

Law (Education) (1926) Department.

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DATED 15. 1. 1926

50

[Despatch Abstract.]

Elementary Education

Proceedings of a Conference of
Chairmen of District Boards in Bihar
and Orissa to discuss certain questions
relating to primary education & cattle
breeding. The Committee - Recorded

BACK PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

No. 3644- 3751 - E.

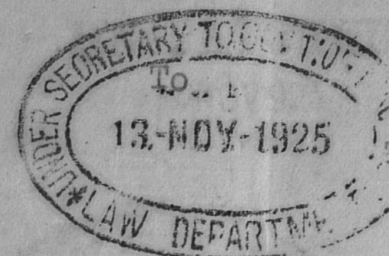
Government of Bihar and Orissa.

(Ministry of Education).

From

B. A. Collins, Esqr., I.C.S.,

Secretary to Government,



The Secretary to the Government of

Madras, Education Department,
Madras.

Dated Patna, the 6th November 1925.

Subject:- Proceedings of a conference of
chairmen of district boards, which
met at Ranchi in August and
September 1925 to consider certain
questions relating to primary
education and cattle breeding in
the province of Bihar and Orissa.

Sir,

I am directed by the Government of Bihar and
Orissa in the Ministry of Education to forward herewith a
copy of the proceedings noted above for the information
of the Government of Madras.

below

B. A. Collins

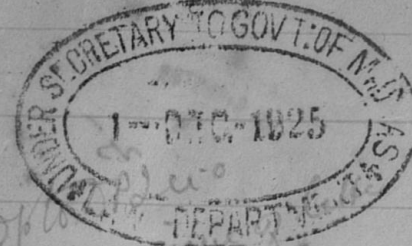
I have the honour to be,

Sir,

Your most obedient servant,

[Signature]
For Secretary to Government.

C no 4354 A Law (Edu) Dept
 Letter NO 4354 A/25.1 D. 19. 11. 25
 Ref To The Secretary to the
 Govt of Bihar & Orissa
 Dept of Education



DESPATCHED

19 NOV 1925



20 NOV 1925
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 11/12/25

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 9/11

Sir,
 I am directed to acknowledge the receipt of your letter no. 3644-3751-E of 6. 11. 25 forwarding a copy of the proceedings of a Conference of chairmen of district boards which met at Ranchi in August and September 1925 to consider certain questions relating to primary education and cattle-breeding in the province of Bihar and Orissa.

This may now be sent to Development Dept. w.o.

2/12/25
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3/12

Dev. w.

I enclose



12/11/25
 10/11

18/11

Note

After issue the file may be sent to the D.P.D. w.o. for perusal. (on return it may be sent to Development w.o.)

Law (Edu) w. 4354 A/25.2
 19. 11. 25.

17/11/25
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18/11

D.P.D.

D.P.D. W. O. Reply NO 2544/25
 30. 11. 25.

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30/11/25

Dev. Dept.

To U.S.

Please see Law (Edu) note
overleaf. The file may be sent to
the D.A. no for perusal and return.



Dev. no. 4183 14/25,
7-12-25

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D.A. U.O.
1404-25
Submitted

Reviewed with many

thanks.

6.1.26
D.A.

Dev. U.O.

Dev. Dept.
Law & Edu. no.

Dev. no. 4183 14/25-2,
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Dev. no. 4183 14/25-2,
9-1-26.

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Elem. Education

Proceedings of a conference of Chairmen
of Dist Bd. in Bihar & Orissa to discuss certain
questions relating to primary education
& cattle breeding recorded.

PROCEEDINGS

OF

A CONFERENCE OF CHAIRMEN OF DISTRICT BOARDS WHICH
MET AT RANCHI ON THE 31ST AUGUST AND THE 1ST,
2ND AND 3RD SEPTEMBER 1925 TO DISCUSS
CERTAIN QUESTIONS RELATING TO
PRIMARY EDUCATION AND
CATTLE BREEDING IN
THE PROVINCE.



Ranchi:

SUPERINTENDENT, GOVERNMENT PRINTING, BIHAR AND ORISSA.

1925.

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Ranchi:

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1925.

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The 31st August 1925.

First day.

The following gentlemen were present :—

1. The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt., Minister of Education.
2. The Hon'ble Babu Ganesh Datta Singh, Minister of Local Self-Government.
3. Mr. H. Wardle, Chief Engineer, Public Works Department.
4. Mr. G. E. Fawcus, M.A., O.B.E., V.D., Director of Public Instruction.
5. Mr. A. C. Dobbs, Director of Agriculture.
6. Babu Rajandhari Singh, Chairman of Patna District Board.
7. „ Anugrah Narayan Sinha, Chairman of Gaya District Board.
8. Raja Radhika Raman Prashad Sinha, Chairman of Shahabad District Board.
9. Babu Ram Dayalu Sinha, Chairman of Muzaffarpur District Board.
10. „ Bipin Bihari Varma, Chairman of Champaran District Board.
11. „ Harinandan Das, Chairman of Darbhanga District Board.
12. „ Kailash Bihari Lal, Chairman of Bhagalpur District Board.
13. Mr. Shah Muhammad Zubair, Chairman of Monghyr District Board.
14. Rai Bahadur Nishi Kanta Sen, Chairman of Purnea District Board.
15. Babu Harekrishna Mahatab, Chairman of Balasore District Board.
16. „ Gopabandhu Chaudhuri, Chairman of Cuttack District Board.
17. „ Banamali Das, Chairman of Puri District Board.
18. Mr. J. E. Scott, O.B.E., Chairman of Singhbhum District Board.
19. Mr. J. P. J. Elmes, Chairman of Palamau District Board.
20. Khan Bahadur Shams-ud-din Haidar, Chairman of Hazaribagh District Board.
21. Mr. W. G. Lacey, Chairman of Ranchi District Board.
22. Mr. J. B. Sen, Vice-Chairman of Manbhum District Board.
23. Rai Bahadur Sharat Chandra Ray, Vice-Chairman of Ranchi District Board.
24. Babu Harnandan Sahay, Vice-Chairman of Saran District Board.
25. Rai Sahib Shishir Kumar Ghose, Vice-Chairman of Palamau District Board.
26. Rai Sahib Sharat Chandra Aikath, Vice-Chairman of Singhbhum District Board.
27. Babu D. N. Sinha, Vice-Chairman of the Santal Parganas District Committee.
28. Babu Shankar Prashad Misra, member of the Sambalpur District Council.
29. Maulavi Saiyid Nurul Hasan, member of the Hazaribagh District Board.
30. Mr. F. H. M. Maynard, District Engineer, Gaya.
31. Mr. E. R. Smith, District Engineer, Saran.
32. Babu Kunja Bihari Bose, District Engineer, Cuttack.
33. „ Bijay Gopal Bhattacharji, District Engineer, Ranchi.
34. Mr. W. G. Came, B.Sc., A.V.C.B., Under-Secretary to Government, Public Works Department.

35. Mr. Muhammad Hashim, M.A., Offg. Inspector of Schools, Bhagalpur Division.
36. Maulavi Muhammad Mustafa, District Inspector of Schools, Bhagalpur.
37. Babu Radha Charan Das, District Inspector of Schools, Cuttack.
38. Rai Sahib Keshav Chandra Sarkar, District Inspector of Schools, Manbhum.
39. Mr. B. A. Collins, I.C.S., Secretary to Government, Education Department.

2. The conference was opened by His Excellency the Governor, who made the following speech:—

"Gentlemen,

"Before we proceed to the business of the day, I am sure that I am merely voicing the feelings of you all in expressing our sympathy with one of the best known of our district board chairmen in the sore bereavement that has befallen him. I have only heard of the sad news on entering this hall, and on behalf of us all I tender our sincere condolences to a stricken parent.

"Reverting to the immediate purpose of our gathering, I am glad that the action of the Hon'ble Minister in convening this conference has afforded me this opportunity of meeting you all, and I welcome you most cordially to Ranchi. At our present stage of political development in this country the committee and the conference inevitably play an important part, and though in some instances I am inclined to think that the procedure is not particularly helpful, there are undoubtedly others (of which I count this to be one) in which by bringing together those directly interested in the development of a particular policy, action can be accelerated and decisions arrived at without the interminable delays of official correspondence through what are euphemistically termed "the usual channels.

"The subjects which will be laid before you mainly concern a question of paramount importance, namely, the development of primary education. Fortunately, as to the merits of the policy of progress, as rapid as circumstances will permit, there is, I take it, no difference of opinion. We are all agreed that we must extend the facilities for primary education, and that the sooner we can do so the better, while this Government has given very definite and practical evidence of its sympathy by the enhanced grants which in recent years we have made towards this cause. The matters which you will be asked to discuss are connected with the furtherance of this main policy—programmes, pay of teachers, inspection, staff, buildings and the like—all details upon which hangs successful achievement. Sir Fakhr-ud-din will expound them to you, and I do not encroach upon his sphere.

"The last item on the agenda paper raises an entirely different point, though one, equally, of vital interest to the province, namely, the improvement of the breed of cattle. Another small expert committee has recently made a report, and we have to decide now as to the action which we will take upon it. If anything is to be accomplished, the co-operation of district boards will be essential, and the Department seized upon this excellent opportunity of your presence to enlist your interest and obtain your advice. Here again, I do not propose to enter upon the details which will be discussed later, but I may tell you frankly, gentlemen, that I am not happy as to the progress which we are making in this province in agricultural and veterinary affairs. There is so much ground to be covered, and we are not covering it. I doubt if we are keeping pace with neighbouring provinces, and the activities of the two departments sometimes encounter an atmosphere of hostility where they should look for help. This is not the occasion to examine the different factors involved; I see evidence of a distrust of expert opinion, of a thirst for immediate results and an adverse judgment if they are not forthcoming. Financial difficulties are also operative. But here again we are all agreed as to the need of progress, and I plead for the assistance of you all in securing it.

"Apart from the particular business which you will now discuss, there are two matters of general interest about which I would like to take this occasion of talking to you. These are the very large sums of money which are now-a-days entrusted to your boards, much of it being derived from the provincial Exchequer in the form of grants; and the extent to which (contrary to English practice) you have been freed from external control and left with a very full degree of independence in disbursing your revenues. I doubt if either point is fully realised by the public, and yet both merit the closest consideration of all interested in affairs. Moreover, when we so often hear of the alleged failure of the Reforms and the accomplishment of little or nothing under them, it is worth while to recall these two aspects of provincial administration in which very great changes have occurred—developments, it may be, of a policy which was being pursued in the past—but developments which have been hastened in a marked degree as a result of the Reforms and the new influences which they have brought to bear upon public life.

"To revert to my first point, I know that finance is boresome to the ordinary man, but it is the foundation of all sound administration, and I would ask you to bear with me if I quote some figures. They are taken from the annual reports, and, as is usual, on scrutiny, they present some discrepancies: also there are sundry detailed qualifications to be added, with which I will not weary you. They are, however, sufficiently accurate as a basis of general conclusions, and that is all that I am concerned with at the moment.

"Well, Gentlemen, in my youthful and unregenerate days I have been that somewhat maligned person, an official chairman of a district board. I trust the district did not suffer at my hands: I only know that I regarded this work as one of the most interesting sides of my duties: that I devoted much time and physical energy to it, and that I took a personal pride in feeling that year by year this road had been improved, that bridge had been built, such and such a new dispensary opened and so many schools improved. But we then thought in hundred of rupees and were equipped with extraordinarily limited resources. Far be it from me to infer that, even now, district boards have at their command the revenues which they could advantageously spend. I am aware of no Government or public body in Europe or Asia—possibly America is an exception—which is in that happy position. But I do say that, compared to the old days, district boards command an income vastly in excess of that previously at their disposal. I am not going to delve back into my district experience: I will take the first year in the life of this province (1912-13), which, curiously enough, preceded the great alteration in the financial position of district boards under which, with effect from the 1st April 1913, the public works cess was made over to them. And I will compare it with 1923-24, which is the last year for which published figures are at the moment available, though if we took the figures for 1925-26, the sums entered under the head Government grants would be appreciably greater, indeed by some Rs. 12½ lakhs.

"Now taking these two years—1912-13 and 1923-24—and subject to the qualifications of details just mentioned—I find that the total income of district boards has risen from Rs. 43½ lakhs to Rs. 119½ lakhs, a big jump in roughly ten years. The addition of the public works cess, plus revaluations, accounts, of course, for the greater part of this increase—the cess receipts in the latter year being Rs. 78½ lakhs, or 65 per cent. of the gross income. But Government grants—and to this I particularly invite your attention—have gone up from approximately Rs. 13 lakhs to just under Rs. 29 lakhs, being now 24 per cent. of the gross income. Pound receipts have remained fairly stationary, as was to be expected. Ferries have improved by a lakh, and since my term here we have further liberalised our policy of transferring ferries to local bodies. Other sources have risen by nearly Rs. 4 lakhs, though still only 5½ per cent. of your gross income.

"In other words the income of district boards during these ten years or so has nearly trebled: eight-twelfths of it they derive from cess, and the concession of the public works cess meant, of course, the doubling of their

income from this source at the expense of general revenues. Three-twelfths are accounted for by Government grants, and one-twelfth from pounds, ferries and miscellaneous.

"I put it to you, therefore, that there is now a very large sum of money, one and a fifth crores, entrusted annually to the spending of district boards, and that Government has been in no sense ungenerous in placing at their disposal monies from general revenues. The significance of this sum will be apparent if you remember that our estimated provincial revenue for the current year is only Rs. 5½ crores approximately, while municipal funds, which account for some Rs. 33 lakhs, are, of course, not included. I repeat, too, that were the figures for the current year available, the total of the Government grants would be much higher. Of course, the general rise in price levels is to be set off on the expenditure side, but it certainly has not been in an equal proportion to the rise in income, and the net result is that far more money is now available for district development than in past years was the case.

"The details of the Government grants (excluding the concession of the public works cess) are of considerable interest. In 1912-13 we gave Rs. 4½ lakhs for education: in 1923-24 we gave Rs. 18 lakhs. For civil works the grants in the two years under comparison remained fairly constant—between Rs. 6½ and Rs. 6¾ lakhs. But the grants for medical relief went up from under Rs. ½ lakh to nearly Rs. 4½ lakhs.

"I put it to you, again, that in respect of assistance to education and medical relief, which are, possibly, the objects closest to the heart of the Reformed Councils (and I, for one, take no exception thereto), Government has been responsive to their wishes in a marked degree.

"Before I leave the subject of finance there is one more point to which I would invite your serious attention. At the close of 1912-13 the closing balances of district boards amounted roughly to Rs. 13 lakhs; at the end of 1923-24 they were Rs. 48 lakhs, or more than twice the whole cess income in the earlier year. Now it is quite true that larger liabilities may legitimately require the retention of increased balances, but I cannot believe that this fact would justify these figures. They point rather to a kind of financial indigestion; that is to say, I suspect that the boards have not been able to spend the enhanced Government grants which have been given in recent years. It is impossible to say conclusively, without a detailed examination of the position of each local body, but I counsel you all to look into the matter on your return and to see why it is that these large sums are remaining unspent. No one wishes to see money wasted by being disbursed hurriedly and without a proper plan; on the other hand money accumulated needlessly in your balances is not doing much good to any one.

"I think, therefore, that I have shown that very heavy responsibilities have been entrusted to your boards. Now in England the growth of the activities of local bodies has been accompanied by a very definite tightening up of supervision over them. Lowell, in his book 'The Government of England', observes that 'one of the most marked changes that the XIXth century brought in local government, was the introduction of central control of a highly developed kind'. When I was in Bengal in 1919 an informal committee, of which the late Sir Surendra Nath Banerjee was a member, was given facilities to look into the working of local institutions at home, and the following extracts from their report are instructive:—

"Our enquiries have shown us that the control exercised over local bodies in England by the central authority and in many directions by intermediate authorities is very much more strict than it would appear to be the intention * * * * to retain in India." * * * "Apart from the very great influence exercised by public opinion, the working of the minor local bodies is controlled in a diversity of ways."

And they proceeded to illustrate the manner in which control is exercised; by the requirement of previous sanction; by audit, accompanied by surcharge; by scrutiny of the many works to be executed from loans which are only sanctioned on definite conditions; and by the withholding of Exchequer grants failing the maintenance of prescribed standards and adherence to instructions. Also certain appointments, the holders of which may incur popular odium by the faithful discharge of their duties, are definitely protected by the Ministry against capricious action.

"That has been the policy in a country which has had longer experience than this of local bodies in the modern sense, and it is interesting to note that the precedent has not been followed here. In this province, concurrently with these largely increased subventions to local bodies from the Exchequer, one of the early acts of the Reformed Councils was materially to weaken the degree of outside control which was previously exercised, and in fact to reduce that control to very meagre proportions, save, in the last resort, by the suspension of a local body. Now I am not now disposed to argue whether this was wise or unwise; time alone will show. The points which I wish to make at the moment are firstly, that it was a very definite and far-reaching act on the part of the Reformed Councils, which we are so often told are powerless. Secondly, in so far as outside control has been relaxed, the responsibilities devolving upon the boards for ensuring the efficiency of their administration have been enormously increased. In popular language, it is now up to them to make good, and by their fruits they will be judged.

"To you, Gentlemen, there should be little new in all this; your election in itself should mean that you fully realise the position and are prepared to face these responsibilities and faithfully to discharge them. But I have thought it worthwhile to emphasise the facts, since they are so often underrated, and to insist that here, into your hands, has been entrusted one of the widest fields of beneficent activity.

"I trust, Gentlemen, that your deliberations will bear ample fruit in the shape of well considered progress. The list of business has been framed in a workmanlike way and, I hope, will be dealt with in the same fashion. With every expression of good-will, I will now leave you to face it."

3. On the departure of His Excellency the Hon'ble Minister for Education took the chair and addressed the conference as follows:—

"Gentlemen,

"It is my first duty to welcome you all to the summer capital of this province and I offer you my sincere thanks for your very kind response to my invitation to meet to-day. I have invited you to-day partly in order that I might make the personal acquaintance of some of you, whom it has not been my good fortune to meet, but chiefly in order to secure the close co-operation of the district boards in the expansion and improvement of primary education and to enable all of you to discuss together and with Government the many difficult problems which arise in connection with it. I hope you will agree with me that difficult and complicated questions are better solved by discussion than by correspondence. You are aware that in January last a resolution was moved in the Legislative Council recommending the transfer of control of the sub-inspectors to the local bodies, and in the course of the debate I had promised to call a conference of some of the representatives of local bodies to discuss and devise some means to give as much control to the local bodies as would be feasible under the circumstances, and this is one of the additional reasons for calling the conference.

"For good or evil, and I hope and believe for good, the district boards and Government are partners in the matter of primary education. Each has its own duties and responsibilities and unless there be mutual co-operation and co-ordination, one cannot expect a satisfactory development and expansion of primary education. But sometimes the duties and responsibilities of Government are not fully understood and this leads to some misapprehension.

As you are aware, more than two-thirds of the money spent on primary education in this province is provided by Government, that is, by the general tax-payers. Government is, therefore, bound to see first of all that this money is distributed as fairly as possible, so that all the inhabitants of the province get the same benefits, and secondly that the best possible use is made of the money. It has a further duty to the province, and in fact to India as a whole, to see that the education imparted to the rising generation is as good as the province can afford. Government is constantly accused of interfering too much in educational matters and of laying down unnecessary restrictions which fetter the discretion of the local bodies. So far as I myself am concerned, my aim has always been not to interfere more than is really necessary, but I cannot evade the responsibilities which I have mentioned and which are recognized and shouldered by all civilised governments. I am most anxious, however, that the boards should not be antagonistic to Government, and my chief aim to-day is to convince you that in all cases in which restrictions have been laid down, they are reasonable and conducive to the best interests of the people. The furtherance of primary education is a cause which all of us have equally at heart, but if there is friction between Government and the boards, progress is bound to be retarded. For this reason, if for no other, we should try to secure general agreement on all outstanding points and I hope that you will return to your districts ready to co-operate with Government in carrying out whatever policy may be approved. I assure you, gentlemen, that for my part I am most anxious to meet the boards as far as possible and shall always be ready to make any reasonable concession in order to secure harmonious co-operation.

"The subjects which we propose to discuss at this conference have been specified in the agenda which has been circulated to you all. Some of the items have been included in the agenda at the request of some of the district boards. In order to facilitate the discussion notes have been prepared under my instructions by my Secretary, Mr. Collins, in consultation with Mr. Fawcett, the Director of Public Instruction, and I take this opportunity of thanking both of them for the trouble they have taken. I wish you to understand clearly that these notes are merely tentative and provisional proposals put before you to help discussion and comments. It is open to every member of this conference to criticise freely any of these proposals and make their own proposals for the consideration of Government.

"You must have read these notes which are self-explanatory and the items of the agenda do not require any further explanation by me. I would, however, invite your particular attention to some of the important points on which your advice may be of much help to Government.

"Though since the year 1919 there has been some progress in the primary education of boys very little appears to have been done for the education of girls. I do not think there is any room for contention that the girls require the same amount of attention in the matter of education as the boys. It is being suggested that unless and until a certain percentage is prescribed for the expenditure on girls' education, female education is bound to be neglected. There is another section which suggests that girls' education is not so much needed immediately as the boys' education is, and therefore Government should wait for sometime more before fixing any percentage. I wish you could give me your well-considered opinion in the matter.

"The education of the depressed classes is another difficult problem, especially in those parts of the province where the number of untouchables is very high. The question for consideration is whether it is desirable and possible to open separate schools for the depressed classes or whether the conference thinks that they could be admitted in ordinary schools.

"Another difficult point for consideration is the education of Muhammadan boys and girls. The orders of Government passed on the recommendation of Education Committee were to open a maktab for Muhammadan boys wherever there are 10 or more Muhammadan boys available to read. But there are places where the Muhammadan population is sparse and it is impossible even

to get ten Muhammadan boys in a maktab. The question is whether in such places Muhammadan education should be ignored or some steps should be taken to make some provision in the Hindi primary schools by appointing a Muhammadan teacher for these Muhammadan boys.

"The question of finance is another difficult problem. The total annual recurring cost of the existing middle and primary schools is Rs. 42 lakhs, while we would require Rs. 108 lakhs if we are to have efficient schools for 80 per cent. of the male population and an additional sum of 18 lakhs will be required if primary education is made free. This is over and above the cost of buildings and their maintenance charges. The income of the district boards is already known to you and I believe you are also aware of the financial resources of the province. There are heavy demands from various departments on the provincial revenues and it has been with some difficulty that I have been able to secure 15 lakhs of rupees during the last three years to be distributed to local bodies for the expansion and improvement of primary education. If primary education is to be expanded and made free, I think you will have to raise your income. Government would like to consult you as to whether the district boards would like to be given the power to raise further funds to be earmarked specifically for education. Such powers have already been given in other provinces.

"I do not like to detain you any longer as you have to consider the heavy programme before you. Let us now proceed with the business."

4. Before the conference proceeded to business, on the proposal of the Hon'ble Minister the conference passed a vote of condolence to Mr. Mazharul Haqq, the chairman of the Saran district board, on the sad death of his son, which had caused his absence. A sub-committee was then formed with Mr. H. Wardle, the Chief Engineer, Public Works Department, as chairman, and Mr. W. G. Came, Under-Secretary to Government, Public Works Department, as secretary, with the following members:—Mr. F. H. M. Maynard, District Engineer, Gaya, Mr. E. R. Smith, District Engineer, Saran, Babu Kunja Bihari Bose, District Engineer, Cuttack and Babu Bijay Gopal Bhattacharji, District Engineer, Ranchi, to consider the plans, specifications and estimates of the buildings suggested for primary schools.

5. After some discussion items (1) and (2) on the list were postponed for the next day as some of the members had only just received all their papers. Item no. 3 was then taken up, and the Hon'ble Sir Fakhr-ud-din explained the difficulties standing in the way of the transfer of control of sub-inspectors of schools to district boards. He expressed his hope that the suggestions which had been made would be sufficient to meet the difficulties felt by the district boards and said that he was ready to deal with cases of insubordination or disobedience among sub-inspectors. Mr. J. B. Sen, the vice-chairman of the Purulia district board, asked whether Government had made up their minds that transfer of control was impossible. Raja Radhika Raman Prasad Sinha, chairman of the Shahabad District Board, said that he was under the impression that the matter was not open to discussion. The Hon'ble Sir Fakhr-ud-din said that this was not so and that he was perfectly willing to listen to any arguments put forward in its favour. Babu Ram Dayalu Sinha, chairman of the Muzaffarpur district board, then pressed for complete transfer. He said that the district boards were entirely responsible for primary education, while sub-inspectors were the only agency at their command for the inspection and management of the schools. At present the district boards had very little control over these officers. He admitted that Government had the right to make certain that the funds which they supplied from provincial revenues were properly spent and that good education was given, but he considered that this could be sufficiently ensured by the inspection of district inspectors and subdivisional deputy inspectors. They could not, of course, inspect all the schools, or even a large proportion of them, but they should be able to see sufficient to make certain that the district board was managing primary schools on the right lines. He pointed out that local bodies were under the impression that Government distrusted them and he quoted the letter written by the local Government about the Reforms to prove this. He

said that local bodies considered that the refusal to transfer the control of sub-inspectors was due to these suspicions. He stated most emphatically that the local bodies were not out for obstruction or preaching political propaganda. They were there for using the powers they had and for working the law and not for breaking it. Of course, they had made mistakes, but they did not wish to persist in them and were ready to rectify them if they were brought to their notice. He pleaded, therefore, that this feeling of mistrust should not stand in the way of the transfer of control.

6. The Hon'ble Sir Fakhr-ud-din enquired whether the district inspectors and subdivisional deputy inspectors could really satisfy themselves that education was being given properly. Should Government be satisfied with inspecting only a small percentage of schools? Babu Ram Dayalu Sinha replied in the affirmative. It was not necessary to inspect all schools in order to find the true state of affairs. The district boards should inspect all schools through their sub-inspectors and this would suffice. The Hon'ble Sir Fakhr-ud-din pointed out that the sub-inspectors would report direct to the board and would cease to be controlled by the higher officers of the department. There would, therefore, be no proper control. Babu Ram Dayalu Sinha then dealt with the argument that the existing sub-inspectors could not be transferred against their wishes. He said that if they were all against transfer, they should be pensioned off like the officers of the opium department or else provided in other departments. He was confident that the representations against transfer received by Government had been due to the idea that Government were themselves opposed to it. If Government were to change their minds, there would be little opposition. At present the district boards had great difficulties in managing their primary education satisfactorily and also in taking action against unsatisfactory officers. The Hon'ble Sir Fakhr-ud-din enquired whether the old district boards ever made such complaints. Babu Ram Dayalu Sinha replied that they did not because they were differently circumstanced and did not go into details in dealing with primary education which were left mostly in the hands of the district inspector and his subordinates.

7. He then complained of the confidential circulars issued by district inspectors to their sub-inspectors, which he said encouraged them to defy the district boards. It appeared that the particular circular to which he referred was issued by the district inspector of Bhagalpur and Babu Kailash Bihari Lal, chairman of the Bhagalpur district board, also strongly complained of this circular and said that the powers now supposed to be enjoyed by the chairman of the district board were not really in existence. He had ordered a transfer in one case and the district inspector refused to carry out his orders. The Director of Public Instruction said that the chairman at present only had the right to transfer in a case of emergency. In this case there was no emergency. The sub-inspector was accused of taking bribes and the proper step for the chairman was to suspend him. If he had done this, no difficulty would have occurred. The chairman of Bhagalpur district board then gave at length his version of what had occurred, to which Mr. Hashim, inspector of schools, wished to reply, but the President decided to proceed with the business of the conference. He read out the confidential circular which had been issued by the district inspector of schools and said he considered it to be quite justified. All that it did was to tell the sub-inspectors that they were to see that orders issued by Government were carried out and to report to the district inspector if these orders were transgressed and in the meanwhile to suspend the stipends of the *gurus* concerned. Even supposing a letter issued by one district inspector was badly worded or improper, which he did not admit, it did not make out a case for the transfer of the services of sub-inspectors to district boards. The chairman of the Gaya district board said that the district inspector should have drawn the attention of the chairman to any abuse and also brought it before a meeting of the board. He also objected because the circular stated that no "national songs" were to be sung in schools. He quite agreed that seditious songs must not be used, but objected to the direction that national songs were not to be sung. The district inspector of Bhagalpur said that the circular was issued as the result of reports received from the sub-inspectors and he was referring

to the particular national songs which the sub-inspectors of schools reported to him were being sung and the sub-inspectors understood that he was referring to those songs. As the particular song in question was available, Raja Radhika Raman Prashad Sinha, chairman of the Shahabad district board, kindly read it out in the original Hindi. Everyone agreed that it was highly objectionable and should not be taught in primary schools. The chairman of the Bhagalpur district board said that he had never heard of the song and he never gave any orders for it to be taught in the schools and also doubted whether it had ever been taught. He also said that district inspector or the Subdivisional officer who had reported the matter to Government ought to have brought the fact to the notice of the chairman of the district board. The district inspector explained that he brought the matter to the notice of the chairman and that it was only when no action was taken, that he issued these instructions to the sub-inspectors. He also gave details showing how it was that he satisfied himself that these songs were being taught to the *gurus* in *charka ashrams* and also by some of the *gurus* in their schools.

8. Mr. J. B. Sen then formally moved that the services of sub-inspectors of schools should be transferred to local bodies. The Hon'ble Babu Ganesh Datta Singh asked what would be the relations of the sub-inspectors to the district inspectors when they were transferred. The reply given was that there would be no change. How then, he asked, would the position be different? It was alleged that unless the district boards had control over sub-inspectors, they could not put down corruption but what would be the difference? The Hon'ble Sir Fakhr-ud-din also enquired whether all the sub-inspectors of schools, who would be appointed by the district boards, would necessarily be men of the highest character. He said that if the district boards were to control the sub-inspectors, he did not see how the position would be altered. Some of the chairmen assumed that all the men now in the service of Government were devils, while all those who would be appointed by the district boards would be angels. This was surely absurd. The only thing that would improve the present state of affairs was if the members of the boards took interest in the inspection of schools themselves as he was glad to see they were doing. The Hon'ble Minister also enquired who would recognise the schools if the sub-inspectors were transferred to the district boards. The reply was that the district inspectors would exercise their present powers but he pointed out that the district inspector would still depend on the report of the sub-inspector.

9. The vice-chairman of the Santal Parganas district committee said that the present system was working quite well in the Santal Parganas. He had heard the arguments advanced for transfer and was not convinced. Their experience in the Santal Parganas was that the powers of the district committee were quite sufficient. Mr. Fawcus, the Director of Public Instruction, pointed out that Government must remain responsible for the standard of primary education and, therefore, must have some agency to inspect individual schools. The question was should there be a dual agency? This would be very expensive and would cause friction. There are now over 200 sub-inspectors of schools. It was impossible to absorb so many men in other departments of Government and if they refused to be transferred it would be necessary to spend a large amount of money in pensions. He pointed out that it would be easier to get a better class of men for Government service than for service under a district board. He was anxious to get the best men and to treat the existing members of the service with justice.

10. Mr. J. B. Sen said that the district boards also were very anxious that the best possible education should be given. They should be responsible for it and must render account and so should have absolute control over sub-inspectors. He thought that all the representatives of the district boards were now convinced of this. The talk of the expense of compensatory pensions was a flimsy excuse. His experience as vice-chairman of the district board was that men applied in very large numbers for district board service. No apprehension need, therefore, be felt on this score. In fact many people

preferred a provident fund to a pension. Sub-inspectors of schools were under the control of district boards before 1906. What was the difficulty now? To employ high class graduates for inspection work was waste of money. Any ordinary graduate would do.

11. The Hon'ble Sir Fakhr-ud-din enquired whether it was necessary to put the matter to vote. As there was no general feeling in favour of putting the matter to vote, the subject was dropped and the conference then considered the various suggestions put forward for giving district boards more control over the inspecting staff. The various clauses of the note (Appendix IV) put before the meeting were considered one by one.

(1) *Appointment*.—After some discussion it was agreed that instead of the inspector being given power to disagree when the chairman and the district inspector were unanimous, Government themselves should merely reserve the power to disapprove of any appointment, even if the chairman and district inspector were agreed. It was pointed out that Government must reserve its control in order to see that the rights of minorities were not neglected, that non-domiciled persons were not appointed, etc.

(2) *Leave*.—Babu Ram Dayalu Singh, chairman of the Muzaffarpur district board, objected to the inspector having power to appoint candidates from his own list, if no men in the leave reserve were available. Eventually, it was agreed that temporary appointments should be made in exactly the same way as permanent ones, from among the candidates on the list, i.e., the district inspector and chairman should decide the matter jointly, subject to the right of Government to object.

(3) *Promotion of sub-inspectors*.—It was agreed that the words "Due weight will be attached to these reports at the time of promotion" should be added to this clause.

(4) *Transfer of sub-inspectors*.—It was agreed that the words "except on promotion" should be substituted for "except to his benefit".

(5) *Suspension and punishment*.—There was a good deal of discussion as to who should hold enquiries in cases where sub-inspectors had been suspended by the chairman. A number of members of the conference considered that the chairman and the district inspector should hold a joint enquiry, or if that was not possible, then the inspector himself should hold an enquiry in the presence of the chairman, or at least after giving him due notice that the enquiry would be held. Mr. Hashim was afraid that in some cases witnesses might be terrorised. The general opinion of the members of the conference seemed to be that the chairman and district inspector should sit jointly, or else that the inspector should hold the enquiry after giving due notice to the chairman.

(6) *Diaries of sub-inspectors*.—Babu Ram Dayalu Singh suggested that ordinary travelling allowance should again be restored in place of fixed travelling allowance which had recently been introduced. M. Collins pointed out that the change had been made in order to avoid a great amount of office work and checking of travelling allowance bills, but he said that the matter was constantly under consideration and quite recently the Director of Public Instruction had said that the matter might have to be reconsidered.

(7) and (8) *Recognition of primary schools and the grant of stipends*.—One or two members suggested that the district board itself should have power to recognise schools, but it was pointed out that it was essential that Government should retain this power in its own hands. It was generally agreed that Government must be in a position to see that instruction was given according to the sanctioned syllabus. Mr. Collins pointed out that the district inspector could only refuse recognition on certain definite grounds. Mr. Fawcus said that in case of the district inspector abusing his powers, or the district board objecting to any of his decisions, they had power to make a reference to the Director of Public Instruction and the local Government in accordance with the statutory rules. After some discussion it was suggested that, if no report were received from the district inspector,

recognition should be presumed after two months just in the same way as stipends were to be presumed to be recommended after one month. Some members of the conference thought two months too long a period, but Mr. Fawcus pointed out that in many cases, e.g., during the vacation or when the annual reports were being prepared, two months' time was by no means too long. Mr. Hashim and the district inspector of Bhagalpur both said that a shorter period than two months could not be fixed. The other members of the conference agreed that this would be a reasonable period.

The 1st September 1925.

Second day.

12. The following gentlemen were present :—

1. The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt., Minister of Education.
2. The Hon'ble Babu Ganesh Datta Singh, Minister of Local Self-Government.
3. Mr. H. Wardle, Chief Engineer, Public Works Department.
4. Mr. G. E. Fawcus, M.A., O.B.E., V.D., Director of Public Instruction.
5. Mr. A. C. Dobbs, Director of Agriculture.
6. Babu Rajandhari Singh, Chairman of Patna District Board.
7. „ Anugrah Narayan Sinha, Chairman of Gaya District Board.
8. „ Ram Dayalu Sinha, Chairman of Muzaffarpur District Board.
9. „ Bipin Bihari Varma, Chairman of Champaran District Board.
10. „ Harinandan Das, Chairman of Darbhanga District Board.
11. „ Kailash Bihari Lal, Chairman of Bhagalpur District Board.
12. Mr. Shah Muhammad Zubair, Chairman of Monghyr District Board.
13. Rai Bahadur Nishi Kanta Sen, Chairman of Purnea District Board.
14. Babu Harekrishna Mahatab, Chairman of Balasore District Board.
15. „ Gopabandhu Chaudhuri, Chairman of Cuttack District Board.
16. „ Banamali Das, Chairman of Puri District Board.
17. Mr. J. E. Scott, O.B.E., Chairman of Singhbhum District Board.
18. Mr. J. P. J. Elmes, Chairman of Palamau District Board.
19. Khan Bahadur Shams-ud-din Haidar, Chairman of Hazaribagh District Board.
20. Mr. W. G. Lacey, Chairman of Ranchi District Board.
21. Mr. J. B. Sen, Vice-Chairman of Manbhum District Board.
22. Rai Bahadur Sharat Chandra Ray, Vice-Chairman of Ranchi District Board.
23. Babu Harnandan Sahay, Vice-Chairman of Saran District Board.
24. „ D. N. Sinha, Vice-Chairman of Santal Parganas District Committee.
25. Rai Sahib Sharat Chandra Aikath, Vice-Chairman of Singhbhum District Board.
26. Rai Sahib Shishir Kumar Ghose, Vice-Chairman of Palamau District Board.
27. Babu Shankar Prashad Misra, member of the Sambalpur District Council.
28. Maulavi Saiyid Nurul Hasan, member of the Hazaribagh District Board.
29. Mr. F. H. M. Maynard, District Engineer, Gaya.
30. Mr. E. R. Smith, District Engineer, Saran.
31. Babu Kunja Bihari Bose, District Engineer, Cuttack.

32. Babu Bijay Gopal Bhattacharji, District Engineer, Ranchi.
33. Mr. W. G. Came, B.Sc., A.V.C.B., Under-Secretary to Government, Public Works Department.
34. Mr. Muhammad Hashim, M.A., Inspector of Schools, Bhagalpur Division.
35. Maulavi Muhammad Mustafa, District Inspector of Schools, Bhagalpur.
36. Babu Radha Charan Das, District Inspector of Schools, Cuttack.
37. Rai Sahib Keshab Chandra Sarkar, district inspector of schools, Manbhum.
38. Mr. B. A. Collins, I.C.S., Secretary to Government, Education Department.

13. The conference continued to discuss the relations between the inspecting staff and district boards.

9. (a) *Powers of chairmen to issue orders to the educational staff.*—The inspecting officers present all urged that the chairman should have no power to issue an order direct to the district inspector, since the latter is a member of the board and not one of its subordinates. The chairman of the Muzaffarpur district board considered that the rules assumed that the chairmen would pass illegal orders. He suggested, therefore, that the last sentence beginning with "although" should be omitted. He considered that in any case the protest should be sent through the chairman of the district board. After some discussion it was agreed that, if the rule were retained, the words "at the same time he shall send a copy of the protest to the chairman" should be added at the end of the clause. It was also agreed that the words "any act or rules or with" should be inserted after the words "conflict with" in line 2. The chairman of the Muzaffarpur district board also suggested that all orders sent to the district inspector by higher authorities should be sent through the district board. The Hon'ble Minister said that Government could not agree to this. Eventually it was decided that copies of all orders which concerned a district board should be sent to the chairman and that no orders should be passed by Government on any report by an educational officer in matters concerning a district board without giving the chairman an opportunity to explain.

14. Similar alterations should be made in the remainder of paragraph 9. Subject to this, the conference had no further comments to offer on the remaining paragraphs.

PRIMARY EDUCATION PROGRAMMES.

15. The conference then passed on to the consideration of the note on the primary education programmes (Appendix II). No comments were offered on paragraphs 1 and 2 or on 3(a) and 3(b). For the sake of convenience paragraph 3(c) "Proportion of teachers to boys" was first discussed. Several chairmen pointed out that even in the most densely populated districts there were some areas where the population was very scattered. For instance, in the south of Gaya there were very jungly tracts. In those areas a smaller number of boys per school must be allowed. Mr. Collins replied that the number of teachers to pupils and the number of schools to pupils was merely an average for the whole district. It would, therefore, be possible for the district boards to arrange in a few areas for a smaller number of boys. Mr. Scott, chairman of the Singhbhum district board, suggested that in such small schools, it might be possible to erect only one room in order to save expense.

3. (c) *Location of schools.*—Maulavi Muhammad Mustafa, district inspector of schools, Bhagalpur, explained the difficulties which the boards had in locating schools where they were really required, until the *gurus* received a higher rate of pay. It was only possible to open schools where the people were ready to co-operate by giving food to the *gurus*. If schools were removed to areas where there was no demand, it was quite likely that there would be a falling off in the number of pupils. It was necessary, therefore, to pursue a cautious policy for the present. The President enquired whether it was his idea that Government should not make any attempt to educate children in an area which was unwilling to pay extra to the *gurus*? Mr. Collins

pointed out that these difficulties had been felt in all countries as primary education spread. Sooner or later compulsory education would be provided. If now the schools were put down in a haphazard way, when the time came a number of buildings would have to be scrapped and a large amount of public money would have been wasted. It was essential to locate the schools now in a proper position and when this was done the people would co-operate in conducting them. The other chairmen agreed that there was great difficulty in putting down schools in all cases where they were really required. The district inspector of Manbhum said that he personally had found no difficulty. In Manbhum schools had been started in the most backward places and teachers had been found for them who were working satisfactorily. Mr. Elmes thought that every district board should be given power to locate the schools in such a way as would immediately advance the cause of education. The area rule should not be too rigidly followed and the district board should be given some latitude. The chairman of the Hazaribagh district board also said that there was great difficulty in locating schools in sparsely populated areas. Babu Ram Dayalu Sinha, chairman of the Muzaffarpur district board, said that they agreed that as a matter of general policy some rule should be laid down for the guidance of the district boards and schools should be evenly distributed throughout the district, but some latitude must be allowed to the district boards. The number of children available had to be considered and whether or not the *gurus* would be assisted, there were difficulties of communications, rivers, etc., also. Schools should certainly not be moved at present. Mr. Collins pointed out that the idea was to leave the district boards to decide where to locate schools. It was never intended that they should be placed exactly in the middle of a square all over the district. Schools must be put down in such positions as to suit the number of children who require education. This was a matter which the district board must decide. What Government were concerned with was that an excessive number of schools should not be opened. A certain number of teachers only could be afforded and schools must, therefore, be very carefully sited so as to suit the needs of the population; otherwise the expense would be prohibitive.

3. (d) *Number of middle vernacular and upper primary schools.*—Babu Ram Dayalu Sinha, chairman of the Muzaffarpur district board, thought that the standard proposed for lower primary schools was fair, but upper primary and middle vernacular schools should be considered separately. The increase in the number of lower primary schools would certainly lead to an increased demand for middle schools. It was also desirable to have plenty of middle schools in order to turn out the number of teachers required. He thought that middle English schools should be left out of consideration, or in the alternative that the standard should be lowered in the case of middle schools to 100 instead of 125 square miles. Mr. Fawcus pointed out that it was impossible to exclude middle English schools, since now-a-days any middle vernacular school might easily become a middle English school. Rai Bahadur Sharat Chandra Ray, vice-chairman of the Ranchi district board, said that the standard of middle schools should be fixed also with regard to the standard of literacy in each district; e.g., in Ranchi, which in point of literacy was second in the whole province, it might be presumed that the desire for higher education was greater. It was pointed out that such a standard would be constantly fluctuating and it was generally agreed that the standard must be based on population and area. The Hon'ble Minister promised to consider whether it was possible to relax the standard in any way. He pointed out that the programme for Muzaffarpur would enable a number of new schools to be opened, and thought that this should be sufficient for the present. When all the new schools that would be allowed under the new programmes had been opened then it would be time to consider whether anything further was required.

3. (f) *Number of teachers per school.*—A long discussion as to the necessity for a second teacher in all cases took place. The opinion of the chairmen was practically unanimous that more than one teacher was

not required for less than 30 pupils. Mr. Collins pointed out that 77 per cent. of the boys now in lower primary schools never got beyond the infant classes and said that primary education at present was a farce and most of the money was wasted. Babu Rajandhari Singh, chairman of the district board of Patna, said that this stagnation was due to the inspecting staff and their lack of enthusiasm. Mr. Fawcus enquired what the inspecting staff could do when they could only spend about 2 to 2½ days annually at each school. The chairman of the Gaya district board said that it was the fault of the *gurus* who took no trouble to teach the boys. Some improvement might be obtained by maintaining two teachers, but it would not be worth the extra expenditure. The district inspector of schools of Manbhum was strongly in favour of two teachers in all cases and so was the district inspector of schools of Bhagalpur. Babu Rajandhari Singh, chairman of the Patna district board, agreed that two teachers was the ideal, but said that it was a matter of money. He did not consider that it should be compulsory to add a second teacher even where there were more than 30 boys. Babu Ram Dayalu Sinha, chairman of the Muzaffarpur district board, said that his sub-inspectors were in favour of some single teacher schools. The reason why there was such a large number of boys in infant classes was that the *gurus* kept them back so as to retain them in the school as long as possible in order to get their fees. He was asked by Mr. Collins how it happened that if the boys of the infant class were duly taught they were found on inspection not to know anything. He replied that that might be the case in some schools but it was not so in all. Mr. Fawcus asked whether the boys pretended to be ignorant when they were examined by the inspecting officers. The Hon'ble Minister said he found it difficult to believe this. Rai Bahadur Nishi Kanta Sen, chairman of the Purnea district board, said that where he had introduced a second teacher, he found the results very good. He suggested that where the number of boys did not exceed 30, the school should have either the infant class or the lower primary classes only. This solution had been adopted by the Purnea district board. Mr. Hashim, inspector of schools, Bhagalpur, said that a second teacher was essential. The vice-chairman of the Santal Parganas district committee thought that no hard and fast rules should be laid down. He would prefer a second teacher where possible. Rai Bahadur Sharat Chandra Ray, vice-chairman of the Ranchi district board, said that one teacher schools should be allowed in backward places, but wherever possible a two teacher school should be started. Mr. Scott agreed that theoretically a two teacher school was the best. The defects pointed out were not inherent in either system. The general conclusion was that while Government should pursue their policy of adding a second teacher in all places where the number of boys to be educated warranted it, for the time being at any rate the district boards should continue to open one teacher schools where they were required.

PRIMARY EDUCATION BUILDINGS.

16. *The provision of buildings for primary schools.*—At this stage the conference proceeded to consider item no. 3 (Appendix III). Mr. Collins showed to the conference the models of primary school buildings that had been prepared. He directed the attention of the conference to the note which described the present position and made suggestions for the future. He pointed out that there was a very great difference of opinion between various district boards as to the types of school to be erected and their cost. Only three or four of the boards had proposed buildings costing less than Rs. 1,000 (two boards only suggested mud huts with thatched roofs costing Rs. 300) while one or two others suggested *pucca* buildings costing as much as Rs. 4,000. Three boards only had suggested corrugated iron roofs and two boards dwarf walls. The average figure might be put at about Rs. 1,000 to Rs. 1,200 and provided for *kutcha-pucca* buildings with *nurria* tile roofs. This type of building, however, was unsatisfactory as it was expensive to maintain and had a relatively short life. Attempts were therefore, made to find a more permanent type of building which could be erected at more or less the same cost.

17. Engineers considered that the most important feature of a building was the roof, since not only did the ordinary country roof require continual repairs,

but by letting the rain into the top of the walls it caused a constant tendency to collapse. It had been suggested, therefore, that a building with a corrugated iron roof should be erected, supported either on iron stanchions or on brick pillars, the intervening spaces being filled up by walls of mud or sundried bricks. One room would be completely closed in order that the *guru* might keep his books and registers safely and the other room or rooms, as the case might be, would have dwarf walls only. The first estimates prepared anticipated that a building supported on iron stanchions could be erected for about Rs. 1,000, while one on brick pillars would cost Rs. 850. On this assumption buildings for so many of the schools provided in the programmes as were not already satisfactorily housed would cost about 185 lakhs. The sub-committee of engineers, however, whose report had now been received and would be attached to the proceedings (Appendix III) thought that the only satisfactory permanent design would be a corrugated iron roof erected on iron stanchions and that such a building with brick walls and other improvements would cost from Rs. 1,200 to Rs. 1,500. This would mean that the total cost of the new buildings required would be raised to about three crores of rupees. Some discussion then ensued. It was agreed that permanent buildings were desirable, if they could be erected at reasonable rates. It had been suggested that in order to make buildings of this type less hot, the corrugated iron roof should be covered with thatch or *nurria* tiles, and Rai Bahadur Nishi Kanta Sen, chairman of the Purnea district board, said that this type had been used with some success in his district. The chairman of the Bhagalpur district board, however, said that in Bhagalpur monkeys would cause great havoc to this type of roof. It was generally agreed that if a dwarf wall was erected, it should be at least 5 feet high in order to keep out the rain and sun. Several chairmen said that dwarf walls 3 feet high had been tried in their districts but had been generally disapproved. It was decided, therefore, that the dwarf wall should be 5 feet high and if necessary higher. Some chairmen considered that verandahs should also be added, but it was pointed out that this would very greatly increase the cost and that a substantial overlap of the roof had been provided. Eventually it was decided that experiments should be made with this type of building in all the districts and that the results should be examined after a few years. A vote of thanks to the engineers for their trouble was then passed.

PRIMARY EDUCATION PROGRAMMES.

18. The conference then returned to the primary education programmes and considered clause 3(g) *Muhammadan education*.—This gave rise to a long discussion. Babu Ram Dayalu Sinha, chairman of the Muzaffarpur district board, made a long speech. He said that each district board should be allowed to deal with its own problem. He himself had made a careful inspection of his own *maktabs*. He found that Hindus frequently read in *maktabs* where they were taught to read Urdu. Again many Muhammadans were reading in *pathshalas* where they were learning Hindi. In fact in North Bihar some Muhammadans preferred their children to learn Hindi. In such cases no change was necessary. From the national point of view there was a great deal to be said for Hindus learning Urdu and Muhammadans learning Hindi. A knowledge of the language of each other would go a great way in bringing about a proper harmonious spirit and friendly feeling between the members of the two communities. There would be great difficulty in adding second teachers, who knew Urdu to the lower primary schools because they would not be able to teach in both scripts. They could, therefore, not teach the Hindu boys, but only the Muhammadans. In the matter of religious education, he felt very great difficulty and with due deference to the Education Committee which had suggested that religious education should be imparted in all schools, he thought that it would be extremely difficult, if not impossible, to undertake it in primary schools. It was an excellent thing in theory but there were so many practical difficulties in the way that he did not know whether it could be achieved for some time to come. Of course, in *maktabs* some religious education was given. He found that the boys were taught how to say their prayers, but in most cases the instruction was not at all satisfactory. The boys were not taught the *Koran* in the way

in which it ought to be taught, because the *maulavis* were not properly trained themselves. In the same way a Hindu *guru* would not be able to teach the *Vedas*. Again, as pointed out in the discussion about two teachers in lower primary schools, we could not afford at present to add second teachers in all cases. He suggested that the proper and most economical way would be to impart moral instruction to all boys on a common basis. If any thing more was required, peripatetic teachers might be employed to go round the schools and teach the boys from time to time. He suggested also that both Hindi and Urdu should be made compulsory in the training schools where the *gurus* and *maulavis* were trained, since that would help to a considerable extent in solving the problem. Finally, he considered that if suggestions of this kind was carried out at present, there was considerable risk of friction and for this reason he thought that it would be better not to press the matter for the present. It was up to the Hindu majorities on the boards to see that the cause of Muhammadan education did not suffer. Instead of laying down any hard and fast rule the Government might wait and see for some time how they acquitted themselves.

19. The vice-chairman of the Palamau district board said that there was great difficulty in teaching the Muhammadan boys Urdu in the existing schools, since if a *maulavi* was brought in as a second teacher, he would probably not be able to teach the other boys in Hindi. This would probably mean that an extra teacher would have to be employed for the Muhammadan boys alone. His experience was that the lower class of Muhammadans preferred that their children should be trained in Hindi rather than in Urdu. Religious education was, of course, a different thing and he thought that this should be left to the guardians of the boys or *maulanas* or *maulavis*, who would teach them outside school hours. Maulavi Shah Muhammad Zubair, chairman of the Monghyr district board, generally agreed with the views expressed by the chairman of the Muzaffarpur district board and he went further and stated that he would like to see every Muhammadan boy know Hindi and every Hindu boy know Urdu and suggested that a second language should be made compulsory in all primary schools. Of course, there were great practical difficulties in this suggestion, but there was no problem which could not be solved, if the will was there. In the note (Appendix II) before the conference it was not clear for how many boys a Muhammadan teacher should be appointed in a *pathshala*. This number should be fixed. For instance, if there was one Muhammadan boy, should a Muhammadan teacher be appointed for him? He suggested that if there were 5 or more Muhammadan boys willing to read in a *pathshala*, then a Muhammadan teacher who knew Hindi as well as Urdu should be appointed, so that he might teach Urdu and give religious instruction to the Muhammadan boys and at the same time help the Hindi teacher. It was, however, essential that he should know Hindi also. Maulavi Saiyid Nurul Hasan, member of the Hazaribagh district board, said that the conditions in Hazaribagh were different. He was unable to appreciate any of the difficulties pointed out by Babu Ram Dayalu Sinha. Everywhere religious instruction must be given to both Hindus and Muhammadans. In his district in missionary schools the Bible was taught and no objection was taken by any class of boys. He added that two more Urdu middle vernacular schools were required in Hazaribagh. Babu Rajandhari Singh, chairman of the Patna district board, said that in his district a compromise had been reached between the Hindu and Muhammadan members and perfect harmony now prevailed. Wherever there were 10 Muhammadan students, it was agreed that a *maktab* should be opened. It had also been agreed that where there were six Muhammadan boys available, or where there was a chance of getting six Muhammadan boys, an Urdu teacher should be appointed temporarily for three months and should six Muhammadan students then attend, he was confirmed. In the same way if in a *maktab* there were 6 Hindu students, a Hindi teacher was to be appointed. This arrangement gave perfect satisfaction and he suggested that it might be adopted elsewhere. Some of the Hindu members of the board thought that the question of religious instruction was full of difficulties but if Government desired to introduce religious instruction into primary schools arrangements should be made to appoint teachers to teach both the Hindu and

Muhammadan scriptures. The chairman of the Gaya district board said that no difficulty had yet arisen in his district and though he had a Muhammadan district inspector, no case of a small number of boys requiring instruction had been brought to his notice. The president explained the history of religious instruction since 1914. He himself was strongly in favour of religious instruction for all classes and as soon as the Government of India had given permission to Ministers to provide such instruction, he had accepted the recommendation of the Committee on primary and secondary education that religious instruction should be given in all schools. The root principle had, therefore, been accepted and was not really open to discussion. No difficulty occurred where there were as many as 10 Muhammadan boys. In other cases he thought that effect might be given in other districts also to the compromise reached in Patna district. The chairmen of the Muzaffarpur and Gaya district boards said that they were appointing Urdu teachers where sufficient demand existed, and the latter said that he would do his best to carry out the policy enunciated by Government. The Hon'ble Babu Ganesh Datta Singh asked whether religious instruction could not be given at home. The chairman of the Bhagalpur district board said that without consulting his board he could not express any opinion. Local opinion ought to be consulted before anything was laid down. He pleaded for time for consideration. Great tension now prevailed between the two communities and nothing should be done to excite it. The chairman of the Champaran district board said that his board had adopted a resolution similar to that accepted by the Patna board and it appeared that the Darbhanga and Orissa boards had done so also. The majority of the conference, therefore, was of opinion that this method was the best compromise and might be adopted for the present. It was also agreed that it would be a good thing to make Hindi and Urdu compulsory additional subjects in schools training *gurus* and *maulavis*. One member remarked that in the United Provinces Hindi and Urdu were compulsory additional subjects for boys who took up Urdu and Hindi respectively, as their main vernaculars in upper primary and middle vernacular schools and a number of others considered this example might be followed.

The 2nd September 1925.

Third day.

20. The following gentlemen were present :--

1. The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt., Minister of Education.
2. The Hon'ble Babu Ganesh Datta Singh, Minister of Local Self-Government.
3. Mr. G. E. Fawcus, M.A., O.B.E., V.D., Director of Public Instruction.
4. Mr. A. C. Dobbs, Director of Agriculture.
5. Babu Rajandhari Singh, Chairman of Patna District Board.
6. „ Anugrah Narayan Sinha, Chairman of Gaya District Board.
7. Raja Radhika Raman Prashad Sinha, Chairman of Shahabad District Board.
8. Babu Ram Dayalu Sinha, Chairman of Muzaffarpur District Board.
9. „ Bipin Bihari Varma, Chairman of Champaran District Board.
10. „ Harinandan Das, Chairman of Darbhanga District Board.
11. „ Kailash Bihari Lal, Chairman of Bhagalpur District Board.
12. Mr. Shah Muhammad Zubair, Chairman of Monghyr District Board.
13. Rai Bahadur Nishi Kanta Sen, Chairman of Purnea District Board.
14. Babu Harekrishna Mahatab, Chairman of Balasore District Board.
15. „ Gopabandhu Chaudhuri, Chairman of Cuttack District Board.
16. „ Banamali Das, Chairman of Puri District Board.
17. Mr. J. E. Scott, O.B.E., Chairman of Singhbhum District Board.
18. Mr. J. P. J. Elmes, Chairman of Palamau District Board.
19. Khan Bahadur Shams-ud-din Haidar, Chairman of Hazaribagh District Board.
20. Babu Harnandan Sahay, Vice-Chairman of Saran District Board.
21. Rai Sahib Shishir Kumar Ghose, Vice-Chairman of Palamau District Board.
22. Babu Shankar Prashad Misra, member of Sambalpur district council.
23. Maulavi Saiyid Nurul Hasan, member of Hazaribagh District Board.
24. Mr. Muhammad Hashim, M.A., Inspector of Schools, Bhagalpur Division.
25. Maulavi Muhammad Mustafa, District Inspector of Schools, Bhagalpur.
26. Rai Sahib Keshav Chandra Sarkar, District Inspector of Schools, Manbhum.
27. Babu Radha Charan Das, District Inspector of Schools, Cuttack.
28. Mr. B. A. Collins, I.C.S., Secretary to Government, Education Department.

PRIMARY EDUCATION PROGRAMMES.

21. The conference proceeded to discuss clause 3 (h)—*Schools for the depressed classes*. The chairmen of the Orissa district boards stated that these castes were scattered all over the district. Where their numbers in any village were very small, all castes were allowed to attend the ordinary schools, but boys of the depressed classes sat separately and in some cases had to remain on the verandah. It was only when large numbers were congregated in one place

that the starting of separate schools was desirable. In Puri, for instance, *Dhobis*, *Bhauris* and all other depressed classes were allowed to sit on the verandah. It was reported that in Gaya, *Doms* were not allowed to attend the ordinary schools, *Halalkhors* were in some places allowed but *Mehtars* were excluded. It was the general opinion that while the practice was different in different districts, separate schools were required in Bihar for *Chamars*, *Doms*, *Mochis*, *Dhangars* and *Mehtars*, wherever there were large settlements of them. As a general rule *Dusadhs* were not allowed to read as ordinary pupils in North Bihar but in South Bihar the prejudice was less great. For instance, the difference between North Bhagalpur and South Bhagalpur was most marked. It was agreed that local bodies should have the discretion to make such arrangements as were necessary and that special schools should be opened wherever there was a possibility of attracting a reasonable number of students. *Gurus* might be given capitation grants for teaching such pupils. In Bhagalpur and Saran bonuses were also given to the parents.

Clause 3(i)—Sanskrit education.—It was agreed that the present position should remain unchanged. The chairman of the Bhagalpur district board urged that Sanskrit *pathshalas* taught little, if any, arithmetic, geography or history. They gave up all their time to Sanskrit. He would like to see it made compulsory that these subjects should be taught in all aided *pathshalas*. Mr. Fawcus said that the difficulty was that most pandits were unable to teach them. The chairman of the Darbhanga district board, however, pointed out that newly passed *pandits* could teach these subjects and so the situation would gradually improve. It appeared that some boards were adding a *guru* as a second teacher and these men would be able to give instruction in modern subjects. It was agreed that *pathshalas* and *tols* should be inspected by sub-inspectors as well as by the special inspecting officers.

Clause 3(j)—Unaided schools.—This clause was accepted, but it was considered that unaided schools should not be altogether deprived of inspection.

Clause 3(k)—Aided and stipendiary schools.—The chairman of the Muzaffarpur district board said that in his district the aided system was not a success. In that district a large number of committees had been appointed and schools changed from the stipendiary to the aided basis, but in practice the committees did no work and only showed signs of life when there were factions and so tended to do more harm to the schools than good. In Manbhum district, however, it appeared that the aided system was a success. It was agreed that in the case of stipendiary schools the district board should have power to transfer the *gurus* and that this should be a condition of giving a stipend. The President promised that this would be considered in connection with the statutory rules. He did not, however, think that it would be possible in the case of aided schools. The Bihar boards wished that this power of transfer should be given in the case of aided schools also, but the Orissa boards were against it.

Clause 3(l)—Rates of pay for teachers.—The rates proposed were generally accepted by the conference, but it was suggested that the minimum pay for teachers with the Teachers' Certificate and Vernacular Mastership qualifications should be Rs. 30 and Rs. 20 instead of Rs. 35 and Rs. 25, as proposed. The chairmen of the Bhagalpur district board and of the Orissa boards were, however, against the change. It was agreed that in cases where *gurus* had already reached the maximum pay, the district board should have power to give personal allowances and that their pay should not be reduced in any case. Mr. Fawcus said that the rates for all teachers were intended to include compensation for allowing 20 per cent. of the students to read free. For the purposes of provident fund whatever was given extra, whether in the shape of personal allowance or not, should rank as bonus. The chairman of the Cuttack district board said that special pay should be given in girls' schools also. Mr. Fawcus pointed out that the teachers of these schools would get Rs. 3 extra for giving free education but that special pay could also be given, if desired. Babu Ram Dayalu Sinha suggested that special pay might be given to teachers in low caste schools not only in Orissa but in other parts of the province.

Clause 3(m)—Rates of pay for maulavis and Sanskrit teachers.—This clause was accepted subject to the addition of the words "for their class of school" after the words "whole primary course" in the last line but three.

Clause 3(n)—Allowances for head teachers.—It was agreed that allowances of Re. 1 per mensem should be given to headmasters of upper primary schools only.

Clause 3(o)—Employment of trained teachers.—This was accepted.

Clause 3(p)—Free education.—The President enquired whether *gurus* still collected fees in Saran. The vice-chairman of the district board replied that they might do so in a few cases, but the practice was certainly not general. After some discussion practically all the boards agreed that fees should be abolished from the bottom classes upwards, as otherwise *gurus* might try and keep boys in the infant classes as long as possible. The conference accepted the proposals contained in this paragraph.

Clause 3(q)—Education of girls.—The chairman of the Bhagalpur district board said that the present mixed schools were a farce. He was in favour of separate schools where there was a demand for the education of girls. His opinion was that such money as was available should be spent on separate schools and that capitation grants should be given up. The chairman of the Gaya district board thought that this might result in a set-back. He quite agreed that such new funds as were available should be spent on opening separate schools, but he thought that capitation grants must be continued where the number of girls was too few for a separate school. The chairmen of the Shahabad and Purnea district boards agreed: attention should be concentrated on separate schools, but the capitation system must be retained. Maulavi Shah Muhammad Zubair pointed out that the great difficulty was to get teachers for girls. Mr. Fawcus said that there were teachers available, but they would not go far from their homes. The proper way was for district boards to send teachers, who were residents of those places where they desired to open schools, to receive training. Higher pay would probably be necessary. The question whether a percentage for expenditure on female education should be fixed was then put to the representatives of the district boards one by one. All those from Bihar, excepting Gaya, Purnea and Shahabad, were against the fixing of a percentage or else were indifferent. The Orissa boards were in favour of a percentage being fixed.

Clause 3(s)—Increase of inspecting staff.—The conference agreed to the proposals put forward in this paragraph and in the note on the strength of the inspecting staff, item No. 7. (Appendix VII).

Clause 3(t)—Compulsion.—The conference agreed generally to the proposals made. They were of opinion that compulsion should certainly not be introduced in rural areas at once. Most of the boards, however, were anxious to try the experiment in limited areas. The President said that if any of them would send a proposal, he would consider it sympathetically. Mr. Collins pointed out that compulsion could only be introduced in Union Boards or in areas to which the Village Administration Act had been extended. Union committees under the Local Self-Government Act were mainly in large villages and not in truly rural areas. The Village Administration Act had been applied to rural areas, but it had only just been introduced and the committees had little experience. Therefore, the District Officers were not anxious to extend their responsibilities too rapidly.

Clauses 3(u) and (v)—Cost of the programmes and finance.—Mr. Collins pointed out that the extra recurring cost of introducing the programmes was roughly 90 lakhs of rupees and that it was obvious that they could not be carried out in the near future without some extra taxation. The question was whether the people were ready for it and whether the district boards would like to be given power to raise further taxation. The chairman of the Shahabad district board said that he personally was in favour of district boards having this power, but he could not commit his board. The chairman of the Monghyr district

board said that if he was allowed complete control over primary education he was confident that he would be able to raise the money. One or two other chairmen made the same statement. Mr. Elmes, chairman of the Palamau district board, said that the responsibility for primary education was at present divided. Government contributed the greater portion of the money and he did not see why Government should be asked to keep a dog and do the barking as well. He thought it was up to the district boards to raise the extra money required or, at any rate, to find a large proportion of it. So far as Palamau was concerned, he did not think that the cess could be increased. The district boards ought, therefore, to consider whether they could raise money by other means, such as a tax on carts. He did not see why the whole odium should fall on Government. They did not like the odium of raising taxation, but the boards had a great responsibility in the matter. It was up to them to raise a great part of the money and to devise means for new taxation. It was not required all at once and a gradual extension of taxation would be possible. The chairman of the Purnea district board said that without further taxation nothing could be done; but that if the district boards were given powers they would never use them, because the majority of the members would never agree to it. If funds were to be found, therefore, it would be for Government to find them. Babu Rajandhari Singh, chairman of the Patna district board, said that the people were dead against any fresh taxation whether levied by the district board or by Government unless and until they were given full control. Enormous sums of money had been realised by the increase of court-fees, but that money was not being spent on the people, but was being diverted to other purposes. If Government wished that there should be a great expansion of primary education, they should at once agree to transfer the revenue from excise to all the district boards and let the boards manage with that revenue to expand primary education as far as they could. Rigid rules must be relaxed and they must be allowed to manage their affairs as they liked. If they were given a free hand, he was sure that they would be able to solve the question of education, medical relief, etc. That money came from the people and should go to the people. Thirty years ago part of the revenue from excise was at the disposal of local bodies and it should now be placed at their disposal again. The boards would certainly not agree to any fresh taxation. If Government considered that the stage was reached when the people should be consulted on this point, let them wait till the next election, when the members might come with a mandate from their constituencies. At present no one could give his assent to the proposal. The conference was thus of opinion that the power to impose a further cess should not be given to the district boards.

DELEGATION OF POWERS TO LOCAL BOARDS.

22. *Item no. 5 (Appendix V)*—*Delegation of powers to local boards.*—The conference then considered the note regarding the delegation of powers to local boards, and accepted the proposals as they stood.

EXPENDITURE ON MIDDLE ENGLISH CLASSES.

23. *Item no. 6 (Appendix VI)*—*The proportion of their expenditure on education which the district boards may devote to English teaching in middle schools.*—The chairman of the Muzaffarpur district board pressed for permission to spend on this head a higher percentage than 4 per cent. and he also considered that the criterion laid down to prove whether there was a real demand for English teaching in any area was too strict. It was pointed out that the boards had not yet spent even that amount which was allowed by Government, and it was the general opinion of the conference that the limits laid down by Government should be accepted for the present. The conference expressed the hope, however, that Government would ask the Legislative Council for money for grants to district boards and municipalities, to be specially earmarked for the extension of the teaching of English in middle schools. The President explained that this was already his intention but he did not bind himself to make any such proposal in the coming year.

STRENGTH OF THE INSPECTING STAFF.

24. *Item no. 7—Strength of the inspecting staff and the appointment of subdivisional deputy inspectors.*—The proposals made in the note (Appendix VII) were generally accepted and the chairmen of the district boards of Gaya, Champaran, Puri and Singhbhum agreed to the appointment of subdivisional deputy inspectors for their outlying subdivisions. It was pointed out that the number of sub-inspectors was far too low in some districts, e.g., Muzaffarpur and Darbhanga, while it was excessive in others, e.g., Cuttack, Puri and Balasore. It was agreed that the number of sub-inspectors in Cuttack might be cut down from 33 to 23, in Puri from 16 to 12 and in Balasore from 20 to 10. Some other of the chairmen enquired why subdivisional deputy inspectors were not to be appointed for the sadar subdivisions also. Mr. Collins replied that when the district boards had been consulted on this point, they were practically unanimous against the proposal. It was really a question of funds. There was no objection to the appointments provided money was available, but as the district inspectors could easily assist the sadar boards, the appointment of subdivisional deputy inspectors for the sadar subdivisions was not considered urgent.

EXTRA CLERKS IN DISTRICT BOARD OFFICES.

25. *Item no. 8—Appointment of clerks in district boards.*—The Director of Public Instruction represented that education was suffering in many districts because the clerical staff in the offices of district boards was insufficient. It was suggested that the district boards might be allowed to debit the cost of clerks who deal solely with educational matters to their educational budget instead of their general budget. This was accepted.

CATTLE BREEDING.

26. *Item no. 9 (Appendix IX).*—The President explained to the conference the history of cattle breeding in the province and also explained how it was that a proposal had been made to the Legislative Council for the acquisition of a new farm at Ottur. He said that he was anxious to elicit the opinion of the district boards on these proposals and to ascertain whether they would be willing to co-operate with Government in carrying them out. He also enquired whether they were of opinion that a buffalo-breeding farm should be maintained. Would the district boards be ready to maintain bull buffaloes at their own cost? Rai Bahadur Nishi Kanta Sen, chairman of the Purnea district board, said that he was personally opposed to boards maintaining bulls at their own cost. The reason was that the boards themselves were unable to look after them properly and in a few years they became impotent. He as chairman had kept a bull at the veterinary hospital and paid a man Rs. 25 a month for feeding and looking after it but the experiment did not succeed. He agreed that there ought to be a cattle breeding farm, but the bulls should not be given to district boards, but should be made over to private individuals. Mr. Collins referred to paragraph 3 (1) of the note (Appendix IX) and enquired from the chairman of the Shahabad district board what exactly had happened in that district and why the board had given up maintaining the bulls. The chairman explained that the district board used to take 10 bulls annually and the Manager of Dumraon Raj looked after them. Prizes were awarded, which he gave to his own tenants at the Niazipur fair. This caused discontent to some members of the board and by a majority of votes they discontinued the scheme. Still the board was maintaining one dozen bulls in the *diaras* as explained in the note. They were looked after by the veterinary assistant surgeon of that area and there was also one man in charge of each of them. One or two of the bulls were reported to be impotent, but the others were still serving cows. The result of the experiment on the whole seemed hardly commensurate with the cost. Babu Rajandhari Singh, chairman of the Patna district board, said that cattle breeding farms should not be maintained unless this would be cheaper than buying bulls in the open market. Mr. Collins enquired where bulls could be had. He agreed that

buffalo bulls could be bought in the Punjab and the only question was whether it was cheaper to buy them or to maintain a farm. He explained that under the scheme worked out at Sipaya it was anticipated that they would cost Rs. 300 each and it was doubtful whether they could be bought so cheaply, inclusive of the cost of bringing them from the Punjab. In the case of ordinary bulls, the difficulty was that it was impossible to buy animals which were guaranteed to produce progeny of a milking strain. The Cattle Breeding Committee had advised that Government should try to improve the milking properties of the best strain of draught cattle in order that a breed of cattle might be provided from which good bullocks could be obtained, and at the same time the cows would produce sufficient milk to make their maintenance a paying concern. This could not be attempted unless a cattle breeding farm was maintained and the cost of this would not be very great. Babu Rajandhari Singh said he was not opposed to the maintenance of a cattle breeding farm provided that the cost of maintaining it including interest and depreciation on capital expenditure did not make the cost of each bull greater than if it were purchased in the open market, but he would like to see a clear account proving this to be the case, otherwise he thought that the Legislative Council would not accept any scheme. As regards the methods by which they should be maintained, he agreed with Rai Bahadur Nishi Kanta Sen that the best way would be to make them over to gentlemen who would maintain them. In this way the Government and the boards would be saved from the recurring expenditure. After further discussion it was generally agreed that the bulls should be made over to the district boards who would select people, who took real interest in the matter, and leave them in their charge. The choice should be left to the district boards. Babu Rajandhari Singh thought that this system would be quite satisfactory, as Hindus considered it a religious duty to allow bulls to cover cows. They would, therefore, be ready to allow their tenants to use the bulls without charge. He considered that bulls to improve the draught cattle were the chief need, but buffalo bulls should also be supplied if possible. Mr. Dobbs then explained in detail the suggestions made about Brahmani bulls in the report of the Cattle Breeding Committee (Appendix IX) and enquired whether the conference thought that they were feasible. The general view of the conference, however, seemed to be that it would be better to allow the district boards discretion to give out the bulls to private owners. The chairman of the Bhagalpur district board said that nothing would be of any use unless Government acquired or set aside pasture lands for the use of the cattle. Mr. Collins pointed out that in the first place, if land was to be acquired in every village, the cost would be prohibitive while the difficulty was that no one would be prepared to give up his own land for this purpose and any measure of this kind would cause great discontent. Government were advised that the provision of grazing lands was not a matter of great importance and that the best way was to concentrate on producing a better breed of cattle. The chairman of the Muzaffarpur district board informed the conference that the Mysore Government had introduced a system by which their veterinary surgeons inspected all bulls. Good ones were protected and bad ones were castrated by the orders of Government. The President said that enquiries would be made regarding this system, since it was undoubtedly a matter of importance that bad bulls should not be allowed to cover the cattle.

27. This concluded the programme for the conference, but a few miscellaneous subjects were also discussed.

CONSTITUTION OF THE TEXT-BOOK COMMITTEE.

28. The President explained the resolution which had recently been passed by the Legislative Council in favour of providing representation for local bodies on the Text Book-Committee. He said that Government were prepared to give this representation, but what he wished to ascertain from the chairmen was whether they favoured election or nomination by the Minister. He himself had a perfectly open mind, but the difficulties of arranging a satisfactory election were very great. It was impossible to go

to the expense of assembling the district boards for the purpose of an election and any other system would not be satisfactory. Mr. Fawcus explained the nature of the work of the Text-Book Committee. It was very dull and took up a lot of time. Each member had to read from 100 to 125 books annually. The books had to be read carefully, as the committee had to consider whether they conformed to the prescribed syllabus or not. The President said that he had not come to any definite decision as regards the number of representatives to be appointed, but the United Provinces Government, whose example the Legislative Council wished to follow, were appointing three members to represent local bodies. He suggested that two should be chosen from district boards and one from municipalities. Babu Rajandhari Singh pressed for three from district boards only. Eventually after further discussion it was agreed that the Minister should nominate representatives of the district boards from among their elected members.

PREScribed CHANNEL OF CORRESPONDENCE WITH GOVERNMENT.

29. It appeared that the district boards themselves would prefer to correspond direct with Government on educational matters, but the President pointed out that this would not save time in the long run. Every educational matter had to be referred to the Director of Public Instruction and it would save time if the boards corresponded with him in the first instance. They could, if they wished, address Government, but should do so *through the Director of Public Instruction*. Eventually it was agreed that in educational matters Government should in all cases address the boards through the Director of Public Instruction and send copies of their letter to the Commissioner and the District Magistrate. In the same way the boards should address Government through the Director of Public Instruction, sending him one spare copy of the letter which he could retain in his office. At the same time they should send one copy of the letter to the District Magistrate, who might, if necessary, forward it to the Commissioner.

GOVERNMENT CIRCULARS REGARDING SPINNING.

30. The chairman of the Muzaffarpur district board pointed out that the word "lower" in paragraph 5 of circular no. 313-28-E.R., dated the 3rd July 1925 (Appendix VIII) should be deleted. The President observed that this was a mistake which had already been corrected. The chairman of the Muzaffarpur district board then suggested that the teaching of spinning should be made compulsory in training schools. He also maintained that as spinning was an optional subject it should not be necessary for the boards to obtain the consent in writing of one-third of the guardians of the boys before asking the *guru* to learn spinning and that *gurus* should be permitted to be assembled at selected centres to be taught spinning for a week or ten days, as two or three days was not sufficient. It was pointed out that the very great majority of *gurus* would be required to teach in lower primary schools where there were practically no boys over 10 years of age. It would, therefore, be a waste of their time to compel them to learn spinning. The Director of Public Instruction said, however, that he would have no objection to the district board instructors visiting the training schools for short periods to teach spinning to the *gurus*. It was pointed out also that some of the district boards had a very large number of schools and it was suggested that one instructor should be allowed for every 300 to 400 *gurus*. The Hon'ble Minister promised to consider this point.

The 3rd September 1925.

Fourth day.

31. The following gentlemen were present :—

1. The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt., Minister of Education.
2. Mr. G. E. Fawcus, M.A., O.B.E., V.D., Director of Public Instruction.
3. Babu Rajandhari Singh, Chairman of Patna District Board.
4. „ Anugrah Narayan Sinha, Chairman of Gaya District Board.
5. Raja Radhika Raman Prashad Sinha, Chairman of Shahabad District Board.
6. Babu Ram Dayalu Sinha, Chairman of Muzaffarpur District Board.
7. „ Bipin Bihari Varma, Chairman of Champaran District Board.
8. „ Harinandan Das, Chairman of Darbhanga District Board.
9. „ Kailash Bihari Lal, Chairman of Bhagalpur District Board.
10. Mr. Shah Muhammad Zubair, Chairman of Monghyr District Board.
11. Rai Bahadur Nishi Kanta Sen, Chairman of Purnea District Board.
12. Babu Harekrishna Mahatab, Chairman of Balasore District Board.
13. „ Banamali Das, Chairman of Puri District Board.
14. „ Harnandan Sahay, Vice-Chairman of Saran District Board.
15. Rai Bahadur Sarat Chandra Ray, Vice-Chairman of Ranchi District Board.
16. Maulavi Saiyid Nurul Hasan, member of the Hazaribagh District Board.
17. Mr. Muhammad Hashim, M.A., Inspector of Schools, Bhagalpur Division.
18. Babu Radha Charan Das, District Inspector of Schools, Cuttack.
19. Maulavi Muhammad Mustafa, District Inspector of Schools, Bhagalpur.
20. Mr. B. A. Collins, I.C.S., Secretary to Government, Education Department.

32. The draft rules under the sections of the Local Self-Government Act dealing with education were considered in order as below :—

Rule 2.—The chairman of the Shahabad district board was anxious that district boards might help middle vernacular girls' schools within certain limits. He suggested that each district board might assist at least one middle vernacular girls' school in its district. The Hon'ble Minister promised to consider the matter.

Rule 3.—It was pointed out that the word "vernacular" should be cut out of rules 3(a), (b), (g) and (h). Babu Rajandhari Singh, chairman of the Patna district board, doubted whether clause (j) was *intra vires*. He maintained that Government could not limit the number of scholarships to be given, though he would be prepared for restrictions as to the class of institution at which they might be held. Other members thought that Government could not even make these restrictions. It was pointed out that Government had already been advised that the rules were *intra vires* and that in any case they were in a position to enforce their views regarding scholarships in

other ways. After some further discussion, the Hon'ble Minister promised to consider the matter before the rules were finally approved.

(k) After some discussion, it was agreed that "one mile" should be substituted for "two miles" as the distance within which, if there is a girls' school, capitation grants for teaching girls should not be allowed.

It was agreed that a fresh clause (n) should be inserted to provide for allowing money to be spent on the payment of education clerks.

Rule 5.—It was agreed that the members of the education committee should be added to those entitled to inspect schools.

Rule 7(a).—The chairman of the Balasore district board objected to the wording of this rule but the other members of the conference were in favour of it.

Rule 7(b).—Babu Ram Dayalu Sinha objected to the manner in which this rule was drafted. He quite agreed that Government should have power to prevent seditious or objectionable songs or prayers being used in schools but he wished that district boards should have the power to introduce songs which were unobjectionable, leaving Government to object to them if it wished to do so on the above grounds. He suggested that the rule should be drafted somewhat as follows :—

"No song or prayer which is seditious or likely to create hatred between the various classes of the population shall be used in any school. No song or prayer shall be introduced except on a resolution of the district board. One month before such a resolution is considered, a copy of the song or prayer shall be made over to the district inspector and the song shall not be introduced in schools until a second resolution has been passed by the board not less than one month later."

The Hon'ble Minister promised to consider whether any alteration was possible. Enquiry was also made as to whether the approval of Government would be necessary to the teaching of songs from the Ramayan, Bhagvat Gita or Muhammadan sacred literature.

Rule 9.—Mr. Fawcus pointed out that no provision had been made for exempting girls from fees and said that he had already brought this to the notice of Government. The chairman of the Monghyr district board wished that the word "shall" in sub-clause (1) should be replaced by "may", as in the old rule. A long discussion ensued as to whether or not the boards should be given power to abolish fees as they thought desirable. The Hon'ble Minister pointed out that this was a wide question of policy on which Government were entitled to be consulted. All that the rule did was to lay down that fees should not be abolished beyond a certain extent without the consent of the local Government. Mr. Collins pointed out that the matter had been discussed on the previous day, while all the district boards had been consulted as to their views on this point. Government in passing orders on that part of the proceedings of the conference which had reference to the primary education programmes would endeavour to lay down such instructions as would be acceptable to all the boards, but in point of fact there had been a great diversity of opinion among them on this point.

Babu Ram Dayalu Sinha wished to increase the figure of 10 per cent. in sub-clause (2) to 20 or at any rate to 15. Mr. Fawcus pointed out that it had already been increased on the recommendation of the committee on primary and secondary education and it did not seem desirable to increase it any further. In sub-clause (3) it was agreed that the word "classes" should be substituted for "schools" in line 1. It was also agreed that where a *guru*, such as a stipendiary *guru*, received fees direct from the pupils, he might, if he wished, allow a larger percentage of free students. It was pointed out that in view of the discussions in paragraph 21 additions would have to be made to the depressed castes in this rule, e.g., *Dusadhs, Chamars, Dhobis, Mochis and Dhangars*.

Rule 10.—It was agreed that the words "subject to the general control of the department" in line 1 should be omitted.

Rule 11.—It was suggested that the last sentence in this rule should be omitted as some of the chairmen were inclined to look on it as in the nature of a threat.

Rule 13.—It was agreed that the word "site" should be omitted from line 2. Some of the chairmen said that the rule as it stood was a dead letter but Mr. Fawcus denied it. After some discussion, it was decided that a standard plan should be approved for each district and subject to its following this plan a board should be free to spend money on school buildings.

Rule 19.—It was agreed that, if desired, applications for grants-in-aid might be made to district boards direct on condition that they should be referred to the district inspector before orders were passed.

Section IV.—Stipendiary gurus.—It was pointed out that, as decided on the previous day, a new rule about the power of district boards to transfer stipendiary gurus should be added.

Rule 67.—Some of the chairmen requested that, whatever decision might be arrived at regarding songs and prayers, should also be made applicable to books, periodicals, etc.

Rule 68(2).—It was pointed out that grant-in-aid bills for aided schools should be prepared by the secretaries of the schools and not by the sub-inspectors. Babu Ram Dayalu Sinha suggested that district boards should have the option of allowing their stipendiary gurus to submit *monthly* bills, as it was a matter of great importance to primary education that they should receive their pay promptly. This was agreed.

33. Complaints were made that the post offices refused to receive more than 50 money orders in one day and that this made it very difficult to pay gurus promptly. In Muzaffarpur after some correspondence the limit had been raised to 100. It was suggested that Government should ask the Postmaster-General to make a special concession in respect of gurus' pay to the extent of 200 money orders at sadr and 150 money orders for outlying subdivisions. They would be paid by one cheque covering the whole amount and so should not give very much trouble.

34. It was also pointed out that in some cases the sub-inspectors refused to prepare bills for gurus whom the chairman considered should be paid. In these cases the Director asked that complaints might be made to him and he would deal with the sub-inspectors.

35. Another suggestion made was that the pay of gurus should be distributed at centres, to which they should come to see the sub-inspectors each month to receive instructions, hear circulars, etc., etc. This procedure, it was considered, would not only save money but be far more satisfactory and might even lead to the detection of bogus schools. It was suggested that the option of adopting this procedure should be given to the district boards.

36. At the conclusion of the conference Sir Fakhr-ud-din again expressed his pleasure at having been able to meet the representatives of the district boards and returned thanks to them for the manner in which they had conducted the conference and the accommodating spirit which had prevailed. He said that he felt sure that the results of the conference would be excellent and that all of them would return to their districts ready to co-operate more closely with Government in educational matters. He also explained at length his policy in regard to the teaching of spinning and said that it caused him great pain to have had to issue the circular, which contained a threat of supersession to some of the boards. He pointed out that the Bihar and Orissa Government was the only Government which had agreed to the teaching of spinning in schools and he thought that this was a matter which the boards had not fully appreciated. Neither he nor any one connected with Government ever had the slightest intention of detracting in any way from the concessions made, but he had received the clearest evidence from resolutions passed by the boards and from action taken by some of them that attempts were being made to make spinning compulsory in boys' schools for all boys whether over or under 10. This went far beyond the concession made by Government at the request of the Legislative Council and it was impossible to acquiesce in it. There was also clear evidence of the same kind that teachers were being practically compelled to wear *khaddar* and were treated with discourtesy and contumely if they failed to do so. These were the reasons which compelled him, with the greatest reluctance, to issue the circular. Personally, he himself did not believe in the revival of the *charkha*

and he was afraid that the money of the district boards would be wasted as well as the time of the children reading in primary schools if district boards went too far in this respect. All that concerned him was to prevent the boards going too far and he was perfectly ready to give them every facility for making use of the concession which Government had made. He wished this to be clearly understood so that there might be no misconception in the matter. In conclusion, he again thanked them all for coming to the conference and for the spirit of courtesy which they had displayed.

37. Babu Ram Dayalu Sinha, chairman of the Muzaffarpur district board, then spoke. First of all, he requested the Hon'ble Minister on behalf of himself and all those at the conference to thank His Excellency for the trouble he had taken in coming to open the conference and for the kind words which he had spoken. They all clearly realized the responsibilities on which His Excellency had laid stress. He agreed that the position of most of the boards in respect of finance was not so bad and he thought that most of them had great scope for doing good. They all considered that the idea of calling a conference was a most happy one and that it had been very useful. They would go back to their district boards much better informed on many points and they hoped that they had been able to explain their views and to disabuse the mind of Government of several misconceptions.

38. He wished again to emphasise the fact that those members and office-bearers of the district boards, who had been or were non-co-operators and Swarajists, were out for working the law relating to local bodies and not for breaking it. They wished to make the most of their opportunities for doing good to the people whom they represented. They feared, however, that there was a danger of what they were doing in other fields and with other associations being confused with their actions on the boards and he asked Government not to assume that because they held different views on certain subjects that they would necessarily try to force them on every one else through the agency of the boards.

39. As regards the spinning circular, all that they wished to say was that they thought that before issuing this circular Government might first of all have given them an opportunity of offering explanations. However, he did not wish to go further into that point at that stage. He desired to assure Government on behalf of all the boards that spinning would not be given preference over, and taught at the cost of, other subjects, especially reading and writing. Further, they were not going to exercise any compulsion in the matter. Some of the district boards, no doubt, in the exuberance of the enthusiasm of some youthful members had adopted resolutions to which exception might be taken but they were ready to withdraw any resolution which had been wrongly passed and he again assured Government that they would not transgress the limits laid down. He and his friends believed that spinning was a useful cottage industry and asked for a fair chance to try it within the limits prescribed.

40. He again thanked the Hon'ble Minister on behalf of himself and the other chairmen for his kind co-operation with the non-official chairmen. They suffered from disadvantages although they had certain advantages owing to their being one of the people. They realised the responsibilities lying on them and most of them were giving up all their time and energy to their work as chairman and vice-chairman. They had not at their disposal various facilities which official chairmen had at their command and so for solving the difficulties which faced them in practical working they had to fall back upon the powers and latitude allowed by the laws and rules. He begged Government, when passing orders on the resolutions of the conference, to bear this in mind. He thanked the Director of Public Instruction for the spirit in which he had drawn up the rules about sub-inspectors. While they were not all that the district boards would have wished, he and his friends acknowledged that they were a great advance in certain respects and they would do their best to work them in the right spirit. They also thanked Mr. Collins for the assistance which he had given them in preparing the notes and facilitating the work of the conference. In conclusion, he again

said to the Minister that, while they felt they were all on their trial, so too was Government. By the way in which Government treated the young boards, they would be judged. Each Minister was one of the people and their feelings for the good of the people were not unknown. They looked up to the Ministers personally with all respect for guidance and support as junior members of a family to its head.

The conference then dispersed.

APPENDIX I.

ITEM No. 1.

Programme for the conference of chairmen of district boards.

On August the 31st at 2 p.m. His Excellency the Governor will open the conference and address the members present.

On the departure of His Excellency, the Hon'ble Minister for Education will take the chair, and will also address the meeting. The conference will then proceed to discuss the following subjects :—

- (1) The primary education programmes.
- (2) Construction of buildings for primary schools.
- (3) The control of sub-inspectors of schools.
- (4) The delegation of powers in respect of education by district boards to local boards.
- (5) The test for determining the genuineness of the demand for the addition of English classes to middle vernacular schools and the percentage up to which the boards may spend money on such schools.
- (6) The strength of the inspecting staff and the appointment of sub-divisional deputy inspectors.
- (7) Circulars about the teaching of spinning in primary schools.
- (8) The report of the Cattle Breeding Committee.

2. The conference will continue to sit on the 1st September and if necessary on the 2nd September also.

APPENDIX II.

ITEM No. 2.

Note on the new primary education programmes for the conference of chairmen of district boards.

The object of Government in calling for new primary education programmes was to ascertain the cost of making "full preparation against the time when public opinion would insist on the provision of free and compulsory education, even at the cost of special taxation for the purpose". Provision was to be made for the education of 8 per cent. of the male population of each district up to the lower primary stage. If compulsion is applied, it will sooner or later have to be applied up to the end of the upper primary course, but it is impossible to consider this at present. All that is necessary is so to design the buildings of lower primary schools that they can easily be enlarged when the time comes to convert them into upper primary schools.

2. In considering the programmes it is necessary to bear this object very clearly in mind, since it makes the problem quite different from that of the years 1918—1920 when it was merely intended to obtain a substantial increase in the number of children being educated on a voluntary basis. For instance, one essential feature of the present programmes is that the schools should be so sited as to serve the whole population in the most convenient and economical manner. Again in order to enable district boards to place schools exactly where they are required for this purpose, it will further be necessary to arrange for the construction of a permanent building for every school instead of relying on the *verandahs* of private buildings or sheds erected by stipendiary *gurus*. The matter is discussed in detail below, but is mentioned now as showing how the different object now before Government affects the consideration of the details of the various programmes. Each of the programmes prepared by the district boards have been considered separately and orders will be issued on them, subject to the settlement of a few outstanding points which are being discussed at the conference, but in order that the district boards may understand quite clearly the principles on which orders are being issued, the various points arising out of the programmes are explained in order below and may be brought up for discussion by any member of the conference, if desired.

3. (a) *Progress with the old programmes.*—In the first place district boards were asked for information as to how far the programmes originally prepared have been carried out. As might have been expected, seeing that fresh grants have only recently been made, the general progress is not very great, but in some cases it is considerable, e.g., in adding second teachers to lower primary schools, while the most satisfactory feature is the marked increase throughout the province in the number of trained teachers employed. A statement is attached (Statement I) showing the increases in the numbers of the various classes of schools and of trained teachers employed as well as in the actual number of boys at school. These numbers include the boys reading in unaided schools.

(b) *Percentage of male population to be taken.*—Government stated that it was their definite aim to provide elementary education for all boys of school-going age, or at least for such a percentage of them as experience in other countries showed that it is essential to accommodate, and since it was reckoned that 20 per cent. of the boys of primary school-going age in each district might be excluded as being likely to be exempted for various reasons or as attending secondary schools, the district boards were requested to provide for 80 per cent. of the boys who in an area to which the Primary Education Act had been applied would be required to study in lower primary schools. This Act at present affects boys who have reached the age of 6 but are not yet 10, i.e., within a four-year period up to the 10th year of age. Hitherto, in discussing primary education in this province, the school-going population at this stage has been reckoned at 10 per cent. of the male population of the district. Recent calculations tend to show that this percentage is, if any thing, somewhat on the low side. Further, strictly

speaking, accommodation should be provided for 8 per cent. of the male population of the district at the lower primary stage, with middle and upper primary schools in addition, in rough proportion as proposed; but Government do not wish to over-estimate the cost of the proposals and it will suffice, if in the first instance schools are provided for 8 per cent. of the male population. If they are properly sited and designed, it will always be easy to add to them so as to accommodate more boys as necessity arises.

(c) *Location of schools.*—As stated above, the cardinal feature of these programmes should be a careful siting of each school so as to provide for the whole population. The programmes must therefore, be actually based on the map and district boards were asked to locate all the schools carefully on *thana* maps and to supply Government with copies of the maps as finally approved. This they have done in almost every case and in the majority of cases the maps seem to have been very carefully prepared. Most of them will, however, require revision as will be seen below, and in any case some misunderstanding appears to have arisen regarding the necessity of deciding finally the location of each school. In view of what has been said, it will be seen that Government attach great importance to the final location of each school, not only because it is hoped that buildings for all schools may be constructed, but because unless the schools are carefully sited with reference to the needs of the population, the main object of the preparation of these programmes cannot be attained.

(d) *Number of middle vernacular and upper primary schools.*—For the most part, the boards have understood the instructions regarding the proportion of middle vernacular and upper primary schools very well, and although minor adjustments are required, on the whole the programmes are satisfactory in this respect. In a few cases, however, the boards are anxious to increase the proportion of these schools on the ground that there is a demand for a larger number. This is probably true, but Government are anxious, as desired by the Legislative Council, to spend such money as is available in preparing for the introduction of free education, and in view of the great cost of this must be satisfied in the first instance with providing accommodation for all up to the lower primary stage. It is necessary, therefore, to fix some standard for the number of middle and upper primary schools to be financed and by introducing a sliding scale varying according to the density of the population, Government have gone as far as they can towards meeting this demand. In any case it is essential that all district boards should be treated alike, since there is only a certain amount of money available, and each district should receive its share in proportion to its population. Government, therefore, are bound to insist that, where the density of the population is 500 to the square mile, no more middle or upper primary schools should be financed than was allowed under the original scheme, viz., one upper primary school to every 25 square miles and one middle school to every 125 square miles, but they have agreed that the number should be raised proportionately where the density exceeds 500 and should be reduced where it is less. It is further essential that the existing middle English schools should be taken into calculation. Not only are they being made over to the district boards in many cases, but the fact that under the recent orders middle English classes may be added to any middle vernacular school, where there is a sufficient local demand, makes it obvious that for the future all middle schools must be reckoned as belonging to one class for the purpose of the primary education programmes.

(e) *Proportion of teachers to boys.*—In the circular calling for the revised programmes nothing was said on this subject, but in Mr. Coupland's original circular of 1916, a proportion of one teacher to 25 boys was suggested, with a lower ratio for the districts where the population is sparse. The proportion to be taken is a matter of primary importance, since on it depends the number of schools which any district will require and also their relative density. Further, on the proportion taken will depend to a very great extent the cost of the programmes and, as will be shown, a relatively small increase in the number of teachers would mean a very great increase in the cost of the programmes. The ratio to be taken depends partly on the capacity of the teachers to handle a class of a certain size and partly on the

distance which a boy will have to walk in order to attend school. It is generally agreed that one teacher should be able to handle a class of as many as 30 pupils at this stage of education and as economy must be taken into consideration it is proposed to take this figure as a maximum. An average lower primary school would then consist of about 30 pupils in the infant class and 20 in the two lower primary classes, or 50 in all since there are now only three classes in such a school. The junior teacher would take charge of the infants, whom he would probably have to divide for working purpose into at least two sections, since infants join school at any time in the year, while the senior teacher would take the other two classes. This should be fairly satisfactory; since at the present time one *guru* often has to take 30 boys divided into three classes and up till recently into four. A proportion of one teacher to 25 boys on an average, therefore, can hardly be regarded as excessive.

As to the second factor, the distance which a boy will have to walk to school will depend on the proportion of boys to teachers taken for each district and it is obvious that a lower proportion must be allowed where the population is relatively sparse. Government propose to take a maximum of one teacher to 20 boys for districts with a small population per square mile and a minimum of one teacher to 25 boys where the population is dense, thus allowing a district with a sparse population 25 per cent. more schools per head than one with a dense population. It will be found in practice that these ratios will allow the schools to be so sited that no boy has to walk more than a mile or thereabouts, but it should be noted that the taking of a smaller number of pupils to each teacher in the sparsely populated districts will very greatly increase the cost of the programmes. It will be seen below that the new programmes will cost over Rs. 80 lakhs recurring, and if a ratio of one teacher to 20 boys were taken for all districts with, say, one teacher to 16 boys for those with a sparse population, the cost of the programmes would be increased by over 20 lakhs. A few of the district boards with relatively dense population have suggested a proportion of about 16 boys to one teacher, but provided that the proportions suggested by Government are sufficient, as will be shown below, it is obviously impossible to consider any more liberal provision. In order to prove that they are sufficient, the cases of two districts will be discussed in detail. Hazaribagh is a district with a sparse population, the density being 182 to the square mile, the lowest in the province except Angul and Palamanu. It has a school-going population of 60,000 and an area of 7,000 square miles. Even so, with one teacher to 20 pupils, if provision is made for 80 per cent. of the boys only, there will be one school to every six square miles. This means that taking the district as a whole each school will on an average stand in the centre of a square the side of which is less than $2\frac{1}{2}$ miles long and, even if the whole area had to be served, on an average the maximum distance which any child would have to walk would be less than $1\frac{1}{2}$ miles. But allowing for the fact that a large part of the district is under waste and jungle, the maximum will actually not exceed 1 mile.

Darbhanga again is one of the three districts with the densest population, the number of persons recorded being 870 to the square mile. Here there is a school-going population of 130,000, while the area of the district is 3,350 square miles. Taking a proportion of 25 pupils to one teacher and allowing for 80 per cent. of the boys, there would be 2,000 schools for 3,350 square miles, i.e., roughly one school to every $1\frac{1}{2}$ square miles. The distance which each boy would have to walk to school is, therefore, very small indeed and the only possible reason for wanting to increase the number of schools above this standard would be to get a smaller proportion of boys to each teacher. This, however, has been shown to be unnecessary as well as impossibly expensive. If, therefore, after applying these ratios any district finds that in some places the schools are too far apart, it is obvious that this is due to their being improperly sited and local enquiries should make it possible, for every board to satisfy the needs of the people, when these ratios are applied.

(f) *Number of teachers per school.*—The only point regarding which doubt has been expressed in one or two instances is the necessity of adding a second teacher to all lower primary schools; and in a few cases

the boards have suggested opening or maintaining one teacher schools. Now in the first place it has already been shown that under the scheme approved by Government the number of schools will be adequate for the population and secondly Government consider that the addition of a second teacher to every lower primary school in all cases is one of the most important and essential features of the programmes. It must be borne in mind that it is no good merely to get boys to school. The object of Government is to teach them to read and write and the present one-teacher lower primary schools are not accomplishing this object. Year after year the returns record the fact that practically all the pupils in lower primary schools are in the infant classes. Those for the year 1923-24 showed that 541,000 out of 705,000, i.e., 77 per cent. of the boys, in the lower primary stage were in the infant classes. This means that the great proportion of the boys who do go to school now never even learn to read and write, and primary education might well be described as a farce for the great majority of the children. All persons with experience of the working of primary schools consider that this state of affairs is due mainly to the fact that a single *guru* with 3 or 4 classes to teach naturally pays most of his attention to the few promising boys in the upper classes and is compelled to leave the infant children more or less to their own devices. If this standard is ever to be improved, it is clear that there must be one teacher who can devote his whole attention to the infant class, and for this reason Government propose to insist that in all cases the district boards should aim at two-teacher lower primary schools. A further advantage will be that the absence of a teacher for any reason will not mean that the school must be closed for the day.

(g) *Muhammadan education.*—The needs of the Muhammadan population must obviously be taken into careful consideration in framing these programmes. Some district boards have made careful provision for both upper and lower primary *maktabs* and one or two boards also for Urdu middle vernacular schools. Others have only considered the matter in general terms, while some do not appear to have given any consideration at all to this aspect of primary education. Yet it is clear that if these programmes are to attain the objects now before Government, the manner in which elementary education is to be provided for Muhammadans must be satisfactorily settled once and for all. How this should be managed is a very difficult matter. Where there are sufficient Muhammadan children to justify the opening of *maktabs*, the solution is obvious: the difficulty arises where there are only a few such children in each school area. If Government are to refuse to provide a number of small schools in each *tola* or *basti* for the general population on the ground that this is unnecessary and impossibly expensive, it would be difficult to justify opening *maktabs* wherever a few Muhammadan families are settled. In considering the matter it should be borne in mind that there is really no special teaching given in *maktabs* of the type associated with Sanskrit *pathshalas*, i.e., no Arabic is taught and only a few words of Persian. The *maktabs* really differ from the ordinary primary school in the religious instruction imparted and the fact that the Urdu script is used. If provision for these two essential features could be made in an ordinary primary school, there is no reason why Muhammadan parents should object to their children attending such schools. In point of fact, as a result of the report of the recent Education Committee, Government have definitely announced that religious instruction should be given in all schools and in future therefore all pupils in primary schools should be given religious instruction in their own religion unless their parents definitely express a desire to the contrary. It has been suggested that in these circumstances the best solution of the difficulty, where the number of Muhammadan boys is too small to make the opening of a *maktab* possible, is that one of the two teachers in a lower primary school should be a trained *maulavi* who would be able to give instruction to Muhammadan boys in the Urdu script and at the same time teach them the *Koran* in the same way as in a *maktab*. This is a matter in which Government wish to come to a definite decision; but it is possible that the boards may like to consult local Muhammadan opinion on the subject and to see whether a satisfactory settlement of the difficulty can be arrived at on these lines. Should this solution be accepted, and in fact in any case, it is obvious that a sufficient number of middle

vernacular schools giving instruction in Urdu should be maintained by each board in order to provide the teachers required. Where the Muhammadan population is dense in any area, a middle vernacular school teaching Urdu alone might be opened. In other cases all that is required is that instruction should be given in the Urdu script as well as in Hindi and it is probable that a number of teachers can be found who can teach in both scripts at least in the lower classes.

(h) *Schools for depressed classes.*—A similar problem arises regarding schools for the depressed classes in the Orissa Division. Government recently made enquiries throughout the province regarding the education of the so-called untouchables and it was found that only in this division is there any difficulty. In other parts of the province all classes are allowed to attend the ordinary schools, although in a few cases special schools have been opened for local reasons. While some of the Orissa boards have marked such schools on their maps, they have not discussed this particular problem, although the strength of the castes classed as untouchable is very high in some districts, e.g., in Cuttack where it is reported to be 25 per cent. of the whole population. It seems probable that in a number of places certain castes which were formerly classed as untouchable, e.g., *dhobis*, must be attending the ordinary schools; otherwise it is difficult to see how such a large proportion of the population, e.g., 83 per cent. in Cuttack, can actually be reading in primary schools. This is a matter which Government wish to discuss with the representatives of the Orissa boards at the conference, and they will then ask them to show that proper provision has been made for the education of these castes.

(i) *Sanskrit education.*—Government do not propose to consider Sanskrit education in connection with these programmes, though they gather that some of the lower primary schools provided in the programmes will take the form of Sanskrit *pathshalas*.

(j) *Unaided schools.*—All of the boards in framing their programmes appear to have ignored unaided schools. In most districts the number of such schools is not great, e.g., in Patna there are 229 as against 1,194 managed, aided and stipendiary schools, but in Orissa the proportion is very high indeed. Thus in Cuttack there are reported to be 1,647 unaided schools as against 1,386 managed, aided and stipendiary schools. In Balasore the figures are 641 unaided as against 793 and in Puri 610 against 730, although in Sambalpur there are only 17 unaided schools and in Angul 5 only. Even the Orissa boards appear to have ignored unaided schools in preparing their programmes, and after careful consideration Government have come to the conclusion that for the purpose for which these programmes are prepared it is necessary to consider only managed, aided and stipendiary schools.

(k) *Aided and stipendiary schools.*—District boards have already been informed that they may take over any stipendiary school as soon as a reasonably permanent building is available. In fact Government are anxious that the stipendiary system should be superseded as soon as possible. The stipendiary system tends to hamper the location of schools where they are required, to prevent the addition of second teachers and generally to deprive the district boards of its proper control over primary education. Government, therefore, hope that the steps which they are taking for the provision of new buildings will enable the district boards practically to abolish this system. The aided system is somewhat different and in some cases the aided schools provide education which is as good if not better than that given in the managed schools. Wherever, therefore, satisfactory aided schools flourish, Government desire them to be encouraged for the present, and even where schools are managed local committees should be formed to supervise and control them, if suitable persons are available.

(l) *Rates of pay for teachers.*—The fixing of rates of pay does not appear to offer much difficulty. Practically every board has accepted the suggested minimum rates, while the returns of the wages actually paid show that in most cases they are not exceeded. Most of the boards have now specifically agreed to give up the idea of model schools, and it is imagined that they will all agree that these are no longer necessary, but that the

teachers in all schools should receive the same rates of pay. The actual rates suggested by the Director of Public Instruction are practically uniform for all districts as follows:—

	Minimum.	Triennial increment.	Maximum.	Remarks.
1	2	3	4	5
	Rs.	Rs.	Rs.	
Teachers who were passed the Teachers' Certificate Examination.	35	2	45	If employed in middle schools. Ditto.
Teachers who were passed the Vernacular Mastership Examination.	25	2	35	
Teachers who were passed the Middle Vernacular Examination and have been trained.	12	1	17	
Teachers who were passed the other examinations and have been trained.	10	1	15	
Teachers who were passed the Middle Vernacular Examination.	8	1	13	
Teachers who were passed the Lower Primary Examination.	5	1	10	

In one or two districts only, e.g., Singhbhum and Hazaribagh, Government are prepared to sanction somewhat higher rates. It is suggested that no definite promise of increments should be given, but that endeavours should be made to grant them when due if funds are available. These rates are in addition to the fees now received and, when and if free education is introduced, an allowance of Rs. 3 per mensem should be added. Special pay might also be given to teachers in low caste schools in Orissa. This means that a trained teacher will as a rule start on Rs. 15 and rise gradually to Rs. 20 a month. This, of course, is less than Government would like to pay, but it is still a great advance on previous standards and does represent a living wage to a man working in a village. Government, therefore, subject to any discussion at the conference, propose to adopt these standards and to prescribe them for all district boards with one or two exceptions as mentioned above.

(m) *Rates of pay for maulavis and Sanskrit teachers.*—There is some difference of opinion regarding the rates of pay to be given to *maulavis* and Sanskrit teachers. The Committee on primary and secondary education recommended that *maulavis* should be treated in the same way as *gurus*, while teachers with special qualifications might be given higher pay. The boards have recommended varying rates for teachers of this class. After careful consideration of the matter Government do not think that *pandits* and *maulavis* should be paid at the same rates as trained *gurus*, unless they are capable of teaching the whole primary course. They propose, therefore, to lay down as a criterion that if the district inspector is satisfied that a *maulavi* or Sanskrit teacher can teach the whole primary course, then he may be paid at the same rate as a trained *guru*, but not otherwise.

(n) *Allowances for head teachers.*—In some cases the boards have suggested special allowances for the headmasters of upper and lower primary schools. Government cannot agree to any allowances for the headmasters of lower primary schools at present. Not only would this cost a very large amount, but as a rule the senior teachers who will soon all be trained, will draw a higher rate of pay and, therefore, do not need any allowance. In the case of upper primary schools, however, where there will often be two trained teachers drawing the same pay and there will be some additional responsibility, Government will be prepared to agree to an allowance of Re. 1 per mensem to the senior teacher, if the opinion of the conference is generally in favour of it. The cost will not be great (see Statement III).

(o) *Employment of trained teachers.*—Practically all the district boards have accepted the proposals about trained teachers. One or two boards question

the necessity of waiting to open new schools or add extra teachers until trained men are available. Government agree that, if money is available, progress should not be held up simply by lack of trained teachers, but if untrained men are appointed they should be men with middle vernacular or at least upper primary qualifications, who can be trained later when accommodation in the training schools is available. The most difficult problem is the provision of a sufficient number of trained teachers. As the conference is aware, a special committee presided over by Mr. Blair has recently considered this subject and its report was published in the Gazette a few months ago. Its main recommendations are (a) that Government should maintain fewer but larger training schools, usually at the headquarters of subdivisions where a good practising school would be available, (b) that in all cases there should be a two-years course and that, if possible, only those with middle certificates should be admitted, and (c) that the staff of the new training schools should be better qualified than that of the present schools. Government have not yet definitely accepted these recommendations, but they appear to be generally sound, and the Director of Public Instruction is being asked to prepare estimates of the cost of introducing them in order that Government may come to a final decision. In any case, Government hope to be able to undertake an intensive scheme for training the additional *gurus* required for the new programmes and eventually to maintain sufficient schools to provide, on the basis of a two-years training course, for casualties among the total number of *gurus* required by the programmes. For the time being in order to provide *gurus* with some training, it is proposed to continue to train men with middle vernacular certificates by a one-year's course.

(p) *Free education.*—A large proportion of the boards has pronounced in favour of opening new schools, adding second teachers and increasing the pay of all grades of teachers rather than introducing free education. Three of the Orissa boards are against free education and it is only in Bihar and especially in Tirhut that there seems to be any strong feeling in favour of it. That it should be the ultimate goal of Government there can be no doubt, but whether it is so important that it should be introduced at the expense of other reforms is denied by many. The case of Saran where the number of boys at school increased by 11,000 last year might be quoted in favour of the abolition of fees, but in Darbhanga, where fees are still charged, there was an identical increase and there has been an equally striking rise in numbers in Muzaffarpur and Champaran. It seems, therefore, that the great increases in the number of boys at school are due partly to the extra grants given to the Tirhut boards, partly to good crops and partly to a mass movement in favour of education. After careful consideration of the matter, Government are not inclined to agree to any further extension of free education at present except at the expense of the boards themselves. They will, however, watch for a few years the result of the experiment made in Saran and will aim at the abolition of fees as and when the present programmes are completed. One possible method would be to abolish fees gradually. The Director of Public Instruction suggests the abolition of fees in the first instance in the infant class and then in class II and class III, since this would make the *gurus* anxious to get the boys through the infant class. Another suggestion is that fees should be abolished gradually from the top, viz., first in class V, then in class IV, then in class III, then in class II and then in class I, on the ground that many of the boys who leave without passing from the infant class might be attracted to continue their education if they did not have to pay fees in the higher classes. The opinion of the conference on this subject is invited.

(q) *The education of girls.*—The opinions of the boards as to whether a proportion of their funds should be earmarked for this purpose have been recently invited in a separate letter, but replies have not yet been received from all. Opinions appear to vary. Some are in favour of a percentage being prescribed and other are against it. Government would like the matter further discussed in the conference. One argument in favour of the prescription of a percentage is that, unless a percentage is fixed, female education is bound to be neglected. Another view is that the amount of money available for primary education is so small that, unless attention is first of all concentrated on the education of boys, little progress will be made. In any event, it appears advisable to draw up definite programmes for female education in

all districts. It would then be possible for Government to earmark grants specifically to enable the programmes to be carried out.

(r) *Buildings.*—It has already been emphasised that the question of buildings is of the greatest importance. Several experienced district inspectors point out that it is difficult to locate schools as the boards consider best so long as the stipendiary system remains. *Gurus* go where there is an immediate demand and where they think that they can get fees or the promise of food or lodging from two or three well-to-do men. Boards cannot start managed schools without a reasonably permanent building. If, therefore, these programmes are to be made a reality, one of the first steps is to provide buildings for those existing schools which require them and for the new schools which are to be opened. Government have addressed the boards separately on this subject and the matter is dealt with at length in a separate note. It is only necessary here to point out again that if more or less permanent buildings are to be erected now everywhere, it is essential that the schools should be properly sited in relation to the needs of the population and this makes it necessary that the site of all the schools should now be settled once and for all. It is hoped that in most cases the site will be given, since zamindars are bound to provide sites for houses rent-free for their cultivating tenants.

(s) *Increase of inspecting staff.*—It is necessary also to estimate the cost of the inspecting staff which will be required when the programmes are finally completed. Government consider that the strength at which they should aim is one sub-inspector to 100 schools in addition to the subdivisional deputy inspectors for outlying subdivisions, and a statement has been prepared showing how many extra sub-inspectors will be required for the whole province on this basis and on the assumption that those unaided schools which lie outside the programmes will be neglected (statement II). It will be seen that only 23 extra sub-inspectors will be required and the cost of these including travelling allowance and other charges is estimated at about Rs. 35,000 recurring, which is not a large sum in comparison with the amounts required for the programmes themselves. The chief criticism of many, who have had experience of primary education, regarding the inspection system is that the number of sub-inspectors is insufficient, but it should be borne in mind that as the number of schools increases, the area which each sub-inspector will have to cover in order to inspect 100 schools will become smaller and smaller. Each sub-inspector should, therefore, be able to do a larger number of inspections every year, and in this way the inspection system should become more efficient.

(t) *Compulsion.*—One of the most interesting features of the replies received from the district boards is the insistence by a number of district inspectors as well as some chairmen that no real progress will be effected without compulsion, or at any rate that it is impossible to hope that 80 per cent. of the boys will ever attend school without compulsion. On both points there is room for a difference of opinion. It may be pointed out that in three districts there is over 8 per cent. of the male population in primary schools already without any compulsion. Again it is obvious that a great deal of progress can be made by really teaching the majority of those now in school to read and write instead of letting three-quarters of them stay in the infant classes and never learn to do so. If boys are really taught to read and write, parents will be more ready to send them to school. In any case the way must be paved by opening schools in all places where they are required and providing them with buildings of their own. Further, new *gurus* have to be trained and appointed. All this can not be done by a stroke of the pen, even if money were available. Well thought out and well balanced programmes are necessary, and progress should be smooth and not jerky, whatever rate may prove feasible.

(u) *Cost of the programmes.*—The number of schools and teachers required for each district in accordance with the principles laid down above has been given in statement III, and the cost of carrying these programmes into execution is there shown. It will be seen that the total annual recurring cost of the existing middle and primary schools (including middle English schools) is Rs. 42 lakhs, while schools to provide for 80 per cent. of the male population will cost Rs. 108 lakhs and to make primary education free in these schools will cost Rs. 18 lakhs more. This excludes the

STATEMENT II.

Statement showing the number of sub-inspectors of schools required.

Name of district.	Area in square miles.	Number of primary schools on the 1st April 1925.			Number of primary schools suggested by Director of Public Instruction in programme.			Number of Sub-Inspectors that will be left after appointment of Sub-divisional deputy inspectors.	Number of Sub-Inspectors required at one for 100 schools in column 8.	Remarks.
		Managed, aided or stipendiary.	Unaided.	Total.	Upper primary.	Lower primary.	Total.			
1	2	3	4	5	6	7	8	9	10	11
Patna ...	2,062	1,280	326	1,606	99	1,106	1,205	11	12	
Gaya ...	4,714	1,684	308	1,992	138	1,533	1,671	14	17	
Shahabad ...	4,873	964	83	1,047	116	1,284	1,400	8	14	
Saran ...	2,683	1,015	114	1,129	154	1,592	1,742	9	17	
Champaran ...	3,531	825	156	981	129	1,368	1,497	10	15	
Muzaffarpur ...	3,036	1,525	167	1,692	173	1,846	2,019	13	20	
Darbhanga ...	3,318	1,978	183	2,161	186	1,965	2,151	13	22	
Monghyr ...	3,927	1,325	270	1,595	150	1,382	1,532	13	15	
Bhagalpur ...	4,226	956	246	1,202	150	1,178	1,328	11	13	
Purnea ...	4,998	945	275	1,220	140	1,611	1,751	11	17	
Santal Parganas ...	5,462	1,099	226	1,325	131	1,421	1,552	17*	16	* Including 7 aboriginal sub-inspectors.
Cuttack ...	3,654	1,504	1,505	3,009	133	1,461	1,594	32	16	
Puri ...	2,492	721	541	1,262	81	725	806	16	8	
Balasore ...	2,085	786	634	1,420	103	595	698	20	7	
Sambalpur ...	3,824	350	9	359	50	632	682	3	6	
Angul ...	1,681	208	4	212	20	185	205	3	2	
Hazaritagh ...	7,021	578	146	724	73	1,110	1,183	9	12	
Ranchi ...	7,102	1,194	279	1,473	80	1,164	1,244	12†	12	† Including 1 aboriginal sub-inspector.
Palamau ...	4,916	318	121	469	44	642	686	6	7	
Manbhum (Sadr) ...	3,344	843	143	991	86	995	1,081	7	11	
Dhanbad ...	803	269	30	299	20	364	393	3	4	
Singhbhum ...	3,879	313	42	385	61	626	687	7	7	
Total ...	...	20,745	5,808	26,553	2,326	24,785	27,107	248	270	

STATEMENT III.

Statement showing the cost of the programmes.

Name of district.	Cost of existing schools at existing rates with fees.							Cost of schools according to the new programmes.							Annual cost of abolishing fees.				Allowance for head teachers in upper primary schools.	Provident fund charges for the teachers of primary schools.	Extra recurring cost of providing education up to the upper primary stage (e).	Remarks.
	Middle (a).		Upper primary.		Lower primary.		Total annual cost of the existing schools (sum of columns 3, 5 and 7.)	Middle.		Upper primary.		Lower primary.		Total cost (annual) of the schools according to the programmes (sum of columns 10, 12 and 14).	In existing primary schools.		In primary schools according to the new programme.					
	Number.	Cost.	Number.	Cost.	Number.	Cost.		Number.	Cost.	Number.	Cost.	Number.	Cost.		Number.	Cost.	Number of teachers.	Cost.				
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
		Rs.		Rs.		Rs.	Rs.		Rs.		Rs.		Rs.	Rs.		Rs.		Rs.	Rs.	Rs.	Rs.	
Patna ...	16	31,176	79	29,772	1,106	97,464	1,58,412	25	40,500	99	54,450	1,106	3,87,100	4,82,050	1,514	54,504	2,211	79,536	1,188	25,515	1,99,080	
Gaya ...	19	31,843	74	25,752	1,571	2,44,516	3,02,111	34	55,080	138	75,900	1,533	5,36,550	6,67,530	2,024	72,864	3,328	1,19,808	1,656	35,330	2,75,940	
Shahabad ...	24	28,800	91	24,816	702	1,43,208	1,96,821	29	46,980	116	63,800	1,284	4,49,400	5,60,180	1,054	37,944	2,701	97,236	1,392	29,655	2,31,120	
Total for Patna Division.	59	91,819	247	80,340	3,379	4,85,188	6,57,347	88	1,42,560	353	1,94,150	3,923	13,73,050	17,09,760	4,592	1,65,312	8,240	2,96,620	4,236	90,560	7,06,140	
Saran ...	30	41,176	54	14,253	755	1,58,412					84,700	1,592	5,57,200	7,01,840	1,053	...	(b)	3,518	88,740	1,848	37,089	2,83,560
Champanan ...	17	20,400	61	16,104	595	1,21,380					70,950	1,368	4,78,800	5,99,970	933	33,588	3,160	1,12,760	1,543	30,320	2,46,240	
Muzaffarpur ...	27	32,400	90	23,760	1,258	2,56,632					95,150	1,846	6,46,100	8,12,530	1,766	63,576	4,126	1,48,536	2,076	42,831	3,32,280	
Darbhanga ...	29	45,240	97	44,232	1,425	4,44,600	5,34,072				1,02,300	1,965	6,87,750	8,64,570	1,846	66,456	4,393	1,58,143	2,232	45,650	3,53,700	
Total for Tirhut Division.	103	1,59,216	302	98,352	4,033	9,81,024	12,18,612	158	2,55,960	612	3,53,100	6,771	23,69,850	29,78,910	5,593	1,63,620	15,197	5,09,184	7,704	1,55,530	12,15,780	
Morhghyr ...	35	48,267	127	37,248	1,082	1,11,047	1,96,322	33	51,840	150	82,500	1,382	4,83,700	6,18,040	1,538	55,368	3,087	51,132	1,800	32,710	2,48,760	
Bhagalpur ...	35	42,000	183	35,112	931	1,89,924	2,67,036	55	56,700	150	82,500	1,178	4,12,300	5,51,500	1,432	51,552	2,688	96,768	1,800	28,579	2,12,040	
Purnea ...	19	27,816	105	27,720	917	1,87,068	2,42,601	32	51,840	140	77,000	1,611	5,68,850	6,92,690	1,225	44,100	3,544	1,27,584	1,680	37,095	2,89,980	
Santal Parganas ...	21	35,280	108	28,512	874	1,78,296	2,42,088	29	46,980	131	72,050	1,421	4,97,350	6,16,380	1,364	49,104	3,174	1,14,264	1,572	32,902	2,55,780	
Total for Bhagalpur Division.	110	1,53,363	473	1,28,592	3,804	6,66,335	9,48,050	129	2,07,360	571	3,14,050	5,592	19,57,200	24,78,610	5,559	2,00,124	12,493	3,89,743	6,852	1,31,286	10,06,560	
Cuttack ...	24	38,592	135	37,920	1,228	1,30,332	2,06,844	53	53,460	133	73,150	1,461	5,11,350	6,37,960	1,885	67,860	2,922	1,05,192	1,596	33,775	2,62,980	
Balasore ...	18	14,494	105	27,720	678	1,38,312	1,80,526	18	29,160	103	56,650	595	2,08,250	2,94,060	1,098	39,528	1,435	51,660	1,260	15,293	1,07,100	
Puri ...	20	24,000	81	21,384	625	1,27,500	1,72,884	20	32,400	81	44,550	725	2,53,750	3,30,700	1,036	37,296	1,614	58,104	972	17,233	1,30,500	
Sambalpur ...	11	13,200	50	13,200	287	58,548	61,148	13	21,060	50	27,500	632	2,21,200	2,69,760	617	22,212	1,431	51,516	600	14,373	1,13,760	
Total for Orissa Division.	73	90,286	371	1,00,224	2,818	4,54,692	6,21,402	84	1,36,080	367	2,01,850	3,413	11,94,550	15,32,480	4,636	1,66,896	7,402	2,66,472	4,404	80,674	6,14,340	
Hazaribagh ...	11	13,200	41	10,824	581	1,18,524	1,42,544	20	32,400	73	44,676	1,110	3,88,500	4,65,576	764	27,504	2,406	82,616	876	24,777	1,99,800	
Ranchi ...	16	19,200	72	19,008	976	1,99,104	2,37,312	20	32,400	80	44,000	1,164	4,07,400	4,83,800	1,378	49,008	2,527	90,972	960	26,091	2,09,520	
Falamau ...	6	7,200	37	9,768	291	59,364	76,332	12	19,440	44	24,200	642	2,24,700	2,68,340	419	15,084	1,427	51,372	528	14,380	1,15,560	
Manbhum (Sadr) ...	18	21,600	86	22,704	735	1,49,940	1,94,244	18	29,160	86	47,300	935	3,48,250	4,24,710	958	34,488	2,124	76,464	1,032	22,239	1,79,100	
Dhanbad ...	3	3,690	23	6,072	258	52,632	62,304	7	11,340	29	22,040	364	1,27,400	1,60,780	332	11,952	774	37,152	348	8,285	65,520	
Singhbhum ...	10	12,000	47	12,408	265	54,060	78,468	12	19,440	61	39,650	626	2,19,100	2,78,190	490	17,646	1,491	53,676	732	14,597	1,12,680	
Total for Chota Nagpur Division.	64	76,800	306	80,784	3,106	6,33,564	7,87,204	89	1,44,180	373	2,21,866	4,901	17,15,350	20,81,396	4,341	1,55,682	10,749	3,92,252	4,476	1,10,369	8,82,180	
GRAND TOTAL ...	409	5,71,484	1,699	3,88,292	17,140	31,20,803	42,32,615	537	8,86,140	2,306	12,85,016	24,600	86,10,000	1,07,81,156	24,728	8,51,634	54,081	18,44,286	27,672	5,68,479	44,25,000	

(a) Including middle English schools, which when the programmes were being prepared were financed directly by Government.

(b) Fees have already been abolished at the cost of the Board; column 19 therefore only shows the extra cost for 1,518-1,053=2,465 teachers.

(c) One guru on Rs. 15 has been added to each lower primary school.

STATEMENT IV.

Statement showing the cess income of each district board.

District.				Population (Rural areas).	Cess income (1921-22).	Cess income per thousand.
1				2	3	4
					Rs.	
Class I.	Santal Parganas ...	...	...	1,756,501	1,38,842	79.2
	Cuttack ...	...	...	1,988,042	2,18,994	110.1
	Puri ...	...	...	912,957	1,17,924	120.9
	Balasore ...	...	...	945,292	1,19,355	125.9
	Sambalpur ...	...	...	765,559	15,129	19.7
	Ranchi ...	...	...	1,282,658	1,16,661	90.9
	Singhbhum ...	...	...	684,956	63,506	92.7
	Palamau ...	...	...	713,951	1,06,982	149.8
Total of Class I				9,049,916	8,97,393	...
Class II.	Saran ...	...	...	2,277,490	3,54,352	155.4
	Champaran ...	...	...	1,902,722	2,91,348	153
	Muzaffarpur ...	...	...	2,687,750	4,87,564	181.4
	Darbhanga ...	...	...	2,820,930	5,60,893	198.5
	Monghyr ...	...	...	1,917,120	4,43,807	231.6
	Bhagalpur ...	...	...	1,959,479	4,19,797	214.3
	Purnea ...	...	...	1,983,071	3,29,936	166.3
	Hazaribagh ...	...	...	1,232,787	4,88,904	396
Total of Class II				16,781,249	33,76,601	...
Class III.	Patna ...	...	...	1,355,392	6,03,600	445.3
	Gaya ...	...	...	2,040,265	9,17,839	449.9
	Shahabad ...	...	...	1,715,515	5,44,260	317.2
	Manbhum ...	...	...	1,502,413	8,19,160	545.2
Total of Class III				6,613,585	28,84,859	...
GRAND TOTAL				32,444,850	71,58,853	...

APPENDIX III.

Report of the Sub-Committee of Engineers.

The conference of chairmen of district boards on the construction of primary schools resolved, on the 31st August 1925, that a sub-committee should be formed of the undermentioned gentlemen :—

- The Chief Engineer, Roads and Buildings, Bihar and Orissa, *President* ;
- The Under-Secretary, Roads and Buildings, Bihar and Orissa, *Secretary* ;
- The District Engineer, Ranchi, *Member* ;
- The District Engineer, Gaya, *Member* ;
- The District Engineer, Saran, *Member* ;
- The District Engineer, Cuttack, *Member* ;

for the purpose of advising on the most suitable form of primary school for erection in the province.

The plans and specifications prepared in the Chief Engineer's office were examined, as also alternative plans and specifications sent in by certain engineering firms. Two models of an upper primary school were also inspected.

It was presumed by the sub-committee that the general dimensions and features of the primary school had been agreed to by Government, and their criticism was therefore confined to engineering details.

Roof.—It was agreed that the most suitable roof to employ was of corrugated iron over steel framework and stanchions. The designs chiefly favoured were those submitted by Messrs. Burn and Company and Kumardhubi Engineering Company. The gauge of the corrugated iron sheeting, however, should be No. 22.

Note 1.—The District Engineers, Saran and Gaya, were of opinion that pukka masonry pillars with bed-plates and holding-down bolts could advantageously be used in many places ; instead of stanchions, although recognising that the latter provided sounder construction if more expensive in first cost.

Note 2.—The District Engineer, Gaya and Saran, favoured the use of Allahabad tile in place of corrugated iron, if the extra cost could be found.

Note 3.—The District Engineer, Cuttack, pointed out that corrugated iron sheeting could not be used within 25 miles of the sea coast of Orissa, and that in this area the roofs should be of thatch over bamboo framing and ballahs.

Plinth.—It was agreed unanimously that the plinth should be of rammed earth, either mud leaped or with gravel surfacing.

Walls.—It was agreed that the foundations and plinth walls should be of II class pukka masonry, where bricks are available ; the superstructure walls should be of II class kutcha-pukka masonry. Where materials for pukka masonry are not available, the walls may be of stone in mud or sun-dried brick. Pukka masonry to be provided round doors and windows.

Note 1.—The District Engineers, Ranchi and Cuttack, pointed out that there would be no alternative but to use mud in many parts of their districts. The District Engineers, Gaya and Saran observed that bricks would usually be available in their districts.

Steps.—It was agreed unanimously that these should be of pukka masonry where materials are available.

Doors and windows.—It was agreed unanimously that chaukats must be of sal-wood. The shutters may be of any local wood except mango wood, but should be not less than $1\frac{1}{4}$ " in thickness.

Gate.—As above.

Ventilator.—This was not considered necessary.

Finish.—Where the walls can be built of pukka or kutcha-pukka masonry, the outside should be flushed pointed and the inside flush pointed and white-washed. The surfaces, however, may be lime plastered, if preferred. It was agreed unanimously that no painting was required but that all wood and iron-work should be coal-tarred.

The sub-committee were of opinion that it would be desirable, if a suitable arrangement could be come to, for the firm undertaking the supply of the roof materials to do their own erection, thereby ensuring sound workmanship and relieving the local officer of responsibility.

The specifications as modified by the sub-committee and estimates based thereon are attached.

H. WARDLE—1-9-1925, (*President*).

W. G. CAME—1-9-1925, (*Secretary*).

E. R. SMITH (Saran)—1-9-1925.

F. MAYNARD—1-9-1925.

K. B. GHOSH—191925.

B. G. BHATTACHARJI—1-9-1925.

PROPOSED LOWER PRIMARY SCHOOLS.

BIHAR AND ORISSA.

REVISED SPECIFICATIONS AND ESTIMATES.

(Prepared in Chief Engineer's office and based on the recommendations of the sub-committee of engineers held in connection with the conference of primary education, on the 31st August 1925.)

REPORT.

It is proposed to construct 19,000 lower primary schools in the province erection being undertaken by the district boards under the supervision of their district engineers. Present construction will be confined to 200 buildings, which will be in the nature of an experiment with a view to ascertaining the most suitable form of building and specification of materials in its erection.

GENERAL SPECIFICATIONS.

The building will consist of two rooms $15'-0" \times 16'-9" \times 12'-0"$ (clear height to eaves), erected over a suitable plinth and covered by a steel-framed corrugated iron roof, of pent design with gable ends. One of the rooms will be totally enclosed with walls carried to the roof ; the other will be but partially enclosed by dwarf walls carried 4 feet above plinth.

Two alternative methods of supporting the roof have been considered, one by stanchions erected over masonry footings in the ground and the other by securing the roof to the walls (and to pillars constructed in the open portion) by wall-plates and holding down rods. The former method is preferred but is more costly.

The designs of roof submitted by Messrs. Burn and Company (Drawing no. 10466-A., dated the 24th August 1925) and Kumardhubi Engineering Works, Limited (Drawing no. 954B, dated the 26th August 1925) were approved. The estimates have been based on the quotation of Messrs. Kumardhubi Engineer Works, Limited.

DETAILED SPECIFICATIONS.

Roof.—No. 22 gauge $10/3"$ corrugated iron sheeting and ridge blades over framing of standard mild steel sections, fitted with bolts throughout.

Stanchions.—Standard mild steel sections, bolted to fish and base plates, with foot-blocks of 2nd class brick-in-lime masonry over lime concrete.

NOTE.—Where stanchions are not used, the roof to be supported directly on the walls and overpillars, by means of mild steel wall-plates and holding down rods. The pillars to be of 2nd class brick-in-lime over lime concrete with holding-down rods extending to ground level.

Plinth.—Rammed earth, mud leaped.

Walls.—Foundation and plinth of 2nd class brick-in-lime over lime concrete ; superstructure walls of 2nd class brick-in-mud except jambs of doors and windows and tops of dwarf walls, which will be of 2nd class brick-in-lime.

NOTE.—Where stanchions are not used, the tops of the main walls will also be of 1st class brick-in-lime.

Steps.—2nd class brick-in-lime over lime concrete.

Doors and windows.—Sal wood chowkats with $1\frac{1}{4}$ " batten shutters of any local wood except mango, iron fittings.

Gate.—Local wood frame, iron fittings.

Finish.—Outside walls and steps flush lime pointed, inside walls flush lime pointed and whitewashed. Wood and iron work coal tarred. Corrugated roof sheeting and fittings galvanized.

W. G. CAME,

Assistant Chief Engineer,
Bihar and Orissa.

Estimated cost.

	Rs.
1. (a) Cost of school building, with roof supported on stanchions.	1,350
(b) Cost of school building, with roof supported on walls and pillars.	1,260
2. (a) Extra cost for closing in the gable end of the open portion with 2nd class brick-in-mud walling, including pointing and whitewashing.	28
(b) Extra cost for closing in the gable end of the open portion with galvanized corrugated iron sheeting between ridge and hips.	28
3. (a) Extra cost for covering roof with one layer of country-tile.	93
(b) Extra cost for covering roof with 6" paddy straw thatch.	31
4. Extra cost for cloth ceiling to closed room ...	35

W. G. CAME,

Assistant Chief Engineer,
Bihar and Orissa.

The 9th October 1925.

Comparative statement of costs of complete roof for lower primary schools, with 24 B. W. G. corrugated iron sheeting over mild steel framing, based on designs prepared in the Secretariat and as received from certain Engineering firms f. o. r. at works (as per quotations received from the firms).

Name of firm,	Cost of complete roof with stanchions.		Cost of complete roof with wall plates and holding-down rods.		Remark.
	To Secretariat design.	To design submitted by firm.	To Secretariat design.	To design submitted by firm.	
1	2	3	4	5	6
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	
Messrs. Kumardhubi Engineering Works, Ltd.	643 0 0	543 0 0	525 8 0	...	F. o. r. Kumardhubi. The firm's design has a 20° roof, instead of 30° as in other cases.
Messrs. Jessop & Co.	736 0 0	...	625 0 0	...	F. o. r. Howrah.
Do. Martin & Co.	779 0 0	799 8 0	635 8 0	656 0 0	Ditto.
Do. Burn & Co....	704 11 0	612 7 0	591 15 0	436 14 0	Ditto. Extra cost on firm's design for anchorages for tiles = Rs. 68-4-0.

W. G. CAME,

Assistant to Chief Engineer,
Bihar and Orissa.

The 9th October 1925.

Note for the conference of chairmen of district boards on the construction of primary school buildings.

In the note on the primary education programmes it has been shown that the construction of satisfactory primary school buildings is of the greatest importance for the development of primary education. In May 1924 district boards were asked to furnish Government with information regarding the housing of existing schools and also to give their opinions as to the types which were in their opinion most suitable for the three classes of primary schools. Replies have now been received from all the district boards except Hazaribagh and the information obtained has been summarised in three statements which are attached to this note. If these statements are analysed and compared with those attached to the note on the primary education programmes, some interesting conclusions may be drawn.

2. *The housing of existing schools.*—It will be seen that taking the figures for Hazaribagh as approximately the same as those for Ranchi, there are at present somewhat over 20,000 managed, aided and stipendiary primary schools in all. Statement I does not distinguish between middle vernacular, upper primary and lower primary schools, but middle vernacular schools are relatively so few that they can be disregarded, while upper primary schools may be taken at roughly 10 per cent. of the whole. Out of these 20,000 schools approximately 6,000 are reported to be satisfactorily housed, while nearly 10,000 or approximately half are situated in borrowed premises. Only about 1,000 are situated in premises belonging to the district boards, of which rather more than one-third are in *pukka* buildings and the remainder in *kutcha* buildings. About 6,750 schools are housed in premises constructed by subscription or otherwise and generally recognized as belonging to the locality for educational purposes. In considering these figures it should be borne in mind that the term "satisfactorily housed" has been interpreted by each board according to its own ideas. For instance, it will be seen that out of 61 schools managed by the Patna district board, 42 are reported to be satisfactorily housed. Only 24 of the 61 schools have *pukka* buildings belonging to the board, 11 are housed in *kutcha* buildings belonging to the board and 16 in borrowed premises. It is clear, therefore, that some of those schools reported to be satisfactorily housed are either in *kutcha* buildings or in borrowed premises. Similar results will be obtained from the analysis of the remaining figures. In the case of stipendiary schools, for instance, 4,000 out of 15,000 odd are said to be satisfactorily housed, but only 145 have *pukka* buildings belonging to the board, while about 8,000 are in borrowed premises, 2,000 in houses belonging to the *gurus* and 5,000 in premises constructed by subscription or otherwise and generally recognized as belonging to the locality for educational purposes. Unless, therefore, all the buildings which have been constructed locally by subscription are in very good order, and it is notorious that many do not answer to this description, it must not be assumed that final provision has been made for all these schools. On the assumption, however, that 6,000 schools are for the present satisfactorily housed, there are 14,000 existing schools for which buildings ought to be provided. In particular there are about 10,000 schools conducted in borrowed premises, and it has constantly been urged both by district boards and by inspecting officers that so long as schools are conducted in the verandahs of private residences and the like, no real progress in primary education can be expected, especially as regards the education of the lower castes. Further, as has been pointed out in the note on the primary education programmes, it is impossible in these circumstances for district boards to locate schools in places where they are really required. The provision of satisfactory buildings for these schools is, therefore, a matter of great public importance.

3. *New schools.*—It will be seen from the statement attached to the note on the primary education programmes that the total number of primary schools required for the province is approximately 27,000, while about 10 per cent. of these will be upper primary schools. Allowing therefore for the 6,000 schools which are "satisfactorily housed", it will be necessary, in order to carry out the new programmes, to construct 21,000 new primary

school buildings of which about 2,000 will be for upper primary schools and 19,000 for lower primary schools. This assumes that the figures regarding buildings are approximately the same for both classes of schools. It seems probable, however, that upper primary schools are on the average better housed than lower primary schools and that most of the existing upper primary schools have got satisfactory buildings. If this is so, it will reduce the ultimate cost of the programmes to a certain extent, but for the purposes of these calculations, as will be seen, the figures are so large that it does not matter what proportions are taken for the present. It is assumed therefore that the needs of both classes of schools are approximately the same.

4. *Types of buildings proposed.*—Statements II and III show the types of building proposed by each district board for the various classes of schools, together with the board's estimates of the cost of erecting them. In most cases plans and estimates have been sent by the district boards and these are available for examination, if desired. The figures of cost alone show that there is a considerable diversity of opinion among the boards as to the best type of building. Thus, the Patna and Puri district boards suggest that lower primary school buildings can be constructed for about Rs. 300, while Shahabad places the cost at Rs. 4,000 and Saran and Muzaffarpur at approximately Rs. 2,650. These are the extremes, but only nine of the district boards suggest that primary school buildings can be constructed for less than Rs. 1,000 and the cost of upper primary schools is proportionately greater. If a figure of Rs. 1,000 is taken, it is at once apparent that the cost of providing satisfactory buildings to enable the programmes to be carried out will exceed two crores of rupees. In spite of this it will probably be generally agreed that the specifications proposed by the various boards are by no means

*Shahabad ... Pukka roofs.
Purnea }
Ranchi } Corrugated iron.
Palamu }

satisfactory. In very few cases* is any better roof proposed than *nurria* tiles supported on bamboos. Yet, as will be generally agreed, this type of roof can

never be satisfactory and always costs a considerable amount to maintain in good repair. Very few of the boards have given figures regarding the cost of up-keep of buildings, but such few statistics as are given are interesting. Thus, Champaran with 60 managed schools during the last three years spent on an average Rs. 1,700 on repairs, or roughly Rs. 30 per school. Again, Shahabad with 45 managed schools has spent just under Rs. 2,000 per annum on repairs for the last three years, or an average of about Rs. 45 per school, and they estimate the cost of maintenance at Rs. 50 for upper primary schools and Rs. 30 for lower primary schools. The Saran district board on the other hand places the cost of repairs for upper primary schools at Rs. 80 and for lower primary schools at Rs. 70. Taking an average of Rs. 40 for all classes of schools it would thus cost about ten lakhs per annum to keep up 27,000 schools, or an average of about rupees 50 thousand for each district board.

5. *Suggestion for an alternative specification.*—In view of the large cost of the maintenance of this type of building, Government have considered whether it is not possible to devise some other type which would be cheaper to keep up, as well as more satisfactory. Experienced engineers consider that from the point of view of cheapness of maintenance as well as general satisfaction, the most important feature of a building is the roof. If a roof can be provided which will not require repairs itself and will at the same time prevent water from disintegrating the walls, not only is the life of the building greatly prolonged, but annual repairs cost much less. Pukka roofs are out of the question, both because they are very expensive to construct and also in an Indian climate liable to crack and let in the rain. The only feasible alternative, therefore, is a corrugated iron roof. Corrugated iron sheets are now being made at Jamshedpur and it will not be necessary to import them, if this type of roof is adopted. It may be urged that a building so roofed would be extremely hot in the hot weather. It is, however, possible to protect such a roof either by country tiles or by thatch, or to make the buildings cooler by means of ceiling cloths, and the cost of doing this would not be great. One

further advantage of such roof is that it would be possible by giving large orders to obtain them very cheaply and by the adoption of a single type for all lower primary schools throughout the province (except on the coast of Orissa) great economies in erection and maintenance could be obtained. This type will not be suitable for the coast of Orissa where no iron work can be maintained and for this area probably thatched roofs will be the most suitable. For the rest of the province, however, it is believed that a corrugated iron roof will in all the circumstances be the most satisfactory and the opinion of the conference on this point is invited.

6. *Details of plan and specification and estimates.*—In order to give the conference some idea of the cost of these buildings plans and specifications have been worked out in the Secretariat and are circulated. There has been too little time to complete these satisfactorily and the details are open to discussion and alteration. Two general types are proposed, one erected on steel stanchions and the other on brick pillars. In either case the outer edges of the plinth would be constructed with brick in cement and the inside would consist of rammed earth. In a lower primary school, one room would have walls up to the roof, with the necessary windows, and the other room would remain open, except for a dwarf wall of mud or sun-dried bricks. There will be no verandah, but a big overlap of the roof has been provided and this together with the dwarf walls would serve to protect the children from the weather. For an upper primary school one more open room would be added. A model of the stanchion type has been prepared and is being placed before the conference for inspection. Some of the leading firms have also been invited to make preliminary tenders for the supply of roofs for such buildings and these figures will also be available at the conference. So far as can be ascertained, however, the cost of these buildings would be as follows:—

	Rs.
Upper primary school with stanchions	1,350
Upper primary school with brick pillars	1,150
Lower primary school with stanchions	1,000
Lower primary school with brick pillars	850

Whatever may be the opinion of the conference regarding the suitability of these buildings, it appears that they are likely to be cheaper than most of the types recommended by the district boards. In addition to this they are certain to have a much longer life, while the cost of maintenance will be less.

7. *Cost of constructing of the buildings required.*—Even so the cost of constructing such buildings as are required for the programmes will be very great indeed. Taking the lowest figures, viz., Rs. 850 for a lower primary school (with corrugated iron protection for the open end, mud walls and no extra protection for the roof) and Rs. 1,200 for an upper primary school, the cost of providing new buildings for the existing 14,000 school which are unsatisfactorily housed would be Rs. 125 lakhs, Rs. 105 lakhs for lower primary schools and Rs. 20 lakhs for upper primary schools, while to provide for the full number of 19,000 lower primary schools and 2,000 upper primary schools, which will be required when the new programmes are completed, would cost 185 lakhs of rupees of which 24 lakhs would be required for upper primary schools. These figures are so great as to be likely to cause discouragement to the champions of primary education. All the same, sooner or later, somehow or other, buildings must be constructed for the schools and the problem has to be faced. Even taking the lowest figures proposed by any board, viz., Rs. 300 for a lower primary school with mud walls and a thatched roof the cost would still be about half of that proposed, while the cost of maintenance would be high and the life of the buildings very short. The question to be decided is, in all the circumstances what is the best type of building to select. It will be seen that the boards are unanimous in saying that there is practically no chance of buildings being erected locally by subscription, if sites are provided

but in most cases it is hoped that sites will be provided free. If the actual erection must be carried out by the boards themselves, either from their own resources or from grants received from Government, the prospects are not very good. The conference has probably sufficient knowledge of the finances of the province to understand that there is no chance of Government being able to find so much money at present and in point of fact Government have not yet had time to consider these estimates, or to come to any conclusion as to the policy to be pursued. All they can do is to place these figures, plans and specifications before the conference and to ask them for their advice as to what in the circumstances is the best course to adopt.

8. *Funds already available.*—Some money for primary school buildings is already available. It will be seen from Statement II that the district boards have now aggregate balances earmarked for this purpose amounting to about seven lakhs, while a provision of one-and-a-half lakhs has been made in the present budget. These sums and any further sums which Government may be able to allot in the near future out of its balances are not likely to go far towards the completion of the buildings required and the whole matter of financing the construction will require mature consideration.

RANCHI :

The 26th August 1925.

B. A. COLLINS,

Secretary to Government.

STATEMENT
(Housing of existing primary schools.)

Name of the district board.	Managed schools.									Aided schools.					Stipendiary schools.													Remarks.		
	Total number of schools.	Number of schools which are housed.		Number of schools accommodated.						Total number of schools.	Number of schools which are housed.		In premises belonging to the board.	Number of schools accommodated.				Total number of schools.	Number of schools which are housed.		Number of schools accommodated.									
		Satisfactorily.	Unsatisfactorily.	In premises belonging to the board.		In borrowed premises.	In hired premises.	In premises belonging to the guru.	In premises constructed by subscription or otherwise and generally recognized as belonging to the locality for educational purposes.		Satisfactorily.	Unsatisfactorily.		In premises belonging to the board.	Pucca.	Kutch.	In borrowed premises.		In hired premises.	In premises belonging to the guru.	In premises constructed by subscription or otherwise and generally recognized as belonging to the locality for educational purposes.	Satisfactorily.	Unsatisfactorily.	Pucca.	Kutch.	In borrowed premises.	In hired premises.		In premises belonging to the guru.	In premises constructed by subscription or otherwise and generally recognized as belonging to the locality for educational purposes.
				Pucca.	Kutch.																									
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29		
Patna ...	61	42	19	24	11	16	5	...	5	64	9	55	1	...	61	...	1	1	1,214	266	948	...	1	1,019	21	160	13			
Gaya ...	25	25	...	19	2	...	2	...	2	76	...	76	...	...	76	...	...	...	1,484	148	1,336	49	34	1,154	46	195	6			
Shahabad ...	45	30	15	16	3	17	3	2	4	377	87	290	3	...	306	10	36	22	497	103	394	2	2	350	4	101	38			
Saran ...	8	8	...	8	...	...	...	...	...	20	6	14	2	...	...	...	...	4	760	171	589	31	...	548	...	81	100			
Champanan ...	60	33	27	18	16	4	...	1	21	43	14	28	5	...	1	...	1	22	697	72	625	2	3	232	...	126	334			
Muzaffarpur ...	55	39	16	28	14	4	...	...	9	481	98	386	15	...	225	1	23	210	871	71	800	6	...	468	...	125	272			
Darbhanga ...	25	17	8	11	6	6	...	...	2	14	5	9	...	...	8	...	1	5	1,651	363	1,288	21	28	886	...	277	439			
Monghyr ...	5	4	1	3	...	1	1	...	...	94	20	74	5	...	57	4	5	22	1,097	43	1,054	22	...	870	...	94	111			
Bhagalpur ...	35	22	13	10	...	3	1	4	17	79	27	42	...	...	46	2	3	25	950	331	619	...	...	591	2	76	281			
Purnea ...	1,005*	377	628	15	10	283	2	61	634	...	...	Figures included under those for managed schools.				...	...	...	...	Figures included under those for managed schools.						...	...	*Also includes aided and stipendiary schools.		
Santal Parganas ...	27	25	2	6	20	...	1	...	...	67	32	35	...	...	3	2	19	43	1,025	575	450	...	...	149	5	264	607			
Cuttack ...	58	42	16	3	54	1	...	...	...	75	25	50	...	...	23	...	2	50	1,378	330	1,048	...	...	578	4	60	736			
Balasore...	21	9	12	4	2	1	2	...	12	17	13	4	...	...	2	...	...	15	862	411	451	...	...	172	1	19	670			
Puri ...	212	212	...	5	59	...	...	...	148	23	9	14	...	...	13	...	1	9	571	64	507	...	...	469	1	37	64			
Sambalpur ...	126	115	11	4	122	...	...	...	...	1	1	...	...	...	1	...	...	...	219	126	93*	...	...	56	...	...	163			
Hazaribagh ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	No figure received.			
Ranchi ...	41	26	15	7	21	4	...	...	9	437	145	292	6	...	194	...	6	183	634	235	399	3	12	227	...	177	215			
Palaman...	85	67	18	16	56	7	6	...	...	...	...	...	...	...	...	...	...	...	233	86	147	...	...	201	4	3	25			
Manbhum ...	52	41	11	4	42	4	...	1	1	181	125	56	7	...	19	...	25	130	893	442	451	9	...	176	2	84	622			
Singbhum ...	34	24	10	3	8	...	...	...	23	29	18	11	...	...	...	...	...	29	299	163	136	...	2	9	...	18	270			
Total ...	1,980	1,158	822	204	446	351	23	69	887	2,080	644	1,436	44	...	1,035	19	123	770	15,335	4,000	11,335	145	82	8,155	90	1,897	4,966			

ABSTRACT OF STATEMENT I—(housing of existing primary schools).

Type of schools.	Total number of schools of each type.	Number of schools, which are housed.		Number of schools accommodated.							Remarks.
		Satisfactorily.	Unsatisfactorily.	In premises belonging to the board.		In borrowed premises.	In hired premises.	In premises belonging to the Guru.	In premises constructed by subscription or otherwise and generally recognised as belonging to the locality for educational purposes.		
				Pucka.	Kutchia.						
1	2	3	4	5	6	7	8	9	10	11	
1. Managed primary schools.	1,980	1,158	822	204	446	351	23	69	887		
2. Aided primary schools.	2,080	644	1,436	41	89	1,035	19	123	770		
3. Stipendiary primary schools.	15,335	4,000	11,335	145	32	8,155	90	1,397	4,966		
Total	19,395	5,802	13,593	293	617	9,541	132	2,089	6,623		

STATEMENT II.
Statement showing the cost of a building for a primary school, as proposed by each district board.

Name of district board.	Unspent balance carried forward on 1st April 1924.	Expenditure during last three years, 1921-22, 1922-23 and 1923-24 on—		Cost proposed for—			Cost of site.	Will local people construct buildings, if sites are provided?	Remarks.
		New buildings.	Repairs.	Middle vernacular school.	Upper primary school.	Lower primary school.			
1	2	3	4	5	6	7	8	9	10
Patna	...	Rs. 3,458	Rs. 16,989	Rs. 4,500	Rs. 520	Rs. 315		No	No further information supplied.
Gaya	...	54,497	10,025	4,250	900	500	*	...	*It is hoped that free sites for primary schools will be obtained in most cases, but land will have to be acquired for middle vernacular schools.
Shahabad	...	16,221	5,776	12,000	6,000	4,000	2,000 for M. V. ... 1,000 for U. P. 600 for L. P.	No	In some cases sites may be obtained free of cost.
Saran	...	31,411	7,653	7,341	3,464	2,636	400 to 500 per bigha.	No	In most cases sites will have to be acquired.
Champaran	...	46,037	5,064	6,500	1,600	1,150	500 a site	No	Sites will not be provided in every case.
Muzaffarpur	...	30,732	8,216	6,050	3,550	2,650	650 for M. V. ... 400 for U. P. 200 for L. P.	Generally not ...	Sites will be provided free in many cases.
Darghanga	...	93,295	847	5,400	2,600	1,430	†	No	†Land may be obtained free.
Monghyr	...	60,388	8,373	4,800	1,370	1,005	...	No	No further information supplied.
Bhagalpur	...	27,128	1,038	3,000	2,000	1,500	...	No	No free site is expected to be obtained. Cost of site to be acquired not given.
Purnea	...	60,784	3,084	Not stated	1,553	1,153	25 to 30 a bigha ...	No	In most cases sites will be free gifts.
Santal Parganas	...	37,515	5,947	4,850	1,550 or 1,026	1,700 or 1,135 or 1,250 or 830	40 a bigha	No	Sites in the Damini can be obtained free of cost.
Cuttack	...	34,695	3,387	6,700	6,500 or 650	4,200 or 450	100 in each case ...	No	In 80 per cent. of cases sites will be provided free.

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Balasore	7,706	...	960	3,410	1,115 or 1,447	685 or 940	150 an acre	Generally not ...	Sites may be provided free by zamindars in a few cases only.
Puri	79,95	5,352	1,271	926	480	346	†	No	Sites will be provided by villagers free of cost.
Sambalpur	11,469	5,476	11,599	1,088	698	527	...	No	
Hazaribagh	40,987	...	No figures available.	...	...	...	...	...	
Ranchi	23,185	4,224	3,551	5,476 or 4,646	2,599 or 2,025	1,762 or 1,370	100 for M. V. ... 50 for U. P. ... 25 for L. P.	No	In the majority of cases sites may be obtained as free gifts.
Palamau	36,978	3,235	6,106	...	5,000	3,500	50 an acre	No	In most cases sites will be provided free.
Manbhum	53,395	20,173	11,540	1,650	760	600	300 for M. V. ... 100 for primary.	Generally not ...	In most cases sites can be obtained free of cost.
Singbhum	6,493	430	1,425	2,300	1,350	950	...	No	§Sites will be available free of cost or at very small cost.
Total	6,84,070	1,31,683	1,66,574	...	...	...	...	...	

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STATEMENT III.

Statement showing the plans and specifications of primary school buildings proposed by the various boards.

Name of district.	Plans and specifications suggested :—Number of rooms, area of each, nature of roof, walls and floors.				Remarks.
	Lower primary schools.	Upper primary schools.	Middle vernacular schools.		
1	2	3	4	5	
1. Patna ...	2 rooms : 20' x 15' or 300 sq. ft., 4'-9" verandah; mud walls; roof of nuria tiles over bamboo frame and 3" grass.	3 rooms : 20' x 15' or 300 sq. ft.; 5' verandah; other specifications as for a lower primary school.	7 rooms : 20' x 15' or 300 sq. ft. about 6' verandah. Foundations, plinth, jambs, arches and pillars pucca; walls brick in mud; floor brick-on-edge over a brick flat; nuria tiled roof over bamboo frame and 3" grass.	Plans submitted.	
2. Gaya ...	1 room 20' x 12' or 240 sq. ft., with a verandah 6' wide; nuria tiled roof on bamboo frame; walls mud or sundried bricks with pucca pillars on the verandah.	2 rooms : 18' x 12' or 216 sq. ft.; verandah 5'-3"; nuria tiled roof on bamboo frame; walls, mud or sundried bricks with pucca pillars on the verandah.	8 rooms : 4 of 16' x 15' or 240 sq. ft.; verandah 8'. 4 of 20' x 16' or 320 sq. ft.; verandah 10'.	Copies of plans sent.	
3. Shahabad ...	2 rooms : 1 of 20' x 16' or 320 sq. ft. ... 1 of 24' x 16' or 384 " 7' verandah in front.	3 rooms : 2 of 20' x 16' or 320 sq. ft. ... 1 of 24' x 16' or 384 " 7' verandah in front.	Nuria tiled roof on bamboo frame; walls, kutcha-pucca bricks. 6 rooms : 4 of 20' x 16' or 320 sq. ft. 1 of 24' x 16' or 384 " 1 of 12' x 16' or 192 " 7' verandah in front.		
4. Saran ...	Foundations and plinth—pucca. Superstructure—kutcha-pucca. Roof—Sasaram stone slabs under 3' concrete. Floor—Stone paved. 2 rooms : 1 of 20' x 18' or 360 sq. ft. ... 1 of 18' x 16' or 288 " 8' verandah in front.	Same as for lower primary schools. 3 rooms : 1 of 20' x 18' or 360 sq. ft. ... 2 of 16' x 18' or 288 " 8' verandah in front.	Other specifications as for lower primary schools. 5 rooms : 4 of 24' x 18' or 432 sq. ft. 1 of 15' x 18' or 270 " 8' verandah.		
5. Champaran ...	Walls of pucca masonry up to plinth level. Superstructure—kutcha-pucca masonry. Floor—brick-on edge on concrete bedding. Pillars and jambs of pucca masonry. Roof—tiles on 3" thatch on bamboo frame over sal wood rafters and purlins. 3 rooms : 2 of 16' x 15' or 240 sq. ft. ... 1 of 12' x 15' or 180 " 6' verandah sq. ft.	Other specifications as for lower primary schools. 3 rooms : 1 of 16' x 15' or 240 sq. ft. ... 2 of 12' x 15' or 180 " 6' verandah sq. ft.	5 rooms of 16' x 15' or 240 sq. ft., 6' verandah. All walls in foundations and plinth and 1' top together with jambs and arches to be in first class bricks in lime mortar, the rest to be kutcha-pucca in mud mortar. Floor of 3" terrace over a brick flat. Roof of single 14" nuria tiles on bamboo frame, mats and 3" grass carried on iron rafters and purlins.	Plan submitted.	
6. Muzaffarpur ...	2 rooms : 1 of 24' x 18' or 432 sq. ft. ... 1 of 18' x 12' or 216 sq. ft.	3 rooms : 1 of 25' x 15' or 375 sq. ft. ... 2 of 15' x 15' or 225 sq. ft.	5 rooms : 2 of 25' x 15' or 375 sq. ft. ... 3 of 15' x 15' or 225 " 8' verandah.		
7. Darbhanga ...	Other specifications as for middle vernacular schools. 2 rooms : 1 of 30' x 15' or 450 sq. ft. ... 1 of 10' x 15' or 150 "	Other specifications as for middle vernacular schools. 3 rooms, each of 20' x 15' or 300 sq. ft.; 4' verandah. Other specifications as for a lower primary school.	Foundation for superstructure pucca work; roof—tile over thatch. 5 rooms : 3 of 20' x 16' or 320 sq. ft. ... 2 of 15' x 16' or 240 " 10 verandah.	Type plans submitted.	
8. Moughyr ...	Wall of brick-in-mud; floor of brick-on-edge; roof of nuria tiles over 3" thatch over bamboo frames and sal trusses, jambs, lintels, tops of walls and pillars of brick-in-lime. 2 rooms : 12' x 16' each or 192 sq. ft., 1 closed and 1 with dwarf walls; 6'-9" verandah in front. Mud walls with pucca or kutcha floor; roof of nuria tiles on bamboo frame supported on sal poles.	3 rooms : 12' x 16' each or 192 sq. ft.; ... 1 closed and 2 with dwarf walls; 6'-9" verandah. Other specifications as for a lower primary school.	Same specifications as for primary schools except that the roof will be pucca. 6 rooms : 4 of 20' x 16' or 320 sq. ft. ... 2 of 16' x 16' or 256 sq. ft. 8' verandah. Walls of pucca brick; roof of nuria tiles on bamboo frame supported on sal pole; pucca floor.	Ditto.	

STATEMENT III—contd.

Name of district.	Plans and specification suggested :—Number of rooms, area of each, nature of roof, walls and floors.				Remarks.
	Lower primary schools.	Upper primary schools.	Middle vernacular schools.		
9. Bhagalpur ...	2	3	4	5	
10. Purnea ...	Three rooms with a verandah in front; mud walls with tile thatching (sic). Two rooms to accommodate 30 pupils each— As for upper primary school; roof specifications not supplied. Rs. 120 maintenance charge.	Four rooms with a verandah in front; mud walls with tile thatching (sic). Three rooms to accommodate 30 pupils each with a verandah on the south. Split bamboo walls plastered with mud and whitewashed; plinth and floor pukka. Roof specifications not supplied. Rs. 150 maintenance charge.	Six rooms with a verandah in front; mud walls with tile thatching (sic). Seven rooms to accommodate 30 pupils each with dual desks and with a verandah on the south side; walls pukka; cemented floor; corrugated iron roof with tiles on top, on a sal wood frame.		
11. Santal Parganas,	2 rooms : 1 of 25' x 12' or 300 sq. ft. 1 of 15' x 12' or 180 sq. ft. or 3 rooms : 2 of 15' x 12' or 180 sq. ft. 1 of 25' x 12' or 300 "	3 rooms : 1 of 25' x 12' or 300 sq. ft. 2 of 20' x 12' or 240 "	6 rooms : 4 of 14' x 12' or 168 sq. ft. 2 of 25' x 12'—10' or 320 $\frac{1}{2}$ sq. ft.		
12. Cuttack ...	3 rooms : 2 of 20' x 12' or 240 sq. ft. 1 of 8' x 12' or 96 " 6' verandah in front.	4 rooms : 2 of 20' x 12' or 240 sq. ft. 1 of 30' x 12' or 360 " 1 of 8' x 12' or 96 "	5 rooms : 4 of 20' x 12' or 240 sq. ft. 1 of 40' x 12' or 480 " Other specifications as for primary schools.		

13. Balasore ...	Model lower primary school— Kutcha-pukka with thatched roofs. For other types— Mud walls with thatched roofs. 2 rooms : 1 of 15' x 12' or 180 sq. ft. 1 of 20' x 12' or 240 " 4' verandah. Mud walls, mud plinth and floor; thatched roof on bamboo frame supported on wooden scantlings; verandah room on sal posts; and 3 rooms : 2 of 15' x 12' or 180 sq. ft. 1 of 20' x 12' or 240 " 4' verandah. Specification as above.	6' verandah in front. Other specifications as for lower primary schools. 3 rooms : 2 of 15' x 12' or 180 sq. ft. 1 of 20' x 12' or 240 " 5' verandah. As for lower primary schools. 4 rooms : 3 of 15' x 12' or 180 sq. ft. 1 of 20' x 12' or 240 " 5' verandah. As for lower primary schools.	4 rooms : 14' x 12' or 168 sq. ft. Hall—22' x 12' or 264 " 8'—10' verandah on either side of hall. Foundation 4' with 1' of lime concrete, pukka masonry up to plinth level; walls bricks in mud except door, window, jambs and top of walls below thatching; artificial stone flooring; thatched roof over bamboo frame supported on wooden scantlings; walls to be sand and lime plastered and whitewashed.		
14. Puri ...	2 rooms : 1 of 23' x 12' or 276 sq. ft. 1 of 17' x 12' or 204 " 4' verandah in front. Plinth and walls of mud. Roof of strong bamboo frame with 9" thatch and jafri.	3 rooms : 2 of 17' x 12' or 204 sq. ft. 1 of 26' x 12' or 312 " 4' verandah in front. Specifications as for lower primary schools.	6 rooms : 1 of 26' x 12' or 312 sq. ft. 2 of 17' x 12' or 204 " 2 of 18' x 12' or 216 " 1 of 16' x 12' or 192 " 4' verandah in front. Specifications as for primary schools.		
15. Sambalpur ...	2 rooms : 1 of 20' x 12' or 240 sq. ft. 1 of 12' x 12' or 144 " with a 5'—6" verandah. Foundation, lime concrete. Floor, moorum. Walls, mud. Roof, single tiles over bamboo frame.	As for lower primary schools, but one more room of 12' x 12'.	As for lower primary schools, but— 2 rooms of 12' x 12'. 2 " of 15' x 12'. 1 room of 20' x 12'.		

STATEMENT III—*concl.*

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Name of District.	Plans and specifications suggested :—Number of rooms, area of each, nature of roof, walls and floors.				Remarks.
	Lower Primary Schools.	Upper Primary Schools.	Middle Vernacular Schools.		
1	2	3	4	5	
16. Hazaribagh...					No information yet received.
17. Ranchi ...	2 rooms : both of 15' x 15' or 225 sq. ft. ... 5'—2½" verandah. Foundation and plinth coursed rubble in lime mortar. Superstructure—sundried bricks in clay and pucca plaster both inside and outside and whitewashed. Roof—either corrugated iron or single layer mura tiles.	3 rooms : all of 15' x 15' or 225 sq. ft. ... 5'—2½" verandah. Specifications as for lower primary schools.	6 rooms : 5 of 15' x 15' or 225 sq. ft. 1 of 20' x 15' or 300 sq. ft. 5'—2½" verandah. Foundation and plinth—2nd class bricks in lime or coursed rubble in lime. Superstructure—inner walls sundried bricks in clay ; outer walls of second or 3rd class brick facing with sundried brick in mud. Plastering outside pucca inside kutcha and whitewashed.		
18. Palamu ...	700 sq. ft. with a small store room. mud walls or beaten bamboo walls and corrugated iron roof on iron frame and iron posts with a covering of thatch. Wooden frames may also be substituted for iron frames.	1,000 sq. ft. with a small store room ... Other specifications as for a lower primary school.	5 rooms : 3 of 18' x 16' or 288 sq. ft. 1 of 24' x 18' or 432 " 1 of 18' x 12' or 216 " A verandah on the north. All pucca with terraced roof.		
19. Manbhum ...	2 rooms : 1 of 24' x 13½' or 324 sq. ft. ... 1 of 18' x 9' or 162 " 4½' verandah in front of larger room. Mud walls, sal bullah timbers, bamboo frames and thatched roofs. In some cases, however, where people take proper interest pucca buildings with terraced roof may be tried.	3 rooms : 1 of 24' x 13½' or 324 sq. ft. ... 2 of 18' x 9' or 162 " 4½' verandah in front of larger room. Same specifications as for lower primary schools.	5 rooms : all of 15' x 16' or 240 sq. ft. in one row ; 5' verandah in front. Same specifications as for primary schools.		

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20. Singhbhum...	2 rooms : 1 of 12' x 12' or 144 sq. ft. (closed) 1 of 18' x 12' or 216 sq. ft. (open) with dwarf walls 3' high. Foundation and plinth—rubble in mud. Superstructure—mud wall and whitewashed ; the pillars are to be of rubble in lime and sand and mud, plastered and whitewashed. Floor—thick rammed murrum. Roof—Bangalore tiles on battens.	3 rooms : 1 of 12' x 12' or 144 sq. ft. (closed), 2 of 18' x 12' or 216 sq. ft. (open) with dwarf walls between pillars. Specifications as for lower primary schools.	5 rooms : 2 of 12' x 12' or 144 sq. ft. 3 of 18' x 12' or 216 sq. ft. Specifications as for primary schools.	
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APPENDIX IV.

ITEM No. 4.

Suggestions regarding the relations between the inspecting staff and district boards which Government are prepared to consider at the conference.

1. *Appointment of sub-inspectors.*—When a vacancy occurs in any district, if there is a surplus sub-inspector in any other district, the inspector, or the Director of Public Instruction if the transfer is from another division, will have power to transfer an officer to the district. Otherwise the appointment will be advertised, copies being sent to the principals of the training colleges, and the chairman and the district inspector sitting together will consider the applications together with the claims of the candidates registered in the inspector's office (see article 905 of the Code) and those of the members of his leave and deputation reserve. If they are unanimous, the inspector must either appoint their nominee or else refer the matter to the Director of Public Instruction for decision: if they disagree, the inspector must refer the matter to the Director of Public Instruction for decision. Sub-inspectors serving in other districts may submit applications for the appointment through the district inspector and chairman of their own district board.

2. *Leave of sub-inspectors.*—The chairman may grant casual leave according to the rules in force to any sub-inspector. All other applications for leave should be sent through the district inspector and chairman to the inspector. Leave vacancies will be filled by a member of the leave and deputation reserve, if one is available: otherwise the inspector will select a candidate from among those registered in his office.

3. *Promotion of sub-inspectors.*—Confidential reports on sub-inspectors' work will be submitted to the inspector through the chairman, who may record a formal censure in an officer's service book at any time.

4. *Transfers of sub-inspectors.*—The chairman shall have power to transfer sub-inspectors within his own district and no sub-inspector shall be transferred from a district (except to his benefit) without the consent of the chairman. When a sub-inspector is transferred to a district, a report on his work shall be sent by the chairman of the district from which he comes to the chairman of that to which he goes.

5. *Suspension and punishment of sub-inspectors.*—The chairman shall continue to exercise the right of suspension, which he already possesses. Further proceedings shall be taken by the district inspector, who shall submit the case to the inspector for orders through the chairman.

6. *Diaries of sub-inspectors.*—Diaries shall be sent by the district inspector to the chairman and by him to the inspector. Where a sub-inspector is serving under a local board, they shall be submitted to the district inspector through the chairman of the local board.

7. *Recognition of primary schools.*—Under article 183 of the Code the power to recognize a school as a primary school rests with the district inspector; it will henceforth be exercised by the subdivisional deputy inspector in the case of schools within his subdivision. A district inspector or subdivisional deputy inspector may direct a sub-inspector to make any enquiries that he may consider necessary in any case of recognition, but the final decision must rest with the district inspector or subdivisional deputy inspector, as the case may be, and recognition may only be refused for reasons to be recorded in writing on one of the following grounds,—

- (a) that the school has been guilty of wilful transgression or evasion of the transfer rules;
- (b) that it does not give reasonably good instruction according to the syllabus prescribed by Government;
- (c) that it does not maintain a reasonable standard of discipline; or
- (d) that its recognition would, in the opinion of the Director of Public Instruction, be injurious to the interests of the education.

Where recognition is refused, a copy of the orders must be sent to the chairman of the district board or local board, as the case may be; in cases coming under clause (d) a copy of the Director's orders should be sent also.

8. *Recommendation of stipends.*—Any application for a stipend referred by a board to a sub-inspector shall be deemed to have been recommended by that officer, unless a reply is received from him in writing within one month.

9. *Powers of chairmen to issue such orders to the educational staff as are necessary for the proper performance of the educational duties entrusted to a board by the Local Self-Government Act and the rules framed under it.*

(a) ORDERS TO A DISTRICT INSPECTOR.

The chairman of a district board may issue orders direct to the district inspector and, unless those orders conflict with any orders already passed by the inspector or some higher authority, the district inspector shall be bound to carry them out, although he shall be entitled to protest at the same time to the inspector.

(b) ORDERS TO SUBORDINATES OF THE DISTRICT INSPECTOR.

(1) *Procedure in the districts where there are subdivisional deputy inspectors in the outlying subdivisions and power has been delegated to local boards.*

(a) In respect of duties delegated to a local board, the chairman of the local board in an outlying subdivision may issue to the subdivisional deputy inspector and to sub-inspectors, and the chairman of the sadar local board to sub-inspectors, such orders as he may deem necessary;

(b) In respect of duties not delegated to a local board, the chairman of the district board may issue to a subdivisional deputy inspector and to sub-inspectors such orders as he may deem necessary.

(c) All such orders shall, except where circumstances render this impossible or the procedure would cause undue delay, be issued, in the case of orders to sub-inspectors by the chairman of the local board of an outlying subdivision through the subdivisional deputy inspector, and in the case of orders by the chairman of a district board, or by the chairman of the local board of the sadar subdivision, through the district inspector; but in cases of urgency the chairman of the district or local board, as the case may be, may issue an order direct and unless such order is contrary to an order already passed by his official superior or some higher authority, the subdivisional deputy inspector or sub-inspector shall be bound to carry it out, though he shall be entitled to protest at the same time to his official superior should he so desire.

(d) Copies of all orders issued to a subdivisional deputy inspector shall be sent to the district inspector and copies of all orders issued direct to a sub-inspector shall be sent to the subdivisional deputy inspector or district inspector, as the case may be.

(2) *Procedure in the districts (if any) where there are subdivisional deputy inspectors in the outlying subdivisions, but power has not been delegated to local boards.*

(a) The chairman of the district board may issue to subdivisional deputy inspectors and sub-inspectors such orders as he may deem necessary.

(b) All such orders shall, except where circumstances render this impossible or the procedure would cause undue delay, be issued through the district inspector, but in cases of urgency the chairman may issue an order direct to a subdivisional deputy inspector or a sub-inspector, and the subdivisional deputy inspector or sub-inspector shall be bound to carry it out unless it is contrary to an order already passed by his official superior or some higher authority, though he shall be entitled to protest at the same time to his official superior should he so desire. Copies of all orders issued direct shall be sent to the district inspector.

(3) *Procedure in the districts where there are no subdivisional deputy inspectors and no power has been delegated to local boards.*

(a) The chairman of the district board may issue to sub-inspectors such orders as he may deem necessary.

(b) All such orders shall, except where circumstances render this impossible or the procedure would cause undue delay, be issued through the district inspector, but in cases of urgency the chairman may issue an order direct to a sub-inspector and, unless such order is contrary to an order already passed by the district inspector or some higher authority, the sub-inspector shall be bound to carry it out, though he shall be entitled to protest at the same time to the district inspector should he so desire. Copies of all orders issued direct shall be sent to the district inspector.

(4) *Procedure in the districts where there are no subdivisional deputy inspectors, but powers have been delegated to local boards.*

(a) The chairman of a local board in respect of duties delegated to the local board and the chairman of the district board in respect of other matters, may issue to sub-inspectors such orders as he may deem necessary.

(b) All such orders given by the chairman of the district board or of the *sadr* local board shall, except where circumstances render this impossible or the procedure would cause undue delay, be issued through the district inspector, but the chairman of a local board in an outlying subdivision in any case and the chairman of the district board or *sadr* local board in cases of urgency, may issue an order direct to a sub-inspector and, unless such order is contrary to an order already passed by the district inspector or some higher authority, the sub-inspector shall be bound to carry it out, though he shall be entitled to protest at the same time to the district inspector should he so desire. Copies of all orders issued direct shall be sent to the district inspector.

(c) PROCEDURE IN CASES OF DIFFERENCE OF OPINION.

When a district inspector, subdivisional deputy inspector or sub-inspector protests to his official superior under the above rules, the latter shall, if he agrees with the chairman, overrule the protest. Otherwise, he shall submit the protest to Government through his official superior, provided that if any officer through whom the protest is submitted agrees with the chairman, he may issue orders accordingly.

10. *Inspection of schools.*—The district inspector is responsible for seeing that all middle and primary schools in the district are properly inspected, and may issue to subdivisional deputy inspectors and sub-inspectors such orders as he may consider necessary for the purpose. Subdivisional deputy inspectors may also issue orders similarly to the sub-inspectors under their control.

11. *Delegation of powers.*—It shall be open to a district or local board to delegate the powers assigned to the chairman under the existing or proposed rules to the vice-chairman, in which case the powers in question shall be exercised only by the person to whom they are so delegated.

Frecis of the replies received from district boards on the subject of transfer of the control over sub-inspectors of schools to local bodies.

1. *Patna.*—Control should be transferred; otherwise if this is impossible at any rate, confirmation and promotion should depend on the board.

2. *Gaya.*—The reply suggests that salary bills of sub-inspectors should be submitted through local bodies; their promotion should depend on the report of those bodies; their confidential reports and diaries should be submitted to the chairman of the district board through the chairman of the local board and the former should have complete powers to fine and suspend.

3. *Shahabad.*—Alive to difficulties of transfer. Chairman to have absolute power of transfer within district and no sub-inspector to be transferred out of district (except to his benefit) without consent of chairman.

4. *Saran.*—Chairman should have full power of transfer within district, when he recommends a transfer to another district, effect should at once be given to his wishes; no sub-inspector should be transferred to a district without a previous report on his work from the chairman in the district from which he comes. The chairman should be authorized to recognize a school provisionally up to the middle vernacular or any lower standard. Officers of the department who refuse recognition should have to state the reason in writing and should be punished if their reports are delayed. The district board and chairman should be permitted to delegate their powers to local boards.

5. *Champaran.*—In favour of transfer: otherwise board should have its own agency on which it should be allowed to spend 5 per cent. of its allotment for primary education, the Government grant being increased accordingly.

6. *Muzaffarpur.*—Control should be transferred, existing posts of sub-inspectors being abolished. In any case the district board should be empowered to make transfers within the district, grant leave, pass travelling allowance and salary bills and impose punishments, and promotion should depend on its opinion. The existing rules should be enforced in full and sub-inspectors should be bound to carry out all orders of the board in matters educational.

7. *Darbhanga.*—Considers that the difficulties can be overcome but is of opinion that Government should pay over to the district board the total sum required for the pay of the sub-inspectors of the district which would distribute it and thus have complete control over their actions. Newly appointed sub-inspectors should not be confirmed nor old ones promoted without the recommendation of the district board. Sub-Inspectors should submit their diaries to the chairman, local board, through the subdivisional deputy inspectors of schools, if any, and the chairman of each local board will submit them to the chairman, district board, through the district inspector of schools. Sub-inspectors to be transferred within the district by the chairman, district board, with the concurrence of the district inspector of schools but in case of difference the final decision to rest with the district board.

8. *Monghyr.*—Control should be transferred: in any case diaries should be submitted direct to chairman fortnightly and travelling allowance bills should not be paid till the diary is passed. Chairman should have power to fine a sub-inspector and make remarks in his service book. No promotion or increment should be given without chairman's assent. Chairman should have complete power of transfer within the district.

9. *Bhagalpur.*—No reply received.

10. *Purnea.*—Transfer not necessary.

11. *Santal Parganas.*—Present arrangement satisfactory.

12. *Cuttack.*—In favour of transfer to avoid dual control, but if things stay as they are, the chairman should have power of transfer within district and of suspension, subject to revision by Government.

13. *Balasore.*—Desires transfer as it considers board's present powers of control to be very shallow, unreal and unsubstantial. Notes that since 1916 diaries have not been sent to chairman.

14. *Puri.*—Control would be better exercised by the board, but in view of the difficulties pointed out by Government the Board can make no further suggestion.

15. *Sambalpur.*—Transfer not desirable. Notes that hitherto diaries have not been sent to chairman as required by rules.

16. *Hazaribagh.*—Does not desire transfer. Satisfied with the present state of affairs but considers it necessary that the board should be given additional powers of control over the sub-inspectors.

17. *Ranchi*.—Should remain under Government. Board or chairman should be empowered to grant casual leave.

18. *Palumau*.—Control now exercised by local bodies is sufficient.

19. *Manbhum*.—The control of sub-inspectors should ordinarily vest in the district board acting through its Education Committee, and the board should have the power of regulating the duties of the sub-inspectors with regard to inspection within the district. Transfer of sub-inspectors within the district should be made by the board and its decision should be final; the board should recommend transfer of a sub-inspector from one district to another and their recommendation should ordinarily be accepted. No transfer from one district to another should ordinarily be made by the inspector of schools except with the concurrence of the board and, if the board disagrees with the inspector, the Director of Public Instruction will be the final arbitrating authority. Orders of inspection should be passed by the board. The board should have the power of recommending the dismissal of a sub-inspector to the Inspector of Schools and its recommendation should ordinarily be accepted except for special reasons, and if there be any difference of opinion, the Director of Public Instruction should be the final arbitrating authority. Tour diaries should be submitted to the district board as per Education Code. Right of elected members to inspect boards managed and aided schools within their respective circles should be as per Education Code. Appointment and transfer of *gurus* of district board managed schools should be made by the board. Selection of curriculum should be vested in the board.

20. *Singbhum*.—If rules strictly followed, no need to change.

APPENDIX V.

ITEM No. 5.

Note for the conference of chairmen of district boards on the delegation of powers by district boards to local boards in respect of education.

District boards have power under section 101 of the Local Self-Government Act to delegate their powers to local boards in respect of educational matters subject to the control of Government. As Government had no information as to the extent to which and the conditions under which powers have been delegated, enquiries have recently been made from all district inspectors and a precis of their replies is attached. It will be seen that the method and conditions of delegation vary considerably in different districts and in some cases no formal delegation appears to have been made at all, although the local boards have taken over control. In one district at least by neglect of sound finance the local boards have placed the district board in an awkward position. In all the circumstances, it seems advisable that delegations should be made by district boards in carefully considered terms. One method would be for Government to issue model rules regarding delegations which any district board might adopt, but if it desired to adopt a different method, the special sanction of Government would be required.

2. It has been suggested that each local board to which power is delegated should have an education committee and should exercise in educational matters all the powers of the district board subject to the following checks:—

(1) The educational budget of the local board should be submitted to the district board for sanction and the local board should have no power to exceed the provision under any head passed by the district board without special permission from the district board.

(2) The local board should have no power to maintain, to aid or to give a stipend to any school not shown in the approved programme.

(3) Copies of the proceedings of the meetings of the education committee of the local board and of the relevant resolutions of the local board should be laid before the education committee of the district board.

(4) In case of a difference of opinion between the local board and the subdivisional deputy inspector (or if there is no subdivisional deputy inspector, then the district inspector) the matter should be referred to the district board.

(5) The local board should be required to conform to any general orders issued by the district board.

3. The suggestions are placed before the conference for its opinion. It has been represented that the district board might be willing to delegate all its powers to one local board, but not to another. The issue of model rules of delegation will not prevent this, since there will be nothing to prevent a district board from placing what limitations it desires on the delegations of its powers. The model rules would merely ensure that delegations are not made without the district board retaining sufficient power of supervision and control in all essential matters.

RANCHI :

The 27th August 1925.

B. A. COLLINS,

Secretary to Government.

Precis showing the portion in respect of powers delegated to local boards in each district.

Patna.—The board has delegated no powers to local boards, but the chairman has delegated to the chairmen of local boards, the power to grant leave to teachers of primary schools. There is no direct correspondence between the local boards and the sub-inspectors.

Gaya.—The power delegated is the supervision of primary education; in practice the local boards control stipendiary schools, but in some cases grants-in-aid are also paid through them. There is no fixed rule about correspondence, but the tendency of the new boards is in favour of direct correspondence with the sub-inspectors.

Shahabad.—The powers transferred are "the management and control" of primary schools. The board now only exercises the power of approving the constitution of local committees. The local boards correspond with the sub-inspectors through the district inspector.

Saran.—The power transferred is "the control and management of all primary schools except middle vernacular schools". The local boards do not correspond direct with sub-inspectors.

Champaran.—There does not seem to have been any formal delegation of powers, but the local boards exercise, except as regards non-recurring expenditure, the power to control and manage primary schools including managed schools. Ordinarily the local boards correspond with the sub-inspectors through the district inspector.

Muzaffarpur.—All powers over primary education have been delegated, subject to approval by the district board. Copies of the proceedings of the education committees of the local boards and of the relevant resolutions of the local boards are sent to the education committee of the district board. Correspondence with sub-inspectors is usually through the district inspector, but direct in cases of urgency.

Darbhanga.—The powers transferred are the control of all managed and aided primary schools, the disbursement of lower primary scholarships and the care of stipendiary primary education. The local boards correspond with sub-inspectors both direct and through the district inspector.

Monghyr.—The local boards exercise the same powers in respect of both middle and primary schools as the district board, but where they differ with the subdivisional deputy inspector, the matter is referred to the district board for decision. Copies of the proceedings of all meetings held by the local boards are submitted to the district board. The local boards correspond direct with sub-inspectors.

Bhagalpur.—The power transferred is the "management of primary schools and the local boards now exercise absolute control. They correspond direct with sub-inspectors, sending copies to the district inspector in important cases.

Purnea.—The power delegated is the management of all schools. In routine matters relating to primary schools, the local boards correspond with the sub-inspectors; otherwise with the district inspector.

Cuttack.—The power transferred is the management of stipendiary schools, but sub-inspectors are required to consult the members of the district board when revised stipend lists are prepared. Generally the local boards correspond with sub-inspectors through the district inspector, but occasionally direct.

Puri.—Power has been delegated to the Khurda local board only. The power given is the management of the stipendiary schools. The channel of correspondence with sub-inspectors has not yet been decided.

Balasore.—No formal delegation of powers has been made, but local boards exercise absolute control over aided and stipendiary schools. The chairman, vice-chairman and members of local boards are authorized to visit board primary and middle schools. The local boards correspond direct with sub-inspectors.

Manbhum.—The powers delegated are (1) fixing the rate of stipends, (2) paying stipends, (3) paying salaries of inspecting pandits (now obsolete), (4) passing bills for lower primary scholarships, (5) transferring or closing existing schools, (6) selecting the places at which new schools shall be opened, (7) fixing the class and the standard of instruction for such schools, and (8) granting leave of absence to the officers noted above. In each case the district inspector is to be consulted to the same extent as before the power was delegated and all correspondence with sub-inspectors goes through him. The Dhanbad local board has been delegated all powers in connection with primary and middle vernacular education subject to the condition that it shall follow the outline of the educational programme of the district board.

APPENDIX VI.

ITEM No. 6.

Extract from circular No. 595-617-E.R., dated the 12th September 1923, to the chairmen of district boards, regarding the transfer of the control of middle English schools to local bodies.

2. There are two main questions to be decided. The first is whether all middle vernacular schools for boys should be converted into middle English schools.

* * * * *

3. Government are impressed by the strong opinion held by many persons, and in particular by experienced officers of the Education Department as to the excellent results which are obtained in middle vernacular schools. It is stated that the boys educated in them are superior to the boys from middle English schools "in knowledge, intelligence and character". If this is correct it speaks well for the prospects of education in high schools through the medium of the vernacular, and now that large scale experiments in the use of this medium have been proposed, nothing should be done to impair the efficiency of these schools, in which the vernacular is used throughout. Further, the middle vernacular schools exist for the special benefit of the rural population, which does not require a knowledge of English, but does need the best possible education up to this stage according to a syllabus specially suited to its needs. This class forms the great mass of the population, and its interests should be paramount. It should be remembered also that these schools are the main reservoir for teachers for primary schools, and as such, they play an important part in the educational system. If the attention of the staff is diverted towards teaching English to a few boys, the education of these teachers will suffer while likely teachers tempted by a smattering of English may be attracted away to the towns to swell the ranks of the unemployed.

4. At the same time, there is undoubtedly a strong popular demand that boys who desire to pursue their studies to the highest stage should be able to receive a grounding in English as near as possible to their homes. This saves their parents expense, and enables them to be surrounded by home influences as long as possible. Government are anxious that this demand should be met to the greatest possible extent, consistent with the interest of the majority of the population and the funds available. Their provisional opinion is that both types of middle school should continue, but that where a sufficient local demand exists, middle vernacular schools should be converted into middle English schools; provided always that in any middle English school boys who do not wish to learn English should not be compelled to do so and, if they do not do so, should only be charged the fees now charged in middle vernacular schools. What should be held to constitute a sufficient demand must vary with local circumstances, but it is obvious that classes cannot be added everywhere to suit the convenience of a handful of boys. It has been suggested that the number of boys should be large enough to ensure that the fees paid under the rules now in force should cover two-thirds of the cost. This would mean an average of 15 boys in each class, or 60 boys in all. Government consider this standard rather too high, and are inclined to lay down that a local demand should be presumed to exist when there is a likelihood of their being 12 boys in each of the four higher classes, or 48 in all, desirous of learning English.

* * * * *

7. There would undoubtedly be a danger that local bodies might spend an undue proportion of their funds on middle English schools, but Government propose to provide against this by introducing the following rules:—

* * * * *

(4) No local body may spend on English teaching in middle schools (viz., the extra cost of maintaining English classes over and above the standard vernacular scale) more than 4 per cent. of the total grant which it makes from its own funds for educational purposes.

* * * * *

Extract from resolution no. 2864-E., dated the 20th September 1924, regarding the transfer of the control of middle English schools to local bodies:

* * * * *

Government suggested that both types of middle schools should continue but that where a sufficient local demand exists a middle vernacular should be converted into a middle English school, provided always that in all middle English schools boys who do not wish to learn English should not be compelled to do so and, if they do not do so, should only be charged the fees now charged in middle vernacular schools. As it was impossible that classes should be added everywhere to suit the convenience of a handful of boys, it was suggested that a local demand should be presumed to exist where there was a likelihood of there being 12 boys in each of the four higher classes, or 48 in all desirous of learning English.

5. Out of the 20 district boards, 17 have accepted these proposals without reservation, one is against them and two have made reservations; but several boards take exception to the proposed standard by which a sufficient local demand was to be presumed. All except one of the municipalities which have replied up to date accept the proposals. Government agree that the standard proposed in order to test the local demand is open to objection, if only because it is too vague to form any satisfactory basis. Two district boards, those of Shahabad and Gaya, have suggested that the criterion by which this should be decided should be whether half the extra cost would be covered by fees and subscriptions from local sources. Government agree that this would be a simpler and more satisfactory basis on which to decide this question, and they have decided to adopt it. The criterion, therefore, as to whether English classes may be added to middle schools will be whether half the difference between the cost of the standard scale for middle English and middle vernacular schools will be forthcoming from local sources, either from the extra fees paid by boys who read in the English classes or from reliable subscriptions or endowments. The scale fixed for middle English schools managed by local bodies will for the purpose of this rule be taken to be the same as that now laid down for aided middle English schools.

* * * * *

9. The following are the conditions on which the control of middle English schools will be transferred to any local body:—

- (1) the criterion by which it will be decided whether there is a sufficient local demand for the addition of English classes to middle vernacular schools will be that described in paragraph 5 above;
- (5) no local body shall spend on English teaching in middle schools, viz., the extra cost of maintaining English classes over and above the standard middle vernacular scale, more than 4 per cent. of the total grant which it makes from its own funds for educational purposes;

* * * * *

Extract from letter no. 2260, dated the 17th July 1925, from the chairman of the district board of Muzaffarpur, regarding the transfer of middle English schools to their control.

In some backward and poor parts of the district it may be difficult to get half of the difference between the cost of the standard scales of middle English and middle vernacular schools from fees and local subscription in the beginning in spite of genuine and earnest desire on the part of the people to have their boys taught English also in the middle vernacular schools there. The board has accordingly suggested that the criterion may be fixed at one-third instead of half of the difference described above. It is not possible to cite concrete examples at this stage as the scheme has not been put in operation.

There is a great demand for English education in middle vernacular schools generally. It is due to the fact that middle vernacular passed students can now go only to the guru training schools if they want to join the teaching

line, the avenue of vernacular mastership being closed to them as only matriculates are now trained in the teachers' training schools. Also for prosecuting study in high English school middle English passed boys have an advantage over the middle vernacular passed ones. The public are therefore expected to ask for the addition of English classes in almost every middle vernacular school which exists at present or may be started in future.

"The standard scale of cost for an aided middle English school (which according to the resolution no. 2864-E., dated the 20th September 1924, has to be taken as the standard scale for a middle English school managed by local bodies) is Rs. 160 per month. The monthly expenditure of a board managed middle vernacular school is almost Rs. 130. The difference between the two scales comes to Rs. 30 per month. If the local people find Rs. 15, the board will have to find Rs. 15 per month per school. The scale of monthly expenditure of aided middle vernacular school being about Rs. 100, the board will have to find Rs. 30 for English classes of each such school. There are at present 16 middle vernacular schools in this district out of which 8 are board managed and 8 aided ones. The minimum prescribed by Government being Rs. 83,248, this board is spending Rs. 81,653 on education from its own resources. Four per cent. of this comes to Rs. 3,386, calculating at the rates aforesaid the board may have to contribute Rs. 2,880 = $(8 \times 30 \times 12 = 2,880)$ towards the cost of the English classes of the 8 aided middle vernacular schools and Rs. 1,440 = $(8 \times 15 \times 12 = 1,440)$ for the 8 managed middle vernacular schools, the total being Rs. 4,320. This will be much more than the fund available at the rate of 4 per cent. as laid down by the resolution in question. Besides the monthly contribution some amount will be required also for supply of English books, etc. It will thus be seen that the percentage prescribed deserves reconsideration at the hands of Government even in view of the number of existing middle vernacular schools, leaving alone the number of new middle vernacular schools which will be started later in accordance with the suggestion embodied in the Government circular No. 217-39-E.R., dated the 9th July 1924.

In view of all these facts this board has suggested that it may have permission to spend on English teaching in middle schools up to 10 per cent. of the total grant which it may make from its own fund for educational purposes (*vide* copy of resolution No. 13, dated the 14th February 1925). This percentage will of course be reached in course of time according as the number of middle schools increases."

Extract from the proceedings of an ordinary meeting of the district board Muzaffarpur, held at their office at 1-30 p.m. on Saturday, the 14th February 1925.

RESOLUTION No. 13.

Considered letter No. 3409-E., dated the 25th November 1924, from the Government of Bihar and Orissa, Ministry of Education, Patna, in connection with the transfer of the control of middle English schools to local bodies enquiring which conditions the boards take exception to together with the resolution of the Education Committee passed on the subject at their meeting held on the 5th January 1925.

Resolved that in the opinion of this board the condition about the criterion of a genuine demand for English classes in middle vernacular schools as well as that about the permission to the board to spend not more than 4 per cent. of the total grant which it may make from its own funds for educational purposes are hard.

While approving of the resolution No. (8) of the Education Committee dated the 5th January 1925, this board is prepared to take over charge of middle English schools on the conditions laid down by Government in their circular No. 3409, dated the 25th November 1924.

Note on the sum which district boards have been allowed to spend on middle English schools.

The sum which each district board has been permitted in resolution No. 2864-E., dated the 20th September 1924, to spend on English teaching in middle schools is 4 per cent. of the total grant which it makes from its own funds for educational purposes. The amount was calculated as follows. Roughly 10 per cent. of the total expenditure of district boards on education is devoted to middle schools. A middle English school costs Rs. 160 and a middle vernacular school Rs. 100; of the total cost of a middle English school, therefore, $\frac{160}{160+100}$ or $\frac{8}{13}$ is spent on English teaching. Three-eighths of 10 per cent. is roughly 4 per cent.

2. If we take the latest figures, those for 1924-25, it will be found that of the total sum spent by district boards on middle and primary schools, almost exactly one-twelfth was spent on the former. Again, the cost of English teaching in a middle school is not really Rs. 60 a month, because from this figure there must be deducted the extra income from fees, which will amount to Rs. 32-8-0 a month if there are only 10 pupils learning English in each of the four highest classes. Thus the extra cost of teaching English is only $\frac{3}{16}$ of the total cost of a middle English school and, if the boards were to continue to spend on middle English schools the sum which they now spend on middle schools, they would only be spending on English teaching $\frac{3}{16}$ of $\frac{1}{12}$ or $\frac{1}{64}$ of the total sum which they spend on middle and primary schools together. Permission has been given to raise the figure from $\frac{1}{64}$ to $\frac{1}{32}$, which is a large increase. It is feared that, if district boards were permitted to spend more on middle English schools there would be a tendency to divert to such schools the money which is so urgently required for primary education. This tendency has shown itself in the past, for the claims of particular middle English schools are more likely to be strongly pressed on a district board than the claims of primary schools. And it must not be forgotten that it is from middle vernacular, not from middle English schools, that we obtain teachers for primary schools.

3. It must also be remembered that district boards are free to spend on middle English schools in addition to the 4 per cent. the whole of the extra sum realized in fees and the grants given to them for the purpose by Government. These grants represent the full sum which Government were spending on the schools.

RANCHI :

The 29th August 1925.

G. E. FAWCUS,

Director of Public Instruction.

APPENDIX VII.

ITEM No. 7.

Note for the conference of chairmen of district boards on the strength of the inspecting staff and the appointment of subdivisional deputy inspectors.

In statement II attached to the note on the primary education programmes (Appendix II) the number of sub-inspectors proposed (270) has been calculated on the assumptions (a) that subdivisional deputy inspectors will be appointed for outlying subdivisions in every district except the Santal Parganas, Angul, Sambalpur and Palamau, (b) that those unaided primary schools which lie outside the programmes will be neglected and (c) that a standard of 100 schools for each sub-inspector will be suitable, when the schools are evenly distributed according to the programmes. The opinion of the conference is invited as to the principles contained in (b) and (c). With regard to (a), the district boards of Gaya, Champaran, Puri and Singhbhum have so far expressed themselves against the appointment of these officers. It is suggested that their representatives should consider the matter again having regard (1) to the powers which it is proposed to delegate to local boards and the delay which must result if local boards have to consult the district inspector instead of an officer at their own headquarters, and (2) to the need for giving assistance to the district inspectors, who are already very heavily pressed and will be still busier as the number of schools expands.

2. Columns 9 and 10 of Statement II show respectively the strength of the inspecting staff as it will remain after the appointment of subdivisional deputy inspectors and the strength that will eventually be required on the completion of the programmes. Column 10 allows one sub-inspector for each 100 schools, but the existing distribution of sub-inspectors, as shown in column 9, is very unequal. In Balasore, for instance, there are 20 sub-inspectors for 786 managed, aided and stipendiary schools and 634 unaided schools, or 1,420 in all. According to the standard now proposed not more than 14 could be justified. If the conference accept the suggestion that those unaided schools, which lie outside the programmes, should in future be disregarded, then the number of sub-inspectors should be reduced still further. In other districts, such as Darbhanga, which already has nearly 2,000 schools with only 13 sub-inspectors, an immediate increase is required.

3. In redistributing the sub-inspectors Government propose to proceed on the following principles:—

(a) Where the number of sub-inspectors in a district is greater than that which will eventually be required, the number will be reduced and the extra officers available will be transferred to those districts where more sub-inspectors are required.

(b) In those districts with a sparse population, where the number is at present greater than that required for the existing schools, but does not exceed the number which will ultimately be required, no reduction will be made.

4. The idea underlying these principles is that where the number of officers is less than that which will ultimately be required, the area in charge of each officer would be too great if the existing numbers were reduced. Where, however, the present number of sub-inspectors is greater than that which will ultimately be required, it is obvious that a reduction can be made at once without detriment to the proper inspection of primary schools, and as sub-inspectors are urgently needed in other districts, it is desirable that these reductions should be carried out as soon as possible. If it is agreed that those unaided schools, which lie outside the programmes, should be disregarded, then a reduction of about ten in the total number of sub-inspectors will be possible.

RANCHI :

The 27th August 1925.

B. A. COLLINS,

Secretary to Government.

APPENDIX VIII.

ITEM NO. 8.

No. 313-28-E.R., dated Ranchi, the 3rd July 1925.

From—B. A. COLLINS, Esq., I.C.S., Secretary to the Government of Bihar and Orissa, Ministry of Education,

To—All district boards (except those of Saran, Muzaffarpur, Darbhanga and Manbhum).

Subject:—Teaching of spinning and weaving in schools.

I am directed to enclose a copy of my letter no. 1174-77-E., dated the 26th March 1925, which was addressed to the district boards of Saran, Muzaffarpur, Darbhanga and Manbhum. (Appendix I.)

2. It has been represented to Government that this letter, to which publicity was given in the press, was an attempt, by preventing district boards from training their *gurus* in spinning, to resile from the undertaking given in the Legislative Council that spinning might be taught as an optional subject in primary schools to boys over ten years of age, provided that raw cotton was supplied. It seems hardly necessary to point out that this was by no means the case. It was a letter addressed to *four boards only* which had gone beyond what Government had laid down as the limits of the concession made. The reports which have reached Government show quite clearly that some boards contemplated expenditure on the teaching of spinning to an extent quite unjustifiable for local bodies which constantly plead poverty as a reason for their failure to increase the facilities for elementary education, while others were abusing the orders of Government for political purposes. In one instance, as the attached letters from *gurus* shows (Appendix II) instruction in spinning was a mere cloak for the inoculation of village school masters with political tenets, which are unpalatable to them and subversive of the existing Government.

3. Although Government cannot tolerate these methods or the expenditure of educational funds on these objects they have no desire to prevent district boards from taking advantage in a reasonable manner of the permission already given. Enquiries have been made as to the time required for learning to spin as opposed to acquiring manual dexterity and Government are assured that the actual operation is so simple that it can be taught in less than one day: thereafter dexterity is simply a matter of continued practice. In these circumstances, it is clear that the maintenance of central spinning schools is quite unnecessary, and as they involve the temporary closing of primary schools as well as wasteful expenditure, Government cannot give permission to district boards to spend money on them from the district fund

* Page 40, Education Code.

(* vide rule 2 in notification no. 196-E., dated the 19th April 1919).

In these circumstances any expenditure on such institutions will be regarded as illegal and will be brought to the notice of the local audit department. Government have, however, no objection to district boards requiring *gurus* who teach primary school classes, to learn spinning within a reasonable time, provided that not less than one-third of the parents of the boys in classes II, III, IV and V of the schools concerned signify in writing their desire that spinning should be taught as an optional subject to such of their sons as are over ten years of age, and agree to provide raw cotton, if it is not supplied by other persons living in the locality. The district board must, however, provide a *charka* and not require the *guru* to supply it at his own expense.

4. In order to assist the *gurus* to learn the technique of spinning Government will also not object to those boards, which attach sufficient importance to the subject, maintaining one instructor on a monthly pay not exceeding Rs. 30 for each subdivision, who may, if desired, either visit individual schools or collect 10 or 20 *gurus* together at convenient centres for brief demonstrations not exceeding two or three days.

5. These instructions should enable all boards which desire to do so to introduce spinning as an optional manual subject for boys of over 10 years in

the lower primary classes, and Government trust they will be loyally accepted and followed in pursuance of the common object, which is the extension and improvement of primary education in rural areas.

No. 329-32-E.R., dated Ranchi, the 3rd July 1925.

Memo. by—The Secretary to the Government of Bihar and Orissa, Ministry of Education.

Copy forwarded to the chairmen of Saran, Muzaffarpur, Darbhanga and Manbhum district boards, for information.

No. 333-58-E.R., dated Ranchi, the 3rd July 1925.

Memo. by—The Secretary to the Government of Bihar and Orissa, Ministry of Education.

Copy forwarded to all Commissioners of Divisions and District Officers for information.

No. 359-E.R., dated Ranchi, the 3rd July 1925.

Memo. by—The Secretary to the Government of Bihar and Orissa, Ministry of Education.

Copy forwarded to the Director of Public Instruction, Bihar and Orissa, for information.

APPENDIX I.

No. 1174-77-E., dated Patna, the 26th March 1925.

From—B. A. COLLINS, Esq., I.C.S., Secretary to the Government of Bihar and Orissa (Ministry of Education),

To—The chairman of the district board, Muzaffarpur.
Darbhang.
Saran.
Manbhum.

I am directed to refer to my circular no. 1301-E., dated the 4th April 1924, in which it was stated that as a result of a resolution passed by the Legislative Council Government had agreed—

- (1) that spinning should be introduced as a compulsory vocational subject for girls over ten years in all schools;
- (2) that it should be introduced as an optional subject in boys' primary schools for all children over ten years. In the latter instance, however, Government could not agree to supply the raw cotton which must be provided by parents or other persons living in the locality.

2. Since this circular was issued Government have received copies of several resolutions passed by a few district boards or instructions issued to their subordinates regarding the teaching of spinning and weaving in schools, prescribing a knowledge of spinning as a necessary qualification for *gurus*, requiring or "requesting" *gurus* to spin so many yards of yarn a month and forward it to the district board, ordering them to wear *khaddar*, appointing a special inspecting staff to encourage spinning, ordering *gurus* to preach the advantages of growing cotton and spinning and resolving to open model weaving schools and institutes from funds made over to them by Government for the purpose of carrying out their primary education programmes.

3. Government now wish to make it perfectly clear that the orders issued in my circular no. 1301-E., dated the 4th April 1924, represent the ultimate limit to which they are prepared to go to meet the wishes of that section of the community which is anxious to revive hand-spinning as a part-time industry for the rural population. Their position is that they have agreed to spinning being made compulsory for girls over 10 years of age, and to its being introduced as *one only of the optional manual subjects which may be taught in primary schools* but, in accordance with the resolution passed by the Council, only to boys over 10 years of age. Further owing to the difficulties regarding the supply of raw cotton by district boards, a condition has been made that the cotton itself must be supplied by the parents or persons living in the locality. Government are certainly not prepared to accept the position that the teaching of spinning is of such essential importance that the system of primary education must be reorganized to provide for it or a special inspecting staff appointed to encourage it. On the contrary, the first place must be given to the teaching of the compulsory syllabus, to opening new schools and improving old for which the existing revenues of the boards are still quite inadequate. Even for the ordinary syllabus it has not yet been possible to prescribe any qualifications under section 33(3) of the Local Self-Government Act, simply because the supply of trained *gurus* is at present insufficient. It is altogether unnecessary therefore to regard a relatively unimportant qualification, like a knowledge of spinning, as an essential qualification for *gurus*, particularly in the case of lower primary schools in which there are very few boys over ten years of age. Government further strongly object to *gurus* being required to wear any particular form of dress or to be employed in preaching the importance of growing cotton and spinning. If they are to undertake any propaganda work outside school hours, this should be in regard to the importance of learning to read and write. Government, therefore, wish to make it quite plain that they will not agree to district boards treating their *gurus* on these lines, while to bring pressure on them to subscribe to a particular newspaper or to spin a certain amount of yarn a month and despatch it to headquarters is not only quite outside the statutory duties of the boards, but amounts to an abuse of their powers. All district boards, who have issued any orders or "requests" of this kind to their *gurus* or their sub-inspectors, should at once cancel them, and in future in all matters connected with hand-spinning should conform to the instructions issued in my previous letter. These represent the extent to which Government is prepared to go in order to meet the wishes of a certain section, and if district boards insist on spending grants made expressly for other purposes on propaganda in favour of spinning and weaving, Government will have no option but to withdraw their grants or to take action under section 131 of the Local Self-Government Act.

4. The teaching of weaving is on a somewhat different footing. Some district boards appear to contemplate introducing it as an optional subject in their middle schools and to this, as will appear from the resolution issued on the report of the Vocational Education Committee, Government will have no objection, provided that a disproportionate amount of the funds available are not diverted to this one purpose. They cannot, however, agree to the starting of expensive weaving institutes with funds granted to the boards to carry out their primary education programmes. If any district board wishes to teach weaving in any special institute or school, its proper course is first of all to apply to the Director of Industries for advice, and then to examine the question of finance. District boards must bear in mind that all the grants given them by Government have been allocated and accepted on certain conditions for specific purposes and any savings from them are earmarked for buildings for primary schools. It is, therefore, not within their power to divert them for any other purpose without obtaining the specific sanction of Government. To do so is a breach of trust and will be treated accordingly.

5. Unless and until Government receive an assurance from your board that it is prepared to conform to these instructions, it will not be possible to allocate any fresh grants to it.

APPENDIX II.

(1)

Dated the 2nd May 1925.

To—The Sub-Inspector of Schools,

Circle.

I beg leave to state that in compliance with your orders I went to the Asram, in the evening of and after paying respects to the teacher in charge put up at the hostel there. The Asram bell began to ring at 3 a.m. in the night and I was asked by the men of the Asram to attend prayers at the lodging of the teacher. I did accordingly. The prayer lasted for about half an hour, thereafter all the *gurus* touched the feet of the teacher and saluted him and in imitation thereof I also bowed to the teacher touching his feet. I then took my bath and went to spin at the Asram at 7 a.m. in the next morning which continued till 9 a.m. after which the class was dismissed. Spinning business commenced again at 12 a.m. and lasted till 4 o'clock in the afternoon. Prayers were again offered in the evening and saluting business was held in the above manner. So long as I stayed there I was dissatisfied with the mode of living and acting except with the *charka* work. From morn to evening I had to observe the principles of a perfect non-co-operator. Those *gurus* who were dressed in *khaddar* received better treatment while those who were opposed to it fared much worse, and their position could only be secured if they accepted and wore *khaddar* immediately after. Occasionally instructions leading to civil disobedience were given which penetrated deep into our hearts. Reflections were also made on "Caste system" and very often outsiders in the capacity of non-co-operationists delivered speeches on the above subjects.

I beg to state that I work in an institution under Government and I deem all the principles followed there quite contrary to ours, in my humble opinion. I can not make out if we were deputed to undergo a course of training in *charka* or that in non-co-operation. However, as we had to stay there for only a short time I managed to spend my days somehow and as I thought it a part of my duty I have laid the whole thing for favour of your information.

(2)

Dated the 3rd October 1924.

To—The Sub-Inspector of Schools,

Circle.

I beg leave to submit that I had been ordered by you to join the *Charka* Asram on the but I could only reach there and be admitted into that school on the as I learnt that the teacher in charge gets offended with one who appears without a *khaddar*. Accordingly I purchased *khaddar* dress and when I reached there I, as anticipated, found the teacher pleased with me but I had to spend the 15 days of my stay there as a pure orthodox Brahmachari. I had to leave my bed at 3 a.m. to salute twice the teacher at his lodging, to hear lectures on untouchables and the necessity of independence to be put into practice. *Gurus* were compelled to wear *khaddar* on pain of being turned out if they failed to do so. They were asked to show contempt for English made goods on which subjects lectures were delivered to the effect that they should avoid such things and give the matter a wide circulation. Thinking it a part of my duty I have stated these facts for your kind information and orders.

(3)

Dated the 7th May 1925.

To—The Sub-Inspector of Schools,

In compliance with your orders I started for *Charka* Asram on the 1st but the lorry being out of order in the way, I reached there in the morning of the 2nd instant. I was introduced by one of my colleagues to the teacher

in charge and at his advice I saluted him by touching his feet and bowing low in the ground. But unfortunately for me a shirt of foreign cloth being on my person I was ill-treated by the teacher. I craved pardon, but this was refused. I was not allowed admission into the *charka* training school and was asked to return back. I was taken aback by the ways and manners of the Asram people and I regarded their life there as that of a pure non-co-operator and that of a student at the Hardwar Guru Kul School. I am exceedingly sorry that I had to spend for nothing Rs. 2 for my journey and thinking it a part of my duty, I have stated all these for your information and kind instruction.

APPENDIX IX.

ITEM No. 9.

Note for the conference of district boards on the report of Cattle Breeding Committee.

A copy of the first report of the Cattle Breeding Committee is circulated. This report deals with Bihar proper and a second discussing the special conditions in Orissa is expected shortly.

2. The two main recommendations of the committee are that Government should maintain farms for the supply of bulls to improve the draught cattle of the province and of buffalo bulls mainly for dairying purposes. The former would be bred from Murrah bulls introduced from the Punjab and the latter would be selected from the best local bulls in the Shahabad *diaras* and breeding subsequently carried on principally with a view to improving the milking capacity, apart from the elimination of physical and constitutional defects.

3. The report has already been circulated to the district boards for their opinions, but only a few have replied. The object of placing it before the conference is to ascertain how far the district boards are ready to co-operate with Government in carrying out the recommendations of the committee. The committee point out that, if the maintenance of a cattle breeding farm to improve the draught bullocks throughout Bihar is to have any real effect, some control must be maintained over breeding and this they propose should be effected in two ways.

(1) In the Shahabad *diaras* the district board used to take over 10 bulls annually from Sipaya at a cost of Rs. 250 per head and distribute them to villages where they were placed in charge of a reliable cultivator, who got Rs. 3 a month for looking after them. Annual shows of the bulls and young stock produced were also held. This system worked well, but for some reason was abandoned by the district board. If it is to be re-introduced, some guarantee of continuity must be obtained. The question is whether those district boards, which are anxious to improve the draught cattle of their districts, would be willing to bind themselves to work on approved lines for a period of 15 or 20 years, or agree to legislation being passed regulating the expenditure of fund on the maintenance of breeding bulls.

(2) The other suggestion is that advantage should be taken of the present system of dedicating Brahmani bulls. It is proposed that in the first instance in certain specified *thanas* Government should arrange to supply, at their market value, superior bulls of different ages for dedication. These bulls would bear a special brand indicating their origin and the slaughter, castration or detention of these bulls, otherwise than in authorized pounds, should be made illegal. Would the district boards support a scheme of this kind to be tried experimentally in the first instance in a few *thanas* only in each of the three divisions of Bihar?

4. The committee proposed to maintain the Sipaya farm for rearing buffalo bulls. The committee found that there was a very strong demand for the Murrah buffalo bulls maintained at the Bettiah Raj veterinary hospital and their enquiries in other parts of the province led them to suppose that there would be an equally strong demand in other areas. The advantage of maintaining a farm would be that Government would produce bulls guaranteed to hand on to their progeny a good milking capacity. The committee suggests that such bulls should be maintained at Government expense at the subdivisional farms worked by the Agriculture Department and at the veterinary hospitals belonging to district boards. The opinion of the conference is invited as to whether this scheme would be of benefit to the teantry and whether the district boards would co-operate in running it.

• RANCHI :

B. A. COLLINS,

The 24th August 1925.) Secretary to Government, Education Department

Precis of replies received from the district boards on the recommendations made by the Cattle Breeding Committee.

1. *Champaran*.—No suggestion to offer for addition and alteration.
2. *Puri*.—The recommendations of the committee are good. Improvement in cattle breeding is highly desirable in an agricultural country like this province.
3. *Sambalpur*.—The breed of cattle in the Sambalpur district is of inferior quality and requires to be improved. The district council has been trying to take action in the matter by providing breeding bulls but the help rendered by the council is small. The difficulty of getting fodder for cattle is one of the principal causes for deterioration of the cattle.
4. *Cuttack*.—The first thing to be done in Orissa is to procure some stud bulls or good Brahmani bulls and have four or five centres in the district for keeping them. Cost of maintenance can be easily raised by charging a fee for each covering. Very expensive projects as noted in the report are not suitable for this province. People are reluctant to pay large amount of fees for breeding. Cattle brought from Bihar also deteriorate owing to climatic conditions. Acclimatised cattle should be brought and the experiment tried.
5. *Balasore*.—Deterioration of cattle is mainly due to (1) dearth of fodder and (2) systematic export of cattle for other purposes than agriculture or milk. No improvement can be achieved until these two main factors are removed. Dairy farms should be opened at least one in each district.
6. *Saran*.—Generally agree with the committee's report, but are doubtful as to the success of the scheme about Brahmani bulls.
7. *Palamau*.—Draught rather than milch cattle are required in this district, as buffalo milk is largely used in these parts. Are prepared to purchase such bulls for this purpose.
8. *Muzaffarpur*.—The proposals of the committee were sound but as it is beyond the means of the board it respectfully requests Government to take them up.
9. *Singhbhum*.—Generally agree with the recommendations. They resolved that as Brahmani bulls were practically non-existent in the district, particulars of breed, prices and carriage be obtained. It was considered desirable that the board should provide 1 or 2 suitable bulls per annum in each of the three parganas of the district.

No. 1092-D., dated the 24th April 1925.

Resolution by—The Secretary to the Government of Bihar and Orissa (Ministry of Education).

The report of the committee appointed in resolution no. 787-D., dated the 23rd March 1925, to consider the state of cattle-breeding in Bihar and Orissa and to make recommendations to Government as to what further steps should be taken to improve the cattle of the province is published for general information. Government propose to take it into consideration after June 15th by which date any comments or criticisms should reach the undersigned. It is proposed to reconstitute the committee early in the rains in order that it may visit Orissa and report on the state of cattle-breeding there.

Report of the Cattle-Committee appointed by the Bihar and Orissa Government, 1925.

THE Bihar and Orissa Government, in a resolution no. 787-D., dated the 23rd March 1925, appointed a committee to consider the question of cattle-breeding in the province, consisting of the following persons :—

- (1) Dr. Clouston, C.I.E., Agricultural Adviser to the Government of India, *President*.
- (2) Mr. D. Quinlan, Director, Civil Veterinary Department, Bihar and Orissa, *Member*.
- (3) Rai Sahib Hardhyan Sinha, Buxar, *Member*.
- (4) Mr. A. C. Dobbs, Director of Agriculture, Bihar and Orissa, *Member and Secretary*.

The terms of reference were (1) to consider the state of cattle-breeding in Bihar and Orissa and (2) to make recommendations to Government as to what further steps should be taken to improve the cattle of the province.

The committee held its first meeting at Patna on 24th March 1925 when the Phulwari site originally selected for Patna University was visited, in view of its possibilities for the purpose of a dairy farm. We subsequently visited Dumraon, Buxar, Arrah, Maner, Chapra, Bettiah, Pusa and Sitamarhi.

At Dumraon, we saw several of the bulls distributed from Sepaya and some of their progeny, as well as local Brahmani bulls, and agreed that the Sepaya bulls were considerably superior both in type and physique to the others. We also cross-examined some of the local cattle-owners.

At Buxar, we inspected the cattle at the jail, where a bull of the Hissar type has been used for some years. We also inspected an area near Itari which Rai Sahib Hardhyan Sinha had suggested as a possible site for a breeding farm.

At Arrah, we saw a number of cattle belonging to the local Goalas, including bulls both from Sepaya and from the immediate locality, the services of which were in demand by local breeders. We were also fortunate in interviewing Rai Bahadur Harihar Prashad Singh: he gave us information regarding his own experience of cattle breeding in the villages, and made several useful suggestions.

At Chapra, we visited Shitab diara, and interviewed one of the leading zamindars who explained to us the difficulties of maintaining breeding bulls for which no one was definitely responsible. We also interviewed local Goalas and cultivators in the neighbourhood of Chapra.

At Bettiah, we inspected the herd of *desi* cattle originally brought from Pusa, and recently crossed with bulls of the Hissar type. It was agreed that the progeny of the cross were not suitable for local purposes and were not likely to prove popular. In any case, it appears that the demand for the services, at Bettiah, of bulls generally, except when treated as Brahmani bulls, is insufficient to warrant continued attempts to maintain them in any other way.

The committee also saw the Murrah buffalo bulls brought from the Punjab and kept at the Raj Veterinary hospital, for the services of which there is a very great demand in the locality. We were very much impressed with the excellent arrangements made at the hospital and with the value of the services which it renders to the tenantry in this and other ways. We wish to draw the attention of public spirited landowners throughout the province to this demonstration at Bettiah and to the good that can be done by work of this nature. We examined Goalas, and consulted planters in the neighbourhood on the state of cattle-breeding in Champaran and the possibility of developing it.

We visited Sitamarhi on the first day of the Mela, and enquired into the local practice as regards breeding and rearing of cattle. We also saw two Montgomery bulls purchased by the district board and maintained at the Sitamarhi veterinary hospital.

At Pusa, we inspected some pairs of Malvi bullocks and also saw the Montgomery herd.

RECOMMENDATIONS.

I. The Committee had before them Mr. Milne's note of 1924 on cattle in Bihar and Orissa, and a note by Mr. Quinlan on cattle-breeding and improvement, and after hearing the evidence of Goalas, cultivators, zamindars and planters in Bihar, we are of opinion that owing to the diversity of conditions in the province, and in the absence of any definite type of cattle or any coherent ideas as to cattle-breeding among the people even in the most advanced tracts, any work undertaken in the next ten years except in regard to the supply of milk must be considered as experimental.

II. The evidence before us shows that in cultivated tracts there are very few exceptions to the rule that people will neither buy nor take care of bulls other than Brahmani bulls.

The best system of distribution that has hitherto been tried has been in Shahabad where arrangements were made with the district board to take over 10 bulls annually at a cost of Rs. 250 per head and distribute one to each village in the diara north of the East Indian Railway main line to begin with.

The bull was placed in charge of a reliable cultivator who was to get Rs. 3 a month for looking after him, this sum being paid at the end of the year at one of the larger villages where a show for the cows and young female stock was to be held. If the condition of a bull was unsatisfactory the owner was fined for each bad mark and the amount so deducted given to those whose bulls were in good condition. This system was working well and the villagers were taking a keen interest in the shows when, for reasons beyond the control of the originators, funds could not be allotted by the district board. We wish to draw particular attention to this, and to the moral involved—that there must be continuity if there is to be any progress, and that the only way to secure continuity is by Government control. It was suggested, however, that Government should take advantage of the system of dedicating Brahmani bulls and we therefore made particular enquiries into the system on which the supply of these animals is maintained and on which they are allowed to forage for themselves in the cultivators' fields.

It appears that when the relatives of a man who has died wish to dedicate a bull in his honour they select the best bull-calf obtainable for whatever sum they can afford to pay. But from poverty or other motives the best bull-calves are rarely in fact selected for the purpose, and so the stock in the villages tends to deteriorate. Simultaneously the best cows are continually being sold to dealers and exported to the towns where their calves are reared under the most adverse conditions. The general feeling in Shahabad seemed in fact to be in favour of stopping the export of cattle altogether, so as to reduce the prices both of bulls and cows. But this is clearly impracticable and a better way of securing the same object would seem to be to concentrate the best animals in herds under competent supervision with a view to putting cattle-breeding on an economic basis through the sale of milk; and to take advantage of the demand for good bull-calves for dedication, to dispose of the surplus male stock on such farms at an early age, thus solving one of the chief economic difficulties in the management of breeding herds.

The regulation by Government of the system of dedicating Brahmani bulls may in fact be suggested as the best means of improving the local breeds. The bulls already distributed from Sepaya in the Shahabad district are of the type required for draught purposes. At the same time, the number required is very large and operations should therefore begin in one centre and extend gradually. Government should in certain specified thanas arrange to supply, at their market value, superior bulls of different ages for dedication as

Brahmani bulls. These bulls should bear a special brand indicating their origin. The slaughter or castration of the bulls in these thanas or their detention, otherwise than in the authorised pounds, should be made illegal.

III. These bulls should be of the local breed already found in the Shahabad diaras, a herd of which should be built up by selective breeding. To start with, about 200 of the best available cows should be purchased and a good milch herd gradually established by disposing of inferior animals and buying others. The information before us goes to show that good milch cows could probably be purchased at about Rs. 100 a piece. Apart from physical and constitutional defects the principal object of selection should be milking capacity. The Veterinary Department should be responsible for the purchase, selection, distribution and supervision of these animals. The herd should be managed by a thoroughly well qualified man on a pay not less than that of the provincial agricultural service and he will require about six assistants in the subordinate service. If the herd is started on the University site of 600 acres at Patna, the available area will be ample, and the annual cost, apart from the cost of establishment and of the replacement of inferior cows by purchase, will be about Rs. 30,000. If this system of improvement proves a success, it will be capable of indefinite extension over the province. It has also the advantage of creating a definite type of good young bulls, and of developing a definite standard on which public opinion may be focussed and by which it may be educated.

IV. We recommend that the merits of the Thar-Pakar breed should also be especially considered with a view to the possibility of its utilization for breeding a dual purpose animal for the province.

V. Meanwhile, other experiments may be tried. Experiments on crossing selected Montgomery bulls with local cattle are in progress on two of the farms of the Agricultural Department with a view to introducing the milking capacity of the Montgomery breed and eliminating its objectionable characters. These experiments should be continued. Montgomery bulls may also be distributed where demanded, as at present.

VI. The committee had the advantage of the Agricultural Adviser's experience with Malvi cattle in the Central Provinces. A definite type of these already exists on the Power Khera farm, near Hosangabad, whence bulls can be obtained. The bullocks are in great demand generally, and in particular some of the planters in Bihar are importing them in considerable number. They are not a milch breed, and as the evidence before us shows that the required bullocks for draft purpose in Bihar are reared in the grazing tracts where the price of milk is low, experiments with this breed should be confined to those tracts. The committee have reason to believe that there will be little difficulty in finding owners of large herds in such tracts who will appreciate and look after such bulls.

VII. *Buffaloes.*—There is already a buffalo farm at Netarhat, but no definite results have been achieved because of difficulties in getting a manager to remain there for any considerable time. We are of opinion that if this farm is to be continued, it is worthwhile giving any necessary allowance to induce a competent man to live there permanently.

VIII. There is an undoubted demand for buffalo bulls of the Murrah type in all the tracts we visited. But in the absence of any system for preserving buffalo bulls either by dedication or otherwise, such bulls would either have to be made over to selected breeders in grazing areas, or maintained, as at Bettiah, at veterinary hospitals, or on Government farms.

IX. As regards the means of obtaining these bulls, an experiment has already been made and has proved successful, of buying calves from heavy milking buffaloes at the Allahabad Military Dairy and rearing them at Sepaya. We recommend that this system should be extended; and in case the Sepaya Farm is abandoned, they should be reared on another Government farm.

X. But we strongly recommend that Sepaya, which appears to be suitable for rearing buffaloes should be kept on for the purpose of breeding them. The type kept should be the pure Murrah. The demand for bulls of

this type is a definite one which could not be guaranteed in the case of a cross-bred. The bulls should be stationed at small farms and at veterinary hospitals and maintained at Government expense. The desirability of keeping a small herd of buffaloes on the farm suggested at Patna with a view to economy should be carefully considered.

XI. In order to bring about the retention of good milking cows in the province generally, the possibility of organising the collection, pasteurisation and export to Calcutta of milk by rail should be kept in view.

D. CLOUSTON,
HARDHYAN SINHA.
D. QUINLAN.
A. C. DOBBS.

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