elementary veterinary science; these courses are discussed later.

687.

Order 21.—Transport by rail	27,954
Group 112.—Railway employees of all kinds other than doctors, police, postal service labourers and sweepers.	*14,137*
Group 113.—Labourers of all kinds associated with railways (excluding sweepers).	*13,817*

Under the Government of Burma Act, 1935, the executive authority for the regulation, construction, maintenance and operation of railways in Burma will be exercised by a Burma Railway Board. This Board will take over the management of the Burma Railways from the Railway Board, India. The personnel of the Railway will, subject to the provisions of Chapter IX of Part XIV of the Act, be appointed by the Railway Board. The main branches of railway working are :—(*a*) the Transportation and Working Department, (*b*) the Civil Engineering Department, (*c*) the Mechanical Engineering Department, and (*d*) the Stores Department. Recruitments to the superior posts in these branches are made under the terms of regulations issued by the Railway Board, India; these regulations are too bulky for reproduction here. We understand that procedure for the recruitment of superior railway staff after the separation of Burma from India is yet to be considered. Apprentices and journeymen for subordinate technical occupations and skilled and unskilled labourers are recruited in the open market. Employment in the numerous kinds of skilled and unskilled occupations in the railway workshops is governed by a mass of regulations prescribing educational and other qualifications too bulky for reproduction here. For local recruitments, the Railways rely on the products of the University engineering courses, the courses of the Technical Institute, Insein, on apprenticeships in their own workshops, on promotions of skilled staff employed on the railway, on the open market for journeymen carpenters, masons, blacksmiths, fitters, plumbers, upholsterers and other skilled craftsmen employed in railway operation and construction.

We are of opinion that when the question of recruiting railway staff under the new constitution is taken up, the question of training facilities in Burma should be fully examined.

688.

Order 22.—Post Office, Telegraph and Telephone Services 5,094

(1) The clerical cadre comprises the largest number of employee in this Department and includes, besides the actual clerical staff, al sub-postmasters, sorters, post office signallers etc. The recruitment o this cadre is conducted by Superintendents of Post Offices fron candidates with qualifications not lower than 'matriculation' and whc are resident in the Revenue Division in which the post office is situated Promotions are made from these cadres to various higher appointments No particular vocational or technical facilities are required; the existing educational provision for candidates for these posts is adequate.

(2) Telegraphists who are employed in the larger telegraph offices where a high standard of signalling is required are partly recruitec from departmental officials and partly by competitive examinations from outside candidates with matriculation or higher qualifications After recruitment they are required to attend the departmental training class in Rangoon where they undergo a course in signalling and elementary technical work. The existing facilities for this technical training are adequate.

(3) On the technical and engineering side, there are a number of Supervisors. They are recruited partly from the cadre of telegraphists and partly from outside sources by competitive examinations—*vide* Department of Industries and Labour Notification (Post and Telegraph Branch), dated the 16th September 1935. On appointment, Supervisors undergo a course of specific technical training in the office of the Electrical Engineer-in Chief, Calcutta, in the telegraph workshops and the Central Telegraph Office, Calcutta. The number of Supervisors who will be required in Burma after the separation of Burma from India will be too small to justify the expense of a separate class in Rangoon. The Postmaster-General, Burma, recommends that arrangements should be made with the Government of India for candidates from Burma to undergo training in Calcutta.

(4) Wireless Operators are recruited under the terms of the Notification quoted in the preceding paragraph, and undergo 15 months training—12 months in the Wireless Training School at Calcutta and three months in practical training at a wireless station. The Postmaster-General recommends the same procedure for the training of Burma candidates as recommended for Supervisors.

(5) Deputy Assistant Engineers and Assistant Engineers who are in charge of Telegraph Divisions and in technical charge of the large offices are recruited from engineering supervisors. On selection and after passing departmental tests, they are sent for training in the office of the Electrical Engineer in Chief, Calcutta, for nine months. The number of recruitments in future will average less than one per year. The Postmaster-General, Burma, recommends that arrangements be made

with the Government of India for the training of recruits, when required, in Calcutta.

(6) Superintendents of post offices are recruited from the clerical staff and from outside sources. The appointments are made by the Public Services Commission by competitive examinations under the terms of Government of India (Posts and Telegraphs Branch) Resolution No. 589—1, dated the 13th April 1935, published in Part I of the Gazette of India, dated the 13th April 1935. We assume that similar procedure will be followed by the Public Services Commission (Burma).

(7) Assistant Divisional Engineers are the highest appointments in the telegraph branch. Recruitments are made partly by the Secretary of State for India, and partly by the Public Services Commission from departmental employees and from outside services under the terms of Posts and Telegraphs Resolution No. 597—1, dated the 4th April 1935, published in Volume I of the Gazette of India, dated the 4th April 1935. We assume that similar procedure will be adopted by the Government of Burma and the Public Services Commission (Burma).

(8) The Postmaster-General, Burma, has informed us that in recent years the technical training required by the expansion of the telephone system has become more and more specialized and that ordinary technical institutes cannot give the specialized instruction required and that, in general, it will be expedient for Burma to arrange for the training of its technical staff in the Posts and Telegraphs Department in the classes maintained by the Government of India.

TRADE.

689. In the 1931 Census, 618,145 persons were returned as engaged in trade. The bulk of these persons are employed in petty trade of the kinds named below. The multiplicity of firms, the different articles in which they trade and the different methods adopted in different trades make it well-nigh impossible to organize any general system of vocational training of any practical value as a preparation for recruitment to commercial firms. The Burma Chamber of Commerce speaking on behalf of the large commercial firms in Burma in reply to a question as to the kind of vocational instruction which might be given to prospective candidates for commercial life echoed an opinion that has been expressed in other countries, namely, that given recruits with a good general education and integrity of character, commerce is better equipped than any vocational educational institution to train them.

This does not apply, however, to clerks whose educational equipment can be improved by training in accountancy or to stenographers and typists who can undergo suitable training in Commercial schools. We are of opinion that efforts should be made to improve the

efficiency and range of the courses provided in the existing recognized Commercial schools. We have suggested that the existing prescribed courses in business management and organization should be dropped from the existing school syllabuses. We are of opinion that a similar course should be organized for conduct in Commercial schools by teachers qualified to conduct such a course.

690. The trades associated with the trade of Burma are classified for the purposes of census into the following orders and groups :—

Sub-Class IV.—Trade	618,145
Order 23 (*Group 115*).—Banks, establishments of credit, exchange and insurance. (Bank managers, money-lenders, exchange and insurance agents, money-changers and brokers and their employees.)	13,264
Order 24 (*Group 116*).—Brokerage, commission and export. (Brokers, commission-agents, commercial travellers, warehouse owners and employees.)	2,465
Order 25 (*Group 117*).—Trade in textiles. (Trade in piece-goods, wool, cotton, silk, hair and other textiles.)	19,886
Order 26 (*Group 118*).—Trade in skins, leather and furs. (Trade in skins, leather, furs, feathers, horn, etc., and the articles made from these.)	919
Order 27.—Trade in Wood	20,444
Group 119.—Trade in wood (not fire-wood) ...	*4,885*
Group 120.—Trade in bark	*38*
Group 121.—Trade in bamboos and canes	*7,598*
Group 122.—Trade in thatch and other forest produce	*7,923*
Order 28 (*Group 123*).—Trade in metals. (Trade in metals, machinery, knives, tools, firearms, etc.)	2,656
Order 29 (*Group 124*).—Trade in pottery, bricks and tiles ...	159
Order 30 (*Group 125*).—Trade in chemical products. (Trade in drugs, dyes, paints, petroleum, explosives, etc.)	6,869
Order 31.—Hotels, cafes, restaurants, etc.	79,912
Group 126.—Vendors of wine, liquors, aerated waters and ice.	*4,788*
Group 127.—Owners and managers of hotels, cook-shops, etc., and employees.	*21,602*
Group 128.—Hawkers of drink and foodstuffs ...	*53,522*
Order 32.—Other trade in foodstuffs	409,493
Group 129.—Grain and pulse dealers	*35,952*
Group 130.—Dealers in sugar, jaggery, sweet-meats and spices.	*42,669*
Group 131.—Dealers in dairy products, eggs, and poultry.	*2,789*
Group 132.—Dealers in animals for food	*5,284*
Group 133.—Dealers in fodder for animals ...	*1,137*
Group 134.—Dealers in other foodstuffs	*309,068*
Order 32.—Other trade in foodstuffs ...	409,493
Group 134 (a).—Dealers in fish	*42,350*
Group 135.—Dealers in tobacco	*12,090*
Group 136.—Dealers in opium	*504*
Group 137.—Dealers in ganja	...

Order 33 (*Group 138*).—Trade in clothing and toilet articles Trade in ready-made clothing and other articles of dress and the toilet, hats, umbrellas, socks, ready-made shoes, perfumes, etc.)	3,870
Order 34.—Trade in furniture	8,311
Group 139.—Trade in furniture, carpets, curtains and bedding.	*3,555*
Group 140.—Trade in hardware, cooking utensils, porcelain, crockery, glassware, bottles, articles for gardening, etc.	*4,756*
Order 35 (*Group 141*).—Trade in building materials. (Trade in building materials other than bricks, tiles, thatch and woody materials.)	605
Order 36.—Trade in means of transport	6,746
Group 142.—Dealers in, and hirers of mechanical transport, motors, cycles, etc.	*742*
Group 143.—Dealers in, and hirers of other carriages, carts, boats, etc.	*683*
Group 144.—Dealers in, and hirers of elephants, horses, cattle, mules, etc.	*5,321*
Order 37 (*Group 145*).—Trade in fuel. (Dealers in fire-wood, charcoal, coal, cowdung, etc.)	9,616
Order 38.—Trade in articles of luxury and those pertaining to letters and the arts and sciences.	6,487
Group 146.—Dealers in precious stones, jewellery (real and imitation), clocks, surgical and scientific instruments, etc.	*3,822*
Group 147.—Dealers in common bangles, bead necklaces, fans, small articles, toys, hunting and fishing tackle, flowers, etc.	*1,668*
Group 148.—Publishers, book-sellers, stationers, dealers in music, pictures, musical instruments and curiosities.	*997*
Order 39.—Trade of other sorts	26,443
Group 149.—Dealers in rags, stable refuse, etc. ...	*5*
Group 150.—General store-keepers and shop-keepers otherwise unspecified.	*24,571*
Group 151.—Itinerant traders, pedlars and hawkers (of other than drink and food-stuffs.)	*1,953*
Group 152.—Other trades (including stamp vendors and undertakers).	*114*

We do not propose to examine each trade group separately, but to indicate, where there is demand, vocational and technical training necessitated by the nature of the occupation.

691. *Banking.*—The banking operations of Burma are conducted by the Reserve Bank, the large banking corporations and the Chettiar banking system. The indigenous banks, that is to say, banks incorporated in Burma and financed by capital raised in Burma play a relatively small part in trade in Burma. There are no facilities in Burma for training in banking for the higher managing and administrative appointments of the banking profession. The University of Rangoon provides academic courses in banking in connection with its courses in

economics. Those who wish to acquire qualifications recognized by the large banking corporations can do so only by appearing for the examinations for the certificate of the Institute of Bankers. To do this, a pupil must have had practical experience in India followed by banking experience and training in a bank recognized by the Institute of Bankers.

692. *Insurance.*—There are no vocational education facilities for training in insurance work. The Chartered Insurance Institute (London) is prepared to hold examinations in Rangoon for candidates eligible for its certificates.

693. The broking occupation is one in which actual experience must be gained in each particular kind of broking.

694. In the trade in such articles as woollen, cotton, silk, hair and other textiles, in articles fashioned from skin, leather, furs, feathers, horns, etc., in machinery, metals, knives, petroleum, explosives, hardware, glassware, building materials, motors, cycles, precious stones, jewellery, clocks, surgical and scientific instruments, stationery, etc., it is obvious that actual apprenticeship is the appropriate method of learning the methods and technique of each particular trade.

695.

CLASS C.—PUBLIC ADMINISTRATION AND LIBERAL ARTS.	290,248
Sub-Class VI.—Public Force	30,903
Order 40.—Army	5,224
Group 153.—Army (Imperial)	*5,224*
Group 154.—Army (Indian States)	...
Order 41 (*Group 155*).—Navy	...
Order 42 (*Group 156*).—Air Force	...
Order 43.—Police	25,679
Group 157.—Police	*25,679*
Group 158.—Professional village watchmen ...	...

(1) *Order 40.*—The Army (Imperial) Forces in Burma in 1931 numbered 5,224 and consisted of 26 Burmans, 1,415 other indigenous races, 73 Indians (born in Burma), 2,054 Indians (born outside Burma), 5 Indo-Burmans, and 1,638 Europeans and 7 Anglo-Indians. The Navy and Air Forces were not then represented in Burma. The Army devotes all its time to vocational training.

(2) The Police Forces numbering 25,598 persons consisting of 9,621 Burmese men and 3 Burmese women; 3,478 other indigenous races; 89 Chinese; 544 Indians (born in Burma); 11,324 Indians (born outside Burma), principally serving in the Military Police Battalions; 230 Indo-Burmans; 155 Europeans; 150 Anglo-Indians and 4 of other races. Admission to the Police Service to ranks above that of Sub-Inspector is by the avenue of competitive examinations held from time to time to

fill vacancies. Recruitments to the rank of Sub-Inspector are made from among candidates who have passed the Xth standard Anglo-vernacular examination; candidates with Intermediate certificates and with University degrees now offer themselves for this grade of police post. Constables are recruited from candidates with VIIIth standard or higher educational qualifications; candidates with Xth standard qualifications now offer themselves in increasing numbers.

(3) The Police Administration conducts its own vocational instruction in the technique of police practice in institutions such as the Training School at Mandalay, the Detective Training School at Insein and District Training Classes for constables and other ranks.

696.

Sub-Class VII—	
Order 44.—Public Administration	52,622
Group 159.—General service of the Government of India or a Provincial Government.	*18,212*
Group 160.—General service of a Shan, Indian and Foreign State.	*9,188*
Group 161.—Municipal and other local (not village) service.	*13,404*
Group 162.—Village officials and servants other than watchmen.	*11,818*

(1) *Public Administration.*—It is a complaint, not without substance, that the Anglo-vernacular and English schools and the University have concerned themselves to a considerable extent with the kind of education suitable for prospective members of the public services. The question of providing additional facilities for such preparation does not require examination. We refrain from overloading our report with references to the various qualifications for appointments in the several departments of the public administration.

Clerkships are filled generally by the system of apprenticeships or by direct recruitment of suitable experienced clerks to higher clerical posts as they fall vacant. The increasing number of candidates for clerkships with Xth standard and higher Anglo-vernacular qualifications has tended to eliminate the Vernacular candidate from this sphere of employment. Our proposals for the reconstruction of the education system should in time re-open this avenue of employment to Vernacular candidates formerly recruited but at present excluded.

(2) *Group 161.—Municipal and other local (not village) service* *13,404*

The persons in this category of employment are, for the most part, clerks and menial servants employed by local authorities. The secretaries in the employment of these authorities are required to pass an examination conducted by the Commissioner of Examinations. The Public Health Department conducts classes for candidates seeking employment as health officers under Local Authorities. The civil

engineering courses of the University and of the Insein Technical Institute, the medical courses in the Medical College and the Medical School, the courses of the Government Veterinary School, the provision made by the Medical Department for the training of vaccinators, midwives and nurses, provide vocational instruction for the officers of local authorities and the public services they maintain. This educational provision is discussed in detail in appropriate paragraphs.

(3) *Group 162.—Village officials and servants, other than watchmen.* 11,818

These persons are, for the most part, village headmen and *thugyis*. For them is required more and better general education.

697.

Sub-Class VIII.—Professions and Liberal Arts ...	206,723
Order 45.—Religion	128,574
Group 163.—Phôngyis, upazins, priests, ministers, etc. ...	72,197
Group 164.—Koyins, nuns, religious mendicants ...	50,748
Group 165.—Other religious workers	2,216
Group 166.—Servants in religious edifices, burial and burning grounds, circumcisers, etc.	3,413

It has not been suggested that Government should take any part in the vocational training of members of the Buddhist priesthood.

698.

Order 46.—Law	4,530
Group 167.—Lawyers of all kinds	2,334

The provision made by the University for training in law is adequate. The profession is stated to be overcrowded at present.

699.

Group 168.—Lawyers' clerks—petition writers ...	2,196

A good general education and apprenticeship meet the needs of these occupations.

700.

(1) Order 47.—Medicine	34,099
Group 169.—Registered medical practitioners including oculists.	1,320

This group consisted of 250 Burmese men and 8 Burmese women, 60 men and 6 women, of other indigenous races, 14 Chinese, 88 men and 3 women, Indians born in Burma; 677 men and 3 women, Indians born outside Burma; 37 Indo-Burmans, 60 Europeans (men) and 7 women; 69 Anglo-Indians (men) and 15 women; and 20 men and 1 woman of other races.

The vocational facilities for training for the medical profession provided by the Medical College of the University and the Government

Medical School are adequate for the present. There is room, however, for a large increase in the number of Burmans qualified to practise medicine. The Province is undermanned in its medical and public health services. There is scope for Burmans prepared to settle in areas lacking practitioners and to build up a clientele and practice.

(2) *Group 170.—Other persons practising the healing arts without being registered.* 20,509

This category includes the Burmese *sè-saya* and the quack of whatever kind. We understand that the question of training the *sè-saya* is still under the consideration of Government.

(3) *Group 171.—Dentists* 455

388 men and 67 women of all races; Burmans 156 men, 58 women; other indigenous races 7; Chinese 156 men, 4 women; Indians 16; Indo-Burmans 16 men, 1 woman; Europeans 5 men, 2 women; Anglo-Indians 5; other races 29. We are of opinion that the question of providing courses leading to a registrable qualification in dentistry—apart from medicine—should be examined.

(4) *Midwives and Nurses.*—Facilities for training midwives and nurses are available at the following institutions which are the centres recognized by the Central Midwives and Nurses Council for training midwives and nurses in Burma :—

*(a) Ellen Mitchell Memorial Hospital, Moulmein—Midwives and Nurses.
(b) The General Hospital, Mandalay—Midwives and Nurses.
(c) The Dufferin Hospital, Rangoon—Midwives.
(d) The General Hospital, Rangoon—Nurses.
(e) The General Hospital, Moulmein—Nurses.
(f) The General Hospital, Bassein—Nurses.
(g) The General Hospital, Akyab—Nurses.

The length of the midwifery course is one year. Government has recently decided to increase the period of the course at the Dufferin Hospital, Rangoon, to 1½ years. Except in special cases, the minimum educational qualification required of candidates for training in midwifery at the Dufferin Hospital is a pass in the Anglo-vernacular VIIth standard examination. For candidates for training in sick nursing at the Rangoon General Hospital and the General Hospital, Mandalay, the minimum educational qualification is a pass in the Anglo-vernacular VIIth standard. We are of opinion that, in order to increase the numbers of midwives and nurses in rural areas, provision should be made for the admission and training of Vernacular candidates.

* Is a private non-aided institution.

(5) *Compounders.*—Training for compounders is given in the Rangoon General Hospital and in some large District Headquarters hospitals. The minimum period of training is one year. Applicants for training as compounders must have passed the primary school or a higher examination. If they have passed the Anglo-vernacular middle school examination, they are admitted without further examination as to their educational qualifications, otherwise they are examined in English and arithmetic by the Civil Surgeon or the medical officer of the institution at which it is proposed to train them.

(6) *Ward Assistants.*—Training for Ward Assistant is conducted in certain District Headquarters hospitals. No specific educational qualifications are prescribed for candidates for training; they must be able to read and write simple written and printed prescriptions in English such as they may be required to interpret in the execution of their duties. The course lasts for one year.

701. It is convenient at this point to state the vocational courses conducted by the Public Health Department. They are as follows :—

(1) *Vaccinators*—

1930—35. Total number trained 142.

1930	90
1931	52
1932, 1933, 1934, 1935	Training Class held in abeyance.

Period of training.—3 months.

Place.—Vaccine Depôt, Meiktila.

Initial Educational Qualifications.—Vernacular VIIth standard or Anglo-vernacular VIth standard pass.

Initial Salary in Districts.—Rs. 30 per month. A few men are trained by the District Health Officers for work in special areas such as the Chin Hills and Shan States.

(2) *Public Health Inspectors*—

1930—35. Total number trained 113.

1929-30	32
1930-31	32
1931 32	21
1932-33	17
1933-34	11
1934-35, 1935-36	Class held in abeyance.

Period of training.—Approximately 10 months.

Place.—Harcourt Butler Institute of Public Health, Rangoon.

Initial Educational Qualifications.—High School Examination.

Salary offered.—New provisional scale Rs. 72—2—96 bar 3—120.

Six Public Health Inspectors, 1 Sub-Assistant Surgeon of the Burma Railways and 2 Malaria Supervisors of the Indo-Burma Petroleum Company have been specially trained in anti-malarial measures.

(3) *Licensees in Hygiene.*—

1930—35. Total number trained 19 (includes 5 now under training).

1929-30 ...	3 (all Government Sub-Assistant Surgeons).
1930-31 ...	3 (1 private candidate).
1931 32 ...	Class suspended.
1932-33 ...	3 (all Government Sub-Assistant Surgeons).
1933-34 ...	Class suspended.
1934-35 ...	5 (4 private practitioners).
1935-36 ...	5 (all private practitioners).

Period of training.—9 months.

Place.—Harcourt Butler Institute of Public Health, Rangoon.

Initial Educational Qualification.—Licensed Medical Practitioner.

A Licence in Hygiene qualifies a Sub-Assistant Surgeon of the Health Department for promotion after 10 years service. Private practitioners may obtain posts under Municipalities (population 10,000—25,000) as 2nd Class Health Officers—salary Rs. $127\frac{1}{2}-\frac{21\frac{1}{3}}{2}-340$.

(4) In addition to the above, 7 Assistant District Health Officers have been deputed to Calcutta for the 'Diploma in Public Health' course. Holders of the Diploma in Public Health are eligible for promotion to the posts of District Health Officer, Assistant Port Health Officer, Port Health Officer and Assistant Directors of Public Health.

(5) From 1930-32, 3 Sub-Assistant Surgeons were trained at Karnal for 6 weeks for anti-malarial work. In 1930, 2 Sub-Assistant Surgeons were deputed to Calcutta, 1 for the 'Licensed Medical Practitioner' course and the other for the course for the Diploma in Public Health. In 1931, 1 Assistant District Health Officer and 1 Sub-Assistant Surgeon were trained at Calcutta for leprosy work. In 1934, 1 Sub-Assistant Surgeon was trained in Madras for cyano-gas work.

(6) In 1930, lectures in school hygiene for Vernacular school teachers were held in various centres in Burma. Seven-hundred and sixteen Vernacular school teachers appeared for an examination in this subject—456 passed, 63 with credit.

(7) *Health Visitors.*—

1930—35. Total number trained 17 (including 8 now under training).

1930	1
1931	4
1932	1
1933	2
1934	1
1935	8

Period of training.—Approximately 10 months.

Place.—Burma Health School at the Harcourt Butler Institute of Public Health, Rangoon.

Initial Educational Qualifications.—Anglo-vernacular Xth standard pass and a Diploma in Midwifery

Salary offered.—Rs. 100—5—175 per mensem.

Of the above 17, 1 received post-graduate training at the International Training College for Health Visitors at Bedford, England; 8 at the Lady Reading Health School, Delhi, and the remaining 8 are undergoing training at the Burma Health School, Rangoon, which was opened in January 1935. The expenses of training with one exception were entirely borne by the Burma Branch of the Indian Red Cross Society.

702.

Group 173.—Veterinary Surgeons	256

(1) At present there are two grades of Veterinary Officers in the Government subordinate service, *viz.*, Veterinary Assistants (new grade) on Rs. 35—70, and Veterinary Inspectors on Rs. 125—250. For appointment to the former grade students are being trained at the Insein Veterinary College. The Anglo-vernacular VIIth standard certificate is the minimum qualification required ; candidates with higher qualifications are preferred. The medium of training is Burmese. Selected students receive Government scholarships to the value of Rs. 12 per month. The duration of the course is 12 months, which includes 3 months practical training in the field. Additional students to whom no stipends are given are admitted to the course. Posts are awarded on satisfactory completion of the course to all students admitted. 12 to 20 students are trained annually according to requirements.

(2) Candidates for appointment to the grade of Veterinary Inspector are selected by a Committee appointed by Government and sent to Madras Veterinary College for training. The course is of 3 years' duration ; the minimum qualification for admission is a pass in the High School Examination. Students with I.Sc. or higher qualifications are preferred. The age limit for candidates is 22 years. Government pays tuition fees (which amount to Rs. 400 per annum) and scholarships to six students annually. Other expenses are borne by the candidates themselves. The number of scholarships will vary in future according to requirements. Additional students selected by the Committee are allowed to take the course and are given a guarantee of employment on satisfactory completion of the course.

703.

Order 48.—Instruction	20,956
Group 174.—Professors and teachers of all kinds ...	19,811
Group 175.—Clerks and servants connected with education	1,145

The Education Department accounts for 16,075 recognized teachers. Since a section of this report deals with the training of teachers, there is no occasion to discuss vocational training facilities here.

The remainder of unrecognized teachers consists of self-style professors of such subjects as acrobatics, weight lifting, necromancy, astrology, besides untrained teachers in unrecognized private schools.

704.

Order 49.—Letters, arts and sciences (other than 44) ...	18,564
Group 176.—Public scribes, stenographers, etc. ...	498
Group 177.—Architects, surveyors, engineers and their employees (not being state servants).	43
Group 178.—Authors, editors, journalists and photographers.	981
Group 179.—Artists, sculptors and image-makers ...	2,840

up 180.—Scientists (astronomers, botanists, etc.)	
up 181.—Horoscope-casters, astrologers, fortune-tellers, wizards, witches and mediums.	2,348
Group 182.—Musicians (composers and performers other than military), actors, dancers, etc.	7,811
Group 183.—Managers and employees of places of public entertainment, race courses, societies, clubs.	3,090
Group 184.—Conjurors, acrobats, recitors, exhibitors of curiosities and wild animals, etc.	953

(1) *Stenographers.*—The vocational education of stenographers is provided for in 13 aided Commercial schools, located in Rangoon, Syriam, Prome, Moulmein, Thayetmyo and Mandalay.

(2) *Architects.*—In Burma the practice of the architect's profession is not controlled by any Chartered Institute. Architects with United Kingdom qualifications are controlled in their practice by organized bodies such as the Royal Institute of British Architects and the Architectural Association. There are no facilities in Burma for the formal study of the theory and practice of architecture. For such instruction a pupil must proceed to the courses provided in Bombay or in the United Kingdom. From time to time it has been urged that the University should provide courses in architecture. It is open to doubt whether the scope for practice is sufficient to justify the expense of the establishment of a school of architecture in the University. At present it appears to us to be more economical to subsidize from time to time suitable candidates for the profession in Bombay or the United Kingdom.

(3) *Surveyors.*—The University civil engineering courses, the courses at the Insein Technical Institute and the courses in the Government Surveying Class at Shwebo provide adequate facilities for training in surveying.

(4) *Engineers.*—The University courses and the courses of the Insein Technical Institute together with the facilities that exist for apprenticeship in the several branches of engineering practice in Burma appear to be reasonably adequate. This expression of opinion is subject to our proposals in regard to the establishment of a polytechnic school.

(5) *Authors* are born not made

(6) *Editors, Journalists and Photographers.*—Those who desire "academic" training as editors and journalists must go abroad.

(7) *Artists and Sculptors and Image-makers.*—For those with the natural aptitude, apprenticeship in "Image-making" and in the skilled work of the "Monumental Sculptor" is the usual course of preparation for these trades. We hope that a School of Art will develop out of the drawing and painting department of the proposed polytechnic school. For the present it is important, we think, to develop the facilities for the training of teachers in arts and crafts for the ordinary school system.

705. The other occupations in Order 49 do not call for detailed examination, and for none of the occupations could it be seriously argued that vocational education facilities are necessary. The same remarks apply to Class D. Miscellaneous—Groups 185 to 195 inclusive in the Census Table as follows :—

CLASS D.—MISCELLANEOUS	134,794
Order 50.—	
Group 185.—Persons living principally on their income (All persons without an occupation but receiving an income who are not included in Group 1.)	*8,201*
Order 51.—Domestic service	44,855
Group 186.—Private motor-drivers and cleaners ...	*1,961*
Group 187.—Other domestic servants (except sweepers)	*42,894*
Order 52.—Insufficiently described occupations. (General terms which do not include a definite occupation.)	56,543
Group 188.—Manufacturers, businessmen and contractors otherwise unspecified.	*1,583*
Group 189.—Cashiers, accountants, book-keepers and other clerical employees in unspecified industries or trades.	*6,832*
Group 190.—Mechanics otherwise unspecified ...	*1,038*
Group 191.—Labourers and workmen otherwise unspecified.	*47,090*
Order 53 (*Group 192*).—Inmates of jails, asylums and almshouses.	13,261
Order 54.—Beggars, vagrants, prostitutes	11,604
Group 193.—Beggars and vagrants	*11,446*
Group 194.—Procurers and prostitutes	*158*
Order 55—	
Group 195.—Other unclassified non-productive industries	*330*

COMMENTS ON THE RECOMMENDATIONS OF THE TECHNICAL AND VOCATIONAL COMMITTEE, 1927.

706. The "1927" Committee on Technical and Vocational Education made 47 recommendations.* We do not reproduce them, but make the following comments on them :—

Recommendation No. 1.—Our proposals for the organization of the schools fix age limits with reference to the proposed reorganized schools.

Recommendation No. 2.—Our proposed post-primary schools will discharge in some measure the functions suggested for the proposed Central schools.

Recommendation No. 3.—Our proposed reorganization of the schools will substitute for the existing Anglo-vernacular and English middle school examinations a selective public examination for the purpose of guiding pupils towards vocational education or specific preparation for admission to the University.

* Pages xvii to xix of the Report of the Committee on Technical and Vocational Education.

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Recommendations Nos. 4 and 5.—We propose that eventually English should be taught in all post-primary schools. If and when the schools are reorganized, the special provision now made for instructing "Vernacular" pupils in English will be unnecessary.

Recommendation No. 6.—Our proposals for the closer co-ordination of the schools systems go further than this recommendation.

Recommendation No. 7.—We have made comprehensive proposals for the reorganization of the system of training teachers.

Recommendation No. 8.—Our proposals in regard to practical education cover the proposals in this recommendation.

Recommendation No. 9.—We propose that instruction in elementary science should be an essential part of the curriculum in all post-primary schools.

Recommendations Nos. 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, and 20.—The courses of the University and the Technical Institute have been reorganized.

Recommendation No. 15.—We suggest that this recommendation be re-examined.

Recommendation No. 20.—We suggest that this recommendation be re-considered.

Recommendation No. 21.—The evening classes now organized may be continued on present lines.

Recommendation No. 22.—We endorse this recommendation in regard to commercial classes, but dissent from the proposal to base annual grants on examination results.

Recommendation No. 23.—We have made suggestions in regard to the establishment of a polytechnic school of a kind similar to that proposed by "1927" Committee.

Recommendation No. 24.—The Government Accountancy Classes have been in abeyance since 1932-33. The question whether in view of the impending separation of Burma from India, an accountancy class and an examination of the standard of the examination formerly conducted by the Bombay Accountancy Diploma Board should be revived, may be considered.

Recommendations Nos. 25, 27 and 29.—We endorse generally these recommendations in regard to evening classes with the proviso that it is more important for the present to concentrate money and teaching energy on the development of general education.

Recommendation No. 26.—The old Rangoon College buildings are now occupied by the Government High School.

Recommendation No. 28.—We are of opinion that, as far as possible, all education should be in the charge of the Board of Education.

Recommendations Nos. 30, 31 32 and 33.—We have made comprehensive proposals covering ordinary and vocational education in reference to agriculture as the dominant industry of the Province.

We endorse the suggestion in Recommendation No. 32 in regard to the establishment of selected agricultural pupils on agricultural holdings.

Recommendations Nos. 34, 35, 36, 37, 38, 39 and 41.—The subjects dealt with in these recommendations have been dealt with in detail in our proposals.

Recommendation No. 40.—We endorse this recommendation.

Recommendations Nos. 42 and 47.—These are obsolete.

Recommendation No. 43.—We doubt whether, for the present, commercial and technical examinations of more comprehensive scope are necessary.

Recommendations Nos. 44, 45 and 46.—We do not favour the constitution of a separate Board of Commercial and Industrial Education of the kind suggested by the "1927" Committee. In our opinion a Board with the constitution and membership suggested, with a non-official Chairman having the powers of a Head of a Department, would be an unwieldy administrative body.

In a wide sense, all education is vocational. The implications of the recommendations that commercial and technical education are in kind different from other kinds of education is not sustainable. The segregation of general education and its divorce from the realities of life and employment has been responsible in some measure in the past for the pre-occupation of the general education system with book-learning. The association of ordinary and vocational education and their administration, as far as possible, by one body will benefit both types of education. The segmentation of the education system implied in the recommendations runs counter to our proposals for co-ordination. More co-ordination, not segmentation, is required so that in time a comprehensive articulated and integrated system of general, vocational and technical education may be achieved.

707. On the basis of our examination of the occupations of the Province our general recommendations in regard to the provision of vocational education facilities are summarized below. In these we do not include references to and comments on the 47 recommendations made by the Committee on Technical and Vocational Education in 1927 and a number of suggestions detailed in the foregoing narrative :

We recommend :

(1) that ordinarily vocational education apart from training for artisanship should not begin until a pupil has completed the post-primary course ;

(2) that when the proposed re-organized school system is in operation, the Second Public Examination should be adopted as the minimum qualification for admission to vocational courses and training for which the present minimum qualification is the High School Examination;

(3) that the existing facilities, including those temporarily in abeyance, for vocational training other than training for artisanship appear to be reasonably adequate for the purposes for which they are provided ;

(4) that additional facilities for vocational education should be provided only when there is a reasonable prospect that pupils who undergo the vocational training will secure employment consistent with the training ;

(5) that since the dominant industry of the Province is plant and animal husbandry and the exploitation of the products of that husbandry, the scheme of education relating to agriculture, particularly the proposals relating to vocational agricultural schools, should have the chief claim for financial support when funds become available for the further development of vocational education—but the needs of other industries should be provided for at the same time ;

(6) A. that a degree in agriculture should be instituted in the University for the following among other purposes :—

(*a*) to provide teachers to train teachers in school gardening, agricultural science and cognate subjects ;

(*b*) to provide teachers for vocational agricultural courses ;

(*c*) to provide inspectors of agricultural schools and of courses in agriculture and cognate courses ;

(*d*) to provide prospective officers of Government Departments such as the Agricultural Department, and Land Records Department, and Departments other than specialist Departments with training not only of academic value but also of value in administration in Burma ;

B. (*a*) that the basis of agricultural education work should be that done in the Agricultural College, Mandalay, and in the Experimental Farms and Demonstration Centres maintained throughout the Province ;

(*b*) that the work done in these institutions should be developed without stint and ;

(*c*) that the energies of the research staff in these institutions should not be diverted to other projects such as University courses ;

(*d*) that additional staff should be employed for the University courses ;

C. that the dissemination of information should continue as at present by means of the Agricultural Department staff working throughout the Province and in time when

schools equipped to teach agricultural science and teachers capable of maintaining school gardens are available, should flow through the schools and teachers to the country ;

D. that, while no attempt should be made to give vocational instruction in agriculture in ordinary primary or post-primary schools, the development of school gardens, of courses in general science, in biological science, and, in appropriate schools, agricultural science, should prepare the way for suitable pupils to take a vocational course in agriculture ;

E. (*a*) that schools of the type of the American Baptist Mission Agricultural School at Pyinmana which has demonstrated, after difficult pioneering, the value of its methods of vocational training in agriculture, should be established, ;

(*b*) that sons of landowners and of cultivating tenants should be attracted to schools of this type to form the nucleus of agriculturists with open minds that is required to develop the manifold practice of agriculture in Burma ;

(*c*) that a school should offer courses appropriate to the plant and animal husbandry peculiar to the area in which the school is situated ;

(*d*) that the courses in agricultural schools should include instruction in the marketing of the particular products with which the school is concerned ; and

(*e*) that a course in the canning of fruits should be included in courses in connection with orchard husbandry ;

F. that, while the facilities for practical training in sericulture in Maymyo appear to be adequate for the present for practical training purposes, in suitable schools the elements of sericulture should form part of, or be an adjunct to, the general elementary science course which has been proposed as a compulsory part of the curriculum of the post-primary school ;

(7) that a polytechnic school should be organized to provide practical instruction of a standard and scope lower than that provided in the Government Technical Institute, Insein, for artisanship and craftsmanship in the following occupations :—

(*a*) carpentry, wood turning, joinery, cabinet making ;

(*b*) metal work in iron, copper, tin, lead, etc ;

(*c*) practical motor mechanics including simple electrical mechanics ;

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(*d*) pottery work of a less ambitious kind than was attempted in the Insein Technical Institute ;

(*e*) tailoring, dress-making, laundry work and dyeing of clothes ;

(*f*) rope and twine making ;

(*g*) occupations such as button-making associated with bone, ivory, horn, shell and similar products ; and

(*h*) drawing and painting ;

(8) that the proposed polytechnic school should not concern itself with ordinary literary education but may eventually provide teaching of the kind now provided in commercial schools ;

(9) that evening classes of a more advanced nature should be provided in the polytechnic school for artisans and craftsmen who have taken the lower course or are serving or have served an apprenticeship in any occupation associated with the courses provided in the school ;

(10) that courses in the polytechnic school should ordinarily be open to pupils who have completed the post-primary school course ; others who have not completed this course may be admitted provided they have completed 15 years of age ;

(11) that in the case of existing vocational education institutions where facilities for practical training are deficient arrangements should be made when possible for practical training elsewhere ;

(12) that the instruction in existing commercial schools should be improved and that a course in commerce and business organization on the lines of the existing prescribed course for the Anglo-vernacular and English high school be introduced in suitable commercial schools ;

(13) that the question of providing district demonstrators in pottery work similar to those employed in connection with the silk industry by the Saunders Weaving Institute, Amarapura, should be examined by Government ;

(14) that the recommendation of the Technical and Vocational Education Committee, 1927, that it is desirable to examine the necessity for providing a course in rice-milling should be considered ;

(15) that the question of providing instruction in the manufacture of salt should be examined with a view to providing facilities for such training as may be

(16) that the higher course in the Government Forestry School at Pyinmana be adapted for and thrown open to Vernacular candidates ;

(17) that the question of providing a suitable course leading to a registrable qualification in dentistry apart from medicine should be examined ; and

(18) that, to increase the supply of midwives and nurses for rural areas, provision be made for the admission of Vernacular candidates to courses of training for midwives and nurses.

A. CAMPBELL,—*Chairman.*

U AHLAWKA
BA AUNG
SAWE BA
BRAYTON C. CASE
MAUNG MYA
H. L. NICHOLS
BA THEIN
S. A. S. TYABJI
} *Members.*

SEIN YWET,—*Secretary.*

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APPENDIX 1.

List of Books Recommended for Vernacular Schools during the period 1904—1935.

Name of Book.	Name of Author.	Name of Publisher.
Religious.		
Jinattha Pakasani.		
Ratana Yaungchi.		
Mingala Thanbaek Atokaek.		
Ratana Gonyi.		
Mingala Sutta.		
Pareit Kyi.		
Hand-books and Text-books ...	.....	Government.
Lessons on Buddhist Scriptures.		
Rules on Daily Conduct and Moral Training.		
Lokuttara Achepya Kyan.		
Samana Vada Samkhepa Sadan.		
Dahara Caritta Kyan.		
Kyabin Tayaza, Part I.		
Buddha Gonyi Kyan.		
Sampada Tayadaw.		
Buddha Bhasa Mula Kyan Yin.		
Ko Myin Seik Myin Kyan.		
The abridged life of Buddha.		
Chart on Daily Conduct and Moral Training.		
First step in Buddhist Religion.		
Okasadi Puccha Vissajjana Kyan.		
Pyos.		
Owada-du-pyo	U Au	Pyi Gyi Mandaing.
Kusa Pyo	Monywe Zetawain *Sayadaw.*	Hanthawaddy Pitaka Press.
Vidhura Pyo	Twin-thin-Mingyi ...	Do.
Dhamma Pala Pyo	Shiu Maha Silavamsa ...	Do.
Ko-gan-pyo Tikagyi	U Kyaw Din ...	Ma Kin Saw, Thatôn.
Lawkasara Pyo	(Edited by U Po Sein)...	Ma Saw Hlaing, Creek Street, Rangoon.
Sisso-vada Pyo	(Edited by U Po Naing)	Myanmawadi Press.
Catu Dhamma Sara Kogan Pyo.	.....	Hanthawaddy Press.
Umma Danti Pyo.		
Ratus.		
Ra-khaing-Che Mèbwè Ratu.		
Sinta Kyawthu Ratu.		
Egyin.		
Paleiksa Egyin	.....	Hanthawaddy Press.
Sagabons and Sommasas.		
Muni-Ratanabon	Shin Saddhamma Lankara.	
Swe-Zon Kyawdin.		
Raja-wada.		
Kan-nyan-viriya Samkhepa Kyan.		

APPENDIX 1—contd.

Name of Book	Name of Author.	Name of Publisher
Sagabons and Sonmasas—concld.		
Miba-gonyi.		
Veluriya Kyan.		
Vicittara Porana Sagabon Aphyay Kyan.		
Vicittara Lankara Sagabon Sonmaza.		
Sigalo Wada.		
Lokasara Anusasana Sonmaza.		
Lokaniti.		
Lokaniti Ato-kauk Kyan.		
Putto Wada.		
Hmaw Kun.		
Yedin Hmaw Kun	U Ponnya.	
Vathus.		
Watthu Baunggyoke.		
Samvega Vatthu.		
Manikundala Vatthu.		
Parayana Vatthu.		
Zat-kyi-Sai-Bwes (Temi, Janaka, Suyannasama, Nemi, Mahosadha, Buridattu, Canda Kumara, Narada, Vidhura, Vessantra).		
Sagataungsa Vatthu.		
Maung Yin Maung Ma Mai Ma.		
Koe Thein Maung.		
U Aung Zeya.		
Traveller.		
Rama.		
Ma Hla Tin.		
Nat-Shin-Naung.		
Shwe-Pyi-Soe.		
Tyazats.		
Vijava.		
Devagunbon.		
Yethè.		
Papahein.		
Myittasas.		
Kandaw Min Kyaung.		
U Ponnya.		
Kye-gan-ko-shin-gyi.		
Miscellaneous.		
Samanta Cakkhu Dipani		
Kawi Satthu Manjusa.		
Porana Katha.		

APPENDIX 1—contd.

Name of Book.	Name of Author.	Name of Publisher.
Miscellaneous—concld.		
Kawi Lakkhana Dipani.		
U Paw U's Shark Hton (Vol. I).		
U Paw U's Thathana Shauk and Swandawgyi Sadan.		
Kawi Theninga Byuha Kyan.		
Hluttaw Records.		
Kin Wun Mingyi's Diary.		
Life and Letters of Po Wazira.		
Introduction to Burmese Literature.		
Burmese Anthology.		
The Way of Progress.		
Chway-Ta-Gyin		
Self-Reliance.		
Pyi-Tha-Kye-Mon.		
Composition.		
Manual of Letters and Essays ...	U Pan Yi.	
Essay Writing.		
Kabya Bandasara.		
Kabya Saraṭṭha Saṅgaha.		
Kabya Saṅgaha Medani		
Kabya Kyehmon.		
Pitaka Kyehmon.		
Essentials of Burmese Prosody ...	Saya Aung Tha U.	
New Progressive Burmese Composition, I and II.	U Po Chit.	
How to write Burmese Prose and Poetry.	U Ratanabon.	
Burmese Composition, I and II ...	U Po Sein.	
Practical Guide to Burmese Versification.	U San Shein (Retd. Sub-Inspector of Schools).	
Burmese Composition	U Ohn Maung.	
Elementary Burmese Composition	W. E. Mark.	
Elementary Burmese Composition	U That Hto.	
Grammar.		
Burmese Grammar	Lonsdale.	
Burmese Grammar	Maung Ne Dun.	
Junior Burmese Grammar ...	Saw Chin Tin.	
Elementary Burmese Grammar ...	U That Hto.	
Analysis of Burmese Sentences, I and II.		
Burmese School Grammar ...	Text-book Committee.	
Companion to T.B.C.'s Grammar ...	J. Carey	
Summarised Burmese Grammar ...	Maung Ba Thet.	
Readers		
99 Stories	Mc. Kertich.	
Burmese Heroes [(a) Min-Ye Kyawza, (b) Maha Bandoola, (c) Bayin Naung, (d) Alaung Paya].		

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APPENDIX 1—contd.

Name of Book.	Name of Author.	Name of Publisher.
Readers—concld.		
Ye Myanma.		
Infant Standard Burmese Reader.	Tex-book Committee.	
Ist and IInd Standard Burmese Reader.	Do.	
IIIrd Standard Burmese Reader ...	Do.	
IVth Standard Burmese Reader ...	Do.	
Vth Standard Burmese Reader ...	Do.	
Thinbongyi Reader	A. W. Lonsdale.	
New IIIrd Standard Burmese Reader	Yeo Wun Sin.	
New IVth Standard Burmese Reader	Do.	
New Vth Standard Burmese Reader	Do.	
New Burmese Readers (Infant to Standard VI).	Shwe Kywe Saya Lin (Peacock & Lion).	
Burmese Readers (Infant to Standard V).	Pe Maung Tin.	
Silent Readers I to III	Do.	
Stories from Burmese History ...	U Kan Myint.	
History.		
History of England	Edith Thompson ...	MacMillan.
Government of India	H. Bell	Thacker, Spink & Co.
Citizen of India	W. Lee Warner ...	MacMillan.
Alung Paya Dynasty	J. Gray	British Burma Press.
Brief History of Indian People ...	W. W. Hunter ...	American Baptist Mission Press.
History of India	Do. ...	Do.
History of Burma	S. W. Cocks ...	Do.
Myanma Yazawin Than Khep Kyan	U Maung Gyi ...	Knowledge Press.
School History of Burma ...	U Ba Than ...	New Light of Burma.
Outline of Burmese History ..	Harvey ...	Longman, Green & Co.
A New History of Burma ...	U Ohn Maung ...	Myolon Kyetthaye Press.
Middle School Burmese History ...	U Po Kya ...	Myanma Gonyi Press.
League of Nations School Book ...	U Thant ...	American Baptist Mission Press.
Cities and their Stories ...	Do	
Civics	U Ba Aye.	
Geography.		
A New Geographical Reader for Burma.	Saya Tin ...	Lawka Pala.
Map of Burma (Ancient) ...	U San Shwe ...	British Burma Press.
Junior Regional Geography of India.	U Min Han ...	Star of Burma, Mandalay.
General Geography of Europe ...	Do.	Do.
Human Geographies, I and II ...	U Shin	Mandalay.
Preliminary Regional Geography of India.	U Shwe Daung ...	Hla Khin & Sons, Mandalay.
Commercial Geography of British Empire.	U Twa Oung and U Ohn Maung.	Myolon Kyetthaye, Pantanaw.
The Principles of World Geography, Books I to IV.		
A Brief Introduction to the Regional Geography of the World.	U Po Hmein ...	Tin Aung & Co., Moulmein.
First Steps in World Geography ...	U Ba Khin.	

APPENDIX 1—contd.

Name of Book.	Name of Author.	Name of Publisher.
Geography—concld.		
The Regional and General Geography of America.	U Min Han ...	Ma May, Mandalay.
Middle School Geography of Burma and India.	A. M. Druitt ...	Longman, Green & Co.
Modern Atlas Regional Geography of India.	U Shwe Daung ...	Hla Kin & Sons, Mandalay.
The Geography for Standards I and II.	U Hla Tin.	
Our World, I and II	(C. Morrison) U Khin Maung.	MacMillan.
A Junior Regional Geography ...	A. M. Druitt ...	Longman, Green & Co.
Geography of America	Daw Mai Khin ...	Kemmendine.
IIIrd Standard Geography ...	U Hla Tin, Headmaster, Government High School Letpadan.	
An Elementary Geography of Burma with Regional Geography.	U Min Han ...	Star of Burma, Mandalay.
Elementary Geography of Burma	.....	American Baptist Mission.
First Lessons in Geography ...	.....	Do.
Geography for Infant Standard to Standard II	Maung Pe Lun ...	British Burma Press.
Geography of India, Asia, Europe, Africa, America and Australia.	Wedderspoon.	
Definitions of Geographical terms	(T.B.C.).	
A first book in Geography ...	C. Morrison.	
A first Geography of Burma ...	Elsa Stamp.	
A Geography for Burma for Standard III.	C. Morrison.	
Arithmetic.		
Arithmetic, Standards I to VI ...	W. Bell	American Baptist Mission Press.
Arithmetic Standards V, VI and VII	A. E. Potter ...	Do.
Arithmetic made intelligible for beginners, Books I to IV.	S. Samuel ...	Do.
Ist Standard Arithmetic in Burmese	K. M.	Aungmingala Press, Prome.
Higher Arithmetic	.....	British Burma Press.
How to teach Numerals ...	Maung Ne Dun ...	Do.
Kindergarten Class Arithmetic ...	Maung Hla Aung ...	American Baptist Mission Press.
Mental Arithmetic, Standards I to IV	.....	British Burma Press.
New Arithmetic, Infant to Standard III.	.....	American Baptist Mission, Press.
New Arithmetic, Standard III ...	Maung Tin Aye.	
Owen and De's Arithmetic, Books I to IV.	Owen and De ...	American Baptist Mission Press.
Modern School Practice		M. P. Bros., Mandalay.
School Arithmetic	U Paw Yi ...	Hla Kin & Sons, Mandalay.
Middle School Arithmetic	U Pyinnyawuntha ...	U Mya & Sons, Mandalay.
New Arithmetic for Infants, Books I to III.	"Tainglongyaw" ...	Lawkapala.
A Modern School Arithmetic ...	U Toe Myaing ...	Mingala Young Shein, Myingyan.

APPENDIX 1—contd.

Name of Book.	Name of Author.	Name of Publisher.
Karen Geography.		
Geography of Burma for Standard III.	Po Lin Tay.	
A New Geography of Burma for Standard II.	Do.	
Geography of India	Do.	
Geography of Europe and Asia, Standard V.	Do.	
In other Lands	Saw Ba Tun Tin.	
Map of India	U Ohn Than, A.R.I.B.A.	
Karen Algebra and Geometry.		
Algebra (Sgaw-Karen) ...	Saw Ba Tun Tin.	
Geometry (Sgaw-Karen) ...	Do.	
Karen Arithmetic.		
Arithmetic, Books I and II ...	Po Lin Tay.	
A Karen Arithmetic for Standard IV	Do.	
Karen Science and Hygiene.		
The Science Primer for Standards III to VII.	Po Lin Tay.	
Hygiene and Sanitation ...	H. I. Marshall and Tharo Po Ngai.	American Baptist Mission Press.
The Way to Health	Po Lin Tay.	
Health Manual for Middle and High Schools.	Do.	
Lahu Prose.		
A Lahu Reader	The Rev. Po Tun ...	American Baptist Mission Press.
Chin Prose.		
Chin Reader in Laizo Dialect, No. II		
Chin Reader in Kamhan Dialect, No. II.		
Chin Arithmetic.		
Arithmetic in Laizo Dialect, Books I to IV.		
Arithmetic in Kamhan Dialect, Books I to IV.		
Kachin Prose and Hygiene.		
Kachin Readers, Infant to Standard IV.	Rev. J. F. Ingram ...	American Baptist Mission Press.
Pilgrims Progress	Do. ...	Do.
Way to Health	Do. ...	Do.

APPENDIX 1—contd.

Name of Book.	Name of Author.	Name of Publisher.
Burmese—Professional.		
Bate's Kindergarten	.....	American Baptist Mission Press.
Songs for the Kindergarten ...	L. Ah Sen.	
Tonic Solfa for Teachers ...	Do.	
Aid to Burmese Spelling, for Primary and Secondary Schools.	.....	British Burma Press.
Psychology, Parts I to III ...	.....	Do.
Guide to Model Drawing ...	A. S. Dender ...	Do.
Bell's Course of Physical Training for Primary Schools (Drill).	W. Bell	Do.
Bell's Course of Physical Training for Middle Schools.	Do.	Do.
Handbook of Object Lessons, Book I	Ahmed Ali and Ma Le Kyu.	Zeyapurain Press, Rangoon.
How to teach Babies	Bailey	American Baptist Mission Press.
Kindergarten Manual	Dyer and Hanna ...	Do.
Notes on School Management, Parts I to IV.	W. G. Wedderspoon ...	British Burma Press.
Oral Teaching for Infant School ...	Bailey	American Baptist Mission Press.
School Method.	Gladman	Do.
School Discipline	Fowler	Do.
Wutthu Pyitsi Thinganza ...	U Po Saw and Deputy Inspector of Schools, Mandalay Circle.	Star of Burma, Mandalay.
History of Education for Vernacular Students, Parts I to III.	.....	British Burma Press.
Rudimentary Hints to Primary Teachers.	G. Bhattacharya ...	American Baptist Mission Press.
Handbook of Suggestions for Teachers.	U Tha Hla ...	British Burma Press.
General.		
Instruction in Indian Secondary Schools.	Edited by E. A. Macnee.	
Village Education in India. (The Report of a Commission of Inquiry.)		
Village Schools in India.		
Civics	U Ba Aye.	
Teaching of Burmese.		
Teaching of Burmese	U Lu Pe Win.	
Teaching of Burmese Composition	J. P. Bulkeley.	
Burmese Composition for Middle School.	U Lu Pe Win.	
Burmese Composition for High School.	Do.	

APPENDIX 1—contd.

Name of Book.	Name of Author.	Name of Publisher.
Arithmetic—concld.		
New Infant Standard Arithmetic for Schools.	.....	British Burma Press.
2nd Standard Mental Arithmetic ...	.....	American Baptist Mission Press.
Teacher's Handbook of Mental Arithmetic.	.....	British Burma Press.
Arithmetic—MacMillan Series ...	.....	MacMillan.
Arithmetic Cards	W. G. Wedderspoon.	
Algebra.		
Elementary Algebra, I and IX ..	U Ba Yoke ...	British Burma Press.
Elementary Algebra, Part I ...	U Pan Yi	Hla Kin & Sons, Mandalay.
Algebra	Maung Pe Maung ...	Hanthawaddy Press, Rangoon.
Junior School Algebra ...	W. S. Beard ...	Longman, Green & Co.
Higher Algebra, I and II ...	(Hall and Knight) ...	British Burma Press.
Geometry.		
Harpur's Euclid, I and II ...	.....	American Baptist Mission Press.
Burmese Geometry, I and II ...	Khin Maung Gyi, Mandalay.	
Introductory Book for Geometry ...	.....	American Baptist Mission Press.
Owen and De's Middle School Geometry.	Owen and De ...	Longman, Green & Co.
Science and Hygiene		
Elementary Science Series.		
Science Readers, I to V.		
Theikpan Pyinnya	(Holmyard) U Than Aung.	
Wutthu Pyitsi Thin Khansa ...	(T.B C.).	
Nature Study	E. Thompstone.	
Animal Life	U Zaw Pe.	
The Way to Health	.....	Christian Literature Society.
A Catechism of Hygiene ...	.....	British Burma Press.
Hygiene for Standard II ...	Saya Kyaw ...	Kawi-meik-swe Press.
Hygiene and Domestic Economy ...	Miss Wischam.	
Handbook of Hygiene, II to IV ...	Maung Po Sha.	
Book-Keeping.		
Catechism on Book-Keeping ...	U Po Sein	Burmese Buddhist Mission Press, Phayre Street, Rangoon.
Primer of Book-Keeping and Merchant's Guide.	U Hla Pe	The Aga Press, Kemmendine.

APPENDIX 1—contd.

Name of Book.	Name of Author.	Name of Publisher.
Economics.		
Commercial Economics and economic condition of Burma.	U Khin	Myanma-Pitaka Press, Rangoon.
Principles of Political Economy or Economics.	U Hla Pe	The Aga Press, Rangoon.
Botany.		
The Essentials of Modern Botany	U Hla Tun.	
Vegetable Gardening	U Khin Maung.	
Religion and Pali.		
Elementary Pali Grammar for Primary Department.	Yeo Win Sin ...	Burma Nadu Press.
First and Second Pali Courses ...	J. Gray	American Baptist Mission Press.
Sangaha Citta and Cetasika.		
Pali, 1st Reader	J. Gray.	
Pali Rupa Mala	K. Oopatissa ...	Pegu Times Press, Rangoon.
Talaing Prose.		
Ist Standard Reader with Burmese Translation.	.....	American Baptist Mission Press.
Karen Prose.		
Karen Reader	Than Bya.	
Karen Reading, Books I to III ...	Dr. Cross ...	American Baptist Mission Press.
Lessons in Anglo-Karen, Book II ...	.....	British Burma Press.
Sgaw-Karen Reader, Standards I and II.	.....	Do.
Karen Primer	Po Lin Tay ...	American Baptist Mission Press.
VIIth Standard Karen Reader ...	Do. ...	Do.
Pilgrim's Progress	.....	Do.
Karen Stories, Book I	Po Lin Tay.	
Go Forward	Do.	
Notes on Methods of Teaching Burmese in Primary and Middle Departments.	Saw Ba Tun Tin.	
Karen Folklore Tales.		
Arabian Nights.		
Karen Customs and Ceremonies.		
A Pilgrim.		

APPENDIX 1—concld.

Name of Book.	Name of Author.	Name of Publisher.
Teaching of Mathematics.		
Teaching of Essentials of Arithmetic	Ballard.	
The Art of Teaching Arithmetic ...	J. B. Thomson.	
The Essentials of Arithmetic ...	Robert Walter.	
How to teach Arithmetic ...	Rev. C. E. Olmstead.	
Teaching of Science.		
Teaching of Science in Schools Nature Study—Modern Teaching.	Brown.	
Teaching of Geography and History.		
Geography in Schools	Fairgrieve.	
Principles and Methods of Teaching Geography.	Hottz.	
How to teach Geography ...	Stamp.	
The Approach to Geography ...	Bown.	
The Teaching of Geography and History.	H. J. Mackinder.	
The Teaching of History ...	E L. Hasluck.	
Studies in the Teaching of History	Keatnige.	
Teaching of History	Johnson.	

APPENDIX 2.

* Books in use in Vernacular Schools by Subjects and Classes—1935.

BURMESE READERS.

Standard.	Name of Books.	Author.
Infant ...	Infant Burmese Reader	U Shwe Kyu and Saya Lin.
	Do.	Pe Maung Tin.
	Do.	U Ne Dun.
Ist ...	Ist Standard Burmese Reader	Pe Maung Tin.
	Do.	U Shwe Kyu and Saya Lin.
	Silent Reader (Part I)	Pe Maung Tin and U Cho.
	Stories from Burmese History	U Kan Myint.
IInd ...	IInd Standard Burmese Reader	U Shwe Kyu and Saya Lin.
	Do.	Pe Maung Tin.
	Silent Reader (Part I)	Pe Maung Tin and U Cho.
	Burmese Composition (Book I)	U Po Sein.
	Stories from Burmese History	U Kan Myint.
IIIrd ...	IIIrd Standard Burmese Reader	Pe Maung Tin.
	Do.	U Shwe Kyu and Saya Lin.
	Silent Reader (Part II)	Pe Maung Tin and U Cho.
	Burmese Composition (Parts I and II) ...	U Po Sein
	Teaching Reading by Story Method ...	McKee.
	Stories from Burmese History ...	U Kan Myint.
IVth ...	IVth Standard Burmese Reader ...	U Shwe Kyu and Saya Lin,
	Do.	Pe Maung Tin.
	Silent Reader (Part IV)	Pe Maung Tin and U Cho.
	Teaching Reading by Story Method ...	McKee.
	Burmese Composition (Part II) ..	U Po Sein.
	Notes on the Teaching of Burmese ...	J. P. Bulkeley.
	A Collection of Short Stories	(Zeyapurein Press.)
	Extract from 550 *Jatakas*	U Po Kya.
	Stories from Burmese History	U Kan Myint.
Vth ...	Vth Standard Reader	U Shwe Kyu and Saya Lin.
	Silent Reader (Part III)	Pe Maung Tin and U Cho.
	Burmese Composition	U Lu Pe Win.
	Do.	U Ohn Maung (of Pantanaw).
	Burmese Composition (Book II)	U Po Sein.
	Letters and Essays	U Pan Yi.
	Burmese Composition	U Kyan.

* We believe the lists are exhaustive but cannot guarantee this as we had no effective means of ascertaining what books have gone out of print.

APPENDIX 2—contd.

BURMESE READERS—concld.

Standard.	Name of Book.	Author.
VIth ...	VIth Standard Reader	U Shwe Kyu and Saya Lin.
	Silent Reader (Part III)	Pe Maung Tin and U Cho.
	Silent Reader (Part II)	Do
	Burmese Composition	U Lu Pe Win.
	Do.	U Ohn Maung.
	Letters and Essays	U Pan Yi.
	Economy Reader	U Ka.
	Lokasara.	
	Burmese Composition (Book II) ...	U Po Sein.
VIIth ...	Mahajanaka	U Awbatha.
	Lokasara.	
	Economy Reader	U Ka.
	Silent Reader (Part III)	Pe Maung Tin and U Cho.
	Burmese Composition	U Lu Pe Win.
	Do.	U Ohn Maung.
	Burmese Composition (Part II) ...	U Po Sein.
	Letters and Essays	U Pan Yi.
VIIIth and IXth.	Papahein Pyazat	U Kyin U.
	U Aungzeya Wutthu	U Po Thin.
	Ommadanti Pyo	U Tin and U Po Byu.
	Kyigaushingyi Myittaza	Pe Maung Tin.
	Rajovada Kyan	Monywe *Sayadaw*.
	Kabya Tharattha Thingyo	Saya Lun.
	Kabya Bandasara Kyan	U Tin.
	Kabya Nyunbaungnikaung	U Aung Tha U.
	Kabyayayree Neikthayi	Saya Thit.
	Kabyapweinee Kyan	U Chitsaya.
	Burmese Composition	U Lu Pe Win
	Introduction to Literature	U Tun Pe (of Sun Press).
	Burmese Composition, made easy ...	(Lokasara Pitaka Press.)
	Short Cut in Composition	Saya Tin.
Xth ...	Vesantra	U Awbatha.
	Natshinnaung Wutthu	U Maung Gyi.
	Devagonban Pyazat.	
	Seindakyawthu Yadu.	
	U Ponnya Wuthnbaunggyoke.	
	Burida Wutthu.	
	Yedin Hmawgun.	
	Yethe Pyazat.	
	U Ponnya Myittaza.	
	Compostion books are those mentioned for Standards VIIIth and IXth.	

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APPENDIX 2—contd.

ARITHMETIC (BURMESE).

Standard.	Name of Book.	Author
Infant ...	Arithmetic (Part I)	Owen and De.
	Young Man's Arithmetic (Book I) ...	Tainglongyaw.
Ist ...	Arithmetic (Part I)	Owen and De.
	Arithmetic, Standard I	George Bell & Sons.
IInd ...	Arithmetic (Book II)	Owen and De.
IIIrd ...	Arithmetic (Book III)	Owen and De.
IVth ...	Arithmetic (Book IV)	Owen and De.
	IVth Standard Arithmetic	U Soe Hlaing.
	Do.	Samuel.
	Do.	U Pyinnyawuntha.
	Do.	U Pe.
Vth ...	Arithmetic for Vth Standard	Owen.
	Arithmetic, MacMillan & Co. ...	
	Arithmetic for Vth Standard	U Toe Myaing.
	Arithmetic Cards	Wedderspoon.
	Arithmetic for Vth Standard	U Pan Yi.
	Do.	U Thet Tun.
VIth ...	Arithmetic, MacMillan & Co.	
	Arithmetic (Part II)	U Pan Yin.
	Arithmetic	U Toe Myaing.
	Do.	U Thet Tun.
	Do.	U Pyinnyawuntha.
	Do.	Owen and De.
	VIth Standard Arithmetic	U Po Han.
VIIth ...	Arithmetic	U Toe Myaing.
	Do.	U Thet Tun.
	Do.	U Pan Yin.
	Arithmetic from MacMillan & Co.	
	Arithmetic	U Pyinnyawuntha.
	Do.	U Toe Maung.
	Do.	Owen and De.
	Do.	U Yin Baung.
VIIIth, IXth and Xth.	Arithmetic for High schools	U Pan Yi.
	Do.	U Toe Myaing.
	Do.	U Thet Tun.
	Do.	U Yin Baung.
	Modern Arithmetic practice for High schools :	U Pe (of Prome).
	Arithmetic	U Pyinnyawuntha.
	Tha-ba-theik-di Arithmetic	U Pe.
	Modern School Arithmetic	U Po Maung.

APPENDIX 2—contd.

GEOGRAPHY (BURMESE).

Standard.	Name of Book.	Author.
Ist ...	A book of Geographical Definitions.	
	First Lessons in Geography	(British Burma Press.)
	A First Geography of Burma	E. C. Stamp.
IInd ...	A First Geography of Burma	E. C. Stamp.
	First book on Geography	C. Morrison.
	Children in Far Away Lands	Fairgrieve and Young.
	Homes Far Away	Earnest Young.
	A New Geography of Burma	U Shwe Gun (British Burma Press.)
	Geography	A. Rahman.
	Elementary Geography of Burma with Regional Geography.	U Min Han.
	New Geography of Burma	U Pan Yin.
IIIrd ...	A First Geography of Burma	E. C. Stamp.
	Children in Far Away Lands	Fairgrieve and Young (translated by U Shin).
	Homes Far Away	Do.
	Geographical Reader of Burma (Part I) ...	Saya Tin.
	Burma and India	Druitt and Stamp.
	Geography	A. Rahman.
	An Elementary Geography of Burma ...	U Min Han.
	A Geography for Burma for Standard III ...	C. Morrison.
IVth ...	Regional Geography of India	U Shwe Daung.
	Do.	U Min Han.
	Junior Geography (Regional)	M. Druitt.
	Burma and India in Burmese	Druitt and Stamp.
	Geography of Burma	F. G. French.
	Do.	Cocks.
	Geography	A. Rahman.
	Commercial Geography of the British Empire (Part I).	U Twa Aung and U Ohn Maung.
	Geography of India	U Toe Myaing.
	Do.	Cocks.
	Geography for Standard IV	U Pan Yi.
	Children Far Away	E. Young.
	Homes Far Away	Do.
Vth ...	Geography for Standard V	C. Morrison.
	First Steps in World Geography ...	E. Stamp.
	Our World (Part II)	C. Morrison.
	General Geography of Europe	U Min Han.
	A New Geography of Asia.	
	Geography of Burma and India	Druitt.
	Do.	French and Stamp.

APPENDIX 2—contd.

GEOGRAPHY (BURMESE)—concld.

Standard.	Name of Book.	Author.
VIth ...	Geography for Standard VI	C. Morrison.
	Australasia and British Empire ...	U Min Han.
	Natural World Geography	U San Shein.
	Geography of America	U Min Han.
	Geographies of Europe, Asia and Africa ...	Wedderspoon.
	Do. ...	U Pan Yi.
	Geography of Burma	French and Stamp.
	Trade and Communications of British Empire	U Min Han.
	Geography of Burma and India ...	Druitt.
	Geography of Africa	U Min Han.
	Geography of Europe	Do.
VIIth ...	Australasia and British Empire ...	U Min Han.
	Geography for Standard VII	C. Morrison.
	Trade and Communications of British Empire	U Min Han.
	Our World (Part I)	C. Morrison.
	Do.	U Kin Maung.
	Geography for Africa	U Min Han.
	Geography of Burma	French and Stamp.
	A Junior Regional Geography	Druitt.
	Geography of Burma and India.	
	Introduction to Regional Geography of the World.	U Po Hmein.
	Commercial Geography	U Htaw and U Tun Maung.
	Geography of Australia	U Po Tin.
	A New Geography of Burma	U Pan Yi.
VIIIth, IXth and Xth.	All the Books mentioned for the Middle Department.	
	Regional Geography of the World ...	U Po Hmein.
	Elementary World Geography	U Aung Hla.
	Geography of America	Daw Kin.

ELEMENTARY SCIENCE AND HYGIENE AND OBJECT LESSONS.

Infant ...	Object Lessons (Book I)	U Paw Pe.
	Object Lessons for Schools (Parts I to VIII)	Maung Ko.
	Handbook of Object Lessons for Teachers (Part I).	Ahmed Ali and U Yu.
	Handbook of Nature Study and Agricultural Teaching.	E. Thornton translated by U Po Sawk.
	Elementary Science Text-book, Series No. I	Hoche.
	Elementary Science (Part I)	McKerral.
	Book of Games	U Ba.
	Kindergarten Guide in Burmese ...	Bate.
	Shitsaungdawe.	

APPENDIX 2—contd.

ELEMENTARY SCIENCE AND HYGIENE AND OBJECT LESSONS—contd.

Standard.	Name of Book.	Author.
Ist ...	Elementary Science Text-book, Series No. 1 Elementary Science Text-book Series No. 2 Elementary Science (Part II) ... ... And those mentioned for Infant Standard. Book of Games ... ... Needlework	Murche. Do. McKerral. U Ba. Wisham.
IInd ...	Elementary Science Text-book ... ... Elementary Science (Part III) ... ... Science Primers. Handbook of Suggestions for Teachers .. Others as mentioned for lower classes. The Way to Health. Sanitary Primer. Handbook of Hygiene ... ... Health Pamphlets. Book of Games ... ... Hygiene and Domestic Economy ... Animal Life ... ... Object Lessons ... ... Book of Physical Training for Schools in Burma.	Murche. McKerral. U Tha Hla. U Po Shan. U Ba. Wisham. U Zaw Pe. U Po Saw
IIIrd ...	Elementary Science Text-book, Series No. 3 Elementary Science ... ... Others as mentioned for the lower classes.	Murche. McKerral.
IVth ...	All the books used are as those mentioned for the lower classes.	
Vth ...	Elementary Science Text-book, Series No. 5 Handbook of Natural Phenomena and Agriculture. Object Lessons in three parts ... ... Domestic Economy and Hygiene .. Others as those mentioned for lower classes.	Murche. E. Thomstone. Ahmed Ali. Wisham.
VIth ...	Elementary Science Text-book, Series No. 6 Holmyard's Science ... ... A book on Botany ... . Physiography. Others as those mentioned for the lower classes. Burmese Primer of Tropical Hygiene ... Health and Longevity	Murche. U Than Aung. Maung Hla Tun. D. Yesudian. A. C. Selmon.
VIIth ...	Elementary Science Text-book, Series No. 7 Others as mentioned for the lower classes.	Murche.

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APPENDIX 2—contd.

ELEMENTARY SCIENCE AND HYGIENE AND OBJECT LESSONS—concld.

Standard.	Name of Book.	Author.
VIIIth, IXth and Xth.	Books used are the same as those for the lower classes. Sippan Pannya ... ... Do. ... . General Science.	 U Than Aung. U Thein Maung.

HISTORY (BURMESE).

VIIIth and IXth.	The Outline of Burmese History ... History of Burma .. ... Do. ... ... History of Burma (Parts I—V) ... ... History of Burma ... ... Hman Nan Yazawin ... ... Burmese History ... ... Short History of Burma	G. E. Harvey. U Ba Than. U Ohn Maung. U Kala. U Po Kya. Saya Lun. U Min Han. Cocks.
Xth ...	Cities and their Stories ... ... League of Nations School Book ... ... Others as mentioned for VIIIth and IXth Standards. World History.	E. & R. Power (translated by Maung Than). Jones and Sherman (translated by Maung Than).

GEOMETRY (BURMESE).

VIth and VIIth.	First Course in Geometry ... ... Geometry (Part I)	Owen (translated by U Po Thon). Owen and De.
VIIIth, IXth and Xth.	Geometry (Book II)	Owen and De.

ALGEBRA (BURMESE).

VIIth and VIIIth.	Algebra ... ... Do. ... ... Do. ... ... Elementary Algebra ... ... Algebra ... ... Do.	Hall and Knight (translated by U Hla Paw Oo). U Ba Yoke. U Shwe Daung. U Pan Yi. U Toe Myaing. U Po Sein.

APPENDIX 2—contd.

ALGEBRA (BURMESE)—concld.

Standard.	Name of Book.	Author.
VIIIth, IXth and Xth.	Algebra	Hall and Knight (translated by U Hla Paw Oo).
	Do.	U Ba Yoke.
	Do.	U Shwe Daung.

RELIGIOUS INSTRUCTION (BURMESE).

Infant to Xth	Lawkuttara Achaypya Kyan	U Po Soe.
	Pupil's Text-books for Religious Instruction ...	Saya Wa.
	Teacher's Handbooks for above (Primary, Middle, High).	Do.
	Buddhabatha Mula Achaypya Kyan ...	U Mon.

KAREN READERS.

Infant ...	Infant Standard Karen Reader	Po Lin Tay.
Ist ...	Ist Standard Karen Reader (Book I) ...	Po Lin Tay.
	Do.	Dr. Cross.
IInd ...	IInd Standard Karen Reader (Book II) ...	Po Lin Tay.
	Do. ...	Dr. Cross.
IIIrd ...	IIIrd Standard Karen Reader	Po Lin Tay.
	Do.	Dr. Thanbya.
IVth ...	IVth Standard Karen Reader (Book IV)	Po Lin Tay.
	Karen Grammar	Dr. D. C. Gilmore.
Vth ..	Vth Standard Karen Reader (Book V)	Po Lin Tay.
	Karen Grammar	Dr. Wade.
VIth ...	VIth Standard Karen Reader (Book VI)	Po Lin Tay.
	Karen Grammar	Dr. Wade.
VIIth ...	VIIth Standard Karen Reader and Poetry (Book VII).	Po Lin Tay.
	Robinson Crusoe (Karen). (Abridged and translated).	Defoe.
	Famous Stories Retold, Volumes I, II and III	J. Baldwin (translated by Miss Johnson)
	Karen Grammar	Dr. Wade.

APPENDIX 2—contd.

KAREN READERS—concld.

Standard.	Name of Book.	Author.
High Departments.	Pilgrim's Progress (Part II)	Dr. Wade.
	Karen Grammar	Do.
	Karen Folklore Tales	Dr. Thanbyah.
	Karen Customs and Ceremonies	Do.
	A Pilgrim	Do.
	High School Karen Reader and Poetry ...	Po Lin Tay.
	The Arabian Knights	Dr. Myat San Po Kway.

ARITHMETIC (KAREN).

Ist ...	Arithmetic (Book I)	Po Lin Tay.
IInd ...	Arithmetic (Book II)	Po Lin Tay.
IIIrd ...	Arithmetic (Book III)	Po Lin Tay.
IVth ...	Arithmetic (Book IV)	Po Lin Tay.

GEOGRAPHY (KAREN).

Ist ...	Geographical Definitions	Saw Tser (Po Cho).
	Children Far Away	Fairgrieve and Young (translated by Ba Tun Tin).
IInd ...	Geography of Burma	Po Lin Tay.
	Children Far Away	Fairgrieve and Young (translated by Ba Tun Tin).
IIIrd ...	Geography of Burma	Po Lin Tay.
	Children in Many Lands	Fairgrieve and Young (translated by Ba Tun Tin).
IVth ...	Geography of India	Po Lin Tay.
	Children in Many Lands and Homes Far Away	Fairgrieve and Young (translated by Ba Tun Tin).

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APPENDIX 2—concld.

SUPPLEMENTARY SCIENCE AND HYGIENE (KAREN).

Standard.	Name of Book.	Author.
IInd, IIIrd and IVth.	The Way to Health	Po Lin Tay.
Vth, VIth and VIIth.	Hygiene for Middle schools	Po Lin Tay.
VIIIth, IXth and Xth.	Hygiene for High schools ... ... Hygiene and Sanitation	Po Lin Tay. Rev. H. I. Marshall and Thra. Po Ngai (Teachers, Edition).

GEOMETRY (KAREN).

VIth and VIIth	Geometry for Middle schools	Ba Tun Tin.

RELIGIOUS INSTRUCTION (KAREN).

Infant to Xth	Catechism of Scripture History ... ... Do. ... ... Short Stories ... ... Stories from the New and Old Testament ... Selection from the Bible.	Mrs. Wade. Do. Do. Dr. Cross.

MON READERS.

Infant ...	Reader.	
Ist ...	Reader.	
IInd ...	Reader.	
IIIrd ...	Reader.	
IVth ...	Reader.	
Vth ...	Reader.	

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