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What Education Has
Gained by
the Reforms.
by ARUNDALC and
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What Education has gained by the Reforms

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BY G. S. ARUNDALE, M. A., LL. B., AND N. SRI RAM, B. A.

Education is a Provincial Transferred Subject. Hence progress in the different Provinces has been at different rates, conditioned by the circumstances in each. But the power to reform Education rests with the electorate, subject practically to three limitations: Legislation dealing with the constitution and functions of Universities is subject to the control of the Governor-General in Council. Secondly, the Minister of Education in each Province has to obtain funds from a Finance Department in charge of a Member of the Executive Council, usually a European Member, the Finance Members of all Provinces being Indian Civil Service Europeans, except in Bihar, where the Finance Department is in charge of the Hon. Mr. S. Sinha. The third limitation to which a Minister is subject is the obligation to employ a certain number of men recruited for the Indian Educational Service by the Secretary of State in posts to which either he (by Rules) or the Governor (by advice) may specify. The Secretary of State controls them, as well as to a large extent the Provincial Services also. So the Reforms have gained for Education a definite, though not yet complete, popular control.

The Chief Handicaps
under which Ministers have labored:

(1) The competition with the Reserved Departments for funds.

(2) The Contributions which the Provinces have had to make to the Central Government (particularly heavy in Madras).

case of Madras, being Rs. 348 lakhs) on account of that Government's high level of expenditure, due in the main to its Military policy over which India has no control.

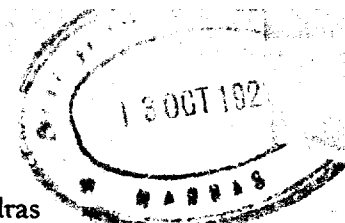
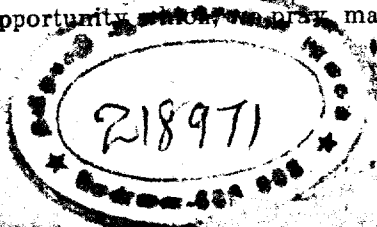
(3) The rise in prices consequent on the War, which necessitated large increases of salary and thus raised the cost of the Administration.

(4) In certain cases, the pre-Reform Government's policies which could not be immediately overhauled, such as, in Madras, the Elementary Education Act, passed only in 1920, which the Minister has already found a clog on his policy, but to which he felt bound to give a fair trial (as indicated in a debate in the Madras Legislative Council on 19-3-23).

(5) The Non-Co-Operation Movement, which weakened the Ministers and menaced the educational system.

The Non-Co-Operation Movement attempted to seduce boys and girls from Government and aided institutions, but, happily, was unsuccessful. It resulted in the establishment of a number of institutions less educational than partisan. Mr. Arundale visited many of these institutions. One, the National College at Ahmedabad, deserves praise under the Principalship of Mr. Gidwani. The rest, without exception, are in large measure mischievous, inasmuch as they concentrate on non-essentials, and on matters entirely outside the purview of an educational institution in the way in which they treat them, or, as in the case of the so-called training institution at Ahmedabad, disgrace to any movement. The plain fact is that the Non-Co-Operation Movement has few adherents of educational position, and those who have such a position do good work because they know what Education is, and forget their Non-Co-Operation in their love for Education.

The menace to the educational system lies in the spirit of hatred, distrust, suspicion, disregard of the ancient precepts of the Lord Vaivasvata Manu, which this Movement has imputed, thus unfitting the youth of India to seize the various opportunities which may still be theirs.



Madras

MADRAS HAS HAD TWO SPECIAL ADVANTAGES: The Ministers had (1) the strong support of the Legislative Council, (2) a sympathetic Governor. (It is "the Governor acting with the Ministers" who administers Transferred Departments.)

BUT THERE WERE STRONG REACTIONARY INFLUENCES: (1) The demand for communal privileges by the Ministers' Non-Brahmana Party. (2) The dominance of Missionary influence; for instance, (a) in the District Educational Councils; (b) as indicated by the rejection of the Conscience Clause proposed to be introduced in the Grant-in-Aid Code by a Resolution in the Legislative Council; (c) as shown by the appointment of the Rev. Mr. Macphail as whole-time Vice-Chancellor of the reorganised Madras University.

UNIVERSITY EDUCATION: (1) The Re-organisation of the Madras University by a Bill passed in December, 1922.

THE OBJECTS OF THE BILL AND FEATURES: The object of the Bill was to establish an autonomous and efficient Teaching University composed of the Colleges in Madras City, with an external side to it consisting of a Council of Affiliated Colleges for the examination of and awarding of diplomas to students of Affiliated Colleges in the mufasal. The chief mufasal colleges are to be developed as centres for future Residential Universities. The Senate is enlarged and largely elected, and given considerably enlarged powers, and an Academic Council created to deal with the academic side of the work of the University. The Vice-Chancellor is to be a whole-time paid worker and is to be appointed for three years by the Chancellor from among five persons elected by the Senate. The Governor-General is the Visitor of the University, and the Governor the Chancellor. The Bill closely follows the recommendations of the Sadler Commission. The individuality of the Constituent Colleges is not destroyed, only their teaching resources are pooled and supplemented by University aid.

The University is to be residential in the sense that hostels will be provided for a large number of students, and greater supervision will be exercised over the life of the students. The legislation is only a beginning; new Universities are to be started in course of time in the mufasal. The Minister of Education is the Pro-Chancellor.

(2) A Committee was appointed to consider the creation of an Andhra University. They have recommended the establishment of a Unitary Residential Teaching (non-affiliating) University at a suitable centre in the Andhra Districts. The details of the scheme with regard to finance, location, etc., are being worked out.

NEW CHAIRS: Proposals for the development of University work have been put before the Finance Department; a Chair for Experimental Psychology, a Chair for Anthropology, a Chair for Geography, a Chair for certain periods of Indian History and a Chair for Dravidian Languages, have been planned, as well as Research Studentships in Europe in Natural Sciences and Philosophy, and in the study of Language and Literature according to modern methods, the establishment of a laboratory for Experimental Psychology, and another for higher study in Physical and Natural Sciences. The scheme will be revised by the Academic Council when it comes into existence.

INTERMEDIATE EDUCATION: The position of the Intermediate Course in Arts remains to be considered.

SECONDARY EDUCATION: A Committee has been appointed to go into the whole question. It is proposed to have District Secondary Education Boards to co-ordinate work in each District and relieve the Education Department of the supervision and control it now exercises over secondary teaching, and thus to secure local control and encourage local initiative and freedom as regards text-books, methods of teaching, etc.

TECHNICAL EDUCATION: A Committee was appointed for the purpose. Its report was published only in May last. Action has yet to be taken on it.

The Report is summarised as follows: Provision at present is of the scantiest description. (a) The Present Institute of Commerce in Madras should be made a Commercial College affiliated to the University. (b) Commerce to be an optional subject for Secondary and Intermediate Courses. (c) Continuation Classes for those engaged in occupations. (d) Engineering College at Guindy to be developed into a Technological Institute. (e) Three Model Industrial Schools to be started by Government, one in the Circars, one in the Ceded Districts, and a third on the West Coast. (f) In the engineering trade the apprentice system should be further developed.

AGRICULTURAL EDUCATION: A Resolution was passed on 13th February, 1921, as follows: Agricultural Schools to be opened in select Districts with model farms attached to them, the farm to serve as training ground for students and demonstration farms to agriculturists. Two Agricultural Schools were opened.

ELEMENTARY EDUCATION: Rules were framed under the Elementary Education Act of 1920—by which considerable powers have been given to District Educational Councils. The Elementary Education Act was approved by the Governor-General in November, 1920, (before the Reforms) under which for each District, a District Educational Council is established. It studies local conditions, distributes grants, recognises new elementary schools, withdraws recognition from any if found undeserving on inspection, attends to their curricula, and prescribes text-books. In 1921, the powers of District Educational Councils were further defined as follows: To devise methods for expansion of Primary Education; to select Text-books; to fix the number of days a school should work, the hours of work, and holidays, and to adopt particular methods of teaching. These powers have been given under Rules framed under the Elementary Education Act. The rigor of inspection has been considerably relaxed. The Minister in his instructions to various educational officers and managers of schools "has already pointed out"

that in the matter of curricula, text-books and course of studies "full freedom" is to be given to them so that the course may be in consonance with the social, economic and moral well-being of the people.

A statutory fund for Elementary Education was constituted for each local authority in every District. Any local authority may levy a tax within its area, to which Government will contribute an equal amount.

FREE AND COMPULSORY PRIMARY EDUCATION: Proposals for this were discussed with a Committee by the Minister. The present position is as follows:

Out of 80 Municipalities in the Presidency, 20 "have resolved" to levy an Education Cess (maximum permitted 25 per cent of the property, profession and Companies tax); 10 are working Compulsory Education schemes (approved by Government). Of 125 Taluq Boards 62 levy an Education Cess (25 per cent of land, house, and profession tax) for expansion of Elementary Education. Government pays to each Municipality and Taluq Board subvention for education equivalent to what they raise by a cess.

The grant to schools and Local Bodies for Secondary Education was increased during the period of the Reforms from Rs. 16,16,800 to Rs. 19,61,300. The increase in the grant for Elementary Education was 9 lakhs.

It is estimated that if all local bodies levy the maximum Education Cess, the proceeds will be Rs. 35 lakhs. Government is committed to paying them Rs. 35 lakhs. So the total sum available will be Rs. 70 lakhs. But for universal Compulsory Education it is estimated that 150 lakhs will be required.

TOTAL NUMBER OF BOYS TO PROVIDE FOR: It is calculated that 1,253,428 boys are now in elementary schools, and 1,764,850 boys (not "and girls") have yet to be provided for.

ELEMENTARY TEACHERS' TRAINING: Government has decided to abolish all model elementary schools, elementary training schools and sessional schools maintained by Government, and to persuade Local Bodies and aided institutions to open classes attached to schools for a one year Teachers' Training Course, a grant-in-aid being given by Government.

INSPECTORAL RE-ORGANISATION: The Inspectoral organisation was remodelled, while the rigor of inspection

was relaxed. In the new scheme, there is one Inspector for each District for High Schools, and Secondary Schools, and one Deputy Inspector for each District for Elementary Schools working under the District Educational Council.

MEDICAL INSPECTION: During the year 1922-1923, 200 schools were medically inspected; a scheme is under consideration whereby the Health Officer might take charge of inspection of Government and aided schools with the assistance of his assistants and local medical officers so that the work might be well done.

SALARIES OF TEACHERS: The system of having untrained lower teachers has been completely abolished. The salaries were enhanced.

Lower elementary teachers get only Rs. 48 because that class is intended to be discouraged. Higher elementary teachers get Rs. 72 instead of Rs. 48. Untrained secondary teachers Rs. 96 instead of Rs. 48. Trained teachers Rs. 84, Rs. 96 and Rs. 180 instead of Rs. 76 Rs. 92, Rs. 168.

AID TO BACKWARD CLASSES: Government accepted in 1921 a resolution recommending the admission of pupils belonging to the Muhammadan or any backward class in all aided institutions other than elementary schools and colleges, paying only half-fees.

SOME RETROGRADE MEASURES: Committees were appointed to help Principals of Government Colleges in admitting students, the aim being to give preference to Non-Brahmanas. A proposal to introduce a Conscience Clause in the Grant-in-aid Code was defeated by Government.

Bombay

In Bombay, great progress was made, and the salient features of his achievements are thus summarized by the Hon. Dr. Paranjpye, Minister of Education:

The most important measure which was passed in regard to Education was the Compulsory Education Act which was based upon the report of a strong Committee presided over by the late Sir Narayan G. Chandavarkar. This measure contemplates the transfer of the complete administration of Primary Education to Local Bodies, Government reserving to itself only some supervision and external

control. The programme laid down by the Committee over a period of ten years has been generally accepted, and when it is carried out it will put our Presidency on a satisfactory footing so far as Elementary Education is concerned. The New District Local Boards Act which was also passed last year made Local Boards largely representative and gave them new resources which can be used to enable them to meet their share of the cost. The Council also passed a Taxation Bill to meet the expense of carrying out the first year's programme. The measure requires the framing of rules of an exhaustive nature. These rules are now nearly complete and will be published in a very short time. It is hoped that before the end of the year some definite results will be apparent from the operation of the Act.

The educational backwardness of large classes of the community is another problem that has been continually engaging attention. Special scholarships have been instituted for these classes and many more will be soon instituted, for it is only by bringing all classes to the same high educational level that the progress of the people can be assured. A special hostel for Depressed Class students in Secondary Schools has been started at Poona; and perhaps after getting experience of this more may be started at other centres. Depressed Classes have been given the same right as others to attend all public and aided schools except those that are meant for the benefit of any particular caste or community. Special facilities have also been given to certain classes of pupils in obtaining admission to professional colleges in which they are generally unable to obtain admission by open competition.

The question of the Indianisation of the Higher Services, although directly reserved to the Secretary of State, has also engaged my attention. I have taken care to press the claims of duly qualified Indians to these Services and it will be found that a fairly large majority of the officers in the I. E. S. are now Indians, and whenever a vacancy occurs and a suitable Indian is available his name is always considered and many such appointments have been made.

Education has shown great progress during this period, and the Budget for Education in the current year is 197 lakhs instead of 140 lakhs in the year 1920-21. The number of pupils and the number of schools show encouraging increases and these would have been even greater but for the necessity of revision of salaries.

A "Conscience Clause" has been inserted in the Government Grant-in-aid Code which forbids giving Government aid to schools or colleges requiring compulsory attendance by pupils at religious instruction classes in them, when there are no other schools or colleges in the neighborhood to which the pupils could go.

The Poona Engineering College is to be expanded so as to accommodate 150 students instead of 100. Grants to

Municipalities which proved their inability to meet the extra cost entailed by working Compulsory Education schemes were raised from $\frac{1}{2}$ to $\frac{2}{3}$ of the expenditure as a temporary measure.

The United Provinces

Educational progress has been, considering the financial stringency of the period, most rapid in every direction in the U. P., thanks to the exceptional enthusiasm, ability and the sound ideas of the Ministers.

The Allahabad University Reorganisation Bill was passed in 1921, the objects and provisions of which are similar to the Madras University Bill, which was drafted later and copied largely the provisions of the earlier Bill. By this Bill, the University was reconstituted with a more representative Governing Body or Court, as an autonomous institution. The teaching and executive functions of the University were separated and assigned to different suitably constituted bodies, the Academic and Executive Councils. There is for the present an external side to attend to the affiliated colleges outside Allahabad City in the same manner as the old University. The University was provided with a whole-time paid Vice-Chancellor who at the present moment is Dr. Gangadhar Jha, the well-known Sanskrit scholar.

An Intermediate and High School Education Act was passed carrying out the suggestion of the Sadler Commission and creating a Board representative of High Schools, the University, the professions and all other interests concerned to control Intermediate and High School Education, the control being removed from the Allahabad University. The Bill was framed after the model suggested by the Sadler Commission. The Board is practically an autonomous body, and it also replaces the old School Examination Board. It has already replaced some of the text-books prescribed by the old bureaucratic Department by inspiring works, suitable for boys and girls, written by Dr. Annie Besant, Rabindranath

Tagore and Sister Nivedita. The Intermediate examination was made the test for entrance to Government service and to professional colleges. The question of vocational training in the Intermediate Course was left to be decided by the Intermediate Education Board. It was decided to take up the revision of the Education Code soon after the Intermediate Board came into existence, so that no private effort may be lost or languish for want of Government encouragement.

In passing the Intermediate Education Act, Government undertook to provide a sufficient number of Intermediate Colleges. Intermediate Colleges were opened in Fyzabad, Jhansi, Almora, and proposals made to open such at Ghazipur, Roorkee, Moradabad and Etawah.

The whole question of medical inspection of pupils was under investigation in March, 1922-1923, by a special officer.

It was decided to open a Technological Institute at Cawnpur, and students were admitted for training in the chemistry of oils and leather. Plans were being formulated to open a University at Cawnpur, with, for a nucleus, the Technological Institute, the College of Agriculture, the teaching resources of which were increased during the period, and the Arts College situated in Cawnpur. It was decided to start a College of Mechanical and Electrical Engineering at Lucknow, one big technical school in each Division and one industrial school in each District. These decisions had to remain in abeyance for want of funds. An Agricultural School was opened at Bulandshahr. A Committee was appointed to draw up a comprehensive scheme of scholarships tenable abroad for study and training in subjects of importance.

A Conscience Clause was introduced in the Government Grant-in-Aid Code, so that no students in aided institutions could be forced to receive religious instruction not acceptable to their parents or guardians.

In March, 1921, a motion for the abolition of the maximum age-limit of 16 for candidates for the Matriculation and S.S. L. C. Examinations was introduced in the Legislative Council, passed and carried out.

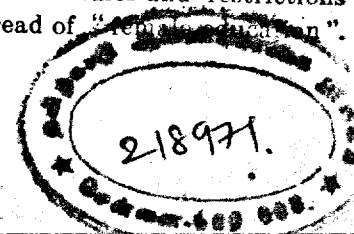
In the same year, the provision for expenditure on Education increased by Rs. 42, 44,000. In 1920-1921, Rs. 12,000 was the revised estimate for the education of the Depressed Classes; in 1921-1922, Rs. 86,000 was budgeted by the Minister for the purpose.

The proportion originally fixed for grants to District Boards was 1/3, but the amount actually spent as contributions to the Boards for Primary Education was nearly 75 per cent of the total expenditure. Municipalities intending to work Compulsory Education Schemes were promised aid to the extent of $\frac{2}{3}$ of the extra expenditure by Government. Rs. 1,75,000 were provided for this purpose in the very first year of the Reforms.

Rs. 22 lakhs were provided for the improvement of salaries of Primary Education teachers under District Boards. Their scales of pay were revised. The increase of salaries to teachers in Government and aided schools was estimated to result in something like a 25 per cent increase. Headmasters of High Schools were raised from the subordinate to the Provincial Educational Service, in order that their status might be enhanced. A time-scale of pay was introduced for all teachers in Government High Schools.

The number and value of scholarships to poor and meritorious students was increased by no less than Rs. 1,22,500 per annum.

In 1921-1922, Local Boards were invited to submit proposals for the expansion of Girls' Education, Government undertaking to bear half their cost, recurring and non-recurring. 32 Boards agreed at once and more than Rs. 1,64,000 was allotted for the purpose. Rules and restrictions were relaxed to encourage the spread of "temple education".



A Government Girls' High School was opened at Lucknow.

In the year 1921, more than Rs. 85,000 were given to Local Boards to help the Depressed Classes. 43 District Boards co-operated with the Government to help them and 245 additional schools and 128 additional scholarships were founded for them.

Provision for teaching Commerce was made in several High Schools; provision for Nature Study was made in a large number of schools.

The Education Minister visited nearly all important Schools and Colleges and put himself into direct touch with their needs.

The Central Provinces

THE NAGPUR UNIVERSITY BILL was passed to establish a University at Nagpur which will teach as well as affiliate Colleges in the Districts. The Intermediate Course was retained as part of the University Education, but provision is made in the Act to remove and join it to the School Course when it is thought advisable.

A HIGH SCHOOL EDUCATION BILL was passed under which a Board is constituted with large non-official representation of a suitable character to supervise and control High School Education which, under the Bill first mentioned, is removed from the purview of the University.

A Committee was appointed to consider the question of introducing Compulsory Primary Education throughout the Provinces. The policy of giving education in schools through the mother-tongue of the pupil was introduced. The Minister proposed to make Commerce an optional subject in the High School curriculum, and a Committee to discuss the question of vocational education was appointed.

Other Provinces

As regards other Provinces, little information has been available. But it would be safe to say that nothing striking

BENGAL was engaged practically throughout the period under review in an acute controversy over the reconstitution of the Calcutta University which now controls both college and school education in the Province. So no steps could be taken, as in the United Provinces, to place the educational system on a reorganised basis. A Bill was passed to include Village Union Boards in the provisions of the Primary Education Act. Resolutions were passed by the Legislative Council for (a) a scheme of vocational training to be introduced in Government and aided schools, (b) starting at least one Commercial School with a museum attached in every Division, (c) creating a Board of Education to control Secondary Education, (d) at least a dozen scholarships for technical or agricultural education abroad, (e) an industrial school in every Division, (f) increased facilities for education of the Depressed Classes, (g) Agricultural Demonstration Farms in every Thana.

The Calcutta Municipal Act provides for the introduction in a complete form of compulsory education for boys and girls in Calcutta in 10 years' time. Government gives a grant of Rs. 1 lakh a year extra for the purpose.

In ASSAM, resolutions were passed by the Legislative Council for making Primary Education free and compulsory; for the opening of technical and industrial schools; for improving the status and salaries of teachers in English schools; for raising grants to schools.

In the PANJAB, resolutions were adopted by the Legislative Council for the appointment of a Committee to report on the educational needs of Zamindars and for making a special extra provision of Rs. 30 lakhs for Primary Education. Owing to communal troubles, the disturbed political conditions, and want of co-operation and agreement in policy between the Hindu and Muhammadan Ministers, apparently little progress has been made.

The Delhi University

While Education is a Transferred Subject in the Governors' Provinces, Madras, Bombay, Bengal, United Provinces, Panjab, Behar, Central Provinces, Assam and Burma, the Government of India directly controls education in other areas, besides supporting the Benares Hindu and Aligarh Muslim Universities. During the year 1921, the provisions of the Aligarh University were brought into force.

A new University, of a centralized, autonomous and teaching pattern, was brought into existence by means of a Bill passed by the Assembly, in Delhi. The University has great possibilities, as it will be able, in course of time, to tap the vast resources available at the future permanent headquarters of the Government of India, and obtain the support also of many of the ruling Princes.

What is National Education?

Despite all that may have been done, however, the plain fact remains that National Education in India is in a poor way, is not in much better case than before the Reforms Act came into being. The crying need is for educational reconstruction from top to bottom. Indian educationists have very carefully to consider to what extent it is possible to graft on to the existing system the highly necessary National point of view. At best we are tinkering, improving here, modifying and extending there. The question has yet to be asked: What is Indian National Education? And the answer will demand the most careful and difficult thought on the part of Indians of wide vision and enlightened patriotism.

Wanted: A National Education Convention

On a smaller scale we need for education a NATIONAL CONVENTION, composed of the leading Indian experts, with assistance from foreign sources to a limited extent, to lay down *pro tem* fundamental principles for the foundation of an educational system in India which shall give her the type of citizen she needs. Such a scheme

could be tried as an experimental measure in various parts of India, so that experience may gradually lead to the substitution of tried and proved principles for principles advanced for the purpose of experiment only. Whatever may be done in 1924 as regards the holding of a NATIONAL CONVENTION to revise the Constitution, a similar Convention, differently composed, of course, is needed to determine to what extent the present system may be mended, or must be mended, or how far experiments may be attempted on Indian lines.

It is important to note that in 1917, towards the close of the War, a Reconstruction Sub-Committee was appointed in England to revise the British System of Education, and it is no exaggeration to say that education in the West has undergone most remarkable changes under the influence of new ideals and methods. Stagnation remains the order of the day in India, and while it does remain, the youth of India lag behind the youth of the rest of the world in preparation for active citizenship. It is not enough for India to gain her political freedom. The youth of India must be trained to wield that freedom wisely; and it is not by any means an exaggeration to say that such training is not yet available to Indian youth despite such advantages as have been gained by the Reforms Act. It must, however, be added that in the United Provinces, under the Hon. Mr. Chintamani, and in Bombay, under the Hon. Dr. Paranjpye, Indianisation was made the definite objective. But this has been the exception, largely because the two Ministers were men who had vision and courage. Mr. Chintamani's resignation was a great loss to education in the U. P., and Dr. Paranjpye's re-election to the Bombay Legislative Council, and subsequent re-appointment as Education Minister, is much to be desired, especially in view of the fact that his rivals for the seat he now occupies are men of no known educational vision or experience.

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