

M. R.

REPORT

OF THE

TRAVANCORE

EDUCATION REFORMS COMMITTEE

PRESENTED TO THE GOVERNMENT OF
HIS HIGHNESS THE MAHARAJA OF
TRAVANCORE, JUNE 1933

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1933 A. D., 1108 M. E.

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CHAPTER I

INTRODUCTION

1. **Constitution.**—The Education Reforms Committee was appointed in G. O. R. O. C. No. 3088 of 30|Edn., dated the 21st December, 1932. The Committee consisted of Mr. R. M. Statham, M.A., F.E.S., C.I.E., (*Chairman*), Mr. K. Sivarama Panikkar, B.A., L.T., General Manager and Inspector of Nayar Service Society Schools, (*Member*), and Dr. D. Jivanyakam, M.A., L.T., Ph.D., First Grade Lecturer, Training College, Trivandrum (*Secretary*). The Chairman arrived in Trivandrum on the 16th of December, and Mr. Sivarama Panikkar and Dr. Jivanyakam joined the Committee on the 22nd of December on which day the Committee held its first meeting.

2. **Terms of reference.**—The terms of reference to the Committee were as follows :—

“to enquire into the present educational system in the State and advise the Government as to the reforms to be effected in it.”

Though, as will be seen, the terms of reference to the Committee were very wide and embraced every aspect of educational work in the State, a detailed list of subjects, for consideration by the Committee, had already been drawn up, by the Preliminary Committee, which met on the 20th and the 21st of June 1932, to consider the grounds to be covered by the Education Reforms Committee when appointed. This Preliminary Committee drew up the following memorandum of suggested topics for the consideration of the Education Reforms Committee :—

- (1) The duration, aim and scope of education at each stage including the specific question whether any regrading is called for.

- (2) The question of recruitment to the Education Department in all its grades. This question should include a consideration of the qualifications now considered desirable both in Government and aided institutions of all grades.
- (3) The question of fees in all grades of institutions. This will include a full consideration of the aid at present available for pupils generally and for special communities in the shape of fee concessions, scholarships, etc.
- (4) The general question of the relation of aided education in all its branches to the Department. This should include a full examination of the problem of grants-in-aid and their adequacy or otherwise. It should also include an examination of the position of the employees under aided managements with particular reference to the problem of security of tenure.
- (5) The desirability and possibility of introducing compulsory Provident Funds in all grades of institutions.
- (6) The consideration as to how far our present educational system in its present form helps character building and moral training.
- (7) The consideration of what reforms are necessary in the organisation of the Department both at Headquarters and in the Inspectorate.
- (8) The consideration of the question of the system of Educational Finance in Travancore.
- (9) The consideration of the health of pupils in all grades of institutions and what can be done to improve it.
- (10) The consideration of Adult Education.
- (11) The consideration as to what part, if any, advisory local and central, Committees or Boards could have in the reconstructed Educational system.
- (12) The consideration of Educational wastage.
- (13) The consideration of the question of co-education at all stages in the curriculum.

University Education. The consideration of the resources of the State as a whole with regard to University Colleges with particular reference to the avoiding of overlapping and the investigation of the possibility of greater co-ordination where courses of study are concerned. The Committee might also include consideration of the facilities offered by the State of Cochin in their survey of this matter.

Secondary Education. The consideration of the problem of whether the School Final Examination should continue to be dominated by the idea of entrance to University and what reforms, if any, can be effected in this matter.

Technical Education. The desirability and practicality of extending Technical Education.

Training College and Schools. The consideration of the whole problem of the Training of Teachers in all grades. In particular, the Committee should examine the existing facilities for teaching practice and their adequacy or otherwise.

Vernacular Education. (1) The consideration of what can be done to give Vernacular Education an agricultural or other vocational bias.

(2) The consideration of the desirability of introducing Kindergarten or Montessori work in the Primary Schools of the State.

(3) The desirability and possibility of employing women teachers in the lower classes at least of our Primary Schools.

(4) The examination of the general question of literacy and of the conditions necessary to produce it.

(5) The desirability and possibility of introducing Compulsory Education at the primary stage.

(6) The consideration of the problem of whether it is necessary to maintain two separate types of

Middle Schools, English and Vernacular, or whether there should be one common system. This problem will involve the consideration of the desirability or otherwise of continuing the present Vernacular School Leaving Certificate Examination.

General. The Committee should also consider such educational recommendations of the Unemployment Enquiry Committee as have not already been included in this list of topics.

3. **Preliminary difficulties.**—We consider it necessary to point out that the work of the Committee was considerably handicapped, in the early stages, owing to the fact that the Committee met for the first time immediately before the beginning of the Christmas vacation. In consequence, it was not possible for the Committee either to visit any educational institution for the first three weeks or to obtain essential statistical and other information from the concerned Departmental offices. Even after the closure of the Christmas vacation, the schools and Government offices worked very irregularly owing to a large number of general and local holidays. The Committee has worked throughout under the severe handicap of not being able to obtain readily accurate and detailed information regarding the educational system in Travancore. As we have had occasion to point out in several places in our Report, the Administration Report and the Report on Public Instruction, do not contain many essential details which are necessary in order to obtain a full picture of the condition of education in the State. The statistical returns are exceedingly unsatisfactory; and, in consequence much elementary statistical information, which was required by the Committee early in its proceedings, was either altogether unavailable or had to be specially compiled. Details regarding the number of boys in the various classes of girls' schools and the number of girls in the various classes of boys' schools, the number of women teachers in boys' schools and the number of men teachers in girls' schools, the number of schools maintained by the different classes of management, the amount of *fee* receipts in privately managed schools, the total cost of education including contributions by

managements and receipts from endowments and subscriptions, the number of special schools for particular classes of the community and the number of pupils, boys and girls, reading in each class of each type of school in the State, were, for example, not readily available and had not, previous to the formation of the Committee, been required for use by the Education Department or properly tabulated. The figures given in the Public Instruction Report were not always accurate; and the returns from subordinates were often unreliable. The returns from subordinate offices giving statistics regarding the numbers of schools, numbers of teachers, numbers of pupils, etc., were generally contradictory and in consequence many of the statistical tables given in this Report are not absolutely accurate. Even the annual printed lists of departmental and non-departmental schools were found to be defective and inaccurate. Generally speaking, the obtaining of accurate information from which to arrive at conclusions and upon which to base recommendations has been an extremely difficult task, though we must add that the Committee has received the fullest co-operation from the officers and subordinates of the Education Department who were asked to supply various classes of information. Our difficulties were due, therefore, not to want of assistance, which was most willingly offered, but to the absence of a proper system of accurate and complete educational statistics.

4. **Questionnaire.**—The Committee decided that no purpose would be served by issuing a questionnaire. It was felt that no satisfactory and sufficiently condensed questionnaire could be issued which would cover all the aspects of education into which the Committee had been requested to enquire. It was also felt that, owing to the shortness of the time allotted to the Committee for the completion of its work, it was undesirable to spend time in preparing and circulating a questionnaire and in waiting for detailed answers to the questionnaire. Experience has also shown that the response made to a questionnaire is generally not sufficiently large to justify its issue. Further, the Committee was confident that, by the taking of evidence and by extensive touring, all shades of public opinion could be heard.

5. Meetings and Tours.—From the 22nd of December until the beginning of April, the Committee met daily either at headquarters or while on tour. The Committee interviewed altogether nearly two hundred and fifty witnesses both official and non-official. They, in addition, discussed educational problems with the staff of every educational institution visited. The Committee held special conferences with a number of educational organisations including the Nair Service Society, the Travancore Teachers' Association, the Kerala Regional Committee for Christian Education, the Christian Federation of Non-Catholic North Travancore Secondary School Teachers, Headmasters and Managers, the Mar Thoma Teachers' Association, representatives of the several Mission managements, and the Lajnahul Mohammedia Association. The Committee toured throughout the State and visited educational and other institutions, and took evidence in the following taluks :—

Thovala	Kottarakkara	Changanacherry
Agasthivaram	Kunnatur	Kottayam
Kalkulam	Pattanapuram	Ambalapuzha
Vilavancode	Karunagapalli	Shertallai
Neyyattinkara	Karthikapalli	Vaikom
Tylandrum	Mavelikara	Maemachil
Chirayinkil	Tiruvella	Peermade
Quilon	Pattanamittai	Moovattupuzha and Parur

The Committee also visited Ernakulam and met the Dewan of Cochin State, the Director of Public Instruction, Cochin, and the Principal of Ernakulam College. The Committee paid a special visit to the Agricultural School and Colony at Konni; and the Chairman visited the Paper Mills at Punalur. The Committee also had the privilege of inspecting the works of Messrs. Harrisons & Crosfield at Quilon, the Y. M. C. A. Centre at Marthandam and some coir factories at Alleppey, during the course of its tours. The Committee visited all types of institutions in the State including schools under the Industries and Agricultural Departments. The Committee also inspected several Assistant Inspectors' Offices. In all, the Committee visited more than one hundred and fifty institutions and offices.

Only two tours were undertaken during the months of April and May; and these months were mainly spent in drafting the Report and in holding meetings of the Committee to approve the Report. The Committee has received and considered a large number of memoranda from associations and individuals including the Report of the Special Committee appointed by the Travancore State Catholic Congress, memoranda from the All-Travancore Muslim Service League, the Chirayinkil Taluk Muslim Samajam, the Mar Thoma Teachers' Association, the Lutheran Mission authorities, various Catholic organisations, many school teachers' associations and memoranda from large numbers of individual educationalists and members of the public.

The last meeting of the Committee was held on June the 5th, when this Report was signed.

Owing to the wide extent of our enquiry and owing to the limited time at our disposal, we are conscious that several problems connected with education may have been overlooked. But it is obviously not possible in a survey of this kind to discuss all aspects of education in full or to examine in detail all the suggestions which have been made. We have endeavoured, however, to indicate broadly the lines upon which educational reorganisation should proceed in future years in Travancore.

6. Acknowledgments.—Our grateful thanks are due to His Highness' Government for all the excellent arrangements that were made for the travel, comfort and work of the Committee. To the Chief Secretary, we are particularly indebted for many conveniences, and for prompt assistance wherever necessary. We are most grateful to the Director of Public Instruction for the assistance which he and his Department have rendered us. We desire to thank the officers of the Education Department generally and especially the Inspector of Vernacular Schools, the Inspector of English Schools, the Inspectress of Girls' Schools and their assistants. We must acknowledge also the constant help we have received from the officers and staff of the office of the Director of Public Instruction. All heads of Departments have assisted us and many other officers

too numerous to mention. We desire especially to mention the co-operation and assistance which we received while on tour from officials and from educationalists and managements of every type. Our thanks are due to all those who sent us memoranda and to the many non-officials and officials of all grades, with whom we had discussions. Dr. Parameswaran came especially from Madras to give evidence and we are grateful for his assistance. Owing to the wide scope of our enquiry and to the short time allotted for the work, the small staff of our Committee has had to work under immense pressure and forego all holidays of every kind. The Chairman and Mr. Panikkar are deeply grateful to Dr. Jivanayakam, our Member Secretary who has had an exceptionally heavy and difficult task in the preparation of all material used and considered by the Committee. Our clerical staff has done extremely hard and good work. Mr. Govindaswami, Personal Stenographer, was of exceptional service and Mr. Philip, Head Clerk, and Mr. Balakrishnan Nayar, Typist, served the Committee most loyally and well.

CHAPTER II

CONTROL

1. **Powers vested with Government.**—Under a well-organised system of educational control, power vests with the Government to lay down policy, to carry out policy, to control expenditure and so to direct education generally that all recognised institutions, under whatever management, are maintained at standards of efficiency approved of by Government. In Travancore State, the control of almost all branches of education vests in the Government. Seven arts colleges and two professional colleges in the State are affiliated to the Madras University, and are subject to the authorities of that University. But, of these colleges, five are maintained directly by Government and four are in receipt of grant-in-aid. There are a limited number of institutions—two hundred and forty-six in the year 1107—which do not receive grant-in-aid but which are recognised by the Education Department and which are required to conform to the standards laid down by Government. There are a number of institutions not yet recognised by Government, but for the opening of which permission has been granted by Government. There are, further, a number of unrecognised institutions—two hundred and sixty-six in the year 1107—over which the Government has no control.

Education is mainly under the control of the Education Department and the Education Section of the Secretariat. The Law College, however, is under the control of the High Court; and there are a number of industrial and technical schools under the control of the Department of Industries. The Ayurveda Department maintains a high school and a college; and there are also schools under the control of the Agriculture Department, the Fisheries Department, the Survey Department and the Medical Department. We shall, in the course of our Report, have occasion to refer to institutions which are not under the control of the Education Department; but, in this chapter, we are not directly concerned with such institutions.

In Travancore State, Government is in a favourable and strong position with regard to the laying down and carrying out of policy and with regard to the control of education generally. The power of recognising and withdrawing recognition from all classes of institutions vests with the Government or its departmental officers. The power of regulating grant-in-aid and of thereby insuring efficient standards vests with Government or with its departmental officers. Government also has the right, through its departmental officers to inspect all recognised institutions. In addition to the possession of these powers, the Government itself is directly responsible for the management of nearly one-third of the educational institutions in the State.

2. **The Dewan and the Secretariat.**—The Dewan of Travancore is the administrative head of the State and is, subject to the order of His Highness the Maha Raja, ultimately responsible for the control of education as of all other departments of State. In the exercise of this control, he is assisted by the officers of the Secretariat. The Chief Secretary to Government holds the Educational portfolio in addition to his other duties; and he is assisted by an Assistant Secretary who deals with education along with other subjects. The extent to which the Dewan will be enabled to assist personally in the laying down and carrying out of educational policy and in the control of expenditure must depend very largely on the manner in which he is served by the State Officials working under him. We do not consider, however, that the Dewan has always been kept sufficiently well informed of the actual condition of education in the State. It must, in any case, have been difficult for the head of the administration readily to appreciate the extent of the educational problem confronting the State, since the published Reports of the State which deal with education have been very meagre in their supply of information and of accurate statistical detail; and much important information, which would throw light on the real condition of education, is not ordinarily compiled and made available for study. Even the Education Code which has regulated the work of the Education Department for the past twenty-three years, has not been reprinted in an up-to-date

edition, although the Code has been considerably modified by Government orders issued from time to time. The working of the Secretariat system in Travancore is not strictly within the scope of our enquiry; but we consider it necessary to point out that the present highly centralised system gives little time or opportunity, to the Dewan and the Secretariat, to undertake a detailed examination of the educational matters which the framing of sound policy and the adequate control of expenditure require. It is the clear duty of the Government to settle and enunciate educational policy and to see that the Education Department is properly carrying out Government policy. If the Government does not initiate policy itself, it should assure itself that the policy being pursued by the Education Department has the full approval and sanction of the Government. We regret to have to state that, from the evidence before us, it would appear that Government have not always paid sufficient attention either to the laying down of a sound educational policy or to the supervision of the policy being pursued by the Education Department. In spite of conferences held from time to time and in spite of the recommendations of various committees, there are a number of important matters, connected with educational administration, upon which no final action has as yet been taken; and it would appear that the Government has found it difficult to arrive at decisions and take action on many matters which were long over-due for settlement. The introduction of compulsion, the levy of an educational cess, the revision of curricula, and the wasteful provision of rival and overlapping schools, for example, are all matters which have been under consideration for a number of years. Delays and lack of decision have been partly due, in our opinion, to the system of the administration under which the Director of Public Instruction does not appear to have had ready and frequent access to the officers of the Secretariat and the Head of the Administration. From the evidence we have before us, we are satisfied that, in the past, the Director of Public Instruction has not had sufficient opportunities to discuss matters of educational policy, personally with the officers responsible for passing final orders. Such personal discussions are, in our opinion, essential both to expedite urgent

departmental business and to arrive at agreed decisions on policy. We consider also that, under a system of administration which places the Secretariat Officials between the Director of Public Instruction and the Head of the Administration, a more experienced and senior officer than an Assistant Secretary should be responsible for criticising the recommendations of the Director of Public Instruction.

3. The Director of Public Instruction and the Head Office.—The Director of Public Instruction and the staff of the Head Office of the Education Department are mainly responsible for the carrying out of policy and for the direct control of education in the State. The Director of Public Instruction has, under his control, 3,761 institutions of which 1,073 are departmental institutions and 2,688 are private institutions. He is also responsible for an annual expenditure on education of over forty-five lakhs of rupees. In the Head Office, the Director is assisted by a Personal Assistant, a Manager, one Head Accountant, eighteen Clerks and four Typists.

The organisation of the Head Office leaves much to be desired; and this fact, in our opinion, is largely responsible for much that is unsatisfactory in the state of education in Travancore. We shall, shortly, have to point out the inadequacy of the staff of the Head Office; but even allowing for that inadequacy, there is much that might have been done in the Head Office which has not been done.

There is no Office Manual in the Head Office; and the various classes of work, which the staff of the Head Office have to undertake, have not, therefore, been defined and prescribed for. There is no distribution of work statement maintained by any officer in the office. In the absence of an Office Manual and a clearly defined statement of the duties of the members of the staff of the Head Office, it is difficult to fix the responsibility, either for the absence of control or for delays and over-sights. Arrears statements are not being maintained and the unanswered references register has been given up. Even the Record Section maintains no registers. The Manager does not directly supervise

the work of the clerical staff, and the tables of the clerks are not inspected with a view to checking arrears, etc. In fact, the clerks' rooms in the Office are not visited at any time by the Director or his Personal Assistant. Ordinarily, the Accounts Branch of the Head Office should be the most important section in the Office, checking and controlling expenditure. Actually, the Head Accountant and the Clerks under him are in charge of the main clerical work of the Office connected with recognition, grant-in-aid, etc., and can devote no attention to the maintenance of Financial Registers, the control of expenditure and audit. There is no statistical branch of the Office and no effort is made to collate and tabulate even such returns as are received. In consequence, the statistical information available on any one date is extremely meagre and unsatisfactory. Even the returns due monthly have, in many cases, been very irregularly received, and, in some cases, not received at all. It is, in our opinion, impossible for the Director of Public Instruction adequately to control and supervise education in the State if he is not in full possession of all the facts and figures relating to the actual condition of education. We are definitely of the opinion that the officers and staff of the Head Office have not been, for an appreciable time, anything like intimately acquainted with the accurate facts and figures relating to the progress or retardation of education. We are further of opinion that, for this and other reasons, it has not been possible for the Department either to lay down a definite educational policy itself or to make satisfactory recommendations to Government regarding the policy to be followed by the Department. In fact, the position of education in the State at the moment makes it perfectly clear that the Government and the Education Department have not had a clearly defined policy with regard to most aspects of education, and that in many cases where, in the past, a definite policy had been decided upon, that policy has either been neglected or abandoned.

The work of the Director of Public Instruction has undoubtedly been extremely heavy; but the organisation of the work in the Head Office has been such as not to permit the Director of

Public Instruction to devote an adequate amount of time to the consideration and framing of sound policy and to the proper control of educational expenditure by aid of the machinery with which the Education Code and Government Orders have provided him.

The main powers by which the Department carries out its policy and controls its expenditure are the power of recognition, the control of expenditure, the power of grant-in-aid and the power of inspection. We shall deal with these powers of the Education Department in the order given.

4. Recognition.—In the case of English Schools, the power of recognition vests with the Director of Public Instruction personally. In the case of Vernacular schools for boys, the grant of recognition vests with the Inspector of Vernacular Schools. We must point out, however, that this important delegation of power does not appear in any edition of the Code, nor does it appear even in the Devolution Rules issued by Government in 1107. As far as we have been able to discover, the Inspector of Vernacular Schools' authority to grant recognition only appears in print in an Appendix to the Inspection Code. The power of granting recognition to vernacular girls' schools would appear to vest with the Director of Public Instruction personally, though, again, the Code does not clearly state this nor is it mentioned in the Devolution Rules. We can appreciate the necessity for devolving the power of recognition on officers subordinate to the Director of Public Instruction; but, in our opinion, in so devolving such power, it is essential that the general policy to be adopted by the subordinate officer in granting recognition should be clearly laid down either by the Director of Public Instruction himself or under orders of Government. It is unwise and unsafe to leave the policy underlying the grant of recognition to the individual interpretation of an inspecting officer. In any case, the policy underlying the grant of recognition should be reviewed from time to time, by Government or the Head Office, and clear instructions issued to the subordinates concerned. After an examination of the connected

facts over a period of years, we are forced to the conclusion that, with rare exceptions, the policy of the Department in regard to the grant of recognition to vernacular schools has neither been clearly laid down nor have the subordinate officers been properly informed as to what was expected of them. In the absence of such instructions, the subordinate officers might have been expected to look to the provisions of the Education Code for guidance in the matter of Departmental policy. We regret, however, to have to place it on record that the provisions of the Code have not been adhered to. We shall have occasion, shortly, to refer to the fact that, as far as vernacular education is concerned, there has been no uniform policy with regard to the provision of primary education for all boys and girls. But it is sufficient at the moment, to point out that it appears to be symptomatic of the absence of a clear policy that, while the Inspector of Vernacular Schools for Boys has the power of granting recognition, the Inspectress of Girls' Schools does not possess that power. We have been unable to ascertain adequate reasons for this distinction, but it would appear to have arisen out of the accidental transfer of power from the temporary Deputy Director of Public Instruction to the Inspector of Vernacular Schools. The present position appears to be that, while the Inspector of Vernacular Schools assisted by the recommendations of his Assistant Inspectors, endeavours, largely unguided and uninstructed, to use the power of recognition as a method of control and of carrying out policy, the Inspectress of Girls' Schools appears to be more or less unaware of the policy underlying the recognition of girls' schools. From the point of view of the adequate control of education, the position is far from satisfactory.

5. **Control of Expenditure.**—In order adequately to control educational expenditure and, through the control of expenditure, to ensure that the State is getting value for money, three things, amongst others, are necessary. First, there must be a careful system of budgetting which, in itself, acts as a check on expenditure; secondly, there should be a careful audit of all departmental expenditure; and thirdly, there should be a carefully

supervised audit of grant-in-aid. In Travancore, apparently, these three essentials seem to have been neglected for a long period of time.

In the absence of accurate financial details, it has been difficult to estimate to what extent the present system of budgetting is defective; but the very fact that accurate financial details are not available is, in itself, an indication that the present system of budgetting is very defective.

In order to frame, even approximately, accurate estimates for the budget of anyone year, the Head Office of the Department should be in possession of very accurate and detailed information as to the expenditure, under all heads, in the previous year, the month by month trend of expenditure in the current year and the exact nature of the financial requirements of the coming year. Unfortunately, the Head Office of the Department is not in possession of these essential data for framing an accurate budget. It may be stated, generally, that the Head Office financial figures are either unreliable or non-existent and that the figures which are mainly used in connection with the budget estimates and statements of actual accounts are figures supplied to the Head Office by the Account Office. But, since the Account Office, with the exception of certain departmental institutions, supplies only lump and total figures, the Head of the Department is not in a position, even with the Account figures, to estimate accurately what the detailed expenditure has been, or to estimate accurately the future requirements of the Department. It must be noted also that, while obviously the opportunities of our Committee to examine in any detail the figures of the Account Office have been very limited, the figures of the Account Office itself are, in a number of cases, inaccurate, in the sense that educational expenditure has been debited to wrong heads of account.

We do not consider that it can be a coincidence that, for a number of years and for a considerable period before the prevailing retrenchment, the budget estimates, for educational expenditure in the State, have almost always been very largely in

excess of the actual requirements of the Department as judged by the actual expenditure year by year, the excess provision being, not infrequently, several lakhs of rupees. The following table shows the estimated expenditure and the actual expenditure between the years 1102 and 1107:—

<i>Year.</i>	<i>Estimate.</i>	<i>Actuals.</i>
	Rs.	Rs.
1102	40,96,800	39,59,578
1103	45,56,500	41,90,581
1104	45,69,399	41,75,060
1105	49,01,284	42,20,800
1106	51,61,397	49,09,579
1107	48,29,846	45,14,453

Even the revised estimate figures differ widely from the actuals. From a financial point of view under-expenditure is, in many ways, as serious a defect as over-expenditure, and may give rise to much opportunity for misuse.

From what evidence we have been able to gather, it would appear that the Account Office does not check the institutions and offices of the Education Department in the matter of under-expenditure, but contents itself with pointing out cases of excess-expenditure. The Director of Public Instruction himself is not in a position either to check under-expenditure or over-expenditure or even to check irregular expenditure.

In a well-regulated system of financial control, the expenditure of the Department would be under a double check, that is to say, the regular returns of expenditure would be submitted, from all departmental institutions and offices, both to the Account Office and to the head office of the Department; and a careful comparison and check would be made by the Account Office and the head office of the Department, both to guard against the irregularities of deficit or excess-expenditure and to prevent irregular and unauthorised expenditure. It would also provide for a proper system of surrenders by which it would be impossible for any large lapses of money to occur at the end of the

financial year. Such a well-regulated system, unfortunately, does not exist in Travancore, in so far as educational expenditure is concerned.

The rules provide for a monthly return of expenditure being submitted, to the Office of the Director of Public Instruction, from all departmental institutions and offices; and the rules presume that these returns are carefully scrutinised and checked. In actual practice, a number of institutions and offices, as already pointed out, are either not submitting their monthly returns of expenditure at all or are submitting them at irregular intervals. In any case, the returns of expenditure which reach the head office remain largely unscrutinised and wholly unchecked in that office.

There is an Accounts Section of the head office consisting of a Chief Accounts Clerk and four other clerks. But, the title of the Section is a misnomer; because, as already indicated, the Chief Accounts Clerk and his four assistants are almost completely occupied by the routine work of the Department, such as recognition, sanction of grant-in-aid, appointments, complaints, contingencies, travelling allowance, scholarships, stipends, etc., etc. In effect, the financial expenditure is largely uncontrolled, and it is difficult to over-estimate the seriousness of the position. Not merely is the Head of the Department unable, at any particular date, to know the progress of expenditure, but he is unable to satisfy himself that the expenditure of Government money has been in accordance with the budgetted provision. With the exception of the statement, appended to the Statements of Annual Allotments, to the effect that care should be taken not to exceed the budget provision, there would appear to be no other direction with regard to the all-important matter of the careful scrutiny and control of month-by-month expenditure. The officers of the Department are, apparently, not required to submit surrender statements, with the result that considerable sums of money remain unexpended and lapse without being properly surrendered to Government.

In the case of the large lump sum provisions for grant-in-aid, the head office is quite unable to estimate the extent to which

the provision is likely to be fully utilised during the year, or even the extent to which, owing to the temporary withholding of grants, additional provision will be required to be found from the next year's budget. It cannot be assumed that Government were not aware of the existing dangerous state of affairs. We do not know on how many occasions representations were made to Government; but we have seen the correspondence, beginning in December 1929, with a letter from the Director of Public Instruction to the Chief Secretary to Government, urging the need for the establishment of at least a system of internal audit and expressing grave concern at the existing irregularities.

Apart from the obvious desirability of the Head of the Department being in a position to safeguard against financial irregularities, we consider it extremely unfortunate that there is not, in the head office, sufficient statistical data regarding expenditure to enable the Head of the Department to comprehend fully the financial problems connected with education. We could offer many examples of the inadequacy of the financial information available; but we would merely point out that the head office is not even in a position to state what the total cost of primary education is as distinct from the total cost of all vernacular education. We note that, as long ago as 1921, the Education Expenditure Committee pointed out this fact to Government and suggested that the annual reports of the future should show accurate expenditure figures. It is, further, in our opinion, remarkable that the head office is quite unaware of the extent to which private sources and fees contribute to the total expenditure on education in the State.

6. Grant-in-aid.—An insufficient control over the expenditure on departmental offices and institutions is, in itself, a serious matter. But, to a certain extent, it can be presumed that the officers of Government, of all grades, will be safeguarding the interests of Government and maintaining, within limits, the required standards of efficiency. The position, however, is infinitely more serious when large sums of money granted by Government to private institutions remain inadequately checked and supervised. We consider that the control of expenditure,

from funds provided by Government by way of grant-in-aid, has been deplorably lax. We shall have occasion, later, to refer to this matter in detail. But, we must state here that, in our opinion, neither the head office nor the subordinate authorities, which are responsible for the sanction of grant-in-aid, are in a position, at present, either to obtain accurate financial information or to be even comparatively certain that the expenditure has been properly controlled and checked. In the matter of grant-in-aid, the head office is unaware of the extent of its financial commitments, and is further not in a position to know whether the grants have been made in conformity with the Rules. As in the matter of recognition, so in the matter of grant-in-aid, in the absence of detailed instructions issued by the Government or the head office from time to time, the existing Code and its amendments are the authorities which govern the distribution of grant-in-aid. We regret to have to state that control has been so lax that both the spirit and the letter of the Code have been frequently broken. We have had convincing evidence that both in the case of English schools and in the case of Vernacular schools, the so-called grant-in-aid system has almost completely broken down. Even at the time of the promulgation of the Code the then Director of Public Instruction drew Government's attention to the fact that a very limited amount of recurring expenditure was being found by aided managements and that school accounts were not accurate. The position at present is far more serious than it was when Dr. Mitchell addressed Government. In many cases, aided managements are not making any regular recurring contribution towards the total cost of education in the field of private enterprise and in some cases private managements are actually profiting out of the amount sanctioned by Government by way of grant-in-aid. We are fully aware of the serious nature of the criticisms we are now offering, and we are also aware that managements and the public have made considerable contributions, towards the cost of education, by way of buildings and equipment. But we consider that no good can be done by attempting to conceal or minimise the extent to which the sanctioned system of grant-in-aid is being abused. If rules are unworkable, they should be changed, not broken; and we consider that the position has been made more serious by the fact

that the irregularities would appear to have been, for a considerable period of time, the common knowledge, not only of school teachers, but of the officers of the Education Department.

Dr. Mitchell, in his first Annual Report to Government, in the year 1084, stated that

“There are several circumstances in Travancore which render educational administration easier and progress more possible than in some parts of India. To begin with, its area and population are neither of them, so great as to make an improvement in any desired direction a matter of varied difficulty. Again, the extent to which education is already directly in the hands of Government enables the Department to lead the way whenever desirable and to practically compel voluntary schools to follow.”

In recent years, in several provinces of British India, Governments have practically abrogated their rights, in regard to the grant of recognition, the sanctioning of grant-in-aid and, in some cases, even in regard to inspection; and, in consequence, the adequate control of policy and expenditure by Government has become difficult. But, in Travancore, where the Government has all along reserved to itself the all-important controlling powers of recognition, grant-in-aid and inspection, it is a matter of extreme regret that the exercise of control by Government and the Department should have become so lax as to result in the state of affairs which we have already alluded to.

The Inspector of Vernacular Schools is responsible for the sanction of grant-in-aid to all vernacular boys' schools, the majority of which are primary schools. He has, under him, twenty-one Assistant Inspectors who make recommendations regarding the sanctioning of maintenance and other grants. The Code provides that, at the discretion of the Department, grants may be sanctioned for a period of not less than six months and not exceeding three years, the intention of the Code, in our opinion, clearly being that well-established and reliable schools should have grants sanctioned for a long period and that less

stable schools should have grants sanctioned for only a short period. Primary schools naturally tend to be included in the latter class, but in practice, grants to vernacular schools have been sanctioned for periods of three years in almost all cases. We consider that, at present, there is altogether no adequate control over these grants. In the first place, large numbers of schools remain uninspected for periods of two or more years though they are in receipt of monthly grants. We know of cases in which schools have remained uninspected and unvisited for much longer periods.

Secondly, there are large numbers of schools which are in receipt of grant-in-aid and which show in their monthly returns the minimum enrolment of pupils required under the Code, but which do not actually have the required minimum of pupils in the schools.

Thirdly, in a considerable number of cases, grants are not being wholly used for the purposes for which they were sanctioned. In the absence of adequate inspection and of recorded and verified statements regarding the number of pupils in attendance and the actual payments of grants, there can be no security that the grants are being paid in conformity with the Code.

Grant-in-aid to English boys' schools is sanctioned by the Director of Public Instruction on the recommendation of the Inspector of English Schools. The Government contribute, in normal years, fifty per cent. of the deficit of the schools. All English schools in receipt of grant-in-aid have an annual grant-inspection. But, in spite of the careful scrutiny of the financial statements of the schools, we have reason to believe that, in a number of cases, the financial statements do not represent the actual expenditure incurred by the schools, contributions by managements, for example, being sometimes shown as loans, loans representing deductions from the teachers' pay and sometimes shown as managements' contributions without the explanation that these contributions are really deductions from the teachers' salaries. We have even been informed that some schools keep duplicate registers of receipts and expenditure. Large numbers,

in fact three-fourths, of the recognised English schools are, however, unaided, since they apparently succeed in running at a profit or their deficit is so small as not to necessitate a grant application. The financial statements of these schools are not checked either by the English Inspectorate or by the Office of the Director of Public Instruction, with the result that the ultimate use of the annual profits is not known to or supervised by, the Education Department; and in consequence, the spirit and the letter of the Code have been broken. Some managements have, apparently, been in the habit of regarding their contribution of a building as a recurring contribution to the maintenance of the schools; and we have had it in evidence that there have been some cases where the managements reimbursed themselves, from the school receipts, for the interest on the capital value of the buildings.

Grant-in-aid to English girls' schools is sanctioned by the Director of Public Instruction and grant-in-aid to Vernacular girls' schools is sanctioned by the Inspectress of girls' schools. As in the case of the Vernacular boys' schools a considerable number of Vernacular girls' schools go without annual inspection; and the same unsatisfactory want of control is experienced in the girls' schools as in the boys' schools.

7. Inspection.—The Inspector of English Schools, with the assistance of two Assistant Inspectors, inspects all English Middle and High schools, numbering two hundred and twenty-one. Several of these schools go each year without inspection, with the result that slackening of efficiency must be expected. Some of the essential monthly or quarterly returns from the English schools, even when received in the office of the Inspector of English Schools, are not scrutinised or made adequate use of. In this connection, we note that such important returns as the list of class promotions, which are intended to be approved by the Inspector of English Schools, are not being scrutinised in the Inspector's office. The absence of proper control by inspection is evident even in the departmental schools where efficiency, discipline and examination results have, we consider, been, in many cases, not altogether satisfactory.

The Inspectress of girls' schools inspects all English girls' schools numbering forty-one and the Vernacular girls' schools numbering four hundred and seventy seven are inspected by six Assistant Inspectresses. The Inspectress of girls' schools is also in charge of vernacular schools, but is unable, in the course of her work, to do more than pay an occasional visit to vernacular schools. This is especially so as far as the vernacular primary schools are concerned. The Vernacular training schools are also inspected by the Inspectress. On the average sixty vernacular girls' schools remain uninspected each year.

The Inspector of Vernacular Schools, with the assistance of twenty-one Assistant Inspectors, inspects all vernacular boys' schools numbering two thousand nine hundred and fifty-six. The Inspector personally inspects all the vernacular training schools and the offices of his Assistant Inspectors. Normally, all the vernacular high and middle schools are inspected, though this is not always the case, but the average number of vernacular primary schools remaining uninspected each year is six hundred. We have already drawn attention to the danger, from the financial point of view, of the existence of a large number of uninspected boys' and girls' vernacular schools. But, the absence of inspection also causes grave educational and financial waste in other directions. The improper stagnation of pupils, particularly in the lower classes, and the wide difference between attendance and enrolment, etc., can only be checked if there is adequate and efficient inspection. We have, as our remarks in the chapter on Mass Education will show, abundant evidence, however, that these defects are present to an alarming and unexpected extent in Travancore. We find, for example, that, particularly in incomplete primary schools, pupils are, apparently deliberately detained in order that the strength of the class should not fall and the teacher become ineligible for grant. This improper practice was noted pointedly by the Director of Public Instruction nearly twenty-five years ago in his Annual Report; but the practice is still in existence. Inadequate inspection also makes it impossible to check satisfactorily the monthly returns from the schools with the actual conditions in the schools.

We are aware that the number of schools allotted to each Assistant Inspector for annual inspection is large, and we are also aware that, in certain parts of Travancore, conditions of touring, owing to water-ways and mountains, etc., are difficult; but, by comparison with the amount of inspection allotted to similar officers in other parts of India, we find that, though unsatisfactory, the conditions of inspection to be faced by the Assistant Inspectors and Inspectresses in Travancore are not as unfavourable, speaking generally, as elsewhere. We feel strongly that, even with the existing inspecting staffs, more careful control and supervision could have been exercised and more time could have been devoted to actual inspection work.

8. **Managements.**—The control of education, to some extent, devolves on individual managements. In almost all countries where local self-government is either highly or even only partially developed, education has become one of the important duties entrusted to local self-governing bodies. In Travancore, however, the few local bodies that there are make practically no contribution to the control and financing of education. The only local bodies which exist in Travancore, other than three experimental Panchayats, are the eighteen municipalities. Of these, only one is maintaining a primary school for boys. No other school is being maintained by any local body. The present rate of taxation levied in municipalities and the small incomes of the majority of the municipalities render the problem of school-management by municipalities difficult, although, taking the municipalities as a whole, they show a considerable surplus of funds year after year.

There are no local bodies in Travancore corresponding to the District Boards, Taluk Boards and Union Boards of other parts of India, with the result that there are no ready-made local body agencies to manage even vernacular primary schools. A Panchayat Bill was passed by the Legislature in 1100; but, the system of Panchayats has not yet been any way largely developed, and, in any case, Panchayats are too small units for the management of schools. During the last twenty years, a number of recommendations have been made to Government both to

establish local bodies for general purposes and to entrust the care of primary education to such local bodies. Government have, in addition, themselves, from time to time, made pronouncements regarding the introduction of a Bill to establish local bodies; but the proposals and the announcements have not, as yet, borne fruit. In the absence of the interest in the development of education, which the existence of local bodies might be expected to create, the management of schools in Travancore has, devolved on Government directly and on various classes of private managements. The Government in Travancore directly manages an unexpectedly large number of institutions, the proportion of departmental institutions to private institutions being approximately one to two. In a country with abundant financial resources, the establishment and development of large numbers of Government institutions is, generally speaking, to be welcomed in so far as the direct control of Government should result in greater efficiency. In Travancore, the existence, for many years, of a large number of departmental institutions should have resulted in high standards of efficiency. As, however, we have already pointed out, the control and supervision of even departmental institutions has, in recent years at any rate, been inadequate, the results have by no means been commensurate with the high cost to the State of maintaining so large a number of directly-managed institutions.

The general condition of the schools managed by private agencies is discussed elsewhere in this Report in detail. But, the extent to which private managements can assist in the maintenance of efficient standards in education must be dependent largely on whether the private managements are financially stable and directly and unselfishly interested in the advancement of education. There are, obviously, amongst the large variety of private managements in the Travancore State, considerable numbers of managements which fulfil at least the second condition, and a smaller number which fulfil both conditions. These managements would, however, have made a much more successful and larger contribution to educational development in Travancore had they themselves had a fuller grasp of the proper

policy necessary for obtaining and continuing a sound system of education or had they at least had that policy laid down for them and insisted on by a higher authority.

Apart from the types of managements already referred to, we have to state with regret that there are a very considerable number of managements, some of them maintaining English schools, but the majority of them maintaining vernacular schools, which do not conform to either of the conditions referred to above, that is to say, they are neither financially stable and therefore in a position to meet a reasonable portion of the cost of maintaining their schools, nor are they directly and actively interested in the promotion of sound education. Inefficient managements and managements which are prepared, not merely to make a profit out of the institutions under their control, but even to make a profit out of the Government grants allotted to them, should, in our opinion, have been sternly dealt with and eradicated long ago. It is most unfortunate that the good work which the introduction of the Code of 1084 did by way of getting rid of such a class of managements should in subsequent years have been completely undone and that an even larger number of such managements should have been allowed to come into existence.

9. Absence of policy.—We have already referred, at the outset of this chapter, to the imperative necessity of having a clearly defined and constantly applied policy in all grades of education. In the absence of such a policy, control and supervision must necessarily be extremely unsatisfactory. Even where the officers of Government, and the managements and staffs of institutions are fully desirous of obtaining the best results, it is impossible to achieve good results if such officers, managements and staffs are unaware of the aim for which they should be striving and the manner in which that aim should be achieved. Speaking generally, we find that, since a few years after 1084, there has been such complete absence of any attempt to lay down a clearly defined policy, and steadily to apply it that it has been impossible even for well-intentioned individuals and managements to achieve satisfactory results. We shall have occasion, in the

course of this Report, to point to a very large number of examples which will illustrate this fact. We may mention here, however, one or two outstanding examples not merely of the absence of clearly defined policy but of the abandoning of a definite policy soon after it was enunciated and defined. After the introduction of the Education Code of 1084, strenuous and successful efforts were made to eradicate inefficient, uneconomic and undesirable vernacular schools. But, in addition to this, a very proper and knowledgeable attempt was made to eradicate schools whose very structure would not permit children reading in them ever to obtain the benefits of permanent literacy. Dr. Mitchell, very soon after he became the Director of Public Instruction, pointed out that the large number of incomplete vernacular primary schools could not, in the nature of things, make any useful contribution towards education and that the effort and money spent on them were almost entirely wasted. In the years immediately following 1085, in consequence of a well defined policy, the number of vernacular primary schools with only one class fell from 1,445 to 85; the number with only two classes fell from 1,043 to 510 and the number with only three classes fell from 644 to 432. Subsequently, when this policy became neglected and when direction and control were weakened, the number of such wasteful schools rose, by 1107, to 268 one-class schools, 696 two-class schools and 716 three-class schools; in other words, in the past twenty years, the number of incomplete vernacular primary schools has increased by over 650 and now totals 1,680 (including 74 departmental schools), or over one-half of the total number of primary schools. The result of the authorities' permitting the continuance of such a system of schools has meant a considerable loss of money to the State, a loss of money to a number of private managements and an immense wastage of human material. We shall examine elsewhere the comparatively high literacy figures for the Travancore State; but the extent to which the schools in Travancore have been able to contribute literates to the population has been unquestionably very considerably limited by the improper organisation of the primary system of education.

Another example, and an outstanding example, of the absence of a clearly defined policy, or the apparent refusal of Government to adopt a policy which known facts demanded should be urgently adopted, is the extent to which there is, mainly in the vernacular system of education, a very large amount of overlapping of effort in the provision of schools. The extent of this overlapping and the possible remedies have been fully discussed elsewhere; but we feel constrained to point out that the existence of this undesirable state of affairs has been brought to the notice of Government from time to time over a long period of years, and that, had a sound policy been adopted long ago and had that policy been rigidly applied, the solution of the problem would have been comparatively easy, whereas, owing to the passage of time, vested interests have, very naturally, obtained a firm hold, and the action, which we have recommended should be taken, requires more courage and greater effort than would have been needed a number of years ago.

10. Gradual Reorganisation.—We have set out, in detail, the existing conditions in the Education Department in Travancore in so far as the control of education is concerned. We shall now proceed to make such recommendations for reorganisation as, in our opinion, are essential to make the educational machinery run more smoothly and more efficiently. We desire, however, to point out, as we have done in several other places in this Report, that all our recommendations cannot be expected to be brought into effect either immediately or simultaneously. In the nature of things, any reorganisation takes time, and must be proceeded with slowly and by stages.

11. The Director of Public Instruction as Secretary to Government.—We have explained the relationships of the Director of Public Instruction to the Secretariat and the Government. We consider that a very necessary reform is the abolition of the Education Secretariat as such, and the appointment of the Director of Public Instruction as Education Secretary to Government, in addition to his own duties. The acceptance of this proposal would, we feel sure, result in a great saving of time and overlapping of effort, and also result, more importantly,

in the establishment of a means of direct and frequent contact between the head of the Education Department and the head of Government. The previous relationships of the Secretariat and the Department of Public Instruction have resulted in constant delays and in misunderstandings which have been discussed generally by correspondence rather than by personal explanations. We also consider that an Assistant Secretary for Education in the Secretariat, who is usually a comparatively junior officer inexperienced in the technique of education, can make little contribution to the settlement of large questions of policy, and is not required to repeat the examination of detail which should already have been done thoroughly in the office of the Director of Public Instruction.

The existence of a separate Education Secretariat has generally been defended on the grounds that it is necessary for Government to obtain independent and sometimes non-technical opinion, on questions of educational policy, before they can accept proposals which emerge from the Education Department. If our proposal is accepted, matters of educational policy, will still be scrutinised by the Head of the Administration, and will obviously also, in all cases where expenditure is concerned, be subject to the close scrutiny of the Finance Section of the Secretariat, before they are submitted to the head of Government for approval. We think that it is admitted on all hands that, already, the Secretariat system in Travancore is highly over-centralised; and we presume that our proposal will bring relief to the Office of the Chief Secretary to Government who is now directly in charge of education. Our proposal does not in any way contemplate an attempt to enhance the position of the Director of Public Instruction; and we shall be content whether the Director takes the position of a Secretary to Government or of an Assistant Secretary to Government, provided he works directly under the Dewan of the State.

Our proposal further has the merit of having been worked in several provinces outside Travancore with apparent success, certainly, with a resultant large decrease in delays and misunderstandings. In the Punjab, the Director of Public

Instruction has, for many years, been Under-Secretary to Government working directly under the Minister for Education. Similarly, in the Central Provinces, the Director of Public Instruction is Secretary to Government for Education working directly under the Minister. In the United Provinces, the Director of Public Instruction is a Deputy Secretary to Government, but he has an Education Secretary above him. It is perhaps significant that, in recent years, in the Punjab, many reforms have been put through and educational progress has been marked and original.

If our proposal is accepted, a considerable saving will be effected in the staff of the Secretariat. As we understand it, the present staff, in the Secretariat, handling educational papers, consists of the Chief Secretary, who also controls a large number of other Departments, an Assistant Secretary, who is also in charge of other branches of the Secretariat, a Superintendent, who is also common to some other branches of the Secretariat, and four Higher Grade Clerks, two Lower Grade Clerks and one Typist who are concerned with educational or allied papers only. With the exception of the Superintendent, therefore, the clerical establishment of the Education Secretariat can be set free and made use of in connection with our recommendations regarding the strengthening of the present staff in the Office of the Director of Public Instruction.

12. Strengthening of the Head Office.—We have already pointed out how, in our opinion, much of the existing defects in the working of the Education Department in Travancore has been due to inadequate staff and defective organisation in the Office of the Director of Public Instruction. Public opinion often takes the view that over-head charges in Government Departments are heavy and should be reduced. We must therefore point out that, in a Department like the Education Department which is a very large expending Department and which also, unlike other Departments, is responsible for the giving and controlling of very large sums by way of grant-in-aid, the reduction, or the maintenance on an inadequate basis, of the

directing and supervising staff, is a penny-wise-pound-foolish policy. A small increase in recurring expenditure on supplying an adequate headquarters and inspecting staff will, by increasing supervision and efficiency, save far larger sums of money to Government than the actual annual cost of the increased staff. The percentage of the total Government expenditure, spent on direction and inspection in Travancore, is low and compares unfavourably with the percentages for some of the other States and British Indian Provinces, as the following table shows:—

Madras	...	7.4
Bombay	...	6.1
Hyderabad	...	5.7
Mysore	...	7.4
Cochin	...	4.2
Travancore	...	4.1

The Director of Public Instruction has only one officer, namely, the Personal Assistant, to assist him in the heavy headquarters work of the Department; and even this officer is an officer only of the grade Rs. 200-300. In Mysore, the Director of Public Instruction is assisted, at his head office, by a Deputy Director, by a Personal Assistant, by a Secretary for Examinations, by a Financial Assistant and by a Lady Assistant. In addition to these, the Education Department in Mysore State has two Divisional Deputy Directors over and above the District Educational Officers and the Assistant Inspectors and Inspectresses of Schools. In Hyderabad State, the Director of Public Instruction is assisted in his head office by a Deputy Director of Public Instruction and by three Assistant Directors of Public Instruction. It may be argued that the States of Mysore and Hyderabad have larger jurisdictions and more educational institutions than are to be found in Travancore. But, the extent of the pressure of work on the head office of a department does not vary proportionately with the extent of jurisdiction or the number of institutions and pupils. There are a large number of sections of the work of a Director's Office which need time and intimate attention whether a State or Province happens to be of one size or of another size. Whether a State is large or

small, the necessity for a careful and adequate check on financial expenditure, for example, remains constant; all the problems connected with school provision, courses of study, provident funds, medical inspection, physical training, text-books, the training of teachers, adult education, etc., equally face small States as large States, and it is not, therefore, possible to judge the necessity for additional Gazetted Officers in the head office merely by statistical comparison with the number of institutions or the number of square miles to be found elsewhere.

But, even if statistics were to be used, it may be noted that, according to the latest reports of the Hyderabad and the Mysore Governments, the number of letters and disposals dealt with in the head offices in those States shows that, by comparison, the work of the head office in the Travancore Education Department is extremely heavy. In 1931, the head office in Mysore received thirty thousand papers, for action, and disposed of twenty-eight thousand papers. In 1929, the head office at Hyderabad received twenty-six thousand and five hundred letters and sent out thirty-five thousand and five hundred. In the year 1106, the head office in Travancore received thirty-five thousand letters and despatched twenty-five thousand letters. It must also be noted that, while the number of institutions in Travancore is less than the number in either Mysore or Hyderabad, the number of pupils under instruction in Travancore is as large as the number of pupils in Mysore and Hyderabad both taken together.

There is a further aspect of the question of increasing the number and status of the officers in the head office which we consider to be of great importance. In order that there should be continuity of policy, and that men of administrative experience should be available from time to time to act as head of the department when necessity arises, it is essential that officers with sufficient seniority should have experience of the headquarters administration. The position in Travancore, as we find it, is disquieting from this point of view. In the Education Department, the officers drawing the highest scales of salaries are always officers in the Professorial line. They are, none of them, officers who have held posts in the Office of the Director of Public Instruction, nor are they even officers who have had the

experience of administrating education in the inspecting line. While a Principal or a Professor in a College may be doing important work deserving of high remuneration, it cannot be suggested that he is doing work which automatically gives him wide administrative experience. In fact, the supervision of the working of the colleges in the State forms only a very small part of the work of the Director of Public Instruction, whereas the work, for example, of an Inspector of Schools, is intimately related to the administrative machinery of the Department and the daily routine of the Office of the Director of Public Instruction. The only officer at present working under the Director in the head office, namely the Personal Assistant, is not appointed with the intention of his ultimate promotion as Director nor even with the intention of his being able to do the duties of the Director of Public Instruction from time to time when occasions arise; and he is not, moreover, of sufficient status in the Department even temporarily to take full responsibility during short absences of the Director of Public Instruction. We desire to see, therefore, such arrangements made as will not merely strengthen the staff of the head office, but as will also provide a training ground in administration for officers who may be considered fit for ultimate promotion.

13. **Deputy Director.**—We recommend, therefore, that a post of Deputy Director of Public Instruction in the head office be immediately sanctioned; and we suggest that the person to be recruited thereto should either be one who is senior enough to be considered later for promotion as Head of the Department or one who possesses sufficient seniority and sufficient administrative experience in the inspecting line to be fit both for further training in the head office and for undertaking full responsibility during the temporary absence of the Director. The need for a Deputy Director will be imperative in the future when the Director becomes Secretary to Government with increased work, when the inspectorate is reorganised and when the difficult task of introducing reforms is undertaken.

14. **Financial Assistant to the Director.**—We have, already had occasion to refer to the lamentable absence of proper

financial control in the head office; and we therefore, recommend that, in addition to a Deputy Director's post, a post of Financial Assistant to the Director should be created, the Financial Assistant being placed in direct charge of the Accounts Branch of the Director's Office and made responsible for the internal audit of all departmental accounts and the proper registering of month-by-month expenditure and its check and control.

15. **Clerical Staff of the Head Office.**—The existing clerical staff of the head office consists of one Manager, one Head Accountant, eighteen clerks, and four typists. We are of opinion that the clerical staff of the Director's Office should be immediately increased by at least five clerks and one typist and that the senior clerks in the office should be termed Superintendents and placed in charge of the various sections of the office. If our proposals are adopted it will be possible to divide the office into six sections each with a Superintendent and an average of three clerks, excluding the typists. In order that the routine work of the office may be properly controlled and supervised the work and duties of the present Manager should be completely altered. The Manager should be freed from the work of assisting the Director in the disposal of official business; his office should be located near to the clerical establishment, and he should be made responsible for the quick despatch of the work of all sections, the posting, leave, work, etc. of all clerks, the signing of fair copies of letters to subordinates and the efficiency of the office generally.

16. **Office Routines.**—It would not be proper in this Report to describe in detail the manner in which the system of handling papers, passing orders, maintaining registers, etc., etc., is defective at present in the head office. But we can state generally that we have been forced to the conclusion that a complete revision of method is required, and a complete overhauling of the office must be a precursor to any future satisfactory work. An examination of the files in the Director's Office, for example, tends to show that the office has found it difficult to shoulder responsibility, keep a proper check and control on subordinate

establishments and institutions, dispose of important papers with reasonable rapidity, cope with Secretariat correspondence punctually and effectively and at the same time give sufficient and proper consideration to large questions of policy. In our opinion, for a period of years, many important problems, pending and needing decisions, have been continually postponed and their issues shirked. The manner of handling correspondence, the system of filing, the maintenance of essential registers and the maintenance of records have all become seriously defective and need drastic changes. The absence of a proper check on unanswered references and on delays in the handling of papers, in the head office and in the subordinate offices, has also been responsible for a deterioration of work. The manner in which an office file is maintained may appear to be a small detail. But to those acquainted with the quick despatch both of office routine and of large issues, the manner in which a file is maintained assumes considerable importance. A file in the head office, at the present moment, consists of one continuous file (often remaining unclosed and not sent to record for a large number of years) reading from right to left, and all papers, whether currents, reminders, notes or orders, are linked together. The well-ordered file with a note file, a current file and a recorded file, flagged for reference, appears to be practically unknown; and in the majority of cases, it is not possible, except after an extensive study of the whole of the file, to discover what the office note and the officer's order were, at any particular stage in the development of the file, office notes and orders being generally written on the current file. We do not desire to lay stress on these details of office reorganisation further, except to recommend that a reasonable, short and compact Office Manual should immediately be drawn up so as to define the various sections of the office, their work and duties, the rules governing the routine work in the office and attendance at office, the rules governing the handling of office papers, referencing, noting, drafting, etc., and the exact form of work for which each officer and Superintendent, subordinate to the Director, is responsible.

We have pointed out, elsewhere in this Report, that we are not satisfied that certain classes of educational institutions should be privileged to enjoy the number of holidays, both recognised and unrecognised, which are enjoyed by them at present; and we feel constrained, in this connection, to note that, while the number of holidays enjoyed by the head office is small compared to the holidays enjoyed by officers and clerks, etc., in institutions having vacations, the head office is closed on too many occasions during the year for an office which must remain almost constantly at a high pressure of work in order to cope both with ordinary routine and the larger issues which are constantly before the Department. Proper arrangements should be made during all holidays for the appointment of 'turn clerks' and if the work of any section is in arrears it should be attended to on holidays.

17. Education Code and Government rulings.—We have already had occasion to point out that nowhere in the head office there appears to exist a comprehensive and up to date revised copy of the Education Code or even an up to date consolidated presentation of the orders and regulations of Government relating to the every-day routine of the Department and the institutions within its jurisdiction. A revision of the Code will probably be necessary if the recommendations contained in this Report are accepted; but, in any case, we consider it essential that such a consolidated presentation of the rules should be made available in the head office and in the offices subordinate to it. While many of the important rules of the Code, as yet unwithdrawn by Government have been flagrantly broken during the handling of administration for the last so many years many rules and orders of Government have been broken owing to the fact that subordinate officers have not been made properly aware of the existence of such rules and orders. We have examined a number of offices subordinate to the head office, and have found that important rulings on questions of policy and on questions of routine connected, for example, with recognition and grant-in-aid have been either entirely mislaid or so filed that successive heads of the subordinate offices have not been kept informed of their existence.

18. **Instructions regarding policy.**—In this connection, we feel strongly that altogether insufficient time has been devoted, by the Head of the Department, to the laying down of policy and the direction of such policy by the issue of constant instructions to subordinates, and by personal explanation and propaganda. Departmental circulars on important matters of policy have been few and far between; and the Director of Public Instruction does not appear to have been guiding his subordinate officers in the only manner in which successful and co-operative work can be achieved. One of the main reasons for recommending the addition of a Deputy Director to the head office is that the Director of Public Instruction may be made freer to devote a larger portion of his time and attention to this all-important aspect of his work. There is, in our opinion, pressing need for greater personal contact between the Director of Public Instruction and his subordinates, particularly on the inspecting side. We can find no record, in recent years, for example, of any conference of inspecting officers at which departmental problems have been discussed and departmental policy explained and advocated. Similarly, it does not appear to have been the practice, for the Inspectors of Schools and the Chief Inspectress of Girls' Schools, to summon their assistants in conference, from time to time, and discuss the many problems with which they are faced, and offer that encouragement and advice which might inspire confidence and keenness amongst subordinate officers. We regard sustained and widespread propaganda work as an essential part of the duties of the Head of the Department. Especially where educational conditions are backward, it is essential for the Head of the Department to devote a considerable portion of his time to personal inspection and personal propaganda in order to appreciate local difficulties and to explain to the local people the manner in which the Department considers the difficulties could be overcome by a co-operative effort. We have, in several other places in this Report, referred to the cold and impersonal nature of much of departmental work. And, on the Head of the Department is laid the special responsibility, in our opinion, of replacing this cold and impersonal atmosphere by personal enthusiasm and leadership extending to both departmental and aided schools alike.

19. Statistics and Reports.—One of the important duties of the Office of the Director of Public Instruction is to maintain continuous records of the various activities of the Department, and statistics for all educational institutions in the State. Accurate financial and other statistics are essential both for the control of educational expenditure and policy, for the framing of accurate budget-estimates and for the taking stock of conditions from year to year in order to enable the Department and the Government to adjust finance and policy to the changing conditions and needs of educational activity in the State. We have already shown that the head office is not in a position accurately to estimate either actual expenditure or financial requirements at any particular moment of time; and that the educational statistics, supplied, to Government and to the public by the head office, are, not infrequently, both inaccurate and unreliable but also misleading in form and manner of presentation.

The annual Administration Report of the Education Department which should not only give accurate information, to the Government and to the public, but also keep the Director of Public Instruction himself constantly acquainted with the statistical extent of many of the problems which he is handling, is, in our opinion, usually an inaccurate and inadequate document. The Report has no table of contents and its statistical tables are without preface, index or explanation. Many important statistical tables, such as those dealing with the percentage of children of school age at school to the total number of such children, are grossly inaccurate, and it is impossible, from the published tables, to extract essential information such as the number of schools managed by the different classes of management, the number of girls in boys' schools and the number of boys in girls' schools and the extent of the contribution to the total educational expenditure made by private managements, endowment, fees, etc. We consider, further, that much of the statistical information supplied which relates to information regarding the caste or religion of pupils in all grades of schools and in all taluks is less essential for educational purposes than other important information not supplied. No quinquennial review on education is issued by Government with the result that there is no special stock-taking

every few years. We consider that, in future, the Education Department should follow the established practice elsewhere and publish a quinquennial review.

In this connection, we recommend that the Educational Bureau attached to the Training College be utilised by the head office as a permanent statistical section compiling and examining statistics for all aspects of educational work. The bureau should also assist the head office by the inclusion in its library of the educational reports of all the States and provinces in India, the publications and reports of the Board of Education in England and elsewhere and of all the latest publications on educational administration.

20. Reorganisation of Inspectorate. — The present Inspectorate consists of one Inspector of English Schools with two Assistant Inspectors, one Chief Inspector of Girls' Schools with six Assistant Inspectoresses, one Inspector of Vernacular Schools with twenty-one Assistant Inspectors. The two Inspectors and the Inspectoress each have a Personal Assistant in the Assistant Inspector's grade. In addition, there is an Inspector of Mahomedan Schools.

In our opinion, the Inspectorate is not so organised as to obtain the maximum amount of supervision, not merely of the schools themselves, but of the work of the subordinate inspecting staff. This is partly due to the fact that, in some cases, the Assistant Inspectors have too large jurisdictions and too many schools under their care. But it is mainly due to the fact that the Chief Inspectors, having the whole State as their jurisdictions, are not able, not unnaturally, either to control satisfactorily the officers subordinate to them or personally to make inspection visits to the schools under the supervision of their subordinates.

The vernacular schools in particular are working irregularly mainly owing to the trust which they have that they will not be visited by the Assistant Inspector more than once in two years on the average and will certainly not be visited at all by an officer superior to the rank of an Assistant Inspector. While it

is true that the Chief Inspector and the Chief Inspectress of Girls' Schools, and, in a few cases, the Director of Public Instruction, may visit easily accessible primary schools during the course of their tours, it is almost correct to say that the ordinary rural primary boys' school or primary girls' school is never visited by the Chief Inspector, the Chief Inspectress or the Director of Public Instruction. It is essential, in our opinion, that, if a more regular working of the schools is to be expected and a better control over the large sums of money expended by Government on the schools is to be achieved, schools of all grades must be visited much more frequently than heretofore. The extent to which schools can be frequently visited and kept under close supervision will, of course, under any scheme, depend largely upon the drive and enthusiasm of the inspecting staff. And, we are sorry to have to report that this drive and enthusiasm is largely absent amongst the subordinate inspecting staff. It is possible that it is absent more owing to the pressure of much unnecessary headquarters office work than owing to the complacency of individual officers; but the fact remains that in many districts, the schools could easily have been visited much more frequently than they have been in the past. Surprise visits to check attendance of staff and pupils take up little time and in most areas can be made during journeys performed for the completion of the work. It appears to us that there will be much greater hope of adequate inspection if the inspectorate is so organised that the Assistant Inspector, for example, has above him, not one officer with a jurisdiction covering the whole State, but officers with more limited jurisdictions.

As we understand it, the Inspectorate was divided into three divisions, the English Branch, the Vernacular Branch and the Women's Branch, in order to obtain, in particular, a more intensive supervision of vernacular schools and of girls' schools. We do not consider that this object has been satisfactorily achieved. In the case of the vernacular schools, the wide jurisdiction has made it impossible for the Chief Inspector, who already is burdened with extremely heavy routine office work, adequately to get round his jurisdiction and see that his subordinates are properly supervising the work of the schools.

In the case of the Women's Inspectorate, it was perhaps not realised that, in Travancore State, unlike many areas in British India, nearly 70 per cent. of the girls under instruction are reading in institutions for boys. This is particularly so in the case of the primary schools. In consequence of this fact two things have resulted from the establishment of Women's Inspectorate. The great majority of girls under instruction in the State have not even now had the benefit of supervision by women inspectresses; and, secondly, there has been a constant struggle, particularly at the primary stage, on the part of the women's inspecting agency, to bolster up girls' schools even in areas and localities where girls are readily proceeding to boys' schools. It may be theoretically correct that, even at the primary stage, girls receive better instruction in girls' schools; but, in our opinion, it is altogether undesirable that the girls' schools should actively work for the withdrawal of girls from boys' schools so as to establish a kind of rivalry between the two inspecting agencies. In effect, we find, in Travancore State, that, instead of all the energies of the Department being united in a co-operative effort to see that every small boy and girl in the State is receiving education at least up to the primary stage, there is, much rivalry, overlapping and diffusion of effort. In our opinion, the State should aim at providing a common primary school for all classes of the community and for both sexes; and we believe that this is a less expensive and more rational method than the present system of endeavouring to provide separate-schools for different classes, and particularly for each sex.

For the reasons we have thus set out, we recommend that the existing Inspectorate be reorganised and largely amalgamated. We consider that the posts of Chief Inspector of Vernacular Schools and Inspector of English Schools should be abolished, as also the two posts of Assistant Inspectors of English Schools. The English and Vernacular schools should come under the same Inspectorate. In place of the existing arrangement we, therefore, suggest that there should be two Divisional Inspectors of Schools, one Southern and one Northern. Each of the Divisional Inspectors should have, attached to him, two Assistant

Divisional Inspectors with divided jurisdiction. Below the Assistant Divisional Inspectors there should be the required number of Assistant Inspectors and Inspectresses.

Apart from the need of more supervising inspecting officers, the creation of the posts of Assistant Divisional Inspectors will give an opportunity for men, who have worked long and well as Assistant Inspectors, to earn promotion within the inspecting line. As it is, it is, in our opinion, very unsatisfactory that an officer working as Assistant Inspector, no matter how satisfactory his record of work may be, can only look for promotion, ultimately, in the English schools. At present, his experience has entirely been connected with the vernacular schools, and he is not in any way extra-specially qualified for appointment as a Headmaster of an English school. While it is obviously satisfactory that an Assistant Inspector should have had teaching experience, it is not satisfactory that he should look for promotion only to school work again. In the proposals we have made, a young and energetic inspecting officer can, if he does satisfactory work, look to a regular graded promotion from the Assistant Inspector's post to the post of Divisional Inspector. The financial details of this grading has been worked out in the chapter on Finance. There is the further point that, at present, the Chief Inspectors of Schools are normally recruited from the Headmasters of English Schools; and while a Headmaster may be an excellent Headmaster of an English School, it does not follow that he is fitted, by training and experience, to hold a very heavy administrative post such as the Chief Inspector of Schools.

In making our proposals for a reorganisation of the Inspectorate it is our intention that the Assistant Inspectresses should not, as far as the primary schools are concerned, be allotted girls' primary schools, but should share in the work of inspecting a suitable number of the new mixed primary schools which we have recommended. The girls' middle, high and training schools will, however, continue to be the special charge of the women's branch of the Inspectorate. We, therefore, propose that, in

addition to the Assistant Inspectresses, the post of Chief Inspector of Girls' Schools should be retained, and an additional post of Assistant Chief Inspector should be created. In the event of these proposals being accepted, the posts of Personal Assistants to the Inspector of English Schools, the Inspector of Vernacular Schools and the Inspector of Girls' Schools, will be abolished.

Generally speaking, our scheme involves the inspection of high schools, middle schools and training schools by the Divisional Inspectors and their Assistants, and the inspection of primary schools by the Assistant Inspectors and Assistant Inspectresses, the inspection of girls' high schools, middle schools and training schools by the Chief Inspectress and the Assistant Chief Inspector. But, the detailed allotment of schools for inspection will be a matter for arrangement by the Divisional Inspector, the Assistant Divisional Inspectors, the Chief Inspector and the Assistant Chief Inspector. In some areas, for example, the Assistant Inspectors and the Assistant Inspectresses will inspect middle schools in addition to primary schools and in other areas where the work of inspecting primary schools is especially heavy the Assistant Divisional Inspectors will also inspect primary schools. Our scheme generally lays stress on the frequent inspection of schools by all grades of inspecting officers.

We have discussed the question of the supervision of Mahomedan schools in detail in our chapter on Muslim Education. But, we desire to point out here that we consider that the well intentioned effort to have a special Mahomedan Inspectorate has been, in result, very ineffective. The present Inspector of Mahomedan Schools has seventy-eight special Mahomedan schools and 158 Arabic classes, attached to the ordinary schools, to inspect. He has, further, to tour the whole State in order to complete his supervision. It is obviously impossible, for one officer, satisfactorily to perform these duties. Furthermore, he does not possess the same administrative powers as the ordinary Assistant Inspector of Schools. He is not linked up with the superior jurisdiction of either of the Inspectors of Schools, but works directly under the orders of the Director of Public

Instruction. This again, in our opinion, is an unsatisfactory arrangement. We consider that the interests of Muslim education will be better served if the recruitment of Mahomedans to the ordinary cadre of Assistant Inspectors is insisted on. We should like to see, as soon as possible, at least three Mahomedans recruited to this cadre. They could then be appointed to those districts in which the Mahomedan population is largest. In the ordinary course of events, such Assistant Inspectors would be transferred to other jurisdictions after a period of years, and they would naturally be transferred to other areas where the Mahomedan population is also large. Our suggestion involves the idea that it will be better to have the intensive supervision of Mahomedan education by Muslim Inspectors in areas where the Muslim population is large rather than an extensive and ineffective system of one Mahomedan Inspector endeavouring to forward Muslim education throughout the State. We appreciate, however, the fact that, even under our scheme, there will be a large number of Arabic classes requiring inspection in the districts to which no Mahomedan Assistant Inspector has been appointed. We, therefore, suggest that it will be necessary to retain, at any rate for a time, the special Inspector of Mahomedan Schools whose jurisdiction will be limited to the Arabic classes and Mahomedan Schools in the areas not covered by the regular Mahomedan Assistant Inspectors. The Mahomedan Inspector should in future work under the direct control of the Divisional Inspectors.

Even with the Inspectorate reorganised as we have suggested, we are not satisfied that the full needs of the schools will be met. In many other countries, the ordinary inspectorate is not able to cope with all aspects of school work, particularly in so far as secondary schools are concerned. For example, in most countries, there are a number of special subject inspectors; there are special training school inspectors; there are inspectors of physical education; and there are also medical inspectors. The question of subject inspection and of the inspection of training schools has also been discussed in the chapter on the Training of Teachers; and, while we have not been able to see our way

to increase further the regular inspectorate by recommending whole-time special inspectors, we have endeavoured to show the manner in which the Training College staff can assist the ordinary inspectorate in its work.

As we shall have occasion to point out later, the organisation of games, athletics and physical culture in the educational institutions of the State, leaves much to be desired; and we consider that the appointment of a State Physical Director, with two Assistants, is a clear necessity if physical culture and athletics are to be developed as an integral part of education in the State. These officers should be qualified medical men, and, in addition, should have undergone a special physical training course.

The financial effects of all these recommendations have been worked out in the chapter on Finance. We have a further recommendation to make regarding the Inspectorate, which we consider should be adopted irrespective of whether our other proposals are accepted or not; and that is, that the jurisdiction of Assistant Inspectors and Assistant Inspectresses should be confined to single taluks or to groups of complete taluks. The present system of allotting to Assistant Inspectors and Assistant Inspectresses, incomplete taluks or groups of incomplete taluks, or taluks with a number of pakuthies added on from other taluks, is administratively inconvenient; and from the point of view of returns, financial check and statistical survey, extremely unsatisfactory. We have even found two Assistant Inspectors with jurisdiction within the same town and schools side by side, each being inspected by a different Inspector. The all-important task of the subordinate inspectorate, in the future, will be to supervise a well-ordered plan involving the gradual leading to school and retention at school throughout the primary stage of every boy and girl of school-age in the State. This involves a detailed knowledge of the population, of the area of the jurisdiction of the Assistant Inspectors and of the numbers of children of school-age, of all communities and of both sexes. It also involves the

careful maintenance of registers showing the exact extent of the provision of school places to meet the needs of every local area. Such information is more or less readily available in each taluk area ; but, it is at present, almost impossible to gather such information for the awkwardly distributed districts allotted to Assistant Inspectors and Assistant Inspectresses. The table we now give shows, therefore, not merely the redistribution of the Inspectorate on the lines we have suggested, but also shows that Assistant Inspectors and Assistant Inspectresses will, in future, be confined to whole taluks or groups of whole taluks.

The reorganised Inspectorate.

Headquarters.

One Divisional Inspector, North	...	Kottayam.
One Divisional Inspector, South	...	Trivandrum.
Four Assistant Divisional Inspectors	...	Alwaye, Kottayam. Trivandrum and Nagercoil.
One Chief Inspectress	...	Trivandrum.
One Assistant Chief Inspectress	...	Do.
One Mahomedan Inspector	...	Do.
One Physical Director	...	Do.
Two Assistant Physical Directors	...	Kottayam, Nagercoil.

Inspecting Districts.

District Number.	Names of Taluks.	Number of Assistant Inspectors
I	Thovala and Agastiswaram	1 Assistant Inspector and 1 Assistant Inspectress.
II	Kalkulam	1 Assistant Inspector.
III	Vilavancode	1 Assistant Inspector.
IV	Neyyattinkara	1 Assistant Inspector and 1 Assistant Inspectress.
V	Trivandrum	1 Assistant Inspector.
VI	Nedumangad	1 Assistant Inspector.
VII	Chirayinkil	1 Assistant Inspector.
VIII	Kottarakara and Shenocotta	1 Assistant Inspector.
IX	Pathanapuram and Kunnathur	1 Assistant Inspector.
X	Quilon	1 Assistant Inspector.
XI	Kerunagapalli and Karthikapalli	1 Assistant Inspector and 1 Assistant Inspectress.
XII	Mavelikara	1 Assistant Inspector.
XIII	Pathanamthitta	1 Assistant Inspector.
XIV	Thiruvella	2 Assistant Inspectors and 1 Assistant Inspectress.
XV	Ambalapuzha	1 Assistant Inspector.
XVI	Sheralayi and Vaikom	2 Assistant Inspectors.
XVII	Kottayam	1 Assistant Inspector and 1 Assistant Inspectress.
XVIII	Changanacherry	1 Assistant Inspector.
XIX	Meenachil	1 Assistant Inspector.
XX	Deviculam, Peermade, Thodupuzha and Muvattupuzha	1 Assistant Inspector.
XXI	Kunnathnad and Parur	1 Assistant Inspector and 1 Assistant Inspectress.

Our proposals for the reorganisation of the ordinary inspectorate do not involve larger additions to the staff. It will be seen from the above tables that while, at present, there are 36 officers in the inspectorate, our proposals require 39 inspecting officers. While the vernacular middle schools remain and when they are reconstructed they will in the case of boys' schools be inspected by the Assistant Inspectors and in the case of girls' schools by the Chief Inspectress and her Assistant. Under our scheme the approximate number of schools per Assistant Inspector will be one hundred and ten, and when this number is exceeded the Assistant Inspector will have the assistance of an Assistant Divisional Inspector. The number of schools per Assistant Inspector is likely however to be reduced owing to our recommendations regarding the amalgamation of schools and the closure of incomplete schools.

While we have retained the six posts of Assistant Inspectresses it should be understood that the Assistant Inspectress will, as far as the primary schools are concerned, work directly under the Divisional Inspectors and not under the Chief Inspectress.

21. **Future managements.**—We have carefully considered the question of the best type of school management for all classes of schools in the State. From the evidence we have taken, it is obvious that opinion in Travancore is very sharply divided on this question. There are persons who believe that the Government should be directly responsible for the management of all primary schools, but should divest themselves of the management of all other classes of institutions. There are others who believe that, in the general interests of efficiency and to promote a non-sectarian spirit, all classes of schools should be managed direct by Government. There are still others who believe that Government should withdraw from the management of all classes of schools; and others who do not object to the retention of model Government colleges and model high schools, but desire to see primary education entrusted entirely to the aided agency. And, finally, there are those who believe that

the proper non-sectarian agency for the management of primary schools would be some form of *ad hoc* committee or local body.

At present, the management of all grades of educational institutions is divided between the Government and 'the aided agencies'. An immediate and radical change in this system does not appear to us to be either desirable or practical. In the first place, it is unlikely that Government can, in the near future find sufficient agencies willing to take over and maintain efficiently all classes of departmental institutions, nor does it seem desirable to forego the unquestioned value that Government institutions provide if run efficiently. On the other hand, while, as our Report will show, we are not satisfied that the aided system is working to the maximum of efficiency, or in all cases, conforming to rules and safeguards, we feel strongly that there is no sufficient justification for the wholesale abolition of the aided agency. Such a policy would largely increase the cost of education, would do serious damage to longstanding vested interests and would not necessarily ensure better and more efficient education. Whatever may be the present defects of the aided agency, it has, in the past, made a most useful and distinctive contribution to the growth of education in Travancore State. It has, in many instances, been represented by large and self-sacrificing organisations and it has, also been the pioneer of education in the State.

22. Value of the aided agency.—From our knowledge of conditions in Travancore, we consider that a policy of abandoning the aided agency, if applied to Travancore, would be extremely unfortunate. We realise, of course, that many of the aided agencies in this State represent sectarian interests, and that grave objection must be taken if it can be proved that any sectarian school is fomenting communal differences. But all schools of what-ever nature, in Travancore State, with the exception of a few Mahomedan schools and one or two special schools, are open to all classes and communities: and we think, as we have explained elsewhere, that the spirit of unity, of

comradeship, of civic consciousness and of joint citizenship can be fostered in the existing schools without the introduction of such a drastic measure as the abolition of all so called sectarian managements.

There is a further aspect of the work of these managements which has to be faced ; and that is, that, with many of them, both Mission and non-Mission, religious instruction, connected with education, is held to be essential in the interest of character-training and morality. The Committee has considered evidence which has suggested that religious instruction is undesirable, and in many cases impracticable, and even evidence which would deliberately preach against religion in schools, let alone prohibit religious instruction in schools. We are well aware of the manifold difficulties which exist in finding suitable methods of imparting religious instruction in schools which include, amongst their students pupils from a large variety of different faiths. But, we are not prepared to capitulate to the demands of those who consider that religion is dangerous and a hindrance to progress. We are old-fashioned enough to believe that the divorce, in many cases, of education from some form of religious or moral instruction has resulted in a lessening of the number of persons of high and reliable character who are trained in the schools and colleges. The delicate problem of religious instruction is not confined to Travancore ; but we must point out that, while some years ago in British India the policy of the State was to forbid religious instruction in all publicly managed schools, the policy in recent years has been to make religious instruction permissible, and in some cases even directly to encourage it.

Aided agencies are to be welcomed from another point of view also. They represent in many cases organised enthusiasm or personal enthusiasm which, unfortunately, tends to be absent from the more formal and impersonal machinery of the departmental agency. As we have shown in another chapter, the missionary spirit in education would be present even in departmental institutions if all officers were really enthusiastic about their work. But, it cannot be denied that certain aided organisations

whether Christian or non-Christian have a driving power behind them which, if their schools are otherwise efficient, must prove to be a welcome form of effort in the field of education.

23. **The departmental agency.**—Looking at the whole field of education in Travancore, we find that Government manages directly a far larger proportion of institutions than is to be found in any province in British India. We find also that the proportion of Government revenues spent on education is larger in Travancore than in any province in British India. We are not able accurately to estimate the percentage of Government expenditure on education in Travancore State to the total expenditure of education; because, in spite of every effort, we have not been able to obtain accurate figures as to the extent of the expenditure met by private bodies, endowments, fees, etc. But, we are sure that the percentage is very much higher than what it is in other States and Provinces. The percentage of total Government revenue in Travancore spent on education is 23.6. We do not suggest it is in any way undesirable, other things being equal, that education should receive a high percentage of total revenue. But, we must point out that there is a striking contrast between this figure and figures even for the most progressive provinces in British India. The percentage for Travancore is twice as high as the percentages for Assam, Behar and Orissa and Burma, and nearly twice as high as the percentages for Madras, Bombay and the Punjab. In the British Indian provinces, however, local bodies contribute largely to educational expenditure. One of the obvious reasons for these marked differences is that Travancore has continued to use the Government agency on such a large scale. And, another reason, we regret to have to state, is that the control of Government expenditure carrying with it an insistence on value for money, has been unfortunately, lax. In deciding whether an undue proportion of Government revenues is being spent on education largely through the maintenance of departmental institutions, it is necessary to consider whether the rapid increase, in recent years, in that proportion has been compensated for by a

corresponding increase in value for the money spent. We are afraid that the various chapters of this Report will indicate that, from several points of view, the advance in education has not been commensurate with the extraordinary rise in Government expenditure. Between 1049 and 1094, the expenditure by Government increased from Rs. 94,000 to Rs. 23,47,000; and between 1094 and 1107, it increased from Rs. 23,47,000 to Rs. 49,50,000. The large increase in expenditure during the forty-five years between 1049 and 1094, was naturally during a time when education was in an early stage of organisation and development. But the increase, by over a hundred per cent. during the thirteen years, between 1094 and 1107, must necessarily lead to the enquiry whether, during these years, there have been sufficient new developments to warrant the phenomenal upward rise of expenditure. It should be understood that our Committee has not been viewing educational progress, and problems connected with education, from the point of view of retrenchment. In fact, many of our proposals will obviously involve additional expenditure. But, we feel that it cannot be expected that the State should continue to increase its total expenditure on education in the same proportion as in the past. If, therefore, funds are to be found for financing the various improvements which this Report, we hope, has shown to be necessary, the Government must necessarily consider whether a policy of gradually withdrawing from the direct control of a number of its educational institutions will not enable them, without impairing efficiency, to do more with the funds at their disposal than they are able to do at present. Taking all things into consideration, we recommend that Government should gradually divest itself of the management of a considerable number of departmental institutions in the State.

24. Local body management.—If Government is to withdraw from the direct management of a number of institutions, either these institutions must be proved to be unnecessary—and some of them are unnecessary as our subsequent chapters will show—or the institutions must be handed over to suitable substitute agencies. In British India, when the local Governments—as some of them did in recent years—decided on a policy of

withdrawal from direct management, there was little difficulty in securing agencies reasonably suitable for taking over control. Apart from the aided agency, the custom had already grown up for Municipalities, District Boards and Taluk Boards to directly manage institutions of various grades. Local Governments, therefore, were able to hand over institutions to such bodies making suitable arrangements for securing the future financial stability and efficiency of the schools. In Travancore State, the absence of all local boards except municipalities, makes an immediate transition, from departmental management to local body management, impossible. We consider, however, that municipalities should be encouraged and aided to share in the responsibility for maintaining and financing educational institutions within their jurisdiction, and that Government should immediately take the step which they have had under consideration for a number of years, of extending the system of local bodies to taluk or other areas and make use of such local self-governing machinery to assist in the maintenance and financing of educational institutions. We recommend also that Government should gradually transfer the management of large numbers of departmental schools to local bodies.

Viewing the position generally, we consider that the aided agency should be supported and extended while, at the same time brought under better control, that the Government agency should gradually be restricted and that the local self-governing bodies should, in the future, be entrusted with an increasing share of the management of educational institutions. We shall, in the ensuing paragraphs of this chapter, consider the question of management in detail in regard to the various grades and classes of schools. But, before doing so, it is necessary to emphasise the fact that, with the existence of departmental schools and aided schools and the coming into existence of local-body schools, measures must be taken to make it perfectly certain that there will be no overlapping of provision and no conflict of effort. A fundamental pre-requisite of recognition must be that a school is required solely in the public interest. Such a rule is already incorporated in the existing Code, but, unfortunately, has not been adhered to.

25. **College management.**—At the collegiate stage, we consider that Government should not extend its direct management of colleges, but should aid and support the development of the privately-managed colleges provided their courses do not represent an overlapping provision. It will be necessary, however, in the case of new developments, such as the introduction of special courses of study unprovided for elsewhere and of courses in technology, for Government directly to undertake the initiative. We have, however, recommended elsewhere that Government should carefully consider the present position in regard to the provision of collegiate courses of study and that Government should, wherever possible, close its own courses of study which have been fully provided for elsewhere. It will be necessary, of course, for Government to continue to maintain its professional colleges.

26. **English School management.**—With regard to the secondary English schools, we are of the opinion that Government should gradually largely reduce the number of secondary schools which, at present, it directly manages; and we recommend that, ultimately, Government should only retain under its management, a limited number of model schools, especially such schools as will, in the future, adopt alternative courses of study such as agriculture and technical and commercial subjects. In view of the large number of privately managed secondary schools, we have been unable to appreciate the necessity, for example, of the huge capital expenditure incurred by Government on such schools as the Vanchiyur High School, Trivandrum, and the Kottar High School at Nagercoil. Had these schools been of the residential type or had they distinctive features to distinguish them from the ordinary high schools in the State, the high expenditure involved might have been justified. But, as it is, unfortunately, they only represent over large replicas of the ordinary secondary schools; and the need for such schools might well have been met by a number of smaller schools conducted by private agencies or by the municipalities. We are of the opinion that Government should consider the transfer as early as possible of some of the English schools to private management.

27. Vernacular Middle School management.—In the case of the vernacular middle schools, it will be necessary for Government to retain a limited number of them under the direct management of Government in order that a lead may be given to the building up of the new type of vocational bias schools which we have recommended. We consider, however, that the number of vernacular middle schools maintained by Government should be largely reduced, and that, as with the English schools, Government should in future look to local bodies and private managements for the development of the majority of the new vocational bias schools.

28. Primary School management.—With regard to primary education, we consider that, with the exception of the few special kinder-garten classes which we have recommended that Government should open, Government should leave the experiment of attaching primary classes to English schools, to the aided agency.

Government are now maintaining directly a very large number of primary schools; and this number will be increased by the reduction temporarily of a large number of vernacular middle schools to the primary grade. We recommend that it should be the avowed policy of Government, in the future, gradually to withdraw from the direct management of primary schools only retaining a limited number of what may be termed 'demonstration' schools in selected areas. The time involved in the withdrawal, however, must depend on whether Government, in the near future, can see its way to establish suitable local bodies to which can be handed over a large number of departmental schools, and as to whether Government can satisfy itself that private managements can also take over and manage efficiently the departmental institutions. The handing over of departmental primary schools will also involve the position and prospects of a large number of departmental teachers; and, in consequence, the withdrawal, by Government, from direct management will have to be gradual, and will also have to ensure that permanent departmental officers do not suffer in consequence. We have ^{already} recommended, in the chapter on Mass Education, that, in case _{not}

where aided institutions are overlapping with departmental schools, the departmental schools, wherever possible, should be closed. In our opinion, however, this policy can only safely be adopted when Government is thoroughly satisfied that the aided school is financially stable, that the school is being worked in the direct interests of education and not for any other purpose, that the school freely admits all classes of the community, and that the school, if sectarian in character, is not in any way tending to encourage communal differences. In effect, the policy, which we have recommended in the ensuing pages of this Report, represents a determination, on the part of Government, to eradicate the inefficient and self-interested privately-managed schools, to support genuine and satisfactory privately-managed schools, to hand over departmental schools to local bodies and to well-established and approved private agencies and to retain and maintain departmental schools in all places where Government are not satisfied that other agencies will form suitable substitutes for departmental management. If our proposals are accepted, the heavy burden of the direct expenditure by Government, on educational institutions, will be gradually reduced. It will then be necessary for Government to subsidise local bodies for the maintenance of schools and to assist them in the levy of local taxation for the furtherance of primary education. It will also be necessary, in our opinion, for Government to be more liberal, in its system of grant-in-aid to privately-managed schools, provided it can safeguard against the present rather wide-spread misuse of departmental grant-in-aid.

29. Grant-in-aid to Colleges.—As we have indicated early in this chapter, the control of the aided system of education is largely carried out through the powers vested in Government, of granting recognition and giving grant-in-aid. The privately-managed colleges in the State are not recognised by Government, but they are recognised by the Madras University. Government, therefore, does not have the same control over the privately-managed colleges as it does over the other privately-managed institutions in the State. At present, while all the privately-managed colleges are eligible both for maintenance

grants and for equipment grants, only one college is in receipt of a maintenance grant; and we have been informed that all the colleges have, in recent years, found it difficult to obtain adequate equipment grants from the Government. The number of privately-managed colleges being very limited, the cost involved, to Government, of giving regular grant-in-aid is not high; and we consider that, provided Government is satisfied as to the standards of efficiency in the privately-managed colleges, Government should give them, in accordance with the Code, both maintenance grants and equipment grants.

30. Recognition and aid to English schools.—Owing to the breaking of the Code rules and to the absence of a proper use of the powers of recognition and aid, a considerable number of English schools are not functioning satisfactorily. In the first place, a considerable number of schools, particularly English middle schools, are obviously, whether by accident or design, profit-making institutions. The accounts of such schools are not scrutinised by the Department, and no control is exercised over the use to which the profits are put. If the schools were, in all cases, well-equipped and their staffs adequately remunerated, this profit-making might not appear so irregular or undesirable; but, as it is, there are a number of instances in which the profit is being made owing to the fact that the teachers receive scandalously low salaries and that inadequate funds are being allotted for the improvement of equipment, accommodation, play-grounds, etc.

In the second place, there are a number of English schools, particularly high schools, which do not appear to be able to provide the guarantees of financial stability, which the Code insists on and which have no regular resources from which to meet the annual deficit. It is common knowledge that, in such schools, the deficits are being met either by not paying the teachers their full salaries as signed for in the acquittance roll, or by exacting a contribution, of a month's salary or more, from the teachers, at some stage in the year. This reliance on the self-sacrifice of the teachers or on their willingness owing to fears of unemployment to accept extremely undesirable terms of

employment, is altogether unsatisfactory. We know of instances in which teachers have had to subscribe beforehand to the school funds as a prior condition of appointment and of instances in which the teachers not only pay the management's share of the school deficit but even the management's contribution to the provident fund. The atmosphere in such schools must necessarily be unhealthy. While it must demoralise the teachers, it must also react on the standards of truth and justice to be found in the schools generally. We do not consider that it has been wise on the part of the Education Department to recognise or to continue recognition to such classes of English schools as we have mentioned. We feel convinced that, had stronger action been taken at an earlier stage, managements which, for example, now make a profit, would have agreed to some restriction on their use of the profits, and that other managements who now make scarcely any effort to supply the necessary recurring funds, would have succeeded in improving the finances of their schools. It may be noted that there are, fortunately, even at present, a number of schools which use their profits for the improvement of school buildings, extension of compounds, etc.; but the procedure requires to be recognised and regularised.

In the third place, the conditions of service, apart from pay, of many teachers in the English schools, are not satisfactory. There is no sufficient security of tenure and no sufficient protection for the teachers in regard to such matters as transfers, leave and deputation for training. Although Rules 58, 59 and 60 of the Code have provided safeguards for teachers in private employ, they do not appear to have been properly adhered to. In order to avoid irregularities in future, we make the following recommendations with regard to the conditions under which English schools may receive recognition and grant-in-aid.

No school should receive recognition unless it is managed by a registered body, or a private individual who can demonstrate his ability adequately to finance the school. It should be a condition of recognition that the management, whether a registered body or a private individual, should prove expressly

its ability to meet a portion of the annual deficit if such deficit occurs. In all cases of doubt, the assignment of a capital sum of money for the use of the schools should be insisted upon.

The minimum pay of teachers of all grades in English schools should be laid down by the Education Department, and the payment of at least the minimum rates of pay should be a condition of the continuance of recognition. We do not intend to recommend here what the minimum rates of pay should be, since conditions of living vary in different parts of the State; and the Department might ultimately be able to accept a slightly lower scale in one area than it could in another area. But, under our proposals, no school will receive recognition unless the Department is satisfied that the scales of pay offered to the teachers are satisfactory in relation to local conditions and the cost of living.

A further condition of recognition should be that all teachers recruited to privately-managed schools should enter into written agreements with their managements, and that such agreements should show clearly the conditions of service, and should receive the approval of the Education Department. We do not suggest that the form of agreement should be stereotyped for all schools; we have added in Appendix I of this Report, a form of agreement which will indicate the type of document we have in mind.

It should also be a condition of recognition that only trained teachers should be employed in the schools in future. The Director of Public Instruction, therefore, should, in future, issue no licenses to untrained teachers except to teachers who are working for a short probationary period prior to under-going training.

In order further to improve the conditions of service of teachers, it should be a prior condition of recognition that schools should either join the Government Provident Fund Scheme or should establish a Provident Fund Scheme or some form of insurance of their own approved of by the Department.

Recognition should not be granted to any school which is unwilling to join in a scheme of medical inspection adopted by Government or which is unwilling to adopt a scheme of medical inspection of its own approved of by the Department.

Similarly, no school should receive recognition which does not make adequate provision for the compulsory physical training of all its pupils.

We recommend that it should be a condition of recognition that every school, whether aided or unaided, should have its accounts audited annually by registered auditors approved of by Government, and that audited statements of the accounts of all schools be regularly submitted to the Director of Public Instruction. We consider that the large majority of the schools whose accounts are, at present, satisfactorily kept and who are prepared to account for the use made of profits, if any, will have no objection to such audit and might indeed welcome a stricter control over their school accounts. The few schools, however, which, at present, attempt to evade proper financial check, will necessarily suffer; and, if such schools reject a fair audit, we consider that it will be in the interest of education in the State if they lose their recognition.

In view of our recommendations that Government should gradually withdraw from the direct management of secondary schools and that the Government should look more and more to the aided agency for the necessary provision of secondary education, we recommend that the present rules regarding grant-in-aid should be somewhat liberalised. We consider that Government should, at the earliest possible moment, revert to the system of paying at least fifty per cent., of the deficit of a school as shown in the audited statements and that it should be within the power of the Director of Public Instruction, where he considers it necessary, to increase the maintenance grant of a school up to seventy-five per cent., of the deficit.

At present, school-managements are unaware as to exactly what items of contingency expenditure will be accepted by the Department for purposes of grant-in-aid; and we recommend

that the Education Department should lay down and publish what it considers to be a reasonable scale of expenditure in this direction for high schools and middle schools, in order that schools in receipt of grant-in-aid may roughly know the limits of expenditure upon which they may receive grant-in-aid.

Since we have recommended that the accounts of all schools in future must be audited by registered and approved auditors, we consider that the fees for such audit should be included in the items eligible for grant-in-aid.

We do not consider it reasonable that Government should insist on aided managements granting fee concessions to backward and depressed class pupils unless they are prepared to compensate fully the aided managements for the loss of fee income incurred, and we recommend, therefore, that, in the cases of fee concession which are insisted on by Government, full compensation by way of grant-in-aid should be made by the Education Department.

Our evidence shows that, in the past, there has been considerable delay in the payment of both maintenance grants and of equipment grants, and we suggest that, ordinarily all maintenance grants and equipment grants should be adjusted at least three months before the close of the financial year.

We consider that grant-in-aid should, in future, be extended to the maintenance of hostels attached to secondary schools and to the purchase of play grounds and physical training equipment.

We further consider that grant-in-aid should be extended to the salaries of permanent teachers who are granted leave.

With regard to building grants, we are of the opinion that the present position is extremely unsatisfactory. The managements at present cannot receive grant-in-aid for the purchase of compounds or for the erection of new buildings, and even at the time when grant-in-aid was offered for the erection of buildings, many private managements did not seem anxious to avail themselves of such grant-in-aid, alleging that the existing rules, regarding the Public Works Department's rates, the method of check, etc.,

caused inordinate rise in the cost of building and delay in construction. We are not in a position to examine in detail the facts relating to these complaints, but we recommend that Government should make a special investigation to see how far the allegations can be supported, and, if necessary, to revise the present rules regarding the estimating and checking by the Public Works Department. In any case, we consider that, in future, grants-in-aid should be given for new buildings, for the extension of buildings, for repairs and improvements to buildings, for the purchase of playgrounds and for the erection of hostels. In the past, some aided school managements seemed to consider that their financial responsibilities have ended when they have provided the necessary buildings and playgrounds for their schools. But, we consider that, in future, the provision of adequate funds, to bring in a suitable recurring contribution towards the maintenance of the school, should be regarded as even more important than the provision of funds for the erection of school buildings. If our proposals are adopted with regard to grant-in-aid for school buildings, a portion of the funds collected for the opening of a school can be diverted as an endowment fund to meet the necessary recurring expenditure on the maintenance of the school. While, as we have shown, we are altogether against the present system of certain schools making a personal profit out of the running of the school, we consider that schools should not be prevented from sharing in grant-in-aid merely on the ground that, in any particular year, they were able to work at a profit. At present, Code rule 145 (m) requires that any school which is in receipt of grant-in-aid should refund any surplus, which means that a school is prevented from using the profits of a particular year towards the improvement of the school generally. We recommend, therefore, that reserve funds, subject to stated limits, both for high schools and for middle schools should be permitted provided the audited statement of accounts shows that such funds are subsequently used for the improvement of buildings and equipment or for the betterment of the pay and prospects of the staff. At present, the maintenance grants are paid to English schools irrespective of the number of pupils in attendance and we consider that, in future, grants should only be paid to such schools as can show a minimum

attendance of pupils such minimum being laid down, both for high schools and middle schools by the Director of Public Instruction.

31. Recognition and aid to Vernacular schools.—The problem of the control of primary schools by means of inspection, recognition and grant-in-aid, presents greater difficulties than is the case with the control of secondary schools. Though the evils and defects complained of in the working of secondary schools exist on a larger scale in the primary schools, the pre-conditions of recognition which we have insisted on in the case of the English schools, such as the audit of accounts and the creation of endowment funds are difficult of application in the case of primary schools. No effective rules can be devised which will provide a certain guarantee against the misuse of grant-in-aid and the system of making primary school teachers sign for amounts of salaries which they do not actually receive. But, in our opinion, the corrupt practices which at present exist can best be eradicated by a much more close and effective system of inspection and supervision. To this end we have already made recommendations for the reorganisation of the Inspectorate and for the improvement of the system of supervising primary schools generally. We recommend, however, that recognition should be immediately withdrawn, after due warning, from any school which is even suspected of malpractice. We feel confident that, if the Education Department makes it clear that a much closer supervision of the schools is going fairly easily to bring to light instances of the misuse of funds and that recognition will be immediately withdrawn, public opinion will gradually cease to tolerate the existing misuse of public funds. More care, however, should be taken at the time of granting recognition, to secure suitable guarantees that the managements are in a position to make at least a small recurring contribution to the maintenance of the school. The question of the grant of recognition to vernacular schools and the withdrawal of recognition from such schools will during the period of reorganisation present special difficulties and we recommend, therefore, that the power of granting recognition be exercised by the Director of Public Instruction personally.

We recognise that the abolition of fees in the primary schools has necessarily altered a grant-in-aid system which was built up on the assumption that there were three sources of income contributing to the maintenance of a school, namely, the receipts from fees, the contribution of the management, and grant-in-aid from the State. The altered conditions in grant-in-aid were recognised in Travancore at the time when fees were abolished, the Government rates of grant-in-aid being then considerably increased. It is possible, no doubt, to argue that, if the Government desire to have free primary education throughout the State, Government should be wholly responsible for the financing of primary schools. If Government, however, were to shoulder this responsibility, it would be more responsible for them to provide for education through public rather than through private agencies. The fact that private agencies exist means that there are large bodies of persons not directly connected with Government who, for particular reasons, desire to maintain schools. Such being the case, we do not consider that there should be grounds for any legitimate complaint if private managements are asked to make a small recurring contribution towards the cost of their schools; and we recommend that recognition to privately managed schools should only be given on this understanding. Owing to the misuse of grant-in-aid, to the extremely small contribution made by many managements, and owing to the financial difficulties involved in the raising of the rates of grant-in-aid the salaries of the teachers in the primary schools generally are extremely low. We recommend that a minimum salary should be fixed by Government for all teachers in primary schools and that the payment of at least this minimum salary should be a condition of recognition. In our opinion, no untrained teacher should receive less than ten rupees a month, and no trained teacher less than fifteen rupees a month. We consider further that private managements should normally contribute at least twenty per cent. of these minimum salaries. We recommend, therefore, that the rates of grant-in-aid should be revised so that the Department will give a grant of eight rupees a month to an untrained and twelve rupees a month to a trained teacher. The reduction in the rate of aid to untrained teachers and the increase in the rate of aid to trained teachers will, we hope, encourage the more rapid elimination

of untrained teachers. We consider that there is no justification for the payment of headmasters' allowances to untrained teachers, and if the increased rate of aid at twelve rupees per month is accepted, we recommend the reduction of the headmaster's allowance from two rupees to one rupee.

While there is general and legitimate complaint regarding the present insecurity of tenure of the teachers in the primary schools, the existing Code Rules, regarding the endorsement of teachers' licenses, if adhered to, provide adequate protection to the teacher. And, we recommend that the existing rules be strictly enforced and that much stricter control be exercised over the conditions of recruitment of primary school teachers and over the dispensing of their services. If our proposals are accepted, the department will, in future, have full control over the conditions of service of the teachers and will be able to interfere in all cases of non-payment of salary, wrongful dismissal, etc. No license should, in future, be issued to an untrained teacher, and it should be a condition of recognition that only trained teachers should be newly recruited to the schools. We recommend that no fee be charged for the issue of a primary school teacher's license.

Apart from difficulties regarding their recruitment and their pay, the teachers in the aided schools are at a disadvantage in regard to leave, provident fund, pension, etc. With regard to leave, we recommend that the conditions of service entered in the teachers' licenses, should include conditions regarding the grant of leave; and, we consider that grant-in-aid should be extended to cover leave allowances to permanent teachers if granted leave. We have found it difficult to make concrete proposals for the establishment of a provident fund for the teachers in primary schools, owing to the limited resources of private managements and the low pay of the teachers. We consider it, however, essential that some form of insurance against death and old age should be adopted for all primary school teachers. The exact form of this insurance and the financial liabilities involved cannot be investigated by this Committee; but we recommend that Government should, immediately, undertake an enquiry as to the best means of

providing for a workers' insurance plan for the benefit of primary school teachers. After a suitable scheme has been devised, it will be a condition of recognition that all primary schools should adopt the insurance scheme or should establish insurance schemes of their own approved of by the Department.

In order to safeguard against the existing irregularities in the distribution of maintenance grants, we make the following recommendations:

Grants should be fixed for one year only and should be reassessed every year after the annual inspection.

Grants should be assessed not merely on the number and qualifications of teachers and the minimum number of pupils in enrolment, but on the progress of the school as shown by its average attendance of pupils, by its approved promotions and by its ability to combat wastage and stagnation, a reduction of grant for the following year being recommended in the case of unsatisfactory schools. We consider that the present practice of withholding monthly grants on the ground that the managements have not taken action with regard to Departmental recommendations regarding buildings or equipment, to be extremely unsatisfactory. We do not consider it fair to a private management to hold up the regular payment of maintenance grants while some special condition in his school is under correspondence with the Department. If the defects in the school are serious, the Department can give notice to the management that, after a stated period the school will lose recognition and aid. If, however, the defects are only minor defects, the management can be asked to carry out improvements during the course of the year, and the condition of the school, generally, can be considered at the time of the annual reassessment of grants. There are a number of conditions imposed by the Department which will take time for the schools to fulfil and while the schools are taking steps to fulfil the conditions we do not think that grant-in-aid should be withheld. As an example we can cite the question of the housing of schools in buildings used for religious purposes. In our opinion Government should give time for the managements gradually to meet the departmental requirements. We consider that the payment of

grant-in-aid month by month throws an unnecessary amount of office work on the inspecting staff. And, we recommend that, wherever possible, after consultation with the managements, maintenance grants should be paid quarterly. As in the case of English schools, we recommend that Government should restore the practice of giving grant-in-aid towards the erection of primary school buildings and towards the acquisition of playgrounds and gardens.

32. Recruitment of teachers from private schools to Government service.—It has been repeatedly suggested to the Committee that when Government recruit teachers to departmental institutions they should consider the claims of teachers working in aided institutions. In this connection, we are hopeful that the recommendations which we have made, regarding the conditions of service, the pay and the security of tenure of the teachers in the aided schools, will considerably reduce the present anxiety of teachers to transfer from aided service to Departmental service. But, at the same time, we see no reason why applications from teachers working in the aided schools should not be entertained by the Department, provided that the teachers possess the required qualifications, that they are not age-barred and that their transfer to Departmental service will not conflict with their contracts with private managements. In this connection, we must point out that the Education Department has, at present, a large number of candidates for recruitment who have already acted for short periods in Government service and who must, under the orders of Government, be given preference in recruitment. Many of these teachers are persons whose qualifications are less suitable than those of new applicants; and we consider that the existing orders of Government, handicap the Education Department in the recruitment of the most suitable and best qualified men and women. We therefore, recommend that Government should revise its orders.

33. Employment of married women.—Considerable evidence has been submitted to us regarding the recruitment to the Education Department of married women, and the retention of women in the Department after they get married. Taking all

grades of work in the Education Department into consideration, we feel that there are no great disadvantages, but in fact some advantages, in recruiting or retaining married women as teachers in the Departmental primary schools. For work in the secondary schools and in the administrative branch, we do not, however, consider it desirable to recruit or retain married women. There are obvious difficulties in the way of a married woman, particularly a married woman with a family, doing inspecting work or doing teaching work in higher grade institutions. Apart from these difficulties, however, we feel that the large unemployment amongst educated young men and young women should by itself, necessitate the withdrawal from employment of a woman, working in the Education Department, who desires to get married. We realise that dispensing with the services of a woman teacher who has put in a number of years' service under Government will cause a hardship in regard to the loss of prospects and pension. We recommend, therefore, that, if our proposals, regarding the recruitment of married women are accepted, special gratuities should be paid to all women officers who have served for ten years or upwards, and who have not qualified for a pension, but will have to relinquish their profession by reason of their marriage.

34. Medical Inspection.—Our survey has shown that all schools in the State, both English and Vernacular, are in need of medical inspection. The schools also require regular attention in connection with their sanitary condition. We realise that there are considerable difficulties in the way of adopting a successful scheme of medical inspection for all classes of institutions; but, we consider that an immediate beginning should be made by the introduction of annual medical inspection in the English schools. The cost of medical inspection, by registered and approved medical practitioners, can be met, in the case of departmental schools, partly by the levy of fees and partly from departmental funds. In the case of aided schools, we recommend the introduction of a scheme of compulsory medical inspection, the cost being met, in three equal parts, from the levy of fees, from contributions by managements and from aid by Government. With regard to the vernacular schools, particularly the primary

schools, we consider that Government should immediately undertake an enquiry, with the assistance of the Medical and the Education Departments, as to the best way in which medical inspection can gradually be extended to all primary schools. Since medical inspection in primary schools will necessarily have to be free, the work of inspection can only be carried out with the co-operation of all local medical officers and with the use of all local hospitals and dispensaries. From the evidence we have had, we believe that, if their help is solicited, many private medical practitioners might assist in periodic inspection of vernacular schools. We are of the opinion that it will be unsound to introduce medical inspection at any stage unless suitable arrangements can be made for remedial treatment. Medical inspection, which is not followed by an insistence on treatment, cannot, obviously, be of much use; and we recommend that before schemes of medical inspection are formulated, the question, of the provision of clinics and of the use of local hospitals and dispensaries, should be investigated by the Medical Department. We have recommended the appointment of a State Physical Director and of two Assistant Directors with medical qualifications; and we are hopeful that these Officers will be able to do a considerable amount of supervision with regard to the sanitary conditions of schools and the health of the pupils generally.

35. An Advisory Education Board.—In view of the great public interest in education in the State and in view of the many far-reaching changes we have proposed, we recommend that Government should establish an advisory Education Board, with members nominated for a period of years, to advise the Director of Public Instruction on all matters connected with the progress and development of education in the State.

CHAPTER III

MASS EDUCATION

1. *Aim of Mass Education.*—It is the duty of the State to take such measures as will ensure that, as far as possible, every child of school-age reads at school and continues at school for a sufficiently long period to acquire permanent literacy. If these measures are successful, in course of time, the total population of the State will be literate and the general level of education in the country raised. Mass education, however, includes the endeavours which should be made during the developing period to make provision for the education of illiterate adults, for the post-school instruction of adults who are in danger of relapsing into illiteracy and for the continuance of the education of such pupils as proceed further than the primary stage. In addition to the acquisition of literacy, the primary schools should provide courses of instruction most suited to the needs of the small pupils attending them; and, while these needs are common in so far as literacy is concerned, they will vary considerably as between rural and urban areas and between agricultural and industrial areas.

2. *Requirements of Mass Education.*—In planning any scheme for the development of mass education, there are a number of different and important factors to be examined. The provision of an adequate number of school places has to be carefully considered so as to have a system of schools in which large and economically well-filled schools will, as far as possible, meet the majority requirements of the State, while, at the same time, sparsely populated areas and small groups of isolated pupils will also have satisfactory provision. An adequate staff of teachers, specially trained in relation to the curriculum of the local schools, is also essential.

An adequate provision of school places and a satisfactory staff will not, however, in themselves, insure a satisfactory system

of schooling unless there is in addition a well-equipped Inspectorate to supervise the work of the schools and to carry out a carefully planned policy laid down by Government.

The Government of the State have to consider what are the cheapest and most efficient means of securing the aims which they have set before them in mass education. For example, it has to be decided whether the primary school system could, best and most economically, be kept separate from the secondary system, or whether the aims of mass education could be achieved with a system which either combines the primary and secondary system or makes the two closely interrelated. Similarly, it has to be considered whether, in the endeavour to make every boy and girl in the State literate, the school provision for boys should be kept separate from the school provision for girls, and the inspection and control of boys' schools kept separate from the inspection and control of girls' schools. Again, it is a matter for the most serious consideration whether, after having provided a sufficient number of school places and an adequate staff teaching a suitable curriculum, it is possible to ensure that all children of school-age are in regular attendance by the ordinary means of departmental supervision and control, or whether it is essential to introduce some system of compulsion.

In this connection, it has to be remembered that the mere organisation of schools on sound lines will not, in itself, give the assurance that children once in school stay at school or that the children on the rolls of the schools are actually in attendance. In any sound scheme of mass education, very careful steps have to be taken to see that the effort and money are not being wasted owing to the continued absence of pupils from schools and owing to the ineffectiveness of the teaching to secure regular promotion from class to class.

In planning a scheme for the provision of complete mass education there is a further aspect of the problem which the State has to consider, and that is, the class or classes of managements which should be entrusted with the task of providing primary schools. In most provinces in India, there are, generally

speaking, three classes of managements, Government, Local Body and Private management. The extent to which any or all of these managements are able to make the most economic and efficient contribution to the primary school system will have to be carefully examined and a decision arrived at as to the future policy of Government in relation to the general management of primary schools.

Having these various factors relating to mass education clearly before us, we have made a most careful investigation as to the present state of mass education in Travancore; and we shall endeavour to set out below sufficient data to show how far the present system in Travancore can be considered to be satisfactory or not, and how far it can be expected to fulfil the general aims underlying the provision of primary schools.

3. **The existing provision.**—The following tables show the existing provision in the State for primary education; they include the number of primary schools, the number of vernacular middle and high schools with classes one to five and the number of pupils under instruction in classes one to five of all schools, including the Preparatory Class of English schools:—

		<i>Number</i>	<i>Strength</i>
Primary Schools	Boys' ...	2,693	3,56,815
	Girls' ...	379	53,214
Vernacular middle and high schools, classes I to V	Boys' ...	248	79,995
	Girls' ...	98	27,590
Preparatory Class in English Schools.			10,872

Number of pupils in classes I to V of Vernacular Schools in 1107

Class I	...	1,73,113
Class II	...	1,33,797
Class III	...	1,11,720
Class IV	...	77,293
Class V	...	21,691

It will be seen that the total of pupils under instruction in the first five classes amounts to 5,28,486, of which 4,10,029 are in primary schools, 1,07,585 in the lower classes of vernacular middle and high schools and 10,872 in the preparatory class of English schools. The total of children under instruction is not strictly accurate as there are a few children in unrecognised primary classes attached to English schools.

4. Number of children of school-age.—The statistical tables, printed as Appendix III to the Director of Public Instruction's Report for 1107, claim to show the proportion of the number of children actually at school to the number of children of school age in the population. The tables show that there were 6,04,123 pupils at school in 1107 and that the population of school-going age was 7,64,396. From this it is deduced that eighty per cent. of the school-going population were in school. If the picture, which these figures give to the ordinary reader, were even approximately accurate, there would be occasion for considerable satisfaction. Unfortunately, the figures present a wholly inaccurate picture. The total number of pupils under instruction includes not merely children of school-age but children of all ages and adults reading at any stage, from the first primary classes to the University. It is necessary, therefore, to show what the actual position is, in order to judge how far the children of school-age are really attending school. The following figures, which show the number of children, by age-groups, reading in classes one to five, will give an approximately accurate picture of what proportion of the children of school-age are receiving instruction in the Travancore State. School-age has been taken as five to ten and, for the present statistical purposes it is reasonable to accept this age-range since not only do children go to school even earlier than five in Travancore, but also the primary schools are based only on a four-class system.

The total number of children reading in classes one to five is 5,28,486. Of these, 3,50,348 are aged between five and ten, 1,40,754 are over the age of ten, and 37,384 are under the age of five. The actual number of children between the ages of

five and ten in the State according to the Census of 1931 is 6,72,895.

From the above figures it is seen that only about 52.06 per cent. of the children of school-age are actually in the primary classes at the present moment. There are however 1,574 pupils between the ages of five and ten reading in other classes, but their addition makes no difference to the percentage. It is disquieting to find from the above figures that as many as 3,20,973 children of school-age remain to be brought under instruction. Even if the higher age-range of six to eleven is accepted, the position is no better. The total number of pupils between the ages of six and eleven reading in all classes in the State is 3,48,742. If the figure given for the number of children of school-age in the Director of Public Instruction's Report is accepted namely, 7,64,396, the percentage of children of school-age (six to eleven) actually at school to the total number of children of school-age would be 45.6. In the Report on Public Instruction for 1937, the figures given in Appendix III A endeavour to show what percentage of children of school-age are reading in classes one to four of vernacular schools. The total number of pupils under instruction in classes one to four is given as 5,06,305, and the percentage of children of school-age to the total population of school-age is given as 66.2. The actual number of children between the ages of six and eleven in the first four classes is 3,31,097; and the percentage of children of school-age to the total population of that age is, therefore, in reality, only 43.3.

The reasons for the inaccuracy of the figures published in the Director of Public Instruction's Report have already been explained and it may be noted that the number of pupils under six, in the first five classes is 1,01,073; and the number of pupils over the age of eleven in the first five classes is 84,105. Even in the first four classes, there are as many as 70,304 pupils, over the age of eleven. It is obvious, from the above figures that about one-third of the strength of the existing primary schools consists of children who ought either not to be in school

at all or who ought to have passed beyond the primary stage. It is also obvious that, so far from there being about eighty per cent. of the children of school-age in the Travancore State reading in schools, as is generally assumed from the statistics supplied, about fifty per cent. of the children of school-age in the State remain to be brought under instruction. In Part I of the latest Census Report for Travancore, the number of 'children of school-age (five to ten) is given as 8,00,263 (4,06,084 boys and 3,94,179 girls) but these figures represent an age-range from four-and-a-half to ten-and-a-half, or six years. If the age-range of five years, five-and-a-half to ten-and-a-half, is taken, the figure will be approximately 6,70,000.

We shall shortly deal with the question of the adequacy of the present school provision; but it may be noted that the figures for school-age just dealt with show that a large portion of the present provision of primary schools is occupied by children who should either not be in the ordinary primary schools or who should have proceeded beyond the primary stage.

5. **The schools and literacy.**—The extent to which the primary school system in Travancore has been contributing to the general literacy of the State can to some extent be decided by an examination of the number of children who leave class five and may be assumed to have acquired permanent literacy. Some years ago, the primary system in Travancore was based on three-class primary schools. The three-class system, however, was found to be inadequate; and, the present primary system is based on four-class schools. We are not willing, however, to accept the theory that all pupils who have read up to the fourth class can be regarded as permanent literates. There is abundant evidence, not merely in Travancore, but all over India and elsewhere, that, for a pupil to reach the fourth class, is no guarantee of permanent literacy unless that pupil either continues education

or goes back to a literate home and a literate atmosphere. We give below a statement showing the number of children reading in classes four and five for the last twenty years.

<i>Year</i>	<i>Class IV</i>	<i>Class V</i>
1088	20,345	12,515
1039	24,926	15,609
1090	29,481	18,699
1091	35,616	21,643
1092	40,977	24,106
1093	43,210	22,076
1094	44,371	23,275
1095	45,152	22,198
1096	46,642	21,313
1097	46,449	20,428
1098	49,291	21,522
1099	54,274	23,658
1100	57,614	26,437
1101	60,141	27,556
1102	59,709	27,577
1103	63,926	30,697
1104	67,149	31,654
1105	71,227	31,805
1106	73,187	30,813
1107	77,293	32,563

At first sight, the figures for the progressive increase in classes four and five appear to be satisfactory, and they represent an average increase per year of one thousand pupils at the fifth class and two thousand eight-hundred at the fourth class. If, however, the amount of effort spent on vernacular education during the last twenty years, is taken into account, there is little reason for satisfaction. An examination of the figures in relation to the increase in the number of schools, in the total expenditure and in the numbers from year to year in the first class will reveal how small, proportionately, the increase in probable literates has been. During the period under review, the number of vernacular schools increased from one thousand six hundred and

sixty-one to three thousand four hundred and thirty-three, and the expenditure by Government on vernacular schools increased from Rs. 7.05 lakhs to Rs. 27.86 lakhs. In spite of this large increase in schools and expenditure, the percentage of pupils at the fourth class to the number in the first class has only increased from thirty per cent. to forty-four per cent., or by fourteen per cent, and the percentage of pupils in class five to the number in class one, has not increased at all, but has remained stationary at eighteen per cent. These figures contrast strongly with an increase of one hundred and six per cent. in the number of schools and of two hundred and ninety-five per cent. in the total Government expenditure. The unfortunate fact would appear to be that the wastage between class and class has considerably increased along with the increase in schools and expenditure; and we are afraid that sufficient care was not taken, when expenditure was increasing at the rate of a lakh per year, to see that an adequate return was being received by way of a steady increase in numbers in the higher classes and a steady lessening of wastage.

6. The effects of wastage.—The following table shows the wastage between classes one, four and five, between the years 1088 and 1092 and the years 1103 and 1107:—

1088	1091	1092	1103	1106	1107
Class I	Class IV	Class V	Class I	Class IV	Class V
100	53	28	100	39	21

with any sudden large increase in the number of pupils in class one, an increase in the wastage between classes one and two is to be expected; but the increases in class one between 1081 and 1107 have not been sudden but gradual. It is, therefore disappointing to find that, after twenty years, the wastage between classes one and four should be considerably greater than it was before; and we cannot consider, therefore, that the progress made indicates that there has been sufficient return for the enormous increase in educational provision and expenditure. The following table shows the increases in classes one and four of all

vernacular, departmental and private, schools during the past ten years:—

Year	Departmental Schools		Private Schools	
	Class I	Class IV	Class I	Class IV
1088	52,802	38,896	80,700	15,395
1000	55,470	37,112	86,451	17,162
1100	54,585	38,069	87,348	18,675
1101	52,372	30,757	80,079	20,384
1102	52,790	38,583	92,517	21,126
1103	57,747	40,399	97,007	23,527
1104	60,058	42,116	1,00,617	25,033
1105	64,466	43,596	1,02,241	27,631
1106	50,700	43,268	1,02,599	20,919
1107	68,027	45,196	1,00,486	32,007

It will be seen that the proportion of pupils in class four to the number in class one in departmental schools has remained high while the proportion of pupils in class four to the number in class one in private schools has remained low throughout the ten-year period.

The following table shows the proportion of pupils, in each of the first five classes, to the total strength of the classes, in Travancore, Mysore and Madras:—

State	Class				
	I	II	III	IV	V
Travancore (all schools)	32.7	26.3	21.1	14.8	6.1
Madras (Boys' schools)	48.4	20.3	14.4	10.9	3.7
Mysore (Boys' schools)	54.5	19.5	14.6	10.4	0.8

It will be seen that, though the proportion of numbers, in the higher classes in Travancore, to the total strength is still unsatisfactory, it is much better than the proportion in Madras or Mysore, and this in spite of the fact that the figures for boys'

schools only have been given for Mysore and Madras. The following table shows the percentage of pupils under instruction at all stages to the total population in Travancore, Madras, Mysore, Cochin and Hyderabad:—

State	Percentage to population		
	All pupils	Boys	Girls
Travancore	11.8	14.2	9.2
Madras	6.2	9.3	3.1
Mysore	5.5	8.7	2.1
Cochin	12.1	15.2	9.8
Hyderabad	2.5	4.5	0.6

It will be seen that, in spite of the many defects referred to in this chapter, Travancore is still ahead of all other areas in South India except Cochin.

The following table of wastage shows the wastage in the primary classes between the years 1103 and 1107, according to pupils and types of managements:—

	1103	1104	1105	1106	1107
	Class I	Class II	Class III	Class IV	Class V and Prep. Class
Boys and girls in all schools	100	73.5	60.2	39.8	21.0
Boys and girls in all departmental schools	100	82.1	85.7	74.9	81.7
Boys and girls in all private schools	100	74.4	55.4	30.7	14.8
Boys and girls in boys' departmental schools	100	83.8	86.2	78.8	32.5
Boys and girls in boys' aided schools	100	74.5	54.0	29.1	6.7
Boys in boys' departmental schools	100	87.6	93.0	86.0	14.3
Boys in boys' aided schools	100	78.1	59.8	31.3	8.9
Girls in girls' departmental schools	100	84.1	91.1	82.3	31.3
Girls in girls' aided schools	100	81.8	74.2	56.2	32.5
Girls in boys' departmental schools	100	76.5	68.9	49.2	15.0
Girls in boys' aided schools	100	69.0	44.8	29.7	3.4

The above statistics show that, while, as has already been explained, the general wastage has not improved during the last twenty years, there is a remarkable difference in the extent of the wastage between the various classes of schools. While studying these figures, it has to be remembered, however, that there are certain factors which, to some extent, account for the wide differences. The large difference between wastage in aided schools and wastage in departmental schools, though apparently attributable to less efficiency is partly due to the fact that many aided schools have no third or fourth class. The difference between the wastage of girls in boys' schools and girls in girls' schools is, similarly, partially due to the fact that, until recently, girls have been encouraged, after the second standard to read, as far as possible, only in girls' schools. Figures for the wastage of boys in girls' schools have not been given, since boys have not been encouraged to read in girls' schools after the second standard, and boys will not, ordinarily, appear in girls' schools at the fifth class. Allowing for these factors, it is, however, apparent that wastage is much greater in aided schools than in departmental schools. For every hundred pupils who enter the first standard of a boys' departmental school, seventy-five appear four years later in the fourth class, and thirty-two five years later in the fifth class, whereas, for every hundred pupils who enter a boys' aided school, only twenty-nine appear in the fourth class, and only six in the fifth class. Taking boys in boys' schools alone, in departmental schools, eighty-nine survive to the fourth class and forty-four to the fifth class, whereas, in aided schools, only thirty-four survive to the fourth class and eight to the fifth class. These large differences can be partially accounted for by the reasons already given and by the fact that there are more departmental vernacular middle schools than aided vernacular middle schools, but stagnation and wastage are definitely worse in the lower classes of aided schools than in the lower classes of departmental schools. Taking boys and girls together in boys' schools, in departmental schools, eighty-three survive to the second class and eighty-six to the third, whereas, in aided schools, the figures are seventy-four and fifty-four. Taking boys only, the figures for departmental schools are eighty-seven and ninety-five, against seventy-eight

and fifty-nine for aided schools. The rise in the numbers at the third class in the departmental schools must apparently be accounted for by the admission of pupils to the third class from incomplete primary schools. Owing to the factors already mentioned, it is difficult to draw any very definite conclusions from the figures for wastage for girls. But, generally, it would appear that, not only is wastage less for girls in departmental schools than in aided schools, but it is considerably less in girls' schools than in boys' schools. It has to be remembered, however, that, as in the case of boys' departmental schools, admissions from incomplete schools appear to be made to the third class of girls' departmental schools. In girls' departmental schools, eighty-two girls survive to the fourth class and thirty-six to the fifth, whereas, in the aided girls' schools, the figures are only fifty-six and thirty-two. In boys' departmental schools, forty-nine girls survive to the fourth class and fifteen to the fifth, whereas, in boys, aided schools, the figures are only twenty and three. The figures for wastage for boys and girls in all schools include unaided schools. The wastage figures for these schools have not been given separately. But, an examination of them shows that the wastage for both boys and girls is worse in unaided schools than in aided schools. The wastage figures for the fifth class must be interpreted with caution since, with the exception of the vernacular middle schools, the fifth class represents a transition from a primary school to a secondary school and not a continuation of the primary stage.

7. Number of school-places.—In considering the condition of primary education in the Travancore State, an estimate has to be made of the available accommodation, or, in other words, of the number of school-places available, both for boys and for girls. The following figures will give an approximate idea of the accommodation available. But, it must be remembered that the figures are for total accommodation and in no way represent the particular local situation in regard to excess or deficit provision of accommodation in one local area or the exact division of accommodation between school and school in a local area.

The total number of school-places available in primary and vernacular middle schools in the State in 1107 was 6,32,817. Of these, approximately, 30,000 were school-places in classes six and seven of the vernacular middle schools, so that the total number of school-places available for classes one to five was, approximately, 6,00,000. The total number of children reading in classes one to five was 5,28,486. Of these, however, approximately 10,000 were reading in English schools and the total available school-places in classes one to five of vernacular and English schools, therefore, amounts to about 6,10,000. It is evident that, taking the school accommodation in bulk and leaving out of account for the moment the nature, whether good or bad, of the buildings, the accommodation necessary for the existing number of pupils reading in the State is largely in excess. If the primary classes one to five were really filled only by pupils of the school-going age, five to ten, the excess provision in bulk would be, approximately, 2,60,000, since the total number of children between the ages of five and ten actually at school is about 3,50,000. It will further be seen that the present accommodation in bulk is sufficient to meet the needs of ninety per cent. of the total number of children of school-age in the State. The position with regard to the accommodation has been examined for every inspectorial district both for boys' schools and for girls' schools. In the case of boys' schools, it has been found that there is an excess provision of school-places for the existing number of school children in all the twentyone districts of the State. In the case of girls' schools, out of six districts, there is excess provision in five. In the case of boys' schools, taking all districts, together, there is excess provision of 99,896 school-places, and in the case of girls' schools, taking all districts together, an excess provision of 4,895. As might be expected, in districts where the organisation of primary schools is worst and where overlapping is largest, the excess accommodation is the largest. For boys' schools, there is an excess accommodation of over seven thousand each in Nagercoil, Kuzhithurai and Neyyattinkara, and of over six thousand each in Kottarakara and Pathanamthitta. For girls' schools, the excess accommodation is far the largest in Eraniel district. The excess provision is largely

accounted for by the overlapping of schools and by the schools being incompletely filled especially in the higher classes. The following table shows the average enrolment, by classes, at the primary stage:—

Class I	...	50
.. II	...	39
.. III	...	32
.. IV	...	22

The following table shows the average strength of boys' and girls' departmental and aided primary school:—

<i>Departmental schools.</i>		<i>Private schools.</i>	
<i>Boys.</i>	<i>Girls.</i>	<i>Boys.</i>	<i>Girls.</i>
205	157	110	128

The extent to which the schools are economically filled or not naturally varies largely between district and district, but the following examples illustrate how poorly attended some schools are. In Girls' District I, in twenty departmental schools there are thirty-seven classes with less than thirty pupils, and in forty-four aided schools there are thirty-four classes with less than thirty pupils. In Boys' District II, in eighteen departmental schools, there are twenty-nine classes with less than forty pupils and in nineteen aided schools there are sixty-nine classes with less than thirty pupils. In Boys' District III, in one hundred and eight aided primary schools, there are sixty classes with less than thirty pupils.

While in many schools, as our figures have shown, there is excess accommodation, we must draw attention to the fact that there are a considerable number of schools in which there is insufficient accommodation for the number of pupils at present under instruction. In the majority of cases of this kind, which we have examined, the schools have been departmental schools, and we consider this fact to be a further example of the manner in which the rigidity of the rules has been applied to privately-managed schools but not applied to departmental schools. In

congested areas we have found, for example, several instances of departmental schools, with accommodation for only two hundred, actually having as many as four hundred pupils in attendance. It is, in fact, rather ironical that, in so many areas, there should be overlapping of school provision and excess accommodation, while, in some areas, badly needed accommodation has not been provided for.

8. **Number of teachers.**—The extent of the provision for primary education depends not only on the number of school-places available, but on the number of teachers in the schools. The total number of class teachers in vernacular primary and middle schools in 1107 was approximately 15,000, giving an average of thirty-seven pupils per teacher. If the strength of the primary classes were comparatively equal and each teacher were teaching the permissible number of forty pupils, the existing staff could handle over 44,000 more pupils. The figures for the average number of pupils per teacher in boys' schools and girls' schools are almost identical, being 37·5 in the case of boys' schools and 37·4 in the case of girls' schools. The average number of pupils per teacher, however, varies considerably between district and district. In the case of boys' schools, the districts with the lowest average are Trivandrum, Tiruvella, Alleppey and Mavelikara; and the districts with the highest average are Alwaye, Pathanamtitta, Quilon and Kottarakara. In the case of girls' schools, the districts with the lowest average are Eraniel and Tiruvella, and those with the highest average are Kottayam and Trivandrum. Taking into account the number of teachers handling classes six and seven in vernacular middle schools, about 2,400 more teachers would be required if all children of school-age were brought under instruction.

9. **Trained and untrained teachers.**—An important aspect of the condition of primary education is the extent of the professional qualifications of teachers. Leaving aside the special teachers such as munshies, music teachers, manual training teachers and sewing mistresses, there are, in the vernacular schools, at

present, 6,155 trained teachers and 8,820 untrained teachers; the figures for boys' and girls' schools separately being—

		<i>Trained.</i>	<i>Untrained.</i>
Boys' schools	...	5,242	7,142
Girls' schools	...	913	1,678

The proportion of trained to untrained teachers varies largely from district to district. With regard to boys' schools, the proportion of trained teachers to untrained teachers is highest in the districts of Chengannur, Alleppey, Kottayam, Changanachery and Pattanamitta, and lowest in the districts of Muvattupuzha, Pala, Kayankulam, Attingal and Thuckalai. In the case of girls' schools, the proportion of trained teachers to untrained teachers is highest in the districts of Thiruvella and Kottayam, and lowest in the cases of Quilon and Alwaye. The proportion of trained teachers to untrained teachers is far higher, both in boys' schools and in girls schools, in departmental schools than in aided schools.

In boys' departmental schools forty-two per cent. of the teachers are untrained and in boys' private schools seventy-one per cent. of the teachers are untrained. In girls' departmental schools, fifty-eight per cent. of the teachers are untrained, and in girls' private schools sixty-six per cent. are untrained.

10. Types of Schools. In order to get an accurate picture of the primary school provision in the Travancore State, it is necessary to examine in detail the various types of schools which provide for primary education. In Travancore, unlike the provinces in British India, primary education is, with few exceptions almost entirely provided only in the vernacular system of schools, that is to say, by primary schools, with four or less classes and by the lower classes of vernacular middle and vernacular high schools. The English school system does not include classes at the primary stage although there are a few unrecognised classes attached to English secondary schools from which pupils pass from the primary to the secondary stage. In the year 1959, vernacular schools were classified into lower vernacular schools

with two classes, middle vernacular schools with* four classes and vernacular high schools with six classes. In the year 1070, a re-classification was made and vernacular schools were divided into primary, with the infant class and classes one and two, middle, with classes three and four, and high, with classes five, six and seven. English schools also had the infant and two primary classes. In 1077, English primary schools were abolished and the vernacular primary schools were divided into upper primary with four classes, and lower primary with two classes. In the year 1084, the primary schools in the State were re-organised as lower grade primary schools with classes one to four, and higher grade primary schools with classes one to seven; and subsequent to 1084, the primary school system has been mainly based on a primary stage of four years.

The following table shows the number of recognised primary schools for boys and the number of recognised primary schools for girls, with their strength, in the year 1107 : -

		<i>Number.</i>	<i>Strength.</i>
Boys	...	2,693	3,56,815
Girls	...	379	53,214

In Travancore, primary schools are conducted and managed only by two agencies, namely, the Government and private bodies. There is only one school under the management of a local body. The following table shows the number of recognised primary schools for boys and girls, with their strength, according to types of management :—

<i>Type of management.</i>	<i>Number.</i>		<i>Strength.</i>		
	<i>Boys'</i>	<i>Girls'</i>	<i>Boys'</i>	<i>Girls'</i>	
Departmental	...	629*	158	1,29,167	24,799
Private	...	2,064	221	2,27,648	28,415

The privately-managed primary schools may be divided into Mission-managed schools and non-Mission-managed schools. The Mission-managed schools are almost all conducted under the authority of recognised Mission bodies. Of the non-Mission schools, the majority are conducted by private individuals and unregistered bodies, but a few are conducted by recognised

organisations and registered bodies. The following tables show the number of primary and middle schools and their strength under the various classes of private managements.

Management	Schools			
	Boys		Girls	
	Number	Strength	Number	Strength
Bible Faith Mission	16	1,627	...	...
Mar Thoma, including M. T. E. A.	150	15,008	9	1,068
Salvation Army	97	5,150	...	...
Private management	900	1,11,741	92	11,527
Nayar Service Society	6	885	3	442
S. N. D. P.	3	201	2	195
Mahomedan	52	6,381	6	1,193
Roman Catholic	342	49,704	83	17,056
C. M. S. including Zenana Mission etc.	229	21,243	21	2,241
Lutheran Mission	36	2,123	3	84
L. M. S. including H. M. S., Mault Society, etc.	272	26,480	43	4,150
Jacobite	36	10,069	4	623
Brother Mission	17	2,000	...	...
M. S. C.	24	3,120	...	...
Arya Samajam	1	156	...	...
Municipal Schools	1	55	...	...

11. Incomplete Schools - Although the primary course is intended to be a four-year course, a very large proportion

of the primary schools in the State are incomplete primary schools. The following table shows the number of incomplete primary schools according to their highest class and according to their managements :

Management	Schools			
	One class	Two class	Three class	Total
Departmental	3	9	62	74
Private	265	687	654	1,006
Totals	268	696	716	1,680

The figures in the above table differ slightly from the figures which follow. This is due to their being specially collected and owing to the inaccuracy of the departmental returns.

The above figures show that over one-half of the total number of primary schools in the State are incomplete, and that even the Government is maintaining as many as seventy-four such schools.

It is difficult to appreciate the reasons which have led to Government maintaining and aiding so many incomplete primary schools and we can only assume that the absence of a clearly defined policy regarding mass education has been responsible for the present state of affairs. Complete schools in backward areas with plural class teaching might at least have been adopted if the number of pupils in the higher classes were small, but in practically no instance has this policy been adopted. Out of 941 primary schools managed by private individuals, 646 are incomplete, 62 have only one class, 221 only two classes and 363 only three classes. The following table shows the number of incomplete boys' schools and girls' schools according to taluks :

Taluks	Boys' schools			Girls' schools			Total
	One-class	Two-class	Three-class	One-class	Two-class	Three-class	
Tuvola	10	12	3	2	3	2	32
Agastisenranta	22	28	12	1	5	3	85
Kalkola	15	40	22	1	1	6	85
Vilvanenala	4	32	24	1	5	8	77
Nyyttimäen	8	59	14	..	3	5	110
Tivandun	9	19	32	..	2	3	65
Ohryylikki	4	18	41	..	..	4	62
Naimenmäki	23	25	25	..	..	1	74
Kotirakko	7	25	27	1	1	1	60
Pattarajärvi	4	29	14	..	1	1	41
Sakolampi	1	3	1	..	..	..	11
Quila	7	21	29	..	..	4	61
Karunmäki	2	12	25	1	..	3	43
Kahtijoki	7	10	20	..	1	1	40
Mäkelä	10	35	30	..	..	..	75
Paltamonmäki	13	24	33	..	2	..	71
Konkari	1	18	17	..	2	2	40
Tiravala	29	30	39	..	5	7	100
Ämäläpää	2	10	11	..	..	..	23
Siirtäli	..	..	16	..	..	1	17
Vähä	7	15	19	..	..	1	42
Kotajärvi	7	31	28	..	1	5	75
Changonmäki	15	31	21	..	..	1	68
Mäkelä	10	10	25	..	..	3	48
Mäntymäki	1	9	11	..	1	1	23
Talviva	1	6	4	..	..	..	11
Kuusimäki	2	25	23	..	..	4	54
Parvi	..	8	11	..	..	1	20
Pönnö	6	2	..	..	..	..	8
Devicola	1	5	5	..	..	..	11

It cannot, we think, be a coincidence that taluks like Vilavancode, Neyyattinkara, Kalkulam and Agastisvaram with large numbers of incomplete schools show almost the lowest literacy figures for men and women in the State. As we have shown in the chapter on Women's Education, there is a distinct relationship between literacy figures and the organisation of the schools in almost all taluks, Tiruvella being an exception.

The figures so far given tend to show that the present type of primary school in Travancore is only capable, to a very limited extent, of adding to the literacy of the population. The length of the schoolcourse is necessarily, owing to the present organisation of the schools, very short, and owing to the high wastage referred to elsewhere in this chapter, there are very large number of pupils who do not complete even the short course provided for them.

12. *School Buildings.*—There are a number of other factors, in the primary school, which contribute to or detract from the value of the education imparted, such as the type and condition of school buildings and equipment, the existence of compounds and gardens, the quality of the teachers, the curriculum in use, the hours of instruction, and the physical condition of the pupils.

The Committee have had opportunities of examining *in situ* a large number of primary school buildings, and they have also had, in addition, a considerable amount of evidence on this point. Primary school buildings, in the main, have, in the Travancore State, both in the case of private schools and in the case of Government schools, been erected at the cost of the local public, but in the case of private schools, repairs to buildings also have been met, almost entirely, by the managements with the aid of local subscriptions. It may, in fact, be said that, as compared to other Provinces outside the State, a very large contribution has been made by the public towards the provision of school buildings. Speaking generally, also, it cannot be said that the primary school buildings, inadequate as many of them are, compare unfavourably with primary school buildings elsewhere in India, with the exception of schools in wealthy provinces like

the Punjab. An average primary school building in Travancore compares favourably with an average building, for example, in Madras and Bengal.

Primary school buildings, however, in Travancore, at the moment, suffer from two serious defects, defects which are considerably handicapping the conditions under which primary education is imparted. The first defect is that, speaking generally, the type-design most usually followed is unsuitable for its purpose. The second defect is that, while a reasonable initial outlay has been made on the buildings, an altogether insufficient recurring expenditure has been spent on keeping the buildings in good order. The average primary school building in the State, while conforming to certain recognised conditions regarding floor-area and height, is extremely unsatisfactory from the point of view of hygiene, light, air and flooring. The schools, instead of being open to the maximum extent possible having regard to the sun's heat and the force of the monsoon, consist generally of built-up walls with little door-space and small window space. It has to be stated generally that the condition of the school buildings is extremely unsatisfactory; and we have to add that, unfortunately, the condition of the departmental primary school buildings is, if anything, worse than that of the aided schools. Owing to the inadequacy of the arrangements made for repairs, many of the buildings are extremely disreputable and several of them dangerous. With few exceptions, it can be said that the primary school buildings present a shabbiness and want of attractiveness which, in our opinion, must have a depressing effect on the education imparted within them.

13. Equipment.—The absence of an adequate provision for the purchase and maintenance of even the simple equipment which a primary school needs has resulted in the majority of schools being in a deplorable condition with regard to their equipment. As the result of our inspections, we feel compelled to state that schools without benches, chairs or tables might easily appear neater and more attractive than many of the existing primary schools with their broken benches and decaying chairs.

14. Gardens—The majority of the primary schools have no recognisable compound, and the almost total absence of anything approaching a small school-garden is a noticeable feature of the provision of primary schools in the State.

It must not be understood that the Committee is unaware of the existence of isolated instances of primary schools with good buildings and good equipment. But the foregoing remarks apply to the average school and to the general conditions prevailing in the State.

15. Qualifications of Teachers.—As we have already seen nearly sixty per cent. of the teachers in primary schools are untrained. It may be noted that the continuance and the recruitment of such large numbers of untrained teachers has been made possible by the fact that not only has the Education Department failed to adhere to the obvious intention of the Code, but it has also failed to supply adequate provision for the training of teachers. Under the Rules in Chapter VI of the Education Code, the Director of Public Instruction may not grant a license to a vernacular school teacher unless he possesses some professional qualification or unless better qualified hands are not available. Large numbers of unqualified persons have, however, been granted licenses and this coupled with the fact that little effort appears to have been made to establish training institutions in sufficiently large numbers to meet the demand, has resulted in the primary schools in Travancore State being largely staffed by persons improperly fitted to do teaching work. Apart from the fact that the majority of teachers are untrained, it would appear that the majority of teachers are also equipped with insufficient general educational qualifications to make them good teachers. The following table shows the general educational qualifications of teachers in boys' and girls' vernacular schools.

	<i>Vernacular Schools.</i>	
	<i>Boys'</i>	<i>Girls'</i>
Graduates	68	12.
Under-Graduates	569	140
Vernacular High School	1,548	295
Middle School	1,404	216
V. S. L. C.	8,222	1,783
Lower qualifications	615	161

It should be noted that the majority of the teachers, shown in the table, with qualifications higher than the Vernacular School Leaving Certificate Examination, are working in vernacular middle and high schools.

It will be seen that very large numbers of teachers possess only the vernacular school final qualification, which means that a boy or girl, after reading in only seven classes of a vernacular school and without receiving further general or professional education, can proceed direct to teach in primary schools. Even the trained Vernacular School Final teacher has only received a one-year course of training after an inadequate period of schooling and is in consequence in many cases improperly fitted to teach. We do not consider that a candidate who has passed only the Vernacular School Final is sufficiently well-equipped either to become a teacher direct or to be professionally trained for the teaching profession. There is a further aspect of the problem which, in our opinion, has seriously handicapped progress in the primary schools. And that is, that, in Travancore, as elsewhere, unfortunately, the teachers with the lowest qualifications and without training are almost invariably entrusted with the care of the lowest primary classes, with the result that the most difficult task of handling pupils in their earliest years is entrusted to the least fitted persons. We do not think that it can be a coincidence that, in consequence, stagnation in primary schools in the lowest classes is excessive.

16. Pay and conditions of service of the Teacher.— In order to be a reasonably good teacher, as indeed a reasonably good worker of any kind, the teacher must be expected to be comparatively free from real want and constant anxiety. We are aware that the pay and position of the primary school teacher is unsatisfactory, with few exceptions, all over India. But, it is our considered opinion that the position of the teachers in the privately-managed schools in Travancore is exceptionally unsatisfactory. The teachers, in the departmental primary schools in Travancore State, receive salaries which while not large, cannot be considered totally inadequate. They also possess security of tenure and certain definite advantages; with regard to promotion leave, transfers, pension and gratuity.

The conditions of service of teachers in privately-managed schools naturally vary considerably as between management and management. But speaking generally, the position of the teacher is deplorable. While the trained or untrained teacher in a departmental primary school receives a pay varying between fifteen rupees and twenty two rupees, the teacher in an aided primary school receives either the grant-in-aid (which is ten-and-a-half rupees for a trained teacher and eight-and-a-half rupees for an untrained teacher) together with a small additional remuneration from the management varying from four annas to two-and-a-half rupees, or he receives only the grant-in-aid, or he receives such portion of the grant-in-aid as the management can be persuaded to pay him.

We have discussed the general system of grant-in-aid elsewhere; but, we must repeat that it has been established beyond fear of contradiction that very large numbers of teachers in the aided primary schools in Travancore are not receiving even the salary for which they sign in the acquittance roll. It is impossible however, to give accurate statistics showing the numbers of schools which commit malpractices in the payment of teachers. Our investigations have, however, led us to believe that the schools which give remuneration in addition to the Government grant are in the minority and that the schools which pay only the Government grant are in the majority. Schools in which the management is withholding a portion of the Government grant form a large number, but, in our opinion, form the smallest of the three classes of managements referred to. We have sufficient evidence to establish beyond doubt the fact that a very considerable number of teachers are receiving only six rupees or seven rupees by way of salary; and we have even had instances of the management paying only four rupees out of a Government grant of eight-and-a-half rupees. While it is highly deplorable that Government funds should be to this extent misused, it is even more deplorable that teachers should be expected to do efficient work and take a real and effective interest in the children committed to their care while receiving wages considerably lower than the wages of an ordinary manual worker.

While the pay of the teachers in the privately-managed schools is unsatisfactory, their insecurity of tenure is equally unsatisfactory. The Code allows for an appeal to the Education Department against the orders of a private management dispensing with the services of a teacher. But, in actual practice, the teachers in the privately-managed schools would appear to be entirely at the mercy of the managements. Where the management is good, it is not unreasonable to leave the matter of recruitment, dismissal, transfers, etc., largely to the management. But, where the management is corrupt and unjust, the teachers undergo very considerable hardships with regard to terms of recruitment, dispensing of services, grant of leave and transfers. We know of large numbers of instances where teachers' services have been dispensed with for no solid reasons at all, where teachers have been unable to obtain leave for fear of forfeiting their employment, where teachers have been denied vacation salary and where teachers have been refused re-employment after training in spite of contracts entered into. Even making allowances for good managements which treat their teachers justly, and for the managements which pay small additional remuneration to their teachers, it must be obvious that the position of the teachers in privately-managed schools, generally, is far removed from the position of their colleagues working in departmental schools.

Trained women teachers are accepted as being the best teachers for handling infant classes. In the departmental boys' primary schools, there are no women teachers, but in the aided schools for boys there are a limited number of women teachers. In the aided schools, however, where mixed staffs are found, the employment of women teachers in boys' schools seems to have been more a matter of internal arrangement than a matter of definite policy.

17 Curriculum of studies.—The curriculum of studies in primary schools and its rigidity or otherwise must necessarily have considerable influence on the type of education imparted. In January 1910, revised syllabuses for lower grade primary schools were introduced. The syllabus for boys included language,

arithmetic, geography, history, drawing and physical training. The syllabus for girls consisted of language, arithmetic, geography, nature study, drawing, singing, physical training and needle-work as compulsory subjects and domestic science and hygiene as optional subjects. In 1921, the Committee appointed by Government to consider the revision of the curriculum in vernacular schools reported. The Government accepted a revision of the syllabus for girls' schools; but, it must be noted that it is now twelve years since the Government took into consideration the revision of the syllabus for boys' schools; and no new syllabus has as yet been approved. The new syllabus for classes one to four of girls' schools was published in November 1922 and contained the following subjects :

<i>Compulsory</i>	<i>Optional</i>
Language	Drawing
Arithmetic	Kindergarten occupations
Nature study	
Geography	
Hygiene	
Needle-work	
Physical culture	
Singing	

The Committee considers that the present syllabus for boys' schools is defective in many ways. It contains no hygiene, no nature study, no civics, and no practical work and gives no indication of kindergarten methods. No distinction is made between schools in rural areas and schools in urban areas; and there is no indication in the syllabus of the manner in which a suitable bias might be given to the instruction in the variously situated primary schools. Instruction is largely formal, and there is little room left for experiment. There is no provision in the boys' schools for the teaching of girls in subjects other than those taught to boys; and this is so in spite of the fact that, while there are 1,47,827 girls reading in boys' vernacular schools, there are only 72,819 girls reading in girls' vernacular schools.

The present unsatisfactory condition of the vernacular training schools and the ineffective system of training does not provide for much initiative or experimentation in teaching methods in the schools even by the comparatively small number of teachers who have received training.

18. Age of pupils.—We have already referred to the fact that, in our opinion, far too many children under the age suitable for beginning formal instruction are reading in the primary schools in Travancore. There are 37,384 children under the age of five, and 1,01,073 children under the age of six. The fact that there are practically no kinder-garten or nursery schools and practically no teachers specially trained to handle infant classes has, in our opinion, added to the danger of allowing such a large number of infants to attend school. Even in urban areas and large towns, practically no such classes exist. There are, however, three or four experimental kinder-gartens attached to secondary schools, but these classes have not received recognition.

19. Hours of instruction.—The hours of school instruction are rigid; and although the Code makes provision for an adjustment of school hours, in the vast majority of cases, the primary schools work, in all seasons, between the hours of ten and four. No distinction appears to have been made, in this regard, between schools in rural areas and schools in towns, nor between schools which are largely fed by an agricultural population and schools which are largely fed by an industrial or semi-industrial population. Similarly, we are not satisfied that proper efforts have been made to adjust school vacations to seasonal and local needs.

20. Attendance at school.—The problem of how to ensure that all small pupils are brought to school and retained in school is considerably influenced by the home needs of the poorer class of parents; and, had a proper adjustment of school hours and school days been effected in all localities in accordance with their particular needs, we feel sure that larger numbers of pupils would have been enabled to come to school and remain at school

this being particularly so in the case of backward and depressed class pupils. This adjustment of the primary schools to the needs and wishes of parents depends considerably on the extent to which the departmental authorities and school teachers interest themselves in the obtaining and retention of pupils. In our opinion, little such interest appears to have been manifested in the past; and this is particularly so in the case of the departmental schools. Mission organisations in particular, amongst aided managements, have a spirit and organisation behind them which, at least in certain places, tends to watch the particular needs of the children attending their schools. On the other hand, in departmental schools and numbers of aided schools, the cold formality of education and of the working of the system is very noticeable. No records are kept, either by the schools or by the departmental officers, for example, of the numbers of children of school-age in any area under their jurisdiction; and no records are kept in the schools to show why pupils have gone away from school before the end of the primary course, or to show whether a pupil who has left has joined another school. In effect, we have been unable to find any concerted measures which have been taken to combat the known evil of large wastage. The system would generally appear to have been, unfortunately, impersonal both from the school and the departmental point of view.

21. Health of pupils.—The general condition of the well-being and physique of the primary school pupil is a further illustration of this point. The medical opinion we have consulted, and our own inspections, have given us the impressions that, while there is no abnormal ill-health among the primary school pupils in Travancore, there is a good deal of malnutrition, and dulness consequent on physical exhaustion. The great majority of the schools go without medical inspection, and there is no organisation, except in a few places, for any satisfactory remedial measures. The fact that many pupils walk long distances to school and are kept in unsuitable buildings and very often in insanitary surroundings throughout the hottest hours of the day, and the fact that the large numbers of such pupils have no food of any kind from the time that they leave their homes in the morning until they return late in the evening, are

factors which, in our opinion, contribute considerably to the unsatisfactory state of the pupils' general physical condition.

22. **Mid-day meals.**—The necessity for taking some steps regarding the provision of mid-day meals has been before the public and the Government for a considerable time. But, except in a few isolated cases, nothing has yet been done in this direction to relieve the pupils in primary schools. We must point out that this problem is not merely a problem of poverty as has generally been assumed, though the poverty aspect of it looms more largely in the case of primary schools than in the case of secondary schools. We have discovered, on a close examination of the facts, that there are at least three classes of pupils who go without proper food throughout the school-day. The first class consists of those whose parents, though able, do not for whatever reason, take the trouble to supply their children with food. The second class consists of pupils who rather than carry their tiffin to school prefer to remain without a meal; and the third class consists of those pupils whose parents mainly through poverty (though sometimes through conditions of work), are unable to send food, along with their children, to school. Laziness on the part of pupils and slackness on the part of parents ought to have been dealt with long ago.

23. **Irregular working of the schools.**—We consider that much of the ineffectiveness of the primary school system and much of the stagnation which exists, have been caused by the irregularity of school work. While the nominal number of working days for the schools in Travancore is not appreciably different to the number of days which schools work in British India and elsewhere, the actual number of days on which the primary schools are at work is considerably lower in Travancore than elsewhere. The number of general holidays is large and the number of local and special holidays equally large; and unrecognised and irregular holidays are common. We find, for example, in almost all areas either the day *before* the teachers' monthly meeting, which takes place on a holiday, or the day *after* is declared a school holiday. It is a little difficult to appreciate the reasons which necessitate the *pupils* having a holiday on Monday because their teachers' meeting took place on Saturday.

The irregularity of school work is, however, much greater than we have so far explained. We have been convinced, by bitter personal experience gathered throughout the State and by other evidence placed before us, that it is common for schools to work very irregularly, to remain closed when no inspectorial visit is expected and to open late and close early when actually at work.

The extent to which the teachers do honest and interested work must, of course, largely vary from school to school. But, we are, unfortunately, convinced that many teachers have not been putting anything like the maximum amount of effort into their work, and that classes are frequently and commonly neglected. Owing to the larger organisation, the irregularity of work in departmental schools should normally be less than in sided schools. But, we find that large numbers of departmental teachers are in the habit of being absent without leave, and that leave applications themselves are every day occurrences. In one Assistant Inspector's District, we find that as many as seven hundred and sixty leave applications were received from sixtytwo schools in a year from departmental teachers who had already enjoyed fifteen days' casual leave. Casual leave itself, which is meant for emergencies, appears to be used up as a matter of course.

While the working of the schools is irregular, the attendance is more so. Though it is true to say of particular areas such as Kottayam, Tiruvella, Nagercoil, that school-going has become a habit with the children of certain classes of the population, it is equally true to say that in other areas, particularly rural areas, attendance at schools on the part of the registered pupils is often so irregular that for many pupils there is no continuous schooling at all. The only checks on attendance are the Attendance Registers maintained by the teachers and the monthly returns sent to the Assistant Inspectors and Inspectresses. Owing to the inadequacy of inspection visits the authorities who desire to check attendance have to rely on paper returns which may or may not be accurate. There is less excuse for a manipulation of returns in the case of departmental

schools, but there is a direct incentive to manipulation in the case of aided schools whose grants partly depend on the number of children in daily attendance. The monthly and annual returns of enrolment from aided primary schools show that a phenomenally large number of classes in these schools have, on the rolls, only the minimum required for grant-in-aid or a few in excess of it and it is fully apparent to the Committee, and must be apparent to any person acquainted with educational systems, that the number of children in daily attendance must be considerably below the number in enrolment. Here again, the personal interest is generally lacking, and the absence or presence of a pupil for a period of time does not appear to have caused concern to any but a few teachers and managers. The wide difference, however, between attendance and enrolment, which the Committee has seen for itself during large number of surprise visits to schools unquestionably accounts for a considerable portion of the stagnation which exists. Stagnation, that is to say the retention of a pupil in one class for a disproportionately long period, has practically received no attention from the educational authorities; and the extent of its existence has not hitherto been properly appreciated. That stagnation is widely prevalent in ill-conducted schools is, however, a proved fact; and children may be found stagnating, particularly in the first two classes, for periods ranging from anything between three and nine years.

24. Inadequate supervision.—Many of the defects which mar or retard the effective working of primary schools in the State, could have been eradicated or mitigated if the supervision of the schools had been more adequate. We have already discussed, in an earlier chapter, the inadequacy of the departmental supervision of the schools in the State generally. But, we desire to re-emphasise here the extent to which inadequate supervision has permitted the primary school system to continue on unsatisfactory lines. All work of all grades needs supervision in order that slackness and ineffectiveness may be safeguarded against; and if for a long period of time adequate supervision is withheld, slackness and ineffectiveness must result; and that is what, in our opinion, has, generally speaking,

happened to the working of primary education in Travancore. Primary schools, in any district do not expect more than one visit per year from an Assistant Inspector; and they rarely, if ever, expect a visit from an officer of higher grade than the Assistant Inspector. More than this, as our figures will show, there are many primary schools which, having been once inspected, do not normally expect a second visit for a period of two years. While the Code provides for the annual inspection of all schools every year, and the departmental rules contain the contradictory order that all schools must be inspected every year, but a minimum of one hundred schools must be inspected, the following table shows the numbers of boys' vernacular schools left uninspected each year for the last nine years:—

1098	...	...	483
1099	...	...	559
1100	...	...	611
1101	...	...	636
1102	...	...	656
1103	...	...	503
1104	...	...	612
1105	...	...	546
1106	...	...	574

The following table shows the number of girls' vernacular schools left uninspected each year for the last nine years,

1098	...	...	Nil.
1099	...	...	45
1100	...	...	86
1101	...	...	284
1102	...	...	37
1103	...	...	19
1104	...	...	32
1105	...	...	61
1106	...	...	99

The difficulties experienced by the inspecting staff in conducting regular inspections have been discussed elsewhere; but the figures in the above tables are sufficient proof that the supervision of primary schools has been altogether inadequate and

is a sufficient explanation for a portion at least of the many defects we have noted. In other areas, outside Travancore, there are, to some extent, other inspecting agencies than the departmental one, and supervisors under local bodies and inspectors under Mission organisations have assisted in the supervision of schools. In Travancore, the local body supervisors are altogether absent, and the extent of the supervision of schools under Mission management has been very limited, though the local clergy are in most places supposed to be supervising the Mission schools, and, in a few cases like the Nayar Service Society, persons have been specially appointed to inspect particular grades of schools. While, as demonstrated, the supervision by inspection of primary schools has been altogether inadequate, we have to point out further that such inspection as has been conducted would appear to us not to have been based on entirely satisfactory methods. Largely through want of guidance and advice and through want of a clearly laid down departmental policy, the Assistant Inspectors and Inspectresses have, on the whole, approached their task of inspection from a narrow point of view. The attendance on the day of inspection, the condition of the school buildings and equipment and the maintenance of the school registers have claimed the main attention of the inspecting officers. We are far from suggesting that these items do not require supervision. But, we consider that there are other and more fundamental aspects of the work of the primary schools which require attention whenever the schools are visited. In the case of the aided schools, we are satisfied that the complaints made to the Committee have considerable basis in fact, complaints which have suggested that standards regarding buildings and equipment are required from aided institutions which are not adhered to where Government schools are concerned. We are also satisfied that there is considerable truth in the evidence which has been given us that inspectorial visits are not generally helpful in giving advice and making constructive criticism. The extent to which the schools are producing literates and adding to the literacy of the population in succeeding decades does not appear to have been in the minds of almost any of the inspecting officers. The extent to which pupils are improperly stagnating does not

appear also to have come much within the purview of inspection work. Even the extent to which wastage is prevalent and the methods by which wastage can be lessened do not appear to have received much consideration at the hands of the inspecting officers. In fact, items of fundamental importance of this kind are not even provided with space for comment in the inspection reports printed for use in primary schools. Constant correspondence, for example, is carried on between the Assistant Inspecting Officers and aided school managements regarding the area, height and roofing of primary school buildings, and grant-in-aid is frequently being withheld for neglecting to comply with such requirements. But, in our experience, grant-in-aid has seldom been withheld for reasons that the school is making an altogether nil contribution to education or is so inefficiently organised as to be almost entirely ineffective.

25. Recommendations; The provision of schools with five classes.— We have attempted in the preceding paragraphs to give a detailed picture of the existing conditions in the primary stage of education and we shall now proceed to make recommendations for such reforms as we consider urgently necessary.

As we have shown, in our opinion, it is essential that the primary stage in Travancore should be lengthened, and we recommend, therefore, that the primary course should, in future, consist of five classes.

Considerable reconstruction will be necessary in order even to provide five-class primary schools everywhere, and for that reason, we have not recommended a six-year course, although we consider that, after a time a primary course of six years should be aimed at. Experience has shown that a four years' course provides no guarantee even when fully used against relapses into illiteracy, and the extension of the primary stage by one year or by two years, is the only safe way to ensure that the aim of achieving literacy is carried out in the primary schools of the State. It would have been possible to construct a system of six-class schools had the existing primary school system been more satisfactory, but, in view of the fact that so many of the schools

in the State are incomplete four-class schools, the ideal of six-class schools must, in our opinion, lie over until the primary system is reconstructed on a five-class basis. The lengthened course will not merely provide for greater chances of achieving literacy, but will also ensure that the primary schools will be better supervised as a five-class school with a qualified headmaster or headmistress presumes better organisation and supervision than is possible in incomplete schools. At present, there exists a curious circular to the effect that headmasters of primary schools need not supervise the work of the Assistant masters. This must necessarily tend to reduce efficiency in the schools.

It is unnecessary to use lengthy arguments in favour of an extension of the primary course. The longer the course and the better the supervision, the greater hope there is of retaining pupils at school in the primary stage for a sufficiently long period to ensure literacy, and the minimum of general education. We have given an estimate of the cost involved in the reconstruction of the primary stage elsewhere. But, we must point out here that the cost involved is not as great as would appear at first sight, owing to the fact that our further recommendations include the abolition of a considerable number of incomplete schools, the abolition also of a considerable number of unnecessary schools and the reduction of a number of vernacular middle schools to the primary grade. We have already indicated the extent to which we consider the present provision of primary schools to be wasteful, wasteful from the point of view of the ineffectiveness of many of the schools and wasteful from the point of view of the existence of large numbers of rival schools where fewer schools would meet the actual educational needs of the locality. The first class of waste can be avoided if, as we recommend, the policy of having only complete primary schools is laid down and gradually achieved.

26. **Abolition of incomplete schools.**—We have, during the course of our enquiry, paid very close attention to the question of the value or otherwise of incomplete primary schools. We have personally examined a large number of such schools and we have also examined what is being done with regard to

such schools elsewhere in India. It has been claimed for such schools that a school of some kind is better than no school at all, that schools with even only one class can still make pupils literate, that incomplete schools are necessary because in backward areas it is impossible to retain pupils at school for more than one or two years, and that incomplete schools are, in many cases, satisfactory, because they are near to complete schools. We are entirely unconvinced that the claims put forward on behalf of the retention of incomplete schools are in any way justifiable. We do not agree that a bad and ineffective school is better than no school. Seeing the large amount of effort and money that has to be provided in order to achieve satisfactory results in the field of mass education, we consider it nothing but a downright waste of effort and money to continue to maintain schools which can never produce any results sufficient to justify their existence. The policy of some managements of maintaining, for example, four one-class schools instead of maintaining one good complete school, cannot in our opinion, be defended on any ground. We are perfectly and fully aware of all the difficulties connected with the education of backward classes and with the retention of pupils at school for the complete primary course, and we are making recommendations in this and other chapters to lessen these difficulties; but we do not consider that to give in to these difficulties by the retention of incomplete schools is a satisfactory manner of dealing with the problem.

As to the ability of schools with only one class to contribute literates to the population, we feel confident that experience of conditions both in Travancore and all over India has proved definitely that with very rare exceptions, schools with one class contribute nothing to education. In fact, the condition of most of the single-class schools in Travancore State is disgraceful; and even though pupils are detained, in some cases, in them for a number of years, it is difficult to find any pupil who can read or write.

The strongest argument used in favour of the incomplete schools is the argument that in backward areas and particularly amongst the depressed class peoples, it is impossible to retain the pupils at school for more than about two years. This argument

leaves us even more unconvinced than the other arguments. If the anxiety of the managements and of the State is genuine and we have no doubt that it is to give the backward and depressed classes a satisfactory form of primary education, their aim can best be achieved by providing the depressed classes with a satisfactory complete primary school and by taking all steps possible, if necessary by using compulsion, to retain such pupils in school until they have completed the primary stage. In our opinion, it is a wrong-headed policy and an injustice to backward classes to rest content with insufficient and incomplete schools for the depressed classes while the more advanced communities are provided with complete primary schools.

There is, however, some justification for the defence of such incomplete schools as are close to other complete schools. Such schools, at least, can pass on their pupils to schools in which the primary stage can be completed. Many of such schools in this State, however, exist not as organised feeders to the complete schools, but as rival classes to the ill-attended lower classes of the complete schools. In cases where the schools are in close proximity, there is no justification for the incomplete school competing with the complete school although one primary school would meet the local needs.

Viewing the position of the incomplete primary schools as a whole, we are definitely of the opinion that, in handling the problem of mass education it is necessary to frame such a policy as will ensure at least a limited number of good and effective schools rather than an unlimited number of bad and ineffective schools. If funds, for example, are limited, it is a far better policy to be content with doing a little well rather than to aim at establishing schools everywhere but schools which are incapable of producing satisfactory results. The number of cases where incomplete primary schools are isolated and incapable of development are very limited and the new policy we are suggesting will not actually result in the retarding of educational effort to any extent. But, even if the policy resulted in some areas being deprived of schools for a time, we still consider that the correct procedure, in future should be first to see that your primary school system is

complete and effective and then, as funds become available, to provide gradually, school-less areas with complete primary schools. The incomplete school may, not only not contribute to education, but may, from another point of view, prove an actual hindrance to education. We have considerable personal and direct evidence to show that in a number of cases, for example, children are being retained in incomplete schools for a number of years in order to maintain the minimum strength required for the drawing of a Government grant. We have met with cases in which pupils have been detained in this manner in incomplete schools for four and five years and have yet, on examination, been found to be completely illiterate. If one is convinced that the majority of incomplete schools are making little or no contribution to education, the financial waste involved is enormous. Leaving aside the cost to Government of maintaining the seventy-four incomplete departmental primary schools, the grant-in-aid paid to incomplete boys' primary schools, in the year 1107, was as follows:—

One-class schools	...	Rs.	23,250.
Two-class schools	...	..	1,20,672.
Three-class schools	...	..	1,90,620.

The grant-in-aid paid to incomplete girls' primary schools amounted to Rs. 29,337 in 1107. Thus a sum of Rs. 3·34 lakhs was spent by Government on incomplete boys' schools and nearly thirty thousand rupees on incomplete girls' schools. As we have stated, a large number of the incomplete schools may be acting as feeders to complete schools; but, on the other hand, an equally large number of incomplete schools are rival or overlapping schools which are not necessitated by the educational needs of the local area. While, therefore, it cannot be stated that the whole of the cost just referred to has been wasted, it can safely be assumed that a large proportion of it has been spent on ineffective education.

With regard to incomplete primary schools, we make the following recommendations. One-class schools should no longer continue to receive recognition or grant-in-aid. Where such schools are known to be in close proximity to other schools, they

should be abolished. In cases where they are isolated, the managements should be asked whether it is their intention to develop such schools into feeder schools or complete primary schools; and in all cases in which the managements express their inability to develop the schools they should be abolished. Two-class primary schools should not receive recognition and aid unless it can be clearly shown that they are necessary as feeder schools to complete primary schools under the same management. Two-class schools in close proximity to other schools should be abolished; and two-class isolated schools should be treated in the same manner as isolated one class schools. In the case of three-class and four-class primary schools, the managements should be given time gradually to raise such schools to complete five-class schools. In the case of departmental incomplete schools, Government should close such schools in places where they are in close proximity to aided schools, and should raise them to complete schools in places where they are isolated. With regard to two class schools, it may be claimed that large numbers of them are feeder schools to complete schools under other managements. But, we do not consider that there is justification for the retention and encouragement of such a system. The number of cases in which an ordinary school is necessary in order to prevent children of the age of five and six proceeding some distance to another school or having to pass dangerous traffic on the way to a comparatively near by school will not be large; and two-class schools unsupervised by a headmaster or headmistress of a complete primary school are always in danger of being neglected and of lapsing into unsatisfactory institutions in which there is much stagnation and little education. On the other hand, if the management of a complete primary school has, attached to it, a feeder school, the management will see that the head of the complete school will take a direct interest in the condition of the feeder school; and will also be anxious to see that the children in the feeder school pass up the educational ladder into the higher classes of the complete school. As it is, there are in Travancore a large number of independent two-class schools in which the nearby management of the complete schools are entirely uninterested and not at all concerned with

whether the pupils in the two-class schools proceed for further schooling or not or whether such pupils are stagnating improperly in the two-class schools.

We are aware that these recommendations involve considerable difficulty for the primary school managements. But, we consider that, in a large number of cases, by careful adjustments, the objects of our recommendations will be able to be achieved, over a period of time, without serious hardship to the managements and without very much increased expenditure. It will mean, in the first place, that some managements will have to abandon, probably, for a time, the maintenance of some incomplete schools in certain areas. This will mean a saving in many cases, and not a loss. The extent to which those areas will suffer educationally may be judged in accordance with the particular view as to whether the incomplete school has contributed anything or nothing towards education in that area in the past. In order, however, that backward areas should suffer as little as possible we recommend that isolated incomplete schools with small numbers of pupils should be permitted to develop into complete schools by means of plural class teaching. The closing of incomplete schools which are unnecessary rivals to complete schools will involve at first a certain amount of hardship to managements who, for whatever reason, have been anxious to see such schools continue. But, if the local conditions are carefully considered in each case and a just decision as to which school should be closed arrived at, it is likely that, where a management will lose a school in one place, it may retain a strengthened school in another place. This is particularly so when the position of departmental primary schools is carefully investigated, because, it should be possible in places where, at present, an incomplete aided school is in rivalry with a complete departmental school, for the departmental school to be, with drawn on the understanding that the incomplete aided school will be fully developed.

The closure of incomplete schools would also appear to involve the throwing out of employment of a number of primary school teachers. But, it has to be remembered that where the

managements are closing one set of schools, they are also being requested to raise another set of schools to a higher standard which process will require more teachers for the new classes four and five. It should be possible, therefore especially for managements who control a considerable number of primary schools, to so adjust their schools that the staffs relieved from the abandoned schools can be absorbed in the newly developed schools. Recently, owing to retrenchment, the aided primary schools have been discouraged from raising the standard of their schools by the withholding of grant-in-aid for the new classes. But, if our recommended re-organisation is to be brought about successfully, it is obvious that the privately-managed schools will have to receive encouragement and aid from the Government to increase the number of classes in their primary schools. We have, naturally, not worked out in detail, the exact effect of our proposals on the number of teachers now employed by Government and by the private managements. But, it must be clearly understood that the process of readjustment must, wherever necessary, be slackened until the teachers are provided for and in such a way that it does not involve the wholesale dispensing of the services of primary teachers.

27. Overlapping of school provision.—The reorganisation of the present school provision will not be finished when the incomplete schools have been eliminated or developed. There are, in many areas in the State, a number of schools in existence more or less side by side with excess accommodation and with no particular justification except the vested interest of the individual managements. It is, in our opinion, high time that this overlapping should be done away with; and we consider that it should be the definite policy of Government to see that in each locality, the school provision, whether by departmental schools or by aided schools, is only such as will satisfactorily meet the educational needs of the locality.

The question of overlapping of school provision can be roughly divided into three parts. First, there is the excess provision created by the existence of boys' primary schools along

side of girls' primary schools. Secondly, there is excess provision created by the existence of departmental schools alongside of aided institutions. And, thirdly, there is overlapping of aided schools with other aided schools. We must point out at the outset of this discussion that there is considerable misunderstanding with regard to what really constitutes overlapping of school provision. If, for example, there are, in a locality, two complete primary schools with accommodation for two hundred pupils in each and the number of children of school-going age in the locality is approximately four hundred, the question of overlapping does not arise. Two economically filled schools, meeting the needs of the locality, cannot be regarded as unnecessary or as being revals. It might be argued that the amalgamation of the two schools would create a larger and therefore in some ways a better primary school. But it is not our intention to recommend that such amalgamations should take place. In any recommendation which we make, we desire to see that well-established complete and economically well-filled schools should not be affected and should not be compelled to withdraw or to be amalgamated with other schools. We may further illustrate this point by reference to the problem of the overlapping of boys' schools with girls' schools. It is only in cases where the provision in a boys' school is sufficient for all the girls of school-age in the locality or when the provision in a girls' school is sufficient for all the boys of school-age in the locality that one or other of the schools now in existence becomes unnecessary.

28. Overlapping and co-education. We think it unfortunate that the question of the provision of primary education for boys and girls should have got so intermingled with the question of the provision of separate schools. If we were dealing with areas in which there was reason to believe that co-education even at the primary stage would be resented by the public or by sections of the public we could understand that it would be necessary to consider the problem of mass education in terms of the provision of separate institutions. But, in Travancore, it has been clearly demonstrated both by public evidence and by actual practice, that there is practically no objection to co-education at

the primary stage, except on the score of the desirability of having differentiated courses of study for girls. As we have already pointed out, in actual practice, co-education at the primary stage is far commoner than separate education. This being the case the question of school provision should, in our opinion, be viewed not in terms of how many boys' schools are wanted and how many girls' schools are wanted, but in the simple term of how many primary schools are required to bring all the boys and all the girls of school-age under instruction. Owing to the numbers involved and the large total cost, it is neither possible nor desirable at the primary stage, at the present moment, to make separate provision for all boys and all girls. And, under no circumstances should such an attempt be made in places where the number of children of school-age is small and where you find, for example, two half-filled schools doing the work which might easily be done by one common school. Large numbers of instances of the existence of two small uneconomic and overlapping schools of this kind have come to our notice during the course of our enquiry. It is not at all uncommon, particularly in south Travancore, to find a boys' school and a girls' school actually struggling to obtain students one from the other in order to try and keep the strength of their particular classes sufficiently large to warrant the existence of the particular school. In fact, in several cases, the schools are thought of rather as separate institutions for which pupils must somehow be found than as institutions which are actually required to meet local needs. It is obvious also, on the other hand, that, in many cases, there is no deliberate rivalry between half-filled boys' schools and half-filled girls' schools but that the present situation has arisen owing to the absence of a clearly defined policy. The very question as to whether a boy may read in a girls' school or whether a girl may read in a boys' school at the primary stage has not been clearly settled by Government. The orders issued from time to time have, in fact, caused a constant variation of policy. At one stage the Department of Public Instruction encouraged the complete segregation of pupils even at the primary stage. At another time, the Department prohibited the admission of girls into boys' schools and boys into girls' schools, above class two; and

later the Department decided that boys might be admitted into girls schools and girls might be admitted into boys' schools up to the fourth class provided that parents did not object. Even this, however, was modified by the orders which suggested that boys should not be admitted into girls' schools in order to raise the strength of such schools, to the grant-earning limit, and, similarly, that girls should not be admitted into boys' schools in order to raise the strength to the grant-earning limit. In this connection, we have found it difficult to understand how an Assistant Inspector or an Assistant Inspectress could decide whether admissions were made for grant-earning purposes or for the perfectly straight-forward reason that the parents of the pupils desired the pupils to read in a particular school. The orders regarding co-education have been further complicated by the fact that if a girls' school happens to acquire a majority of boys even if the majority were only one, it has to cease to function as a girls' school; and, similarly a boys' school that happens to acquire a majority of girls ceases to be a boys' school. And, we find that actually each year a few boys' schools come over from the list of boys' schools to the list of girls' schools and *vice versa*. More important, however, than this loss of identity as a boys' school or a girls' school, is the fact that grants can be withheld from aided schools which acquire larger number of boys or larger number of girls than the Department apparently thinks fit. We are definitely of the opinion that these restrictions on the freedom of boys and girls to go to common schools at the primary stage have not assisted but rather retarded the growth of education of both boys and girls. We have, in this connection, come across several instances in which, in places where there was only a girls' school, boys have been refused admission not for want of accommodation but for one of the reasons adduced above; and other instances in which in places where there was only a boys' school, girls have been refused admission not for want of accommodation but for fear of increasing the number of girls. It has even come to our notice that the inspecting officers in each branch have brought pressure to bear on the schools to see that the number of girls in boys' schools and the number of boys in girls' schools are not allowed to be increased irrespective of whether the accommodation was sufficient or even of whether the rules regarding the minimum

number required for grant, and for recognition as a separate boys' school or girls' school, were adhered to or not. In cases where the management of the boys' school is different from the management of the girls' school, we can appreciate that the existence of two schools when only one school is really necessary, can be defended from the point of view of the aims of the two different managements; but, there are a number of instances in the State where uneconomically filled boys' schools and girls' schools exist side by side under the same management. This is true of departmental schools as well as of aided schools. We find it difficult to appreciate the policy on the part of Government which, while it permits co-education at the primary stage, continues to maintain from public revenues two distinct schools where the accommodation and staff of one school is sufficient to bring primary education to the door of every local boy or girl. Similarly, we have not been able to understand why private managements have been aided to keep schools separate where obviously only a common school was needed to supply the complete number of school-places required in that particular area.

The separation of boys' primary schools from girls' primary schools has resulted in a further unsatisfactory state of affairs. The two inspecting agencies of the men's branch and the women's branch appear to be set as it were in water-tight compartments, the men having regard only for the primary education of boys and the women having regard only for the primary education of girls. The girls who are not in schools in areas where there are only boys' schools are not supposed to be the concern of the men's branch and the boys who are not in schools in areas where there are no boys' schools are not supposed to be the concern of the women's branch. Further, from the point of view of the actual educational progress of the pupils in a school, the women's branch is not concerned with boys in girls' schools and much more strikingly the women's branch is not concerned with the large number of girls in boys' schools. In our opinion, this kind of approach to the difficult problem of mass education is not the best means of assuring that adequate endeavours are made to bring all boys and all girls of school-age under instruction. We recommend, therefore, that, in future, education at the primary

stage should be common and that the schools, whether with a majority of boys or with a majority of girls, should simply be classified as primary schools. This will result, we hope, not only in the eradication of all the unnecessary existent overlapping between girls' and boys' schools, but also in the efforts and interests of the inspecting agency being concentrated on the provision of education for every small child in the State irrespective of whether the child be a boy or a girl. Usually, when the amalgamation of boys' schools and girls' schools is spoken of, people imagine that either every boys' school is going to be merged into a girls' school or every girls' school is going to be merged into a boys' school. We must, therefore, point out that just as we have explained in the case of two economically well-filled primary schools in one area, so, in the case of the existing boys' schools and girls' schools, no economically well-filled school will be affected by these proposals. If, for example, there are at present in one local area a boys' school with accommodation for two hundred pupils and a girls' school with accommodation for two hundred pupils and there are two hundred boys of school-age and two hundred girls of school-age in the local area, nothing is to be gained by attempting to put all the boys in the girls' schools or all the girls in the boys' schools, unless, of course, the accommodation of one school is in excess and the other in deficit. Under our proposals the two schools will remain, only their distinctive title will be removed; and, in future, either of them can admit boys or girls. There may be cases, of course, where there are two such schools under the same management in such close proximity that it might be possible and desirable to amalgamate the schools by regarding them as one school under one headmaster or headmistress. But, that is a matter of detail for the Department and the private management to dispose of.

29. Mixed staffs. In coming to the conclusion that a system of common primary schools for boys and girls is in the best interests of primary education in Travancore State, we have not forgotten that the position of the existing staffs will have to be considered and that the question of distinctive courses for girls must also be decided. Common schools presuppose mixed staffs; and while being aware of certain difficulties, we welcome

mixed staffs from several points of view. It is a matter of common knowledge that women teachers are more suitable for the handling of small children than men teachers; and, if mixed staffs mean, as they should do, that many more primary classes in common schools are handled by women teachers, the result is to be welcomed. Mixed staffs will also probably ultimately result in an increase in the number of women teachers employed in primary schools; and this also, in our opinion, is definitely to be welcomed. To those who are inclined to think that a proposal for mixed staffs is revolutionary, we would point out that mixed staffs exist today in a considerable number of primary schools in the State. In the aided primary boys' schools, it is quite common to find men and women teachers working together and even in the departmental primary girls' schools it is quite common to find male music teachers working alongside of women teachers. Further, mixed staffs are by no means a completely new feature of primary schools in India. They are a common feature of the system of schooling in Burma where conditions are not far different from the conditions in Travancore; and mixed staffs under certain conditions are being encouraged in most of the provinces of British India. We are anxious, however, that the adoption of a system of mixed staffs should be brought about with as much care as possible, and we suggest, therefore, that in the early stages (when it becomes necessary to recruit new women teachers to the common primary schools, such teachers should, as far as possible, either be related to a male teacher in the school or should be teachers whose family or relations live in the local area or they should be teachers whose recruitment to the school will result in more than one woman teacher being on the staff.

30. **Amalgamation of schools.** The second aspect of the overlapping of school provision to which we referred consists of the existence of departmental primary schools, whether boys' schools or girls' schools, alongside of aided primary schools, whether boys' schools or girls' schools, in places where the number of children of school-age does not justify the existence of more than one school. We have discussed elsewhere the *pro* and *cons* of the direct management of schools by Government;

said from what we have said there, it will be clear that we do not consider it right that Government should continue to maintain directly such large numbers of institutions. It, therefore, follows that we consider that the general principle should be, in handling these overlapping schools, that, wherever possible, Government should withdraw and leave the aided agency to make the required provision. We have, however, in this connection, to bear in mind two factors which must necessarily affect the procedure to be adopted in such cases. There are many instances now in existence of overlapping in which a well-established complete departmental primary school is working alongside of an incomplete and less satisfactory aided school. Before the Government can withdraw from such a position, it is clear that the aided management must give evidence of being able to develop its school and make full provision for the children who are now in the departmental school. In such cases it may frequently be possible for the Government to assist the aided management in the development of its school by the handing over of the departmental school building and by the giving of adequate grant-in-aid. But, there may be cases in which the aided management can give no guarantee of developing its school; and in such cases, we consider that the departmental school should remain and the aided school have recognition withdrawn.

When the overlapping between departmental schools and aided schools is an overlapping between departmental schools and schools belonging to an organisation managing a number of schools, it should be possible for an arrangement to be entered into whereby the private managements are able to strengthen their schools in some places and so set the Government schools free and in other places the aided management will be willing to close their schools and the Government schools will continue.

The third aspect of overlapping with which we have to deal is the overlapping of privately-managed schools with other privately-managed schools. In considering this aspect of the problem we have to keep in mind the fact that it has already been recommended that private managements will not be interfered with, provided their schools are economically well-filled.

The cases of overlapping, therefore, which we are now considering are confined to cases in which such managements are maintaining uneconomic or incomplete schools.

It is our desire to see that the interests of private managements are, as far as possible, not seriously adversely affected by any scheme of amalgamation; and, we consider, therefore, that the problem of the overlapping of one aided school with another aided school should be approached with the utmost caution. It will be necessary, in our opinion, that the Director of Public Instruction should personally satisfy himself that there is an actual excess school provision, before any action is taken and that the Director of Public Instruction should decide, after taking all things into consideration, which of the aided schools should be requested to withdraw from management. In coming to a decision, the Director of Public Instruction will have to take into account the age of the schools, the stability of the managements, the relative strength of the schools and the completeness or incompleteness of the schools. We have shown in this chapter that the overlapping of school provision is, particularly in certain taluks, widespread, and that, in some cases five and six schools are in existence where only two schools or less are really necessary. We have not thought fit, in the body of this Report, to give actual details regarding the nature and extent of the overlapping in existence. But, we have given a statement in Appendix II of this Report which shows approximately the number of schools involved and the extent to which boys' and girls' schools, departmental and aided schools and privately managed schools are overlapping. The list we have given does not pretend to be complete and it excludes many cases in which there is no large excess provision, but in which amalgamation is feasible. It also excludes cases in which there is large excess provision but in which one school provides for Malayalam and the other for Tamil. Even in such cases we are of the opinion that it should be possible to effect savings and obtain greater efficiency by an amalgamation coupled with the duplications of classes. The list has been prepared with great care and a number of the schools considered have been personally inspected by the Committee, but we realise that before action can be taken, the exact local

conditions must be verified in each case. We cannot, for example, guarantee the exactness of the distances given in all cases and schools which appear easily accessible in one season may not be so in all seasons. The list does not exhaust the names of schools in close proximity and many further amalgamations are possible if small increased accommodation is provided in a number of schools. Similarly, a number of other amalgamations can be effected if the higher classes of schools under the same management are amalgamated and the lower classes of one school remain as a feeder school.

31. **A new curriculum.**—The question of the curricula to be used in primary schools is one that has, in recent years, been agitating the minds of educational authorities all over the world. For many years, in almost all countries, the curriculum in primary schools consisted of formal instruction in what are commonly known as the three R's. In countries outside India, this formal instruction has almost everywhere been replaced by methods of teaching and by types of curricula which provide a form of education warranted to awake the interest and inclinations of young pupils in rural and urban areas and devised so as to impart formal knowledge through the media of a better understanding and appreciation of the life going on in the surrounding area. Whether, in rural or industrial areas, a bias has been given so that the little children acquire their elementary knowledge through a direct acquaintance with agricultural operations, industrial concerns and local conditions generally. The teaching in primary schools has tended more and more to depend on the manner in which the teacher is trained and on the methods of teaching adopted, and less on the insistence on a formal and uniform curriculum. Even a formal curriculum can however be handled by a suitable and well-trained teacher in a manner which will not only evoke the interest of young pupils but will also relate instruction directly to local happenings. On the other hand, an unsuitable and improperly trained teacher will not make a success even of a detailed curriculum especially adjusted to the needs of local conditions. In making recommendations with regard to the introduction of a new curriculum for primary schools, it has to be remembered that the main hope of improved

education in primary schools lies with the reorganisation of the vernacular training schools and with the future recruitment of suitably qualified teachers. It also has to be remembered that no rapid changes can be expected in the methods of instruction in primary schools until an adequate supply of the new type of teachers has been assured. The present curriculum in the primary schools of Travancore contains little which could be interpreted as including any kind of bias or even any suitable method of substituting formal text-book instruction by an intelligent stimulus of the pupils' interests. The existing syllabus for boys, which consists of language, arithmetic, geography, history, drawing and physical training, eliminates almost everything which would develop a child's power of observation, a child's interest in natural phenomena and a child's inquisitiveness to know the why and the wherefore regarding the conditions of life, generally, under which he is being brought up. The syllabus does not even include an elementary knowledge of hygiene which might not only be of special attraction to young pupils but also exert a direct influence on the manner of their living. The syllabus contains no practical work of any kind and precludes altogether the possibility of developing the primary instincts of childhood, namely, to handle things, mould things and examine the working of mechanical objects. The revised syllabus for girls' schools, however, marks a considerable advance on the old syllabus. It makes provision for both nature study and hygiene and for practical work, since it may include both needle-work, and kinder-garten occupations. Music is also included in the syllabus. Intelligently interpreted, the present syllabus for girls' schools forms a satisfactory basis for a primary school curriculum. We have to bear in mind, however, that, at some time in the future, the majority of the primary schools in the State will be mixed schools; and, it is necessary, therefore, to make proposals for a common curriculum suitable for both boys and girls. If our recommendations regarding mixed staffs are accepted, we do not consider that there should be any appreciable difficulty in the women teachers handling the special subjects for girls in the mixed schools. We recommend that the curriculum for all primary schools should include language, arithmetic, geography, history (including civics), nature study, hygiene, physical training

and practical work, with needle-work and music for girls. English should be optional in class five. We, naturally, do not include here a detailed syllabus for each subject of study, especially because, as we have already pointed out, it is the methods used and the interpretation of the curriculum which are far more important than the actual details of a syllabus. We must point out, however, that steps should be taken to see that the scope of instruction in the individual subjects is definitely limited. Geography, for example, should mainly be the geography of the local area and should, except with regard to Travancore's relationship to India and India's relationship to the world, be confined to the limits of Travancore. History should be similarly limited and should consist mainly of a good and suitable course in civics. We consider the teaching of civics to be of first rate importance in all schools and we have discussed its value in the chapter on English education. The seeds of common citizenship, respect for order and a desire for unity can be most fruitfully sown even at the primary stage. The practical work to be done by girls should include sewing, first-aid, elementary home-craft, gardening in connection with nature study and drawing, as also kindergarten occupations. The practical work to be done by boys should include gardening, the cultivation of flowers and vegetables, elementary agricultural operations, care and repair of school compound and equipment, elementary wood work and drawing. Both boys and girls can do basket-making, kadjan-plaiting and coir thread spinning. They can also assist in the preparation and simple framing of wall illustrations and other school decorations.

32. The project method.—In order to achieve the objective kind of instruction which we have in mind, we recommend the introduction, in all primary schools, of the project method of teaching. The simple project method is now wellknown and has been adopted in a large number of places in India and also in a few primary schools in Travancore State itself. We shall not, therefore, discuss the method in any detail. We must, however, lay stress on two points connected with the project method. The first is that a satisfactory knowledge of all subjects in the curriculum can be acquired through the medium of the project

method and that the project method should not be limited to particular subjects of study. The second is that the project method should not be used as an auxiliary to formal study or as a diversion based on the knowledge of arithmetic, geography, etc., but as the basic method, especially in the early stages of making the young pupils acquainted with the art of reading and writing and with an elementary knowledge of arithmetic, geography, civics, etc.

In considering our recommendations regarding the project method, it should be clearly understood that we are not suggesting the introduction of a method which necessitates either a very high level of understanding on the part of the teacher or the purchase of expensive equipment. The project method is, in essence, perfectly simple, and, bereft of the high-flown psychology and terminology with which some writers have tried to invest it, consists only of young children acquiring their knowledge of arithmetic and geography, for example, by play-acting as shepherds, postmen, policemen, etc., and doing their reading, writing, arithmetic while so functioning instead of doing them as formal study from set text-books. The exact form which the project method may take may vary largely from school to school. In fact the project method is a term which merely indicates not a confined and limited type of teaching, but a method of teaching which can embrace all methods which will properly stimulate the interests and activities of children and give instruction in primary schools, the necessary bias which it has hitherto lacked.

33. The teacher and new methods.—The successful working of a primary school depends more on the personality of the teacher employed and the spirit and understanding behind the methods of teaching adopted than on the inclusion or exclusion of any particular subject in the curriculum. It cannot be too strongly emphasised that the best method, to adopt at the primary stage is not to lay stress on the study of definite and separate subjects but try and bring home to the young pupils some understanding of the common experience which underlies all

subjects of study. We are in agreement with a recent report of the Board of Education, England, which states

“We are strongly of the opinion that primary education would gain greatly in realism and power of inspiration if an attempt were more generally made to think of the curriculum less in terms of departments of knowledge to be taught and more in terms of activities to be fostered and interests to be broadened.”

Similarly, we desire to stress again the all-important point that, in the primary school, every opportunity should be taken to lead pupils to the acquisition of knowledge through a wider understanding of the phenomena existing immediately around them. In this way, not merely will schooling be made attractive and interesting to the young pupil, but skillfully guided observation will immensely increase the general knowledge of pupils. It is common experience that, even amongst students in secondary and collegiate institutions, there is an appalling want of general knowledge, and a want of relationship between school-acquired learning and the realities of life. At the primary stage the young child's general knowledge is necessarily extremely limited; and unless new methods in education are adopted, formal instruction will not, to any appreciable extent, help to extend the range of general knowledge. Some years ago, an enquiry was held amongst some of the elementary schools in London, and it was found that forty-six per cent. of the pupils had never seen any animal other than a horse, a dog and a cat, twenty-three per cent. had never seen a field, sixty-four per cent. had never travelled in a railway train and ninety-eight per cent. had never seen the sea. If such were the conditions in parts of London only a few years ago, it can be imagined what must be the limited range of knowledge amongst the majority of children in the primary schools of Travancore. We can best summarise our conclusions on the problem of the primary school curriculum by quoting a passage from the latest report, of the Board of Education, on the primary schools in England.

“What is necessary is that the curriculum of the school should make every use of the environment of the

pupils. It will use one sort of material in a colliery or textile district and another in an agricultural village, where nature supplied living specimens for children to observe, where plants, birds and animals, configuration of the country and its geological characteristics can be studied at first hand, where the weather is not merely an unavoidable inconvenience but a significant phenomenon and where gardening and the keeping of animals can be carried on without difficulty. What is important in each case is that, while the indispensable foundations are thoroughly mastered the work of the school should be related to the experience and interest of the children. Education must be regarded not as a routine designed to facilitate the assimilation of dead matter but as a group of activities by which powers are exercised and curiosity aroused, satisfied, and again aroused."

34. Age restriction and primary classes.—We have already pointed out in Travancore, that very large numbers of children are proceeding to school even under the age of five; and we are definitely of the opinion that, except in places where nursery schools, infant classes and kinder-gartens are organised on proper lines, such young pupils should not be allowed to study at the primary stage. We recommend, therefore, that no pupil under the age of five-and-a-half should be admitted to a primary school. For purposes of compulsion the usual age-range is six to eleven, and we consider that the nearest age to six is the time at which children should start formal education. We therefore, recommend the age-range of five-and-a-half to six-and-a-half as the most suitable age for the first year of schooling. There should be no objection, however, for the minimum age being lowered in the case of admissions to recognised nursery schools or kinder-gartens or to properly organised infant classes attached to the primary classes of English schools. It is sometimes suggested that children under the age of five should be allowed admissions in feeder schools. We are not, however, in favour of this permission being given; because, we consider that special conditions and special teachers are necessary for

children under the age of five-and-a-half and there is no likelihood of the existing feeder schools in Travancore, particularly those in rural areas, being re-staffed and re-organised in the near future so as to be able to handle children of the age-range three to five. One of the outstanding difficulties connected with the age of children and their education in the lowest primary class is the fact that, in almost all areas, admissions to the first class are made, not at stated intervals, but at any moment throughout the year. In consequence, teachers already inadequately trained or untrained and not very capable or anxious to grade young pupils in accordance with their relative progressive or retarded state, are faced with large numbers of small pupils of varying stages of advancement. We recommend, therefore, that admissions to the lowest class and, for that matter to all classes, should be made only at recognised intervals, preferably once a year and in any case not more than twice a year.

35. Kinder-gartens and primary classes of Secondary Schools.—As we have pointed out there are, in certain places, primary classes and kinder-garten classes attached to English schools, and we recommend that such of those classes as are organised on sound lines should be recognised and aided. The opening of kinder-gartens and the attachment of special primary classes to English schools should, we consider, be left largely to private enterprise. But, in the initial stages of the development of such schools, we recommend that Government should open one or two model kinder-garten schools in central places, in order to demonstrate how such institutions can be most successfully worked. While we feel strongly that free primary education should be available for every child in the State, we see no objection to parents, who are willing to pay fees, sending their children to selective primary schools. To this end, we recommend that, wherever necessary, English schools should be permitted to open primary classes and levy fees in them. Similarly, the existing preparatory classes can be retained wherever necessary. We are however strongly against the proposal of the Travancore Retrenchment Committee that fees should be levied in all primary schools. We consider it to be a very retrograde suggestion and we recommend that primary education, including the fifth class, should continue to be free throughout the State. We consider,

in this connection, that the levy of fees in the primary classes of English schools should be contingent upon there being free schools available in the neighbourhood.

36. Buildings, compounds and equipment.—Just as we are of opinion that the existing formal curriculum has altogether failed to connect primary education with the child's natural environments, we are also of the opinion that the present condition and surroundings, of the majority of the primary school buildings in the State, must be having an adverse effect on the physical and mental growth of large numbers of young children. Many school buildings are badly designed, unsightly in themselves, in need of repair, situated in insanitary and unsuitable surroundings and entirely unattractive. Hardly any primary school in the State has even a small garden or the semblance of a garden. Speaking generally, we consider that the present conditions are due not, in the main, to want of finance, but rather to the want of a proper spirit amongst the authorities, the teachers and the children. School repairs presuppose expenditure; but the sum involved is not so large as to cause anxiety. The surroundings of the school may in some cases not be capable of improvement. But, it is our experience that, in the majority of cases, the existing state of the surroundings of the school is due to an entire absence of care for or thought over their condition. High standards of sanitation are not to be expected, particularly in rural areas; but elementary principles connected with sanitation can, if the teachers so desire, easily be adopted under existing conditions. Large school gardens, well-fenced and cared for, may, we admit, present considerable difficulties in the majority of places where there are primary schools. But we have seen, at the same time, a large number of primary schools which have attached to them small plots which could, with little expense, be utilised at least to grow a few shrubs, plants, flowers and vegetables both to brighten the school surroundings and to form part of school studies and demonstrations. Under present conditions, it seems almost contradictory to attempt to teach nature study, hygiene, sanitation, health, etc., in the primary schools. Sitting in ill-ventilated and unhygienic school buildings, the small pupils can hardly be expected to appreciate

lessons on hygiene. Similarly, schools which do not care to grow even a solitary plant in a box or flower pot, let alone care to maintain a small garden, are hardly suitable places in which children can study the beauties of nature and the growth of the plant life. Further, physical training cannot be of much assistance if the whole atmosphere and surrounding of the school is reacting on the physical and mental vitality of the children. Malnutrition is common amongst primary school children: and the want of midday meals, of medical inspection and of remedial care is in strong contrast to the studies regarding personal health which the pupils are expected to imbibe. The provision of mid-day meals, medical inspection and remedial care involve considerable expenditure. But, the general depressing atmosphere of the existing primary school is, by no means entirely due to want of finance. The majority of primary school teachers show no inclination to do the little manual labour which the maintenance of a small garden requires; and they show no initiative in interesting their small pupils in the use and maintenance of such gardens. The majority of the teachers also do not seem to mind whether the immediate surroundings of the school are swept and cleaned, as also whether the inside of the schools are made attractive to the pupils. The putting up on the walls of the school of a few attractive illustrations, drawings, pictures, charts, etc., can be done with the minimum of expense, and in fact, in most cases, can be done by the teacher and the pupils themselves. A visit to any small kinder-garten will illustrate how inexpensive it is to decorate attractively a room for young pupils; but, very few primary schools in the State can demonstrate that anything of this nature has been done. We are not aware to what extent Assistant Inspectors and Assistant Inspectresses have encouraged the primary schools in the direction we have indicated; but in the result there is little evidence of pressure from the authorities. We are of the opinion that the school managements should be made aware, in future, that much more will be expected of them if they are to receive recognition and grant-in-aid and that the departmental schools should lead the way in school improvement. We recommend, for example, that school gardens should be considered, in future, as essential portions of the equipment of primary schools. We are aware that, in some urban areas and

congested places, school gardens may be difficult to develop; but in such cases, some substitute for a garden, such as window-boxes and flower pots must be arranged for. We recommend also that the design which has usually been followed for primary school buildings should be altered. The average building now consists of a completely walled-in room, or set of rooms with wholly inadequate door-space and window-space, and with a mud floor very unsuitable for young children to sit on. Not only is the present design unhygienic but is also expensive; and we suggest that a type-design which admits of the maximum light and air, consistent with protection against sun and rain, should be adopted wherever possible, particularly in rural areas. We have attached in Appendix III, a specimen type-design to show the kind of rural school building which we consider to be more hygienic and more attractive than most of the existing school-buildings. The cost of this type-design is considerably lower than the cost of the present type of buildings. Our proposed type-design provides for a thatched roof and this we are aware is open to criticism. But, when buildings are small, the cost of replacement is not high and thatching possesses distinct advantages where an open building is concerned. The new design provides for concrete flooring.

We consider that considerable simplification of equipment should be permitted in the two lowest classes. Apart from the blackboard and the teacher's table and chair all that is necessary, in our opinion, are mats to sit on and small kinder-garten desks. In the lowest classes children should not be allowed to sit for long periods and the absence of regular desks and benches should therefore cause no harm.

37. Medical inspection and mid-day meals.—The health of the pupils in primary schools should, in our opinion, receive far greater attention than it does at present. We recommend that, as early as possible, Government should introduce medical inspection coupled with free treatment at all Government hospitals and dispensaries. Steps should also be taken to prevent the attendance at school of children who are underfed. School hours may be adjusted, as we have suggested, to enable

pupils to return for meals and in places where schools continue to work during the mid-day hours which should be few, managements must insist on the provision of meals by parents as a pre-condition of admission. If our suggestion regarding the adjustment of school hours is adopted the number of really poor pupils to be provided for, will be limited and we consider that such pupils should be provided for by aid from local authorities and by State aid.

38. **The teachers.**—We have dealt with the question of the training of teachers, for primary schools, in a separate chapter. But, from what we have already stated, it must be clear that the selection and training of teachers is by far the most important factor in the building up of a sound system of primary education. The new curricula and the new methods of teaching which we have recommended, will necessitate a complete reorganisation of the present vernacular training schools and a lengthening of their courses and we recommend that their reorganisation should be undertaken immediately as the necessary precursor of other reforms. Travancore is, at present, faced by a very large number of untrained teachers a pproximately eight thousand in the vernacular schools, who are not merely unqualified, professionally, but most of whom do not possess even the requisite minimum general educational qualification. It will, therefore, take a considerable number of years before it is possible to replace all the unsuitable teachers by suitable teachers; and it will be necessary to continue to accept, for training, existing teachers whose minimum general educational qualifications are unsatisfactory, though a number of elderly teachers will have to be exempted. These teachers will, however, if our recommendations are accepted, have a two-years' course of training instead of the present one-year course. There is no need, however, from now onwards, to recruit any teacher who does not fully satisfy the departmental requirements. Owing to the reorganisation in the schools, there will, for a time, probably, be a surplus of teachers; and, in any case, there is a sufficiently large number of better qualified persons available, to send for training, if additional teachers are required during the period of reorganisation. We recommend therefore that no new license should be issued to a teacher in a primary school, except for a temporary period,

unless his minimum general educational qualification is the eighth standard of a vernacular school, or the fourth form of an English school, and unless he has undergone two years' training in a vernacular training school. In recruiting teachers to the mixed primary schools of the future, no preference should be shown to men teachers; and the staffing of the primary schools, especially in the lower classes, by women, should be definitely encouraged. When the primary schools really function as mixed schools, it is obvious that women teachers will be essential in all schools in order to provide instruction in sewing and music and physical training for the girl pupils. We consider it entirely unnecessary, if the vernacular training schools are doing their work properly, to continue the practice of having separate drawing teachers, separate drill instructors and separate sewing instructors. Ability to teach these special subjects should be part of the qualification of every teacher recruited to a primary school. As far as possible, the same policy should be adopted with regard to music, though it may be necessary, in certain cases, to have special teachers, since music obviously, will not always be able to be handled by the ordinary class teacher. It has hitherto been the practice, in Travancore, only to give training to teachers, after they have already spent a long period of years teaching in the schools. We consider this to have been very unfortunate; and the immediate future is made difficult by the fact that a large number of teachers with long years of service have not yet been trained. We recommend, however, that when these older teachers retire from service, candidates should either be selected, for training, direct or that the candidates for training should only be pupil-teachers who have worked for a maximum of one or two years in the primary schools. Under the present system, a teacher, after ten or fifteen years' work in a school is almost incapable of responding to an intensive training course, whereas a young student comparatively fresh from school will be much more responsive to the new ideas and stimulation offered by a good training school. In Travancore, there seem to be practically no attempts made to hold refresher courses or special classes for the teachers once trained. In our opinion, it is quite essential that the trained staffs of the primary schools should be given opportunities every so many years to attend

special intensive vacation refresher courses to keep them up to the mark and also to make them aware of new ideas in primary education which have developed since they were first trained. We have already suggested that it is unfortunate that, in a large number of cases, the teacher in the primary school is wanting in that zeal and spirit which alone will make the education imparted something live and attractive and which will bring out the real personal interest of the teacher in his school and his pupils. We are fully aware that the primary teachers' position is not altogether an enviable one. But, we think it altogether wrong that personal enthusiasm for work should vary in proportion to the amount of remuneration received or the idealness of the conditions under which work is done. In fact, we consider that a low-paid teacher might well find some consolation from his personal difficulties in throwing himself heart and soul, with a missionary spirit, into the work of his school. However that may be, it is clear to us that the extent of the remuneration and the conditions of work are not by themselves alone responsible for the present absence of spirit amongst large numbers of primary school teachers. As proof of this, we must point to the fact that, speaking generally and leaving a wide margin for exceptions, the better-paid and better-conditioned teachers in the departmental primary schools appear to show less personal enthusiasm and to regard their work more lightly than their more low-paid colleagues in the aided schools. It is impossible to visit a number of departmental schools and a number of schools managed by large private bodies without drawing the deduction that the departmental schools are, on the whole, cold and impersonal and that some private schools have a driving force behind them which is definitely an important factor in the welfare of the schools and their pupils. We are shortly going to discuss proposals in connection with the stopping of wastage and stagnation in the primary schools; and, in that connection, we shall no doubt appear to be throwing further burdens on the shoulders of teachers. But, we frankly consider that, especially with the departmental teacher, there is a definite need for a much broader outlook and for much more application. While we are requiring more from the primary teacher in future, we have also, elsewhere in the Report, made

recommendations to secure, as far as possible, that the primary teacher in aided schools receives larger emoluments and much greater security of tenure. In our opinion, the general objective to be aimed at, in the matter of the teaching staff in primary schools, is to obtain suitable material young, train the teacher adequately and well, send him as far as possible to his own native locality, watch him and assist him by frequent and helpful inspections, revive his interest at stated intervals by short intensive courses in the training schools and safeguard as far as possible his tenure of service, pay and prospects.

39. Compulsion.—We have seen that the primary system in Travancore, like most of the primary systems in India, suffers from an inability both to bring to school the maximum number of children of school-age and to retain at school for a sufficiently long period children who once attend. It has been assumed, though incorrectly so, that the introduction of compulsory primary education would immediately solve most of the difficulties connected with the wastage and stagnation of pupils at the primary stage. It is, therefore, necessary here to point out that, while compulsion, if the law is worked properly, gives a guarantee of attendance at school, it gives no guarantee of education or literacy. We have, in fact, known a considerable number of instances outside Travancore in which, for example, the wastage between class and class in schools of compulsory areas has been larger than the wastage in schools in non-compulsory areas. The child who stagnates in one class for four or five years under compulsion is in no way better off than the child who stagnates for four or five years without compulsion. Similarly, the introduction of compulsion cannot immediately result in satisfactory types of schools, adequate accommodation, enthusiastic and well-trained teachers, suitable courses of study, etc., etc. In order that the introduction of compulsion should not be definitely wasteful, it is, in our opinion, essential that a number of preparatory steps should be taken to see that the conditions in the schools are such that, when compulsion is introduced, it can work effectively. If compulsion were introduced tomorrow in Travancore, it is obvious that students would be compelled in large numbers to attend schools quite inadequately organised to

receive them; and would, in many cases, be instructed by teachers ill-fitted to give them sound education. Before, therefore, we can think of compulsion as the proper remedy for inadequate school attendance, we must realise that the primary course has to be extended to five years, that incomplete schools have to be eradicated or built up, that, in some areas, more school places have to be provided, that, the training schools must be reconstructed so as to send out larger number of better qualified teachers and that the evil of stagnation must be successfully tackled.

40. Stagnation.—While the ground is being prepared for compulsion, we consider that there are a number of persuasive methods which can be adopted immediately which are not now in vogue to any extent in the primary schools of the State. The primary schools in Travancore, in so far as their supervision and inspection are concerned, seem to have been regarded, in the past, as mere institutions, good or bad, almost entirely unrelated to the actual progress of education, as judged by the regular upward movement of pupils and by the regular increase in literacy of the population. We recommend, therefore, that a new attitude should be adopted by the Education Department, and by school managements. While supervising and aiding the primary schools, the first and fundamental thing to look to should be to see whether the individual schools are managing to draw up a sufficiently large number of their pupils to the top of the primary stage, and are, therefore, sending out, each year, a sufficiently large number of permanently literate children. Managements should be made aware that their inability, for whatever reason, to promote children, or, in other words, to give sufficient sound instruction to children to make them deserving of promotion, will be seriously considered by the departmental officers at the time of inspection and at the time of making recommendations for grant. In the case of the departmental schools the question of grant does not arise; but headmasters and their assistants will, we think, be quick to realise that their work as Government servants is going to be judged somewhat from a new angle. We quite realise that teachers will be inclined to say that it is unfair that the blame for the inability of a boy or girl to satisfy a promotion test should be laid on the teaching

staff. To a certain extent, we admit that this is true; but we view the position generally as follows. We have found large numbers of cases in Travancore in which pupils have stagnated for periods varying between two to six years in one class, and other cases in which pupils have taken between seven and eight years to read in two classes. It appears to us, therefore, incontrovertible that either those pupils have not really been attending the school or those pupils have not really received instruction or that those pupils have been mentally defective. In the first case, if the pupils have not actually been in attendance the attendance registers have been falsified and the teachers are clearly to blame, as also, to some extent, the supervising staff. We are naturally not able accurately to gauge the extent to which attendance is being falsified; but, we believe that the attendance of pupils is much more irregular than the monthly returns from schools show. To lay the responsibility for this, on the teachers and on the supervisors, is not, therefore, in any way unfair. The second case is the case of pupils attending school but being so neglected as practically to go without instruction. It needs no argument to prove that a teacher is not worthy of his post if he cannot, after a period of two whole years, make a normal child fit for promotion to another class. The blame for this kind of stagnation, therefore, clearly, and in no way unfairly, rests on the teachers. The supervising staff must, to some extent, share this blame also, since we can only say that the stagnation of pupils without proper instruction seems to have been viewed with almost complete complacency by the Inspectorate and the authorities. We have numerous instances of teachers being punished for various reasons, and large numbers of instances of grants being withheld from aided schools for reasons connected with equipment, accommodation, etc., but, we know of no instance where the teachers have been punished for allowing the children, committed to their care, to go without any adequate instruction, nor do the aided schools appear to have been penalised for this palpable breach of faith. In the third case, the teachers cannot be blamed for the existence of unfortunate mental defectives. But, the number of mental defectives cannot be very large, and will not, therefore, greatly affect the problem. Apart from the actual mental defectives, there are, naturally, a

number of children of retarded physical and mental growth, such retardation being generally only temporary. The teachers and the Inspectorate do not seem to have been taking proper steps to group these children so that they can receive special attention and not remain for long years being constantly passed in promotion by normal and healthy children. Speaking generally, therefore, we feel there is nothing unfair in a proposal which will demand that those who are paid to teach and supervise should actually show satisfactory results, class by class and year by year. The enthusiastic teacher, with forty pupils to his care, will take an individual interest in each pupil and will strive his utmost to see that the large majority of his class are, within one year, made fit for promotion; and we desire to see that the primary schools of Travancore State are, as far as possible, staffed by such a type of teacher. Indifference, slackness and want of personal interest naturally tend to occur when grant-in-aid, pay, promotion, etc., are not involved and more particularly when the supervising authorities, themselves, do not, seem interested as to whether children go steadily up the ladder or remain educationally unfit. The extent to which children stagnate in individual cases, and the extent to which large sections of classes are not promoted each year find no place, at present, in the inspection reports of Assistant Inspectors and Assistant Inspectresses. We, therefore, recommend that the instructions to the subordinate inspecting staff in this regard be implicit and that the inspection report forms be altered so that the question of stagnation becomes a prominent feature of every Inspectorial visit. There is one aspect of the problem of stagnation which we regard as exceptionally important. In very many cases the parents who send their children to the primary school make real sacrifice by so doing. Agricultural, industrial and domestic labour begin at a very early age in India; and there are a number of well-known difficulties in the way of the poorer classes of the community sparing their children for schooling for five hours on each of five days of the week. Such being the case, it is not unnatural that parents so situated should develop a positive resentment against primary schools which take their children and keep them for a number of years and then send them back in no way more educated or more literate than

when they first went to school. This resentment added to a natural reluctance amongst certain classes of the people to obtain education is likely to make the position more difficult in future; and it will scarcely be equitable to enforce compulsion if primary education continues in its present state.

41. Wastage.—When we come to the problem of wastage the remedies are harder to find and more uncertain in result. While it is generally believed that the school-going habit has been more fully acquired in Travancore than elsewhere, the figures we have given in this chapter show that thirty per cent. of the children leave school before the second class is reached, forty per cent., before the third class is reached, sixty per cent., before the fourth class is reached and that the numbers in the fifth class are only twenty per cent. of the original admissions. Part of this wastage includes those who stagnate and part of it also it may be assumed, in the absence of a proper system of checks, includes those who later return to school. But, in rural areas in particular, it is still true to say that a very large number of children are attending school for such short periods that there is no possibility of their benefiting by their stay at school. As we have indicated in our discussion regarding incomplete schools, there are many who think that attendance at school for a short period of time is better than no attendance at all. We are not concerned with whether attendance at school for a short time may or may not inculcate certain habits of discipline, cleanliness, religion, etc. We are only concerned, at the moment, with the question as to whether such pupils have had their intelligence developed and have been given the ability to read and write. Experience all over India and in Indian States has definitely proved that, even in the case of children who have reached the fourth class there is grave danger of their relapsing into illiteracy. The special report on primary education in Mysore, for example, gives detailed statistics, made after the most careful local enquiry, to show how many pupils, who had read for a stated period in local village schools, relapsed into illiteracy. The position in Bengal where the primary schools make scarcely any contribution to literacy at all, confirms this experience; and the recent report of the Census Commissioner in Travancore shows that,

after a careful examination of figures, not less than thirty per cent. of the children, from the fourth class of primary schools in this State, relapse into illiteracy. If these experiences and deductions are any way accurate, we feel utterly incapable of believing that students, who read in primary schools for only one year or two years in the lowest classes, have, except in the very rarest cases, any conceivable chance of being made literate.

In order to devise methods other than compulsion, to stop wastage, it is necessary to analyse the reasons why children leave school. Children are withdrawn from school in order to assist in domestic or other work. Children are withdrawn from schools owing to the poverty of their parents, or owing to the indifference of their parents. Children withdraw from school also in order to proceed to other schools. In some cases, children are withdrawn from school on account of marriage or on account of ill-health. In many cases, children are withdrawn from school, because they have already passed school-age, having been entered at school very late. In a few cases, children are withdrawn from school on religious grounds, or on the ground that the school does not provide suitable or adequate education.

There are a variety of ways by which attempts can be made to prevent the various classes of withdrawals from schools. The largest class is undoubtedly those children who are withdrawn in order to be used in some form of work or other. We consider it essential that the position of the parents of such children should be appreciated, and that the Education Department should co-operate much more intimately with such parents in the matter of the arrangements connected with schooling, than it does at present. Although the rules, at present, permit, for example, the adjustment of school hours and school days to local needs, in our experience, practically no such adjustment takes place. Throughout the year, children are expected to be at school between the hours of ten and four. We feel fairly confident that, if these hours were changed in such a way that the children, while receiving schooling, would also be available for a limited number of hours of work in the day, the wastage would be considerably lessened. It is not possible to generalise for the whole

State ; because the hours which will suit one locality may not necessarily suit another locality ; but, we recommend that, after an examination in each local area, school hours should be adjusted in order to meet the admitted needs of the children of a large class of parents. In this connection, however, we think, it ought to be understood that, as far as possible, the children should attend school first and only be set free for domestic and other labour afterwards. This will necessitate, in the majority of cases, the schools working in the morning. On the whole, the working of the primary schools in the morning, for example, from 7 a. m. to 11 a. m., will, in most places, be a suitable change even from other points of view. The greatest heat of the day will be avoided, and the position of little children working all day without any mid-day meal will also be avoided. We consider, however, that the rules regarding school hours should be made as flexible as possible ; and we are quite prepared to see the number of hours of study per day reduced if it becomes necessary. We see no objection also if the number of working hours per day is reduced, to the number of working days being increased. If instruction in primary schools is satisfactory, it should be easily possible to get through the curriculum with a much shorter day than a five-hour day. And, in places where there are difficulties in retaining pupils at school, it might, for example, be a great help if the schools work for three-and-a-half hours a day on six days in the week instead of working for longer periods on five days in the week as they do at present. The children withdrawn from school on account of the poverty of their parents are mostly in the same category as the children who are withdrawn for work, except that we are informed that a few pupils are so entirely poor that they feel ashamed to go to school practically without clothing, without any equipment and without proper feeding. In regard to the latter class whose number, fortunately, cannot be large since no fees are levied in primary schools, we consider that it is either the duty of the State or the duty of local authorities to provide small financial assistance. It is obviously extremely undesirable that any set of pupils should be denied primary education on the grounds of poverty and poverty alone. Pupils who are withdrawn from school owing to the indifference of their parents are, in the absence of compulsion,

the most difficult class to deal with. There are, of course, included in this group, a number of pupils who, in spite of their parents, manage one way or another to evade schooling. We have already explained how, in our opinion, it is one of the duties for which a school-master is remunerated, personally to interest himself in each of the pupils in his class; and we consider that this interest should be extended to the reasons which govern the withdrawal of a pupil from his class. We have examined the registers of a number of primary schools and we find that in practically all cases, when a student is absent for a prolonged period, his absence is simply noted, and that when a student is withdrawn altogether from classes other than the fourth, an entry 'left' is merely made in the register. No steps are being taken to make enquiries as to the cause of the pupil's prolonged absence or as to the cause of the pupil's withdrawal or as to whether the pupil has proceeded to another school for education elsewhere. In our opinion, this impersonal attitude is largely responsible for the high wastage in the primary schools. In the majority of cases, the children in primary schools live comparatively close to the school and it should be in most cases fairly easy for the class teachers to visit the parent's houses and discover for themselves the actual reason for the withdrawal and in addition, in cases of indifference, to persuade the parents to send their children back to the school. This personal touch will further enable the teachers to meet any of the difficulties which parents may have and to suggest, for example, the adjustment of school hours and school days, if such adjustments will enable the children to come back. We recommend that, in all primary schools, registers should be maintained showing the addresses of the parents or guardians of pupils, that a number of parents and guardians should be allotted to each teacher, and that, whenever necessary, visits should be made to the parents' or guardians' houses. The majority of primary schools are not large; and the labour involved to the teachers will not be such as to make the scheme unworkable. If the personal interest of the teacher can be stimulated, we feel sure that the attitude of the parents and guardians to the school will also undergo considerable change. As things are at present, the schools

are almost entirely out of contact with the parents except in a limited number of cases when small annual parents' gatherings are held. There are certain classes of the community, particularly the depressed classes, who have greater difficulties to face, in the matter of remaining at school, than other classes; and we consider that there are further steps which might be taken to retain such pupils at school; but steps which must necessarily be limited to areas in which the difficulties are recognised as extreme. We have dealt with these proposals in the chapter on Depressed Class Education.

A further class of pupils, who withdraw from school are the pupils who proceed to other schools. The extent of their numbers is at present largely unknown, the transfer of pupils to other schools being only noted when pupils proceed from the fourth class to the fifth class or to the preparatory class. If any accurate picture is to be obtained of the number of children who are leaving a school and not obtaining further education, it is essential that the school registers or leaving certificates should indicate clearly whether a pupil has gone to another school or not. The introduction of a simple transfer certificate showing the school which a pupil has left, and the obligation on the part of the new school, to which he proceeds, to inform the first school will, we think, produce a more or less accurate record of the number of such students in any local area. The number of children now-a-days withdrawn from school on account of marriage must be very small; and, in any case, such children will be largely accounted for in the group of those who are withdrawn since they have already passed school-age. We have already described the manner in which the primary schools should mainly make provision for children of school-age and not for those of an age either below or above school-age; and if the steps we have recommended become in any way effective, gradually in the future, the State will have a system of primary schools in which children are entering at the age of five-and-a-half, and the majority of them are being passed out of the fifth class at the age of eleven or twelve. When such a time is reached, the question of the withdrawal of children for marriage or their withdrawal because of their age will practically be eliminated.

The number of children who are withdrawn from school on religious grounds must also be very limited. Almost all communities in the State are willing for both their boys and girls to remain at school for the full primary stage. But, there are certain instances like, for example, the case of some Mahomedan girls, who may find a difficulty in attending co-educational schools after the age of nine, or even in attending separate schools up to the age of eleven.

The last group of children to whom we have referred is the group who are withdrawn because of the inadequate education provided. Judging by the condition of some of the primary schools in the State, there must be quite a considerable number of parents who have realised that no real gain is to be obtained by sending their children to such schools. We can only hope, in this connection, that the general proposals we have made for the reorganisation of schools and for the elimination of the inefficient schools will, if adopted, remove the possibility of children being kept from school on the grounds of the inadequacy of the education offered.

42. Children not in school.—In addition to the wastage caused by pupils withdrawing from school, there is the even larger waste of pupils of school-age who do not attend school at all. While we have had reason to complain of the absence of personal interest of the teacher in his pupil, we find that practically no attempt at all is being made by the school managements, by the teachers and by the Inspectorate to bring into school, by persuasive methods, the children not in attendance. The teachers, the managements and the Inspectorate are not even in a position, at present, to state how many children of school-age in the local area are at school or how many children of school-age are not at school. Even without the application of compulsion, we are of opinion that there are a number of ways in which this form of wastage can be reduced.

At present, neither the school teachers nor, apparently, the inspecting officers are concerning themselves with the number of children of school-age not at school in any particular locality. We consider it a fundamental part of the duty of inspecting

officers to know exactly the number of boys of school-age and the number of girls of school-age in any area and to know also to what extent these children are in attendance at school. Similarly, we consider it essential that the schools themselves should have an accurate knowledge of the number of children of school-age in the areas surrounding the school. For this purpose, we recommend that, in every primary school, a register of the names and addresses of all children of school-age in the school locality should be maintained. In order to maintain this register satisfactorily, it will be necessary for the teachers to do a house-to-house canvas, from time to time, of the houses in the area, and to get details of the age and condition of all children. We may point out that such a system has been working satisfactorily in several areas in British India, where compulsory education has been introduced; and we see no reason why it should not also be of assistance in areas where compulsion has not yet been introduced. Just in the same manner as teachers will be able to use persuasive methods in connection with children who have been prematurely withdrawn from school, so they will be able to use persuasive methods to get children to school who have hitherto had no schooling. The efforts of the school teachers alone may not, however, be sufficient, and the inspecting staff should also, wherever possible, visit parents and guardians who have not hitherto sent their children to school. We further think that the co-operation of the educated local public, wherever it exists, should be sought to assist in this endeavour to bring all children of school-age under instruction; and we recommend that Government should take steps to nominate, in as many local areas as possible small local committees of persons, interested in local education, whose main duty will be to assist the school and educational authorities in so adapting school days and hours and in using such persuasive methods that all local parents will be persuaded to send their children to school. We are aware that local committees for primary education were instituted as far back as the year 1897, were abandoned for a time and again revived in 1907, and that, after a period of time, these committees were reported not to be functioning well and were abolished. We consider, however, that there are, in Travancore today, probably, a larger number of persons in rural areas interested in

the advancement of mass education than there were twenty-five years ago; and we are hopeful that, if the experiment is repeated in a slightly different manner, it may prove successful. There must, for example, be, in many rural areas, retired educationalists who would be glad to assist in the supervision of school attendance and who would accept honorary work of the kind we have suggested. We consider that, unlike 1907 Boards, the new Boards should be concerned only with school attendance and questions regarding the attraction of pupils to school and their retention at school. Each Board should not exceed six in number and should be entirely nominated.

While we have suggested that the difficulties of certain classes of parents should be met by an adjustment of school days and hours, we realise that the problem of getting children to school is more difficult when it comes to large classes of children who are in paid employment in factories and industries and who are not merely used at home for domestic work or for tending cattle, etc. As we have explained, we do not consider that, for several reasons, the time is yet ripe for the introduction of compulsion in Travancore. But, we see no reason why the Government should not by legislation prevent the employment of children of school-age in factories and in industrial work during the hours of the day in which primary schools function. We are aware that there are already State regulations regarding the employment of young children in factories, but they do not appear to be effective.

43. Closer supervision.—We have made recommendations for the reorganisation of the inspectorate earlier in this report and we hope that if our proposals are adopted, better and closer supervision will result. But whether a reorganisation of the inspectorate is adopted or not, we consider that the ineffectiveness of much of primary education can only be negated by frequent visits to schools by the inspecting staff. Assistant Inspectors should be required to visit every school in their areas at least twice in the year and constant surprise visits should also be made. In order to make this possible, the Assistant Inspectors' office work should be lightened by an alteration in the system of

returns and by the introduction wherever possible of a system of quarterly payment of grants. Assistant Inspectors should spend longer periods than they do at present away from their headquarters and should arrange to do a considerable amount of their routine correspondence from camp. Much closer and more frequent contact with the schools and the public are clearly needed if supervision is to be helpful and effective.

It will be seen that, generally speaking, our recommendations, regarding the prevention of wastage, centre round the personal keenness of the teachers, the authorities and the local public; and, in our opinion, the improvement and extension of education in the State depends, not so much on the provision of additional financial resources as on the insistence that every individual connected with education should place the maximum amount of energy and enthusiasm at the service of the State. Most of the irregularities and the wastage in primary education at the moment are due more to indifference and inefficiency than to insufficiency of finance. In fact, there is no stage of education at which the Government is getting less value for money than the primary stage; and the amount of money spent directly by the State on primary education is, so far from being low, disproportionately high.

44. Adult education.—In considering the condition of mass education in the State, we have to take into account what is being done in the field of adult education. In most countries, adult educational work consists of keeping educated persons, amongst the masses particularly, in touch with modern knowledge and in providing them with opportunities for further study and for home-reading. In India however, such a large proportion of the population of adults is illiterate that the idea of extension work amongst adults cannot very easily be entertained until the adult population is more literate. Adult education, so called in Travancore, for example, consists merely in the provision of a number of night schools for adults. Even this is not altogether an accurate statement, since we understand that a number of young children also read in the existing night schools.

The following table shows the number of night schools in 1107 and their strength:—

Departmental	..	Nil.
Aided	...	27
Total strength	...	750

We can make no claim that the above statistics are accurate. It has been impossible for the Committee to obtain an accurate picture of the extent of the provision of night schools, since, while the latest report on Public Instruction states that there are only twenty-seven night schools in the State, the printed list of schools for 1107 shows as many as sixty night schools; and even the printed list does not always accurately distinguish between an ordinary primary school and a night school. It is however, certain that the extent of the provision of night schools is not large. We have not had opportunities to examine in any great detail, the conditions of these night schools; but we have it in evidence that they are generally unsatisfactory; and it can safely be assumed that if great difficulty has been felt in properly supervising the ordinary day schools, even greater difficulty must have been felt in supervising the night schools, so that, if the condition of many primary schools, as we have pointed out is deplorably bad, it is likely that the condition of night schools, generally cannot be very satisfactory. In fact, experience, in other parts of India, has led to the view that aided night schools, organised in the same manner as ordinary primary schools, must lead to irregular working, and, in many cases, to the existence of bogus institutions. In the Punjab, this form of night school has been abolished for some years past; and, in Madras, recognition and aid has recently been withdrawn from large numbers of such schools. In our opinion, if adult education is to be made satisfactory, it is necessary that, in all cases, adult educational classes should be attached to suitable schools for general education under conditions which will ensure that the adult classes will, in no case, be irregular or bogus. We feel that while independent night schools have little chance of doing work on satisfactory lines, adult classes attached to stable institutions, already known to be satisfactory day schools, will, in most cases, function successfully. We think, therefore, that, as far

as possible, adult classes should be attached to middle schools; but, in any case, they should not be attached to any school of a less status than a complete primary school with five classes. The expense involved in attaching adult classes to existing schools is less than the expense involved in giving separate grant-in-aid to independent night schools, since, in the former case, the teachers of the ordinary school can, for a small extra remuneration, be used as adult school teachers also. In cases where, for example, as we have recommended primary schools work only for a portion of the day, it will not be difficult for the teachers to do an additional two hour's work in an adult class in the evening or at night. In fact, teachers are likely to welcome a small addition to their already meagre pay. Efficient adult classes can also be obtained by attaching, as we have suggested in the chapter on the Training of Teachers, adult classes to the vernacular training schools. While we would welcome a large extension of sound adult educational work in the State, we must point out that adult education work can, under present conditions, only be regarded as a minor means of reducing illiteracy. The proper place for sowing the seeds of permanent literacy in the State is the primary schools, and, while efforts must be made to smeliorate the condition of the present generation of adults, it is essential that the major portion of the effort and expenditure in mass education should be concentrated on the improvement of the primary schools. Adult educational work is an integral part of the general work of rural reconstruction, and we are recommending an extension of State assistance for such work.

45. The library movement.—The prevention of lapses into illiteracy can best be done through the library movement and we recommend that immediate attention be paid to the provision of rural school libraries and that these libraries should be made available both for school children and for adults. The system of the affiliation of rural libraries to central libraries should be widely extended and the travelling library system should be introduced as early as possible.

46. Rural reconstruction.—As we have shown throughout this chapter, there is much to be done, from many points of

view, to improve the primary schools in the State. While such is the case, we hesitate to make further suggestions regarding primary schools and the work of rural uplift. In what we have to say, therefore with regard to the relationship of the village school to village life, we want it to be clearly understood that the schools must first be thoroughly improved on their strictly educational side before they can be asked to function in a wider manner. In our opinion, however the aim of making the village school the unit of rural reconstruction in the future should be steadily kept in mind. In fact, any well-worked-out programme for the spread and improvement of mass education must, we consider, be closely connected with rural community work generally. The school building, with its educated and trained teacher, is the obvious point from which to radiate propaganda in connection with sanitation, public health, co-operation, agricultural improvement, etc., and in any future developments the village schools should be the centre for lantern lectures, portable cinema shows, local exhibitions, lectures, travelling libraries, and perhaps even the radio. The now-well-known methods which were adopted under enthusiastic guidance at Girgaum in the Punjab, have demonstrated what village teachers and pupils can do in order to improve conditions of rural life; and we think we are not over-optimistic if we recommend that wherever possible, in the future, the rural schools in Travancore should be gradually developed along lines which will permit them to function in a similar manner. In order to obtain this end, however a much greater co-operation of effort is needed between the various departments and organisations which are directly or indirectly interested in rural reconstruction work. In Travancore, there would appear to be little co-operative effort between the departments such as the Co-operative Department, the Public Health Department, the Revenue Department, the Agricultural Department, the Industrial Department and the Education Department. It is true that one department occasionally consults another department. But, there are few occasions on which there are joint conferences to see how far the lines of development are similar or how far joint action will increase the pace of progress. We recommend, therefore, that a Central Rural Community Board should be established having as its members the heads

of the various departments, the Secretary of the Public Library, the Protector of Depressed Classes and other concerned officials, and, in addition, the representatives of such organisations as the Y. M. C. A., the Y. W. C. A., the Boys Scouts, the Girl Guides, and the Red Cross Society, etc. Such a Community Board should, after a short period of experience, be in a position to do much to co-ordinate the efforts which are being made to improve rural conditions and should also be able greatly to assist the Education Department in its new aim for its primary rural schools. It should also be able to direct and co-ordinate widely extended propaganda work regarding sanitation, public health, education, improved agricultural methods, co-operation etc. It should further ultimately be able to promote and encourage men's institutes, women's institutes, parents' societies, thrift societies and the various other rural social welfare activities which are to be found in some Provinces outside Travancore, and in many countries outside India. We recommend that the Board should be provided with funds for special purposes such as the extension of the library movement, the provision of meals for poor pupils, the amelioration of the depressed classes, the encouragement of village athletics, etc. We have referred a number of times to the work which the rural school can do. We have not intended by these to exclude from the various activities we have mentioned the schools in urban areas. But, since the majority of primary schools are in rural or semi-rural parts, efforts will naturally mainly be concentrated on the rural areas.

47. Teachers' Associations.—The position of the primary school teacher in relation to his pay, security of tenure, etc., has been discussed elsewhere. But, in any scheme of reform the quality of the teacher is the turning point either to success or failure; and our recommendations in this chapter have, we are afraid, tended to increase rather than lessen the importance of the teacher and his work, and also to some extent his burdens and responsibilities. Such being the case, we desire to reiterate the fact that in our opinion, it is absolutely essential that the teacher, particularly the teacher in the aided primary schools, should be far more safe-guarded in the matter of his pay and prospects in the future than he is at present. We consider that

It cannot be a coincidence that, while the position of the primary school teacher is probably more unsatisfactory in Travancore than in the majority of provinces in India, there exists, in Travancore, neither in the State as a whole nor in local areas, any well-organised teachers' association either confined to the teachers in primary schools or including all grades of teachers. We are aware that there is a central teachers' association for all Travancore; but after examining its working and its membership, we find that that association has very few nominal members and still fewer members from the aided primary schools, and that it has not, to any extent, assisted in the protection of primary school teachers. We are also aware that, in most local areas, the primary school teachers join with the secondary school teachers in monthly meetings of so-called teachers' associations; but, we understand that these associations concern themselves only with teaching methods and school organisation and in no way help the teachers either to a mutual understanding of their personal difficulties or to better relationships between the managers and the teachers. We consider that a strong teachers' association would not merely give the primary school teachers the opportunity of expressing in moderate terms their genuine difficulties and grievances, but would also enable the primary school teachers to acquire self-respect and a feeling of solidarity which they are not always able to obtain now. We feel sure that most managers and the Education Department itself would welcome the establishment of recognised and well-conducted teachers' associations from which they may receive the representations of teachers regarding the position of teachers generally and also their views on matters of educational policy. Considered representations have more weight than isolated complaints; and sober representations made after joint discussion should deserve the careful consideration of managements and the Department. We have no desire to set up bodies of persons who may be regarded as obstructive to their managements; but, at the same time, we feel strongly that the position of the teachers in the primary schools is such as to necessitate an opportunity being given to them to voice their views on all important matters connected with mass education including the conditions of service of the teachers themselves.

48. The establishment of local bodies and the introduction of compulsion.—In the chapter on control, we have discussed the question of the setting up of local bodies for general purposes and for the care of primary education in particular. We are not satisfied that the setting up of *ad hoc* committees such as are to be found in some provinces in India is the best means of furthering mass education. In our view, Government should, as soon as possible, provide for the establishment of local bodies in all non-municipal areas, and, when such bodies have established themselves as units of local self-government, entrust them with a large measure of responsibility for primary education in the State. When this has been done, it will then be possible to provide for the establishment of education committees of municipalities and local bodies, the transfer of the management of departmental primary schools to such committees, the raising of an educational cess by municipalities and local bodies, and for the introduction, after a period of time, of compulsion for all boys and girls of school-age. We have already explained why the immediate introduction of compulsion will not be effective. We realise, however, that there will necessarily be critics who will complain that the rate of progress is not fast enough and that such measures, as the transfer of schools to local bodies and the introduction of compulsion should be adopted at once. We are not, however, deterred from our belief that it is necessary to undertake reconstruction slowly but surely. With the exception of a limited number of municipalities, there are no local bodies at present, in Travancore, ready to be entrusted with the care of education and it is not, therefore, as if Travancore was already possessed of local self-government machinery such as is found in British India. By comparison with British India, however, Travancore need not be alarmed at some delay in the introduction of compulsion, since she already has a much larger proportion of her children under instruction than that of the provinces in British India.

CHAPTER IV.

VERNACULAR EDUCATION.

1. **High and Middle Schools.**—In Travancore State, vernacular education, so called has been kept distinct, at the secondary stage, from English Education. Above the primary stage, there are two hundred and eighty-five vernacular middle schools and eight vernacular high schools. It is a little difficult to obtain a complete statistical picture of these schools, since, while the majority of them have classes from one to seven, in the case of vernacular middle schools, and classes from one to nine in the case of vernacular high schools, several of the vernacular middle schools have no classes below the fifth, and three of the vernacular high schools have no classes below the eighth.

2. **Vernacular High Schools.**—The following tables show the number and strength of vernacular high schools for boys and girls :—

		Vernacular High Schools			
		Departmental		Private	
		Boys	Girls	Boys	Girls
Number		4	1	2	1
Strength	Eighth class	316 (82 girls)	22	82 (8 girls)	25
	Ninth class	404 (95 girls)	20	87 (18 girls)	26

It will be seen that the total strength of classes eight and nine is only nine hundred and eighty-two, of whom seven hundred and eleven are boys and two hundred and seventy-one are girls. The total strength in classes eight and nine in boys' schools is

only eight hundred and eighty-nine, and in girls' schools only ninety-three. The following table shows the strength of these classes during the past eight years : -

Strength in classes eight and nine.			
Year	Boys	Girls	Total
1100	309	216	525
1101	331	195	526
1102	328	180	508
1103	343	203	546
1104	402	228	630
1105	474	266	740
1106	548	227	775
1107	711	271	982

The number of vernacular high schools is so small and their strength so comparatively poor, in relation to the other provision for secondary education, that the vernacular high schools in the State appear to represent a kind of isolated form of secondary education leading in no particular direction. It is true that the standard of attainment, in the vernacular, in these schools is reported to be good, and that they show an immense improvement on the standard of attainment at the vernacular school final stage. It is also true that their main function would appear to be to supply a better quality of material, for recruitment to the schools, as teachers, and to the vernacular training schools, than the vernacular school final passed candidates. But, the numbers passing out of the vernacular high schools are so small and the number of vernacular high school passed candidates recruited to the schools is also so small that, unless the number of such high schools were to be largely increased, there seems to be little justification for their continuance. Candidates who have read in English schools now compete in considerable numbers, with

students from the vernacular schools for employment as teachers in the vernacular schools. There are already seven hundred and eighty-nine teachers with the E. S. L. C. or higher qualifications employed in the vernacular schools. As we have pointed out in the chapter on the Training of Teachers and in the chapter on mass education, the existence at present of an enormous number of untrained teachers in the vernacular schools, particularly in the aided schools, requires an immediate and large increase in the number of vernacular training schools. And, taken in conjunction with our other recommendations regarding the required minimum general educational qualifications of newly recruited teachers for the vernacular schools in the future, we have recommended the transformation of the existing vernacular high schools into vernacular training schools. It is not necessary, therefore, in this chapter, to discuss the future of the vernacular high schools further.

3. Vernacular Middle Schools.—The position of the vernacular middle schools, however, is quite different; and they represent a very large proportion of the provision of education at the secondary stage in the State. Further, the State itself is providing, by direct management, more than fifty per cent. of the vernacular middle schools. A large portion of the State expenditure on departmental schools is spent on vernacular middle schools; the total cost to Government on departmental vernacular high and middle schools in 1106 being Rs. 8,53,502. From the evidence we have had, it seems to have been generally supposed, in Travancore, that these vernacular middle schools represented a peculiar feature of education in the State as distinct from the systems of secondary education elsewhere; and there has, in recent years, in Travancore, been very considerable discussion as to whether this class of school was satisfactory or not. In this connection, we must point out that, whatever may be differences in the condition and curriculum of the Travancore vernacular schools from other schools elsewhere, 'similar schools, that is to say, similar from the point of view of the number of classes in the schools, exist in almost all the provinces of British India. The length of the courses in such schools, however, varies from six classes to eight classes. We mention this fact to show that

Travancore is not alone in its creation of vernacular middle schools as distinct from English secondary schools. We consider this an important point in connection with the very general demand from the public of Travancore that vernacular schools and English schools should be amalgamated, apparently in the belief that the so-called Anglo-vernacular schools are the common feature of other provinces in India. The structure of the vernacular middle schools in Travancore is, therefore, not peculiar; but, at the same time, it is difficult to say that these vernacular schools, in Travancore, constitute any particular, definite aim or objective, in the scheme of education, or possess characteristics which render them peculiarly suitable for attaining a particular object. If a study is made of the vernacular middle school system elsewhere—for example, in Bombay, the United Provinces and the Punjab—it will be seen that, to varying degrees and with varying success, the schools are working to a particular and definite end.

4. **Aim of the schools.**—Viewing the system of vernacular middle schools in Travancore, however, we find it difficult to appreciate exactly what their objective is. The Report of the Director of Public Instruction, for the year 1106, states:

“The comparative cheapness of vernacular education, bringing it within the means of the poor, combined with a system of liberal fee concessions to backward classes, has not merely attracted to the primary classes vast numbers of pupils of the appropriate school-going age, but it has helped to keep as many of them as become eligible for promotion within the vernacular middle school till the course of instruction for seven years is completed. The result has been that the benefits of the instruction imparted in vernacular schools have been less easy to efface when the pupils go back to their homes; and there has not been the same tendency to lapse into illiteracy that has been noticed in other places where education stops with instruction extending over a short period of two to four years.”

It would appear from this statement that the general aim of the schools has been the very laudable one of strengthening the primary system so as to obtain a greater assurance of widespread literacy through extending the primary course from four to seven years. Unfortunately, while we admit that the existence of so many vernacular middle schools has, naturally, increased the number of literates in the State, the schools, on the whole, do not, from two points of view, appear to be satisfactorily achieving their objective. The following table shows the number of pupils in class one of vernacular schools in the year 1101, and the number of pupils who reached the seventh class in 1107:—

Strength in class I ...	1,41,457	1101 M. E.
Strength in class VII ...	12,418	1107 M. E.

We have already given figures in the chapter on Mass Education, to show, contrary to general expectations, how large the wastage is in the general system of vernacular education. And the above figures show that, for every hundred students who entered class one in 1101, only eight appeared in class seven in 1107. It cannot, therefore, be argued that the vernacular middle schools have largely prolonged the school life of primary school pupils. Further, the curriculum adopted in the vernacular middle schools would appear to be largely out of keeping with the needs of education at the primary stage, and would not appear to justify the supposition that the schools exist merely as a strengthening and an extension of primary education, rather they would appear to be secondary school classes parallel to the English middle schools intended to meet the needs of the poorer classes of the community who cannot afford to obtain literary education in English schools. Whatever may have been the original intention of the schools, the vernacular middle schools, at present, would appear to be falling, so to speak, between two stools. They cannot be regarded as representing an effective and satisfactory form of extended primary education, nor can they be regarded as a desirable and suitable substitute for English middle school education. With the exception of the fact that the medium of instruction is the vernacular and that English is optional, they appear to have no features which would render their work suitable for the completion of a primary stage which aims both at

ensuring literacy and at providing a type of education especially devised so as to meet the needs of young children who, in the main, will turn to hereditary and manual occupations for their subsequent means of livelihood. As extended primary schools, they are, almost entirely, unsatisfactory. The course of study is purely literary and covers practically the same ground as the courses in the English schools. No vernacular middle school attempts to give any rural or industrial bias; and the schools have no practical work of any kind, and, consequently, no pre-vocational bias of any kind. It is true that agriculture and nature study are included in the syllabus for vernacular middle schools. But, in practice, agriculture is not taught, and, in any case, the teachers are not trained to teach agriculture. In the great majority of cases, the teaching of nature study is confined to the explanation of diagrams in the text-book and is wholly unconnected with the actual observation of nature; and hardly anywhere are school-gardens of any kind available for demonstration or for practical work by students. The teaching of the other subjects of study in the vernacular middle schools is entirely formal; and no attempt has been made to introduce methods of teaching which would connect the pupils' study with the conditions of life either around the school or to which primary school pupils would ordinarily revert at the end of the primary course. Lest we be misunderstood, we must mention that manual training is included in the syllabus of a number of vernacular middle schools. But, the term is entirely a misnomer, since, in no vernacular school in the State does manual training consist of more than clay-modelling and paper-folding. The present clay-modelling and paper folding may, perhaps, suitably find a place in kinder-garten and infant classes; but, in its present position in the vernacular middle school, with the title of manual training, it cannot but savour of the ludicrous. In effect, the whole trend of education in the vernacular middle schools is towards literary education similar to, but far less satisfactory than the literary education of the English schools. The trend is thus definitely away from the needs of pupils, who will, in the main, have to look to manual or artisan labour as their means of livelihood, and definitely towards channels of employment which will not require manual dexterity. If the vernacular

middle schools, therefore, have to be regarded as schools which impart a form of education which leads pupils to expect new and superior types of employment, they, unfortunately, equally fail to satisfy such an aim. It is admitted on all hands that the standards obtaining in the highest classes of the vernacular middle schools are extremely unsatisfactory and that the quality of the student who appears for the school final examination is distinctly low, with the unfortunate result that the majority of students who read in the seventh class would appear to have lost their wage-earning capacity as literate manual workers and at the same time not to have reached the standard of education which fits them for suitable non-manual employment. Large numbers of passed vernacular school final students, the great majority untrained, have been recruited as teachers in primary schools; and we consider that the low standard of their general education has been largely responsible for the ineffectiveness of much of the effort in primary education in this State. As we have explained in our chapter on the Training of Teachers, in our opinion, a seventh class student is quite unfitted for direct recruitment to a primary school. Yet, the system has been such that very large numbers of passed vernacular school final students are still pressing for employment as teachers in the primary schools.

5. Vernacular School Final.—Judged by the vernacular school final examination results, the standards attained in the seventh class must be very low indeed. We give below a table to show the number of candidates who appeared for and the number of candidates who passed the vernacular school leaving examination between the years 1928 and 1932.

Departmental schools.

Year.	Number of boys.			Number of girls.		
	Presented.	Passed.	Percentage.	Presented.	Passed.	Percentage.
1928	2,870	855	29·7	725	219	30·2
1929	3,171	901	28·4	707	198	28·0
1930	3,794	983	26·9	775	173	22·3
1931	3,510	1,051	29·9	687	127	18·4
1932	3,555	954	26·8	746	190	25·4

Aided schools.

Year.	Number of boys.			Number of girls.		
	Presented.	Passed.	Percentage.	Presented.	Passed.	Percentage.
1928	526	156	29·6	330	131	39·7
1929	690	156	22·8	578	102	25·9
1930	751	186	24·6	591	134	34·2
1931	773	275	35·5	308	118	29·6
1932	900	265	29·1	323	90	27·6

All schools.

Year.	Number of boys.			Number of girls.		
	Presented.	Passed.	Percentage.	Presented.	Passed.	Percentage.
1928	3,890	1,011	25·7	1,054	250	33·1
1929	3,870	1,057	27·5	1,100	300	27·2
1930	4,545	1,169	25·7	1,166	307	26·3
1931	4,283	1,326	30·9	1,085	245	22·5
1932	4,164	1,319	27·2	1,073	280	26·1

It is significant that in no year even thirty per cent. of the candidates from departmental boys' schools have been found fit, and that the percentage of passes from the departmental girls' schools has fallen as low as even eighteen per cent. The aided schools show slightly better results; but in no year has the percentage of passes, either for boys' schools or for girls' schools reached forty per cent. It would appear, generally and our evidence confirms this—that only the students with the least literary ability remain in the vernacular middle schools and that,

in spite of this, practically all the students in the higher classes of vernacular middle schools use their middle school education as a possible passage to superior employment.

6. **General conclusion.**—Viewing the position of vernacular middle school education as a whole, we have come to the conclusion that the schools are meeting no definite need, that the schools have no clearly defined aim and that the schools have failed either to give a type of education which will enable students to have reasonable hopes of obtaining employment of whatever nature at the end of the middle school course.

7. **Abolition of vernacular middle schools.**—In view of the admittedly unsatisfactory nature, both of the vernacular middle school course and of the vernacular school leaving certificate examination, we have no hesitation in recommending that the vernacular middle schools should be abolished, and that the vernacular school leaving certificate examination should be given up. We have explained throughout this report the supreme need in Travancore of more technical and practical education and the necessity of relating education, at all grades, to the ability of different classes of students to earn a livelihood and we cannot view, therefore, with any regret the reduction in the number of schools which give a purely literary and non-vocational type of education.

8. **Post-primary education.**—There are large numbers of persons, including many educationalists in the State, who desire to see an amalgamation of the vernacular schools with the English schools, on the assumption that the courses in existence at present represent two parallel secondary courses. We have already pointed out that the vernacular middle school system should not rightly be regarded as a parallel secondary course, and that, even if it were so regarded, the present vernacular schools have failed altogether to give a sound secondary education. It appears to us that one of the main difficulties in the way of the public having a proper estimation of the functions of the various grades of schools is simply the terminology involved. The term 'secondary education' in India has, after long usage, come to convey the meaning of a literary type of education suitable for

students who desire or who are able to pursue higher education after the primary stage. The schools in India, however, which are classified, in the educational statistics published year by year as secondary, vary very considerably in type; and large numbers of them do not conform to the accepted definition of 'secondary'. All the vernacular middle schools, for example, in the Punjab, are classified by the Government of India along with the secondary schools proper of other provinces; and anyone reading the published statistics of secondary schools in India might think that the vernacular middle schools in the Punjab were a parallel course of secondary education alongside of the Anglo-vernacular schools. This, however, is not the case, since they consist of post-primary education entirely different to secondary education as it is commonly understood. Even in the West, in recent years, there has been very considerable controversy with regard to the terminology of the stages of school education; and, for some years, in England, for example, schools which did not conform to the literary type of secondary education but which provided for students reading beyond the primary stage were variously known as 'post-primary schools', 'senior classes' and 'upper primary departments', and the aim of education in these schools has been, not to make them parallel classes to the secondary schools of the literary type, but to give in them a distinctive form of education, particularly suited to children who cannot or who do not desire to pursue literary higher education.

In Travancore, it has to be decided whether the State requires a system of post-primary education, and if so, what the aim and nature of that system should be. It is sometimes suggested that all pupils have a right to secondary education; and our recommendations to abolish vernacular middle schools may, be criticised from this point of view. We are, however, strongly of the opinion that it is entirely undesirable that all pupils in the State should be afforded the opportunity of pursuing a course of Secondary education such as is found in the English schools. The problem of the adjustment of school training to the needs and occupations of the country is already difficult; and were all children to be encouraged to pursue a single literary type of secondary education, the problem would

become even more acute ; and, in fact, the problem has become acute in Travancore already owing to the lack of variety in the secondary courses and in their scope and aim. The number of pupils pursuing literary higher education in Travancore and in India is unnaturally high compared even to educationally advanced countries elsewhere. It is by no means unusual even in educationally advanced countries for a very large proportion of the pupils at school to leave school direct for employment after the primary stage. The figures published some years ago by the Board of Education in England, for example, show that of the total number of children leaving elementary schools, 74·4 per cent. went direct to employment, while only 12·3 per cent. continued some form of education. Our recommendations with regard to vernacular education include the lengthening of the primary stage to five years ; and we, therefore, do not consider that the closure of the two further vernacular middle classes, whose courses have, in the past, been purely literary, can be objected to on any strong grounds. While we desire to see bright pupils encouraged by financial assistance if necessary to pursue literary studies beyond the primary stage, we can see nothing improper or unnatural in the large majority of pupils, after the primary stage, seeking manual employment or receiving some further form of training which will, while extending their general education, help to equip them as wage-earners. We feel, therefore, that, while a system of post-primary education is necessary in Travancore for a number of pupils who neither go to secondary education proper nor enter employment direct, the post-primary education offered should be very definitely of a type which will not only not rob young men and women of their wage-earning capacity as workers but will actively assist them in laying the foundations for the pursuit of a trade.

9. Vocational bias schools.—We recommend that, after the present type of vernacular middle schools has been abolished, a new type of post-primary schools should be developed in as many selected areas as can satisfactorily be financed. These post-primary schools may either be attached to primary schools or they may be set up independently in areas where they can be conveniently fed by pupils living near-by primary schools.

From a practical point of view, of course, it will be possible to make use of the buildings and compounds of a number of schools which have hitherto been classified as vernacular middle. The post-primary stage should consist of three classes, six, seven and eight; and education at this stage should be completed by a public examination at the end of the eighth class. Three fundamental points should be kept in mind in arranging for the curriculum of studies in these schools. First, the courses of studies should be intimately related to the occupations and conditions of the area surrounding the school. Second, there should be sufficient general education in the course to make it possible for a limited number of students who complete the course and who have shown special ability to pass over to secondary schools proper. And, third, the major portion of the course should consist of practical work related to local occupations and sufficiently advanced either to form the basis for future wage-earning in such or similar work or to pave the way for subsequent training in technical institutions. If our scheme for reorganisation is carried into effect, it will mean that there will be, so to speak, the following lines of advance, from the primary stage, to occupations or further education:—

A primary stage of five years leading to

- (i) post-primary education,
- (ii) secondary education,
- (iii) lower grade technical schools,
- (iv) direct employment;

Secondary education leading to

- (i) pre-university and collegiate education,
- (ii) technical education, teacher and other training,
- (iii) post-primary education,
- (iv) direct employment;

Post-primary education leading to

- (i) technical schools and teacher and other training,
- (ii) direct employment,
- (iii) secondary education.

It will be noticed that, in the above diagrammatic description of our scheme, provision has been made both for the

passage of students from post-primary education to secondary education and from secondary education to post-primary education. It must be understood, however, that the number of students who will pass from post-primary to secondary or from secondary to post-primary will be very limited. There will always be a few students who, owing to financial circumstances, or individual ability will attempt to pass from the post-primary schools to the secondary and pre-university classes. But, even in places where the post-primary courses have been largely conducted without bias or practical work, the number of students who have passed from such courses to the secondary schools has been very small. In Madras, for example the percentage, of pupils, reading in the higher elementary schools who proceed to secondary schools, is estimated at only twelve per cent. The number of pupils who, finding that for whatever reason they are unable to pursue the secondary school course, attempt to revert to post-primary courses, will be even smaller. We have been using the term 'post-primary classes'; but, we do not consider that the name to be given to the reconstructed vernacular schools is of any great importance. They might equally well be known as 'upper primary schools' or 'vocational bias schools'. Whatever name is adopted, the schools themselves should, as we have attempted to explain, be carefully designed through their courses to increase the wage-earning capacity of pupils, to divert pupils from literary studies to practical work to prepare pupils in limited numbers for further technical training. We have, in our chapter on Technical Education, attempted to show the manner in which the various grades of technical schools should have their standards correlated to the various grades of schools for general education; and we must repeat here that, in our opinion, no pupil should be permitted to enter a technical school of any kind until he has completed the primary stage of general education. From what we have already stated, it must be obvious that, in devising courses of study for the new class of schools proposed, it is essential that there should be no rigidity in the curriculum but that the schools started in different local areas should adapt their curricula to the particular occupations of the local area bearing in mind especially cottage industries and other agricultural and industrial pursuits.

To an impartial observer, the worst feature of the present vernacular middle schools is the entire absence from their courses of any subject of study, or any practical work connected with the main industries of Travancore. Although many thousands of persons in Travancore are earning their livelihood in agriculture, in coconut cultivation, in the coir industry, in carpentry, metal work, rattan work, cloth weaving, mat making, etc., etc., very few schools in Travancore attempt to prepare for such occupations or to improve the methods used in such occupations. Further, it is, perhaps, remarkable that, while all over the rest of India, hand craft at school has been encouraged, in Travancore, the tendency of education has been to divorce children from hand craft and manual occupations.

10. **Types of practical work.**—Owing to the need for a variety of practical work in the new schools, it is not possible or necessary for this report to give in detail the courses of study for the new schools. But, it cannot be said that there is not a sufficient choice of practical work to be taught at the post-primary stage. The following list, though not exhaustive, indicates the many types of practical work which, we consider, could be adopted in the new schools, in accordance with local needs and conditions, either in boys' schools or in girls' schools :—

Agriculture,	Basket making,	Knitting,
Gardening,	Bamboo work,	Embroidery,
Sericulture,	Palmyra work,	Lace making,
Sewing,	Screw-pine work,	Leather work,
Tailoring,	Coconut-shell work,	Book binding,
Home-craft,	Smithy,	Printing,
Nursing,	Bell-metal work,	Toy making,
Coir work,	Pottery work,	Brek laying
Mat weaving,	Lacquer work,	Shoe making,
Carpet weaving,	Engraving,	Tile making,
Spinning,	Drawing and design,	Poultry farming,
Cloth weaving,	Wood carving,	Rope making and
Rattan work,	Carpentry and	Bee keeping.
	cabinet making,	

Simultaneously with practical work, the schools would continue the aims and methods of the study of general educational subjects already discussed in our chapter on Mass Education,

and the curriculum should include the vernacular, mathematics, nature study, history with civics, geography and physical training. English should be included as an optional subject, but should not be permitted to be taught unless a fully qualified teacher is appointed to handle the subject.

11. **Reconstruction—a gradual process.**—We are aware that the reconstruction of the vernacular schools along the lines which we have suggested will involve, first, the securing of suitably qualified instructors, and second, the outlay of a considerable, though not excessive capital expenditure. But, as we have already indicated, it will not be possible to complete a large measure of reorganisation in the school system within a short period of time; and we do not consider that, if the reorganisation is proceeded with cautiously and by degrees, the difficulties in the way of the recruitment of instructors and the provision of finance are, in any way, insuperable. In any case, the difficulties regarding the instructors and the provision of finance will obviously vary very greatly between school and school, since the equipment of a school for practical work, in weaving or basket making, involves much less difficulty than the equipment of a school for agriculture or cabinet making.

12. **Aided effort.**—In reconstructing the schools, we hope that the Government will have the full co-operation of aided managements; and we consider that Government should give both recurring and non-recurring aid to suitable aided managements for the introduction of practical work wherever possible.

13. **Need for local survey.**—Before each individual vocational school is opened, it will be necessary first to conduct a local survey and make sure that the practical work proposed for the school is such as is suitable in relation to local conditions. It will also be necessary, in most cases, to consult local industrial organisations and to obtain the co-operation of the Agricultural and Industries Departments in arranging for the practical work in the schools.

14. **Students and practical work.**—After practical work has been started, it will, in our opinion, be necessary to

keep a special watch on the schools to see how far the output of practical work comes up to the standard of work done by actual labourers or artisan workers. The practical work of the pupils, therefore, should be regularly tested in relation to the products of paid skilled workers. In order that the pupils should regard their practical work from a business-like point of view, they should be permitted, as far as possible, to earn wages from their products if saleable, or if the practical work in the schools such as agriculture, poultry farming, weaving, carpentry, etc., is actually bringing profit to the schools, the pupils should be given small wages for their daily work. Giving the pupils a monetary interest in practical work done, has been tried in several vocational schools in different parts of India; and it may be noted that this was one of the prominent features of the early experiments at Moga. In the same connection, we have been impressed by the manner in which the Martandom Rural Centre has encouraged young pupils to further the sale of eggs, cashew nuts, honey, etc., and use the profits to help to pay their school fees with. We see no reason why when a vocational school is well-established, some of the pupils at least should not be able, through their practical work, to find a suitable portion of the fees to be charged. Further, we regard it as important that, when admissions are made to the vocational schools and if applications are in excess of accommodation, preference should be given to children coming from poor families and from working class families in order that the schools should be largely attended by the pupils who are actually going to put their practical work to use after leaving school. There is a danger that, the introduction of practical work, in schools, which are also continuation schools for general education, may result in the practical work being regarded merely as a side-line or something of secondary importance. If this were to occur, the whole scheme of vocational schools should be undermined. And, we recommend, therefore, that, while it will be necessary to keep the time table of such schools quite fluid on account of the variety of types of practical work, normally, at least one-third of the total time spent under instruction should be spent on practical work. In all departments of school work stress should be laid on the necessity for pupils learning to do things for

themselves; and the care and cleanliness of personal attire, the neatness of the school building and compound, the tending of garden and vegetable products and the actual processes of the various forms of practical work introduced should be attended to by the pupils themselves.

15. **Special instructors.**—The most fundamental difficulty connected with the opening of vocational schools as early as possible is the recruitment of teachers. As we have shown elsewhere, the existing vernacular training schools are extremely unsatisfactory, and there are no special types of training institutions in the State. Further, while certain classes of practical work can be handled by teachers trained at the ordinary but reorganised vernacular training schools, there are other classes of manual instructors who will require special training; and it will be necessary, for example, as soon as possible, to get certain classes of teachers trained, under the Agricultural and Industries Departments, in order to provide the schools with skilled teachers. The absence of a trained teacher will not necessarily, however, prevent the introduction of practical work. It should not be impossible, for example, to obtain the services of a skilled wage-earner in a particular form of work, and to use such a worker as a part-time teacher. It may, in fact, be possible, in some cases, to allot one teacher to more than one school.

16. **Overlapping of effort.**—Owing to the capital required for the provision of equipment, and, in some cases, for land, it will be necessary to see that there will be no overlapping of effort between the different classes of reconstructed vernacular schools. We have drawn attention, in the chapter on Mass Education, to the wide-spread overlapping of vernacular middle schools with primary school, and the overlapping of vernacular middle schools with other vernacular middle schools. At present, we find that it is common, for example, for departmental vernacular middle schools to be working close to aided vernacular middle schools. There are actually about twenty localities in the State, at present, in which two vernacular middle schools are working close to each other; and there are a few places in which there are even three or four vernacular schools provided.

It might be argued that the number of pupils in enrolment necessitated the multiplication of vernacular schools in the local area. But, in the case of the new vocational schools, it will be essential to concentrate on the development of only one school in order that there should not be unnecessary re-duplication, for example, in the provision of land, equipment and teaching staff.

17. **Vernacular final examination.**—We recommend the introduction of a vernacular final examination at the end of the eighth class. Candidates who pass this examination and who desire to receive some further form of education or training should be regarded as eligible for admission to higher grade technical schools, to vernacular training schools for teachers, and English schools, provided they have taken optional English. We consider that Government should also use the vernacular final examination as the basis of the qualification required for recruitment to such Government posts as Peons, Constables, lower grade Attenders etc.

CHAPTER V.
SECONDARY EDUCATION.

1. **English schools.**—Secondary education in Travancore, includes both high and middle English schools and high and middle vernacular schools. We have, however, dealt with high and middle vernacular schools separately; and in this chapter, we deal only with English schools. We think it necessary to point out, at the outset that, while the secondary schools in Travancore are termed English schools, they are called so, not because they approximate in any way to the various classes of secondary schools to be found in England, but in order to distinguish them from the vernacular schools and because English is the medium of instruction in the majority of their forms. We think this explanation is necessary, because, a considerable number of people appear to be under the impression that the secondary school system to be found in Travancore, and elsewhere in India, has been modelled on the system to be found in England. In actual fact, the English system of secondary education has not been reproduced, to any extent, in Travancore or in India. The system in England provides for a number of different types of secondary schools adjusted to the needs and the pockets of the various classes of the community, whereas, in Travancore, the schools are all modelled on one type; and, as we have shown, even the vernacular middle and high schools are merely imitations of the English secondary schools.

2. **Number and strength.**—The following table shows the number and strength of the English high and middle schools in the State in 1107:—

Kind of school.	Boys'		Girls'		Total.	
	No.	Strength.	No.	Strength.	No.	Strength.
English high	59	27,780	16	4,507	75	32,287
English middle	182	18,558	25	2,552	207	21,110

It will be seen from the above table that the extent of the provision for secondary English education in Travancore consists of two hundred and sixty-two schools with a total strength of 53,397. The following tables show the distribution and strength of the schools according to classes of management:—

Kind of school.	Departmental		Aided		Unaided		Total	
	No.	Strength.	No.	Strength.	No.	Strength.	No.	Strength.
Boys' high	29	12,459	7	2,706	30	12,615	69	27,780
Girls' high	1	827	15	3,680	..	..	16	4,507
Boys' middle	14	1,606	29	2,694	119	14,268	162	18,558
Girls' middle	5	837	15	1,463	5	252	25	2,552

3. Rapid increase.—The outstanding features of the secondary system has been the large and rapid growth of the number of institutions and the number of pupils under instruction during the last twenty years. Between 1088 and 1107, the number of schools has increased from seventy-two to two hundred and sixty-two, and their strength from 14,807 to 53,397. The following table compares the number and strength of middle and high schools in 1088 with the number and strength in 1107:—

Kind of school.	Year.	Boys'		Girls'		Total.	
		No.	Strength.	No.	Strength.	No.	Strength.
English high	1088	26	9,924	4	851	30	10,775
	1107	69	27,780	16	4,507	75	32,287
English middle	1088	36	3,647	6	385	42	4,032
	1107	162	18,558	25	2,552	187	21,110

It will be seen that, during the period of twenty years, both the number of schools and their strength have multiplied four-fold, the largest increase being in the number of English middle schools for boys. The following table shows the increase in the number of schools, between 1088 and 1107, according to classes of management--

Kind of school year.		Departmental		Private	
		Boys'.	Girls'	Boys'.	Girls'.
English middle	1088 .	22	1	11	5
	1107 .	14	5	148	30
English high	1088 .	9	1	17	3
	1107 .	22	1	37	15

It will be noticed that, while there has been a fall in the number of departmental middle schools for boys, the number of departmental high schools for boys has more than doubled, and, while the number of departmental high schools for girls has remained stationary, the number of departmental middle schools for girls has increased from one to five. Privately-managed schools, on the other hand, show large increases, boys' middle schools having increased by as many as one hundred and thirty-four, and boys' high schools having more than doubled.

4. **Influence of the University.**—Large increases in the numbers of schools and scholars would, at first sight, appear to be satisfactory; but, it has to be considered how far these increases have been accompanied by a widening of the curriculum, by an improvement in standards and by an adjustment of the education in the schools to the needs of the country generally and to the institutions for further education. The complaint all over India has been that the secondary school system has been far too narrow in character and far too much dominated by the requirements of the University Matriculation Examination. The

conditions in the secondary schools in Travancore, during the past twenty years, show that this complaint is well-founded in Travancore also. Though the schools have multiplied in numbers they have all grown in accordance with the same model; the education provided in them has been limited in almost all cases to a purely literary type and there has been a steady increase in the number of pupils who have used the secondary schools mainly as a preparation for the pre-university examination. While we have had reason to complain of the high wastage in the primary schools, it is curious that the wastage in the English schools should be so small as to result in the majority of pupils proceeding steadily up the English school course without being diverted, to any large extent, into prevocational courses of study or into schools for technical training. In most countries, owing to labour conditions, and owing to economic factors, the proportion of pupils reading at the secondary stage to the total population is low. But in Travancore, it is remarkable that, while education at the primary stage has still much progress to make, the proportion of children at the secondary stage is very considerably higher than the corresponding proportion to be found elsewhere. The number of boys under instruction, for example, at the secondary stage in Travancore, shown as a percentage of the total male population, is 2·8, while, in England, the corresponding percentage is only 1·2, and in Madras 0·8. The large number of pupils reading at the secondary stage in Travancore, represents a much larger proportion of pupils receiving a literary type of higher education than is normal in other countries. The large increase in the number of pupils reading in the sixth form shows to what a small extent students are being diverted from the secondary course and also the extent of the domination of the secondary system by the requirements of the University. During the last twenty years, the number of pupils reading in the sixth form has increased from one thousand two hundred and twenty-five to four thousand six hundred and thirteen, the increase in boys being two thousand seven hundred and eighty-nine, and in girls five hundred and ninety-nine. The number of candidates for the Matriculation or School Final Examination has similarly increased from seven hundred and twenty-four to four thousand

six hundred and twenty-five of whom four thousand and sixteen are boys and six hundred and nine girls. Accurate figures are not obtainable to show the number of school final candidates who have proceeded each year to the junior intermediate class of the University, owing to the fact that a very considerable number of Travancore students have entered colleges outside Travancore State. But, the number of candidates declared eligible in Travancore has increased from four hundred and eighty-one in 1090 to two thousand two hundred and ninety-nine in 1107 and the number of students reading in the junior intermediate has increased from two hundred and ninety-eight to one thousand and eighty-nine. It may be noted, in connection with the figures given for the number of scholars in the schools and the numbers in the junior intermediate, that the figures for 1107 do not represent the highest figures reached during the last twenty years. Mainly owing to the economic depression prevailing, and, probably, partly, owing to the present unemployment problem, there has been a tendency for the number of pupils to fall during the last three years. The number of pupils under instruction, both in the secondary schools and in the junior intermediate, was actually highest in the year 1105.

Viewing the English high schools in the State, generally, it may be said that they are functioning, almost entirely, as pre-university classes. It is true that a considerable number of high school pupils fails to enter the university. But, it is also true that large numbers of pupils continue, even after a number of failures, to attempt to pass the university entrance examination. The high school course is the same in every institution in the State including even the girls' schools. It is a purely literary course dominated by the requirements of the university entrance examination.

5. **Absence of practical instruction.**—There are no alternative courses of any kind at the high school stage; and no attempt has been made to divert pupils from the high schools either to occupations which do not require university training or to technical education of whatever kind. There are only a few

technical institutes in the State ; and in any case, there is practically no correlation between schools for technical instruction and schools for general education. The high schools do not even prepare for any of the technical courses recognised at the Intermediate stage by the Madras University. As we have pointed out, there is no practical work done in any of the schools, with the exception of the so-called manual training in the Model High School and in the Sri Mula Vilasam High School, Trivandrum. Even this manual training is of a very elementary kind, and finished with the fourth form. No real hard carpentry work is done, and there is no turning, carving, cabinet making, engraving or real wood-work undertaken. It may safely be said that the whole tendency of the purely literary secondary course is to encourage boys to look down upon any form of work, recreation or habit which necessitates manual dexterity or manual labour of any kind. We have stated, elsewhere in this report, that one of the main defects of education generally in the State, at present, is that it is of such a type that it actually unfits the recipient of it for earning his livelihood by any form of manual work. In so far as the products of the English high schools are concerned, we do not expect, ordinarily, that such students should earn their living by actual manual labour, but, we do expect that any form of sound secondary education should include the teaching of manual dexterity, and, more importantly, the general dignity and desirability of being able to do a job of work oneself, whether it be to dig over a garden or to carry out household petty repairs. An immediate result of the restriction of secondary education to one single purely literary type has been the high unemployment at the S. S. L. C. stage and the great wastage of educated material after the secondary stage has been completed. Both the recent Census Report and the earlier Report of the Travancore Unemployment Committee are agreed that the incidence of educated unemployment is largest amongst the School Final candidates ; and it is generally admitted that, while large numbers of unfit students are being admitted into the college from secondary schools, the student who fails, for whatever reason, to enter college is almost entirely untaught to earn a livelihood in any employment other than clerical work and teaching.

6. *Fall in standards.*—We would not feel as much anxiety about the rigidity of the present school courses and the absence of alternative courses were the standards in the present high schools being kept reasonably high. But, the standard of the English School Leaving Certificate Examination has been steadily lowered. In 1916, for example, in order to secure eligibility, a student was required to obtain forty per cent. of marks in English and in one optional and thirty-five per cent. in all other subjects; but, in 1932, a student could become eligible by obtaining thirty-five per cent. in English and the vernacular, thirty-five per cent. in three subject papers and only twenty-five per cent. in two other subject papers. Even this does not fully describe the lowering of standards, since a student failing to attain these minima could still be 'moderated' through. The standards in the high school classes, have also, for various reasons, fallen in recent years. We think there is no question but that, speaking generally, promotions in the high schools have been very unsatisfactory and that large numbers of pupils, unfit for the standards of forms four, five and six, are being promoted. The promotion lists of each English high school are sent to the Inspector of English Schools for approval; but we have it in evidence that, ordinarily these lists are not scrutinised at all in the Office of the Inspector of English Schools. In the result, there has been little check on the standards prevailing in the schools. In the majority of the schools, we find that no pupils are detained at the sixth form from appearing for the English School Final Examination; and, we understand that the departmental high schools have been advised against making such detentions. Large numbers of failed candidates are re-admitted into the sixth form year after year; and there appears to be no rule to restrict such admissions or to prevent the re-admission of young men of over twenty into the high school classes. We have actually seen departmental high schools in which there were a larger number of failed candidates in the sixth form than the number of fresh candidates, and we have seen departmental schools in which candidates who had failed four times at the E. S. L. C. Examination were re-admitted into the sixth form. Apart from the impropriety of admitting such elderly and manifestly unfit pupils into high school classes, it must be clear that

satisfactory standards of teaching cannot be maintained if the pre-university class is filled with inefficient pupils. Such pupils must necessarily be a severe handicap on the efficiency of class work and also a severe strain on the teaching staff. While students are re-entertained a number of times after failure at the School Final Examination, students are similarly, in the lower forms, permitted to re-appear a number of times for promotion from form to form. We consider that the manner, in which fee concessions are awarded in the high school forms, as symptomatic of the laxity of standards at present permitted. A student in receipt of a fee concession at present can retain such fee concession even if he fails three times during the course of five years' study in the high school classes and if he fails four times during the course of six years' study in the middle school classes. We welcome all encouragements by way of scholarships and fee concessions to pupils who are poor and to pupils from backward classes ; but the continued encouragement to pupils who are manifestly unfit for higher literary studies is, in our opinion, an altogether unnecessary waste. Students are allowed to carry their fee concessions from school to school and this renders it almost impossible to adhere to the recent Government orders regarding the restriction of fee concessions. While the standards in the high schools are unsatisfactory, they are made worse by the over-crowding at the high school stage and by the want of proper equipment in the large majority of schools. We consider that the only justification for the continuance of a purely literary pre-university high school course would have been the maintenance of high standards and the filling of the highest forms on a selective basis. Unfortunately, this policy has, at no time, been adopted.

7. **Alternative courses.**—Even if the present courses were to be defended on the ground that they are intentionally framed as pre-university courses, it is in our opinion, surprising that no attempt has been made to vary the courses even within the limits of the requirements of the Madras University. The Madras University does not provide for as wide a variety of courses of study as, for example, many of the universities in the West ; but the Madras University Intermediate course does

provide for instruction in architecture, drawing, surveying including painting, mechanical engineering, electrical engineering, agriculture and accountancy. None of these courses of study, however, are available in the colleges in Travancore; and, more pointedly, there are no preparatory courses in the high schools leading to further studies of the same kind either in the university or in special institutions.

Reviewing the general conditions of the English schools as a whole, we have come to the very definite conclusion that, in the absence of alternative courses and in the absence of any manual or practical work, the present English school education must be regarded as unsatisfactory; and we feel that the schools are neither functioning well as institutions preparing for university courses of study nor are they providing a suitable form of education for large classes of pupils who do not or should not hope to proceed to higher literary education.

We have discussed the position and character of the girls' schools in the chapter on girls' and women's education. But, it may be noted that the situation in the girls' schools is even more unsatisfactory, since, at least with the education of women, it might have been expected that domestic and artistic subjects should have found a place in the course, but actually in all the girls' high schools in the State identical courses, with those for boys, are rigidly followed and what little sewing and singing is undertaken is generally taught out of school hours.

8. Character training.—We do not desire to be unduly critical, and we realise that much of our criticism of the English school system in Travancore is quite capable of being applied to a large number of schools outside the State; but we find, generally speaking, in Travancore, that the schools not only do not, as already indicated, provide a suitable pre-university training or a suitable general training, but they do not even give sufficient evidence of being places where at least character is built up and sound health and physical well-being are achieved.

Much that we have stated in our chapter on collegiate education, applies with even greater force to the conditions prevailing in the English schools; and it would seem as if, in the

majority of cases, the interpretation of education in Travancore has been narrowed down to the formal acquisition of book-knowledge and the preparation for examinations. The character-forming influences of a residential system of schooling are almost entirely absent. There are only four residential schools for girls and one small residential school for boys. The actual housing conditions of a large number of growing young boys and young girls are, particularly in the larger towns, extremely unsatisfactory. Little attempts are being made by the staffs of the schools to supervise the private conditions of life of their pupils; and owing to the large numbers involved, any serious attempt in this direction must meet with obvious difficulties. There are a number of schools with boarding houses attached; but, the boarding houses only provide for a fraction of the total number of pupils; and, in most cases, the boarding houses are restricted to pupils of a particular religious denomination. Moreover, boarding houses attached to secondary schools are not encouraged since there is no provision in the Education Code for grant-in-aid to such institutions.

9. **Discipline.**—The most important factor in connection with the training of a growing child's character is discipline; and we are strongly of the opinion that discipline is not an extraneous or an unpleasant part of education, but that it is an absolutely essential part of any system of education. Not merely do we consider it to be an essential and integral part of education, but we consider it in many ways to be the most fundamental and important factor in sound education. By the sound disciplining of mind and body alone can a young man expect to face the difficulties of life with courage and fortitude. The undisciplined youth remains an undisciplined citizen; and the spirit of indiscipline in youth is quickly reflected in public life. By indiscipline in public life we mean no reference to political movements; but we mean the inability of citizens to give and take, to make the necessary self-sacrifices and personal adjustments which are demanded of all on many occasions in public life, to work satisfactorily under authority, to exercise authority justly and to be broadminded and tolerant under all circumstances. During the short period of our enquiry it has

naturally not been possible to obtain a completely accurate picture of the state of discipline in the schools in Travancore. But, we have seen sufficient to state fairly confidently that discipline in the schools is neither as good as it used to be nor anything like as sound as is obviously desirable. Overcrowded classes, large and unwieldy-schools, staffs who are, in many cases, timid in their relations with students and unhealthy communal rivalries within the schools, have, apparently, done much to undermine good discipline. We would like to point out, in this connection, for fear of misunderstanding, that, in our opinion, good discipline at school does not depend on rigid rules and the iron hand, but depends, or should depend, much more largely, on the genuine respect by students for the capacity and character of the teaching staff and on leadership which can only be achieved by intimate personal contact between teachers and taught. In large schools, it should also be possible to foster the spirit of discipline by entrusting to selected senior students monitorial responsibility.

10. Athletics.— In most secondary schools all over the world, character-training and the sense of discipline are also largely fostered by athletic activities which form, an integral part of school education. We feel that it is extremely unfortunate that, at this late stage of educational development in Travancore, we should even have to refer to the essential part which games and athletics should play in any system of good education. But, we have found that, outstandingly, the most distressing feature of the schools in Travancore at the moment is the almost entire absence of organised and healthy athletics bringing in their train so many character-forming and disciplinary qualities. The absence of suitable playgrounds, the absence of equipment, the absence of games' fees and the absence of persons, on the staff, willing and able to control and organise manly games, have necessarily greatly handicapped school education in Travancore. The departmental schools, which should obviously, as far as possible, be functioning as model institutions, are, as a matter of fact, generally speaking, behind the aided institutions in the matter of athletics. It is, for example, remarkable to find that the departmental high schools are prohibited by rules from

compelling students to pay athletic fees, and, in consequence, the amount of money available annually for expenditure on the maintenance of grounds, the provision of equipment and the conduct of athletics is abysmally small. The total provision in the Budget for 1107, for Government expenditure on athletics, in all departmental institutions, for boys and girls, including colleges, English high and middle schools, vernacular high and middle schools and training schools, amounted to only one thousand two hundred and fifty rupees; and, in the Budget for 1108, this amount was reduced to only three hundred rupees. Aided schools have, in some cases, been granted permission by the Department to levy games' fees. But, in the majority of cases, even in large high schools, the rate of fees is so small as to bring in approximately only one hundred rupees a year; and no special grants are paid to aided institutions for the purchase of games' equipment and material, nor are grants given for the purchase and lay out of playgrounds. It is difficult to write moderately with regard to this attitude towards athletics in the educational institutions in the State. By a purely mathematical calculation, it is easy to estimate what importance is laid on character-training and physical well-being, through athletics, by the authorities, when it is seen that, out of a Budget of forty-eight lakhs of rupees, only one thousand two hundred and fifty rupees is allotted for athletics. We are, of course, excluding from this estimate the pay of physical training instructors and gymnastic instructors and the grant for the Sri Mulam Sports. Games are nowhere compulsory in the English schools in the State, and this in spite of the fact that physical training has, for some years, been compulsory in the intermediate classes of colleges affiliated to the Madras University. In spite of the provisions of the Code, we have seen a number of large schools which have not even got sufficient playground space had they the money and equipment to conduct athletics. We have seen also, more unfortunately, that there are schools with plenty of playground accommodation which are making practically no use of the accommodation; and we have seen many institutions with good fenced compounds which remain unused owing to the need for a little levelling and for the cutting down of a few trees. Only

in a few institutions is foot-ball played; and in a number of these institutions, it is not played on full-size grounds properly laid out and marked, nor, is it played in accordance with the rules of association foot-ball. Hockey is found extremely, rarely, and cricket nowhere. Speaking generally, the athletics of the English schools in the State are practically confined to a limited number of students taking part in badminton and volley ball. In secondary educational systems elsewhere, in which rightful stress is laid on the immense importance of athletics, an ability and willingness to join in and to give a lead to school athletics is a normal requirement of a teacher at the time of recruitment. We can find no evidence, however, that, in Travancore, except in the case of a few private institutions, athletic prowess is ever considered in connection with the recruitment of the staff. Seeing that the Education Department alone maintains as many as forty-two English secondary schools, it should have been possible for the Government to give a lead in the matter of recruitment. This, however, has manifestly not been done.

11. **Students' health.**—It cannot be a coincidence, in our opinion, that, while athletics in the schools have been so much neglected the general health of the pupils is, while not startlingly bad, generally, not good. In spite of the lavish provision of secondary schools in the State, many pupils still have to come long distances daily to school; and owing to the inadequate provision of hostels, students who come from a distance, in many cases, are prevented from taking part in extra-class activities and from obtaining suitable food during working hours. Malnutrition and unsatisfactory physical development must necessarily have a direct reaction on the mental activities of the pupils; and we think it extremely unfortunate that, as a measure of retrenchment, medical inspection should have been abandoned, and, with its abandonment, all possibility of proper remedial care lost. Secondary school buildings are, by comparison with the primary schools, satisfactory; but, the sanitary conditions are generally unhealthy. A number of schools have no latrines at all and several schools which admit large numbers of girls have no separate sanitary arrangements for girls.

12. Religious instruction.—There is one important factor in character-training which, in our opinion, should ordinarily play a large part in secondary education; and that is religious instruction. If religious instruction is, for any reason, unable to be given at school, moral instruction or a well-drafted course in civics can usually be made to act as a partial substitute. In the schools in Travancore which are managed by denomination managements, religious instruction is generally being given, though, under the Rules, it is given outside formal school hours. There are, however, large classes of schools managed by the Department and managed by private bodies in which no religious instruction is given. Moral instruction and civics as such moreover find no place in the curriculum sanctioned for use in middle schools and high schools.

13 Limitation on recommendations.—Before making recommendations regarding the reorganisation of secondary schools in the State, we must point out, as we have already done in the chapter on collegiate education, that we have been handicapped, in making our suggestions, owing to the affiliation of Travancore collegiate institutions to the Madras University and the consequent necessary approval of the three-year School Final course by the Syndicate of the Madras University. We would like to consider, as far as possible, the present junior and senior university intermediate classes as the concluding years of a proper and full high school course. But, while we can, even under existing conditions, separate these classes from university classes proper, namely the degree classes and the honours classes, we cannot, until the Trivandrum colleges cease to be affiliated to the Madras University, alter either the courses in the intermediate classes or, to any extent, the courses in the high school classes.

14. Diversion of pupils.—The most obvious need, in our opinion, at present, of the secondary system, is to prevent such a large number of pupils pressing up through one type of course to the university stage; and it is, therefore, essential to devise means whereby, at some point in the secondary stage, numbers of pupils will be diverted and will be provided with other types of education or with direct openings into life. In order to decide

whether a boy has shown definite signs of being able to benefit by a pre-university course and subsequently by a university course itself, it is necessary to put the diversion point as far forward as possible. Were the intermediate classes really part of the high school course, the question of arranging for the diversion of pupils late in the school course would be comparatively easy. As it is, however, owing to the existence of the English School Final Scheme recognised by the Madras University, it is necessary to decide, before a pupil completes his School Final course, whether he should be selected for pre-university schooling or not. In several British Indian Provinces, and in Travancore, in the old days, the Middle School examination, at the end of the third form, was used, more or less, as a selection examination for entry into pre-university classes. In our opinion, however, the third form is too early a stage at which to attempt a satisfactory diversion.

15. **Selection Examination.**—We recommend, that a departmental examination be held throughout the State at the end of the fourth form, the examination being so designed that special minima will be required from pupils who desire to continue the E. S. L. C. course in forms five and six; and separate minima will be required for students who desire to qualify for admission to other institutions or parallel courses within the same school. We should have liked to have laid the responsibility, for the conduct of this examination and for the selection of candidates for pre-university classes, on the shoulders of headmasters; but, we are afraid that many of the headmasters of the English schools are so situated that they would much prefer to have the authority of the Education Department behind them when it comes to reducing largely the number of candidates who will ultimately be selected for collegiate training. It should be understood that, in working out this proposal, a high standard of attainment will be expected from candidates who pass into the pre-university forms five and six; and, in order to prevent the recurrence of what is at present happening in most high school classes, we recommend that no student should be allowed to appear more than twice for this departmental examination unless he has been obviously handicapped by ill-health.

In reviewing these proposals, account must be taken of the various recommendations we have made elsewhere regarding the setting up of entirely separate examinations for recruitment to the clerical cadres and certain other cadres of Government service and to the laying down of maximum general educational qualifications for admission to such examinations.

16. Failed Students.—We consider it very necessary that it should be brought home to the public, to the parents and to the students that an inability to reach the university stage of education confers or should confer, in a proper scheme of things, no stigma on the pupil concerned. In many cases, outside Travancore State, and even perhaps within the State, the result of failure at the pre-university stage has often meant that the pupil is diverted into a type of education and into a career which are far more fitted to his particular abilities and which, not unusually, result in greater prosperity and more lucrative remuneration than is the case with university trained men. As we have pointed out in our chapter on Unemployment, a considerable portion of the present trouble, with regard to the mal-adjustment of education and employment, is due to the fact that educated young men are unwilling, speaking generally, to apprentice themselves to work which, with steady application and reliability, in most cases, leads to more highly paid positions than those occupied by Government servants or professional men. We are convinced that it is in the direct interest of the pupils themselves that far larger numbers should be discouraged from aspiring to collegiate education; and it is only in the absence of strong public opinion in this regard that we have been forced to make recommendations for the automatic diversion of pupils at some point in the secondary stage.

17. Alternative courses.—Even for those who will, in future, be permitted to appear for the university entrance examination, we consider that there should be a wider choice of subjects than at present exists. We realise that it is very undesirable to continue at frequent intervals to tamper with the courses of study at the School Final stage; and we are aware that the courses of study at this stage in Travancore have only recently undergone revision. But, no large readjustment of the

curriculum will be necessary in order to permit a limited number of schools to prepare for a non-literary subject at the School Final stage. Agriculture, for example, as a preparation for a limited number of boys who intend ultimately to go in for higher agricultural education or to return to supervise cultivation, can most suitably be adopted in a few of the high schools in the State. There are, for example, departmental high schools like the high school at Atingal, which have a considerable amount of land attached to the school, which, at present, is rented out to agriculturists. Similarly, commercial subjects of study up to the School Final standard would provide another suitable optional for a limited number of boys who desire to go in for higher accountancy.

We have discussed the curriculum for girls' schools in the chapter on Women's Education; but, we may note here that optional courses in music and domestic science, at the School Final stage might, similarly, be provided in the girls' high schools. In the case of the girls, it is particularly desirable that they should have subjects of study, at the high school stage, similar to those which are provided in the Maha Raja's College for Women. We have studied in detail the recommendations of the Travancore E. S. L. C. Syllabus Revision Committee. That Committee recommended the introduction of the present compulsory subjects of study in the course, and, in addition, recommended the introduction of the following optional subjects :—

India music,	Shorthand,
European music,	Vernacular shorthand,
Agriculture,	Domestic science,
Weaving,	Practical telegraphy,
Drawing,	Needle craft,
Book-keeping,	Printing and book-binding,
Commercial practice,	Coir making,
Typewriting,	Carpentry.

From the recommendations we have already made, it will be seen that we are in agreement with the Revision Committee in so far as it considers optionals very necessary. We feel, however, that, from other points of view, there is a wide difference of

opinion between ourselves and the members of the Revision Committee. From the evidence we have taken we gather that, in Travancore State, there is generally a strong feeling that the schools should be able to teach pupils the preliminaries of a trade in order that when they fail to qualify for university admission, they should be able to turn their hands to the earning of a livelihood by means of the trade they have learnt at school. That the members of the Revision Committee also had some such idea in mind is evident from some of the optionals which they have recommended ; and we note that the Report on vocational training written by the Inspector of English Schools suggests that it is necessary to teach pupils at least something which will give them a subsidiary occupation. We are definitely of the opinion that the English High School stage of education is not the place in which pre-vocational education or vocational education of the type which leads direct to manual occupations should be taught. The vocational work or practical work which can be introduced in the various grades of schools is roughly, as we see it, of three kinds, (i) vocational work which leads, if so desired, to higher study in that particular line, (ii) vocational work or technical study which leads to occupations acceptable to educated persons, and (iii) vocational work or practical work which will subsequently help the students to earn their livelihood by manual or artisan work. We consider that any form of vocational work which is introduced in pre-university classes should be confined to the first two types. Wide experience has shown that, in India at any rate, the endeavour to teach high school students, metal work, agriculture, mat-weaving, carpentry, etc., with the idea of such students ultimately becoming tin-smiths, manual labourers, mat weavers and cabinet-makers, has, more or less, been a complete failure. Other provinces have found, for example, that, while a boy who does agriculture in high schools, may well be led on to further agricultural studies or may go back to supervise agricultural operations on his own land, he will never take to actual manual labour. Similarly, a boy who learns carpet-weaving in the high school classes will do almost anything rather than become a working weaver to earn a livelihood. We are aware that there are exceptions to this rule and that, for example, in a few specialised industrial classes attached to orphanages and

special types of secondary schools, sixth form pupils have, in very small numbers, become rattan workers, carpet-weavers, etc. But such instances are rare examples. We do not indeed think that it is fair for educationalists to expect that School Final students should, after so many years spent in general education, ordinarily, become manual labourers and artisans; and, on the other hand, we do not consider it in any way necessary that manual labourers and artisans generally should have received an English high school education. We have discussed in another chapter, the type of school in which we consider this class of pre-vocational work can be adopted with advantage. The widespread introduction of this type of vocational work in high schools has the further grave disadvantage of entailing a very considerable expenditure without giving any safe assurance that the instruction is going to be put to actual practical use. It has been argued that, whether high school boys make a practical use of their vocational training or not, it is in itself good to make every boy of whatever status learn the dignity of labour. With this argument, we are not in disagreement. But, we think that the dignity of labour and the acquisition of manual dexterity can be acquired by other means, in the high school course, as we shall shortly show.

For these reasons, we cannot accept the recommendations of the Revision Committee to put into the course such optionals as weaving, book-binding, coir-making and carpentry. Agriculture, we have recommended, not in order that it should be a vocational course for manual labour, but because agriculture forms, at the university stage, a subject for higher study. The same is the case with commercial subjects, and with music and domestic science for girls. In the case of commercial subjects, such as book-keeping, shorthand and typewriting, their study not only leads, if necessary, to higher study, but also leads directly to clerical occupation.

18. **The future of diverted students.**—Students who fail to pass the departmental examination which we have proposed at the end of the fourth form can have provision made for them by alternative courses within the same schools or by special institutions

correlated to schools for general education. When diversions are suggested, by examinations or by other means, critics, very naturally, ask "What is to be done with the failed students?" In the scheme which we are outlining, the students who obtain the required minima can proceed for vernacular training as teachers or can proceed to various classes of technical schools or industrial classes which we have discussed in the chapter on Technical Education, or, can, by taking up alternative courses, either in their own school or outside, such as precis-writing, accountancy, shorthand and type-writing, qualify themselves to appear for the Government clerical entrance examination, though, of course, the students so qualified can equally find employment in commercial firms, shops, etc. As we understand it, in Travancore, at present, low grade Government employment is competed for by every grade of candidate, from the School Final (both Vernacular and English) to the M. A. standard, and in several cases, even the B. L. standard. In this unsatisfactory state of affairs, a boy, when he reaches the School Final stage, finds that he has to pursue his studies further and obtain higher qualifications to have a chance even for recruitment to a low grade Government appointment. If our recommendations are accepted, in future, the higher qualified men will be debarred from such appointments, and we have reason to hope, therefore, that students diverted at the fourth form or at the School Final stage will be glad to qualify themselves by a special examination for recruitment to the low grade Government appointments and will not attempt in such large numbers to increase their educational qualifications. It is sometimes assumed that the more highly qualified a man the better it will be for the manner in which even low grade work is conducted. We are, however, entirely at variance with this view. We do not consider there is any cause for congratulation in seeing a B. A., B. L., employed, for example, as an attender. While a less highly qualified man would, probably, make an efficient and contented attender, it is likely that the B. A., B. L. will neither be as efficient nor certainly as contented as the lower qualified man. However, that may be, we are making our recommendations in the manner described, firstly in order to improve the standards of

high school and collegiate education, and secondly to try and prevent the prevailing idea that every student who passes through school or college has got a claim upon an appointment under Government.

19. **Manual training.**—We have outlined what we consider the necessary changes in the curriculum should be in relation to the School Final Examination. But, there are other subjects of study which, in our opinion, should be made an essential part of the school course if boys and girls are to receive a full and sound secondary education. Manual training, for example, unrelated to vocational education, should, in our opinion, be found in every school in the State. We have already shown how, with the exception of two schools, there is practically no manual training in the English schools in the State; and we consider that, not merely is general education defective without manual training, but that the unwillingness of the modern educated boy to use his hand is partly to be accounted for by the fact that he goes completely through his schooling without acquiring any manual dexterity other than the ability to wield his pen. We recommend, therefore, that it should be compulsory for all boys in English schools to do either carpentry or gardening as a compulsory form of practical work up to and including the fifth form. This work, however, should not be compulsory in the fifth form for pupils who take a practical optional for the E. S. L. C. course. We should like to see, as a matter of fact, all boys doing both carpentry and gardening during their school course; but, we realise that there may be difficulties in connection with the time tables; and, further, as a matter of immediate practicality, some schools may be able to provide for gardening work and not for carpentry while some other schools may be able to provide for carpentry but not for gardening. We have made similar recommendations regarding practical work for girls in the appropriate chapter.

20. **Difficulties of fourth form examination.**—In connection with our scheme, generally, there may be objections on the ground that an examination at the end of the fourth form and the introduction of compulsory practical work will interfere

with the School Final course of three years as recognised by the Madras University. We do not think, however, that either of these objections is valid.

The testing of a pupil's fitness after he has completed one year of a particular graded course of studies in no way interferes with the course as a whole; and, on the other hand, the examination will be able to test how far he has shown ability in the initial stages of a course which was mainly designed to lead to the university entrance examination.

With regard to the second point, it cannot be suggested that the insistence of compulsory practical work, along with the subjects of study for the School Final examination, can in any way interfere with a course which is recognised by the Madras University, since, even in the present School Final course, manual training or home-craft are compulsory subjects for all pupils in the Madras Presidency although they are not examination subjects. Under our scheme, the English middle school course will really close with the fourth form and it might appear that the present English middle schools will be placed at a disadvantage. But, the English middle schools can, if they so desire, open fourth forms and prepare students, who do not intend to proceed to the university, for the departmental examination.

We anticipate a further criticism of the establishment of an examination at the end of the fourth form; and that is that we have recommended elsewhere that there should be an examination at the end of the eighth class of the reconstructed vernacular schools; the eighth class corresponding to the third form of English schools. In effect, our proposals mean, for example, that a student who has read to the eighth standard of a vernacular school can obtain admission in a vernacular training school for teachers, while a student who has read in an English school will only obtain admission into the same school after passing an examination a year later at the end of the fourth form. In making our proposals we have been perfectly aware of this apparent disparity. But, it has to be remembered that the examination at the end of the eighth standard marks the close of a particular type of course, while, any examination held during the secondary school

course, not only does not mark the close of a particular course but has to be carefully adjusted with a view, on the one hand, to the completion of the secondary course by certain pupils, and with a view on the other hand, to the diversion of other pupils away from higher literary studies.

21. **Methods of instruction.**—We find that the method by which the curriculum of studies is usually taught in Travancore schools is largely the recitation method which consists chiefly of spoon-feeding by the teacher and under which the pupils become almost entirely passive recipients of undigested information. While this method may be said to train and exercise the memory, it can scarcely be expected to help in the allround mental development of the pupils. In fact, the psychological effects, of this method, on character are serious. It creates habits of dependence, robs the pupil of initiative and, by curbing his natural instincts for activity, results in mental lassitude and incapacity for productive or creative work. The well-known defects of the recitation method have caused it to be replaced in most countries by other methods which involve greater activity on the part of the pupils. We consider that the teachers should hereafter encourage the active co-operation of their pupils in all subjects of study and should further encourage the pupils' full participation in the life of the school. In the study of science particularly, we consider that the teacher should not merely perform experiments before his class, dictate notes and explain portions of the text book, but should encourage his pupils to carry out practical work and experiments on their own. He should suggest problems which the pupils can work out for themselves and should generally endeavour to impart a more human interest into the subject by showing its relation to actual life. We have found, in most places, that the teaching of nature study is very unreal and largely unconnected with personal observation and contact with the actual growth and developments of plant life. We consider that, in this subject, there should be much less of note dictation and text book work and much more of actual observation, out-door study and excursions. Similarly, in other subjects of study, such as geography and history, we believe that the subjects of study can be made of more living

interest by relating them more closely to an understanding of local conditions, the problem of human existence and the condition of society generally. We consider that much more should be done to develop the spirit of independent study and enquiry amongst pupils; and, to this end, much greater use, of libraries and laboratories, and personal talks with teachers, should be made by the pupils. Such a suggestion can only be put into effect if the time tables of the schools are very considerably altered. We have examined in detail, for example, the time table of the Model School attached to the Training College, Trivandrum; and if it is in any way typical of the time tables of the secondary schools, we think that actual formal teaching is being considerably overdone. We find, from the time table, that every period of every day, throughout the week, with the exception of the drill periods, is confined to formal instruction, thus leaving the pupils, not merely with no freedom at any hour of the school-day, but with no initiative and with little opportunity for private reading and visits to the library or to the laboratory. We consider that several of the class periods should be converted into individual work periods, and that more opportunities should be given to the pupils, particularly those in the higher forms, to add to the interest of their work by the formation of various associations, such as nature study associations, history associations, and debating and dramatic clubs.

22. **Better discipline.**—As we have shown in the earlier paragraphs of this chapter, there are aspects of the secondary school system not directly connected with courses of study which give cause for anxiety, namely, the absence of character-training factors and the physical condition of students. School discipline must, we realise, depend very largely, on the personality of headmasters and their staffs. But, we consider that the Education Department, through its inspectorate, should lay more stress than they appear to do at present, on the insistence on better discipline in the schools, whether it be changed recruitment of staff or by reduction of numbers or by the adoption of some form of monitorial system or by the establishment of much more intimate contact between teachers and taught. It should easily be possible for the departmental schools to give a lead in this direction;

and the departmental teachers should certainly be made aware by departmental instructions that the Government consider it a fundamental part of their duties to interest themselves in their pupils outside the class rooms. We have been struck, for example, by the fact that, in several schools visited, teachers were not able to name the pupils in their classes. Where this occurs, it reveals an altogether unsatisfactory state of affairs. It is sometimes suggested that headmasters of large schools in India cannot exert a proper influence over their schools on account of the fact that their salaries are generally low and their status and prestige consequently not high. In Travancore, however, this cannot be said, at any rate, of the headmasters of departmental schools. We are far from suggesting that such headmasters are paid more than their position and responsibility warrant. But, we have been impressed by the fact that they are paid very considerably more, on the average, than headmasters elsewhere in British India. We consider that the adoption of methods to maintain good discipline, the supervision of the staff in the matter of personal contact with students and the organisation of extra-class activities, such as the functioning of school societies and the running of school athletics should rightly form an important part of every headmasters' duties.

23. Improved physical training.—The Curriculum Revision Committee recommended that physical training, taking the form of manly games, should be made compulsory as an actual school subject in every English school; and we strongly support this recommendation. We recommend, further, that Government should, by way of grant-in-aid, support the purchase of playgrounds, the maintenance and equipment of playgrounds and the purchase of athletic equipment and that Government should largely increase the annual Budget allotments of departmental institutions. We do not think that we shall be incorrect if we say that there was a time, in Travancore, when athletics formed a more prominent part of school education, and that, since the deterioration, in most places, of school athletics, character-training has also deteriorated. We, further, recommend, in the same connection, that questions as to physique, athletic ability, power of leadership and general non-technical qualifications should be

taken into account at the time of the recruitment of all school assistants in Government employ; and that similar qualifications should be considered at the time when the department approves of new recruitment in the aided schools.

24. Hostel provision.—We have already pointed out that the hostel provision for English schools is very small and we recommend that, in future, not only should the Department, wherever necessary, provide larger hostel accommodation for departmental schools and aid the development of boarding houses, open to all classes of the community, attached to aided schools, but that it should insist on a much larger measure of supervision of the living condition of the school students who are not in hostels. We consider it to be unfortunate that grant-in-aid has hitherto been withheld from school hostels. We have already suggested that it is anomalous that games should be compulsory in colleges but not in schools; and we consider that it is even more anomalous that, while the residence of every college student has to be inspected and approved under the University Regulations, the residence of younger students needing greater personal care should, in large numbers of cases, remain uncontrolled.

25. Religious instruction.—We approach the question of religious instruction in schools with the utmost caution being fully aware of the difficulty of the problem all over India and of its special complexities in Travancore State. If we have judged the position rightly in Travancore, we believe that the large majority of parents are anxious that religious instruction of some kind should form part of the educational course. The obvious difficulty, however, is that a Christian, while he demands religious instruction for his children, wants that instruction to be given only in a school of his particular religious denomination and objects to his children receiving instruction in religion in a school of any other Christian or other denomination. Similarly, the Muslims regard religious instruction as an essential part of education; but require that at least such instruction should be given to their children by members of their own community. The large majority of Hindus also believe that some form of religious instruction is necessary, but are afraid to expose their children to religious instruction in denominational schools of whatever kind.

The position, briefly, therefore, is that, while almost all parties demand or would welcome religious instruction, the needs of all parties can only be met by keeping only the children of a particular denomination in schools belonging to that denomination. Such a solution cannot, however, obviously, be accepted. In the first place, the authorities very rightly insist that all schools recognised and aided by Government should be open to all classes of the community; and secondly, no lasting unity can be achieved and no sound citizenship can emerge from the educational institutions of the State unless there is a free mingling of all communities, one with another, in schools throughout the State.

During the course of this Report, we have very seldom laid stress on what is being done outside Travancore as an argument for the introduction of special features in the educational system of Travancore; because we are aware that what has been experimented with elsewhere is not necessarily, in all cases, suitable for Travancore. But, in the case of the vexed problem of religious instruction which has presented almost all provinces and States in India with equal difficulties, we must, to some extent, be guided by the trend of events outside Travancore. The attitude of the Government of India and of the provincial Governments towards religious instruction has undergone very considerable change in the last twenty years. Prior to 1911, the Government took the attitude that there should be a strict neutrality and that no religious teaching should be given in any departmental or publicly managed school. Now, however in most provinces, religious instruction is permissible in all classes of schools, and, in some provinces, the provision of religious instruction is actively supported by Government. In Bihar and Orissa, for example, religious instruction within school hours is obligatory in all departmental and non-denominational schools, provided that the attendance at such instruction is with the express permission of parents. The necessity for the provision of religious instruction for Mahomedan pupils is now commonly recognised in British India. Further, nearly all the reports of educational surveys made recently in India have recommended encouragement to religious instruction within certain limitations.

In Travancore, the present position is that religious instruction outside school hours is permitted in all schools managed by private bodies and that special facilities for Koranic instruction are accorded to Mahomedan pupils.

As we have stated elsewhere, we are strongly of the opinion that some form of religious instruction is an essential part of sound character-forming education. We recommend, therefore, that, subject to certain safeguards, religious instruction should be encouraged by Government. In the case of pupils of a particular denomination, the present system of permitting religious instruction outside school-hours may be continued, though we consider that, where the large majority of pupils in a denominational school belong to one denomination, religious instruction within school-hours should not be objected to provided the management can satisfactorily adjust their time-table of secular studies. Either the period immediately after the mid-day break or the last period of the day might be utilized. But, it should be understood that the pupils of other denominations should be set free during such a period. Religious instruction for Hindu pupils presents special difficulties, since there is no agreed form of Hindu religious instruction acceptable to all pupils. We consider, however, that some common form of religious instruction for Hindu pupils should be encouraged provided that, in all cases where such instruction is given, the written consent of parents or guardians should be obtained for the attendance of their children at such instruction. Actually, a common form of prayer and moral lessons are being used in several schools managed by Hindus at present. While we desire to see religious instruction encouraged, we recognise the fact that there is considerable public opinion particularly amongst non-Christian communities, which is afraid of proselytising resulting from the giving of regular religious instruction in schools to which all classes of the community are admitted. With few exceptions, all those whom we have consulted on the question of religious instruction are agreed that religious instruction, particularly in Mission Schools, should be strictly confined to pupils of a particular denomination, and should, in no case, be permitted to be given to pupils of other denominations. There are, however,

some Mission institutions in the State who give denominational religious instruction to all the pupils irrespective of their community. The defence put forward for such a procedure is generally that the non-Christian pupils, for example, are very willing to attend religious instruction. With whether this is so or not, we are not concerned, since, in our opinion, it is absolutely essential that, where religious instruction is permitted to be given, it should, under no circumstances, be given to non-Christians, for example, by Christian teachers except at the express request in writing of parents or guardians. This condition is commonly found all over India where aided managements are concerned; and we recommend that it should be strictly adhered to in Travancore. We have received complaints from several quarters that, owing to the fact that religious instruction does not form part of the school course proper and is not susceptible of examination, both pupils and teachers tend to neglect it. In this connection, we think the responsibility for proper attendance at religious instruction rests with denominational managements. But, at the same time, we can see no objection to an examination in the subject of religious instruction being held as part of the promotion tests for pupils of a particular denomination, provided, obviously, that a Christian pupil for example, does not earn preferential promotion over a non-Christian pupil owing to the addition of extra marks to his general total. If the examination is properly conducted, it will merely mean that a Christian pupil will not earn promotion unless he has satisfied his teachers in an examination on religious subjects along with the other subjects of study, and that non-Christian pupils, will be entirely unaffected, one way or other, by the results of the examination in subjects of religious instruction. Failure to pass a test paper in subjects of religious instruction should not, however, be used to prevent a pupil appearing for a departmental or public examination.

26. **The teaching of civics.** There still remain large numbers of schools in Travancore, particularly departmental schools, in which no moral instruction of any kind is given; and we consider this to be a grave defect in the system. We recommend, therefore, the introduction in all schools of a good course in civics, which can be combined with moral instruction in all

departmental institutions. We desire to lay particular stress on the teaching of civics; and we consider that it should be carefully supervised by the departmental inspectorate. In order that the school system in Travancore should help to eradicate communal feeling and should inculcate the spirit of unity amongst all future citizens of the State, we would have liked to have recommended, common undenominational schools for all pupils. Such a recommendation is, however, clearly impossible of acceptance, since a very large portion of the educational institutions in the State are provided by denominational interests, and since, the total replacement of a system of privately managed schools by publicly-managed schools is not feasible on grounds of finance and not desirable in view of the striking contribution to educational progress, in the State, that has been made by private managements. In our opinion, however, the privately-managed schools in the State share the responsibility for the results of educational training viewed from the broad point of view of citizenship: and it should be clearly enjoined on them that it is their duty to counteract as far as possible all tendencies towards communal bitterness and separatism within the State. Sound teaching in this direction, through a course of civics, should not be difficult in view of the fact that, in the great majority of cases, there is a free intermingling even in the denominational schools, of pupils from all communities. Denominational schools should also be discouraged from making their staffs purely sectarian and should be advised to develop, by all means in their power joint activities of pupils from different communities. We have in this connection recommended elsewhere in this report that boarding houses should not be confined to members of a particular community.

27. Medical inspection. With regard to the health of pupils in English schools, we consider it unfortunate that as a form of retrenchment, medical inspection should have been given up and we recommend that, at the earliest possible moment, compulsory medical inspection for all English schools should be introduced, it being a condition of recognition that a school should co-operate in the Government scheme for medical inspection. With the introduction of medical inspection, coupled with

provision for remedial care, and with the introduction of compulsory games, we hope that the standards of physical well-being of the pupils will steadily improve.

28. *Mid-day meals.*—The problem of the provision of mid-day meals exists in English schools, but on a smaller scale than in the vernacular schools. In our experience, very considerable numbers of pupils are foregoing their mid-day meals more on account of bad management by parents or guardians, or unwillingness to carry food on the part of the pupils, than on account of genuine poverty; and we recommend that school managements should insist on the provision of mid-day meals as a condition of admission. Where, however, genuine cases of acute poverty are proved, we recommend that Government should financially assist managements to provide mid-day meals. The financing of mid-day meals by Government cannot, however, be immediately undertaken, since, obviously, there is not, at present, sufficient data to show the extent of the financial commitment involved. But, departmental English schools and aided English schools should be asked to report, as soon as possible, the extent to which acute poverty is really responsible for any of their pupils going without meals. In this connection, it must be remembered that large numbers of pupils are already financially assisted to continue their education; and this financial assistance should cover the question of the provision of meals in a number of cases.

29. *The vernacular as the medium of instruction.*—We have explained, elsewhere in the report, that we do not regard the vernacular system of schools as a system which specially encourages the study of the vernacular and the English system of schools as one which specially encourages the study of English; and we have, therefore, approached the controversial problem of the medium of instruction in secondary schools purely from the stand point as to whether it is educationally desirable to use the vernacular medium in secondary schools or not. We have not been influenced in our consideration by the fact that we have recommended the abolition in certain cases, and the reconstruction, in other cases, of the vernacular secondary

schools, nor have we been influenced by the question of the present standard of attainment in the vernacular in English schools. If, for example, the standard of instruction in Malayalam in English schools at present is not high, it can be raised and improved irrespective of a decision on the question of the medium of instruction.

The evidence we have taken on the question of the use of vernacular as the medium of instruction is sharply divided showing, if anything, a majority in favour of the retention of English. Those who are in favour of the retention of English rely mainly on three arguments.

The first is, the introduction of the vernacular as the medium of instruction will give a set-back to the pupils' knowledge of English. Secondly, students proceeding to the university will be handicapped when it comes to their receiving instruction, in all subjects, in English. Thirdly, some subjects are not susceptible of sound instruction in the vernacular mainly owing to the terminology involved, and there is also no adequate provision of vernacular text books. We do not consider that a decision, on the question of the medium of instruction, is one which should be made by the authorities irrespective of local demand; and we, therefore, think that, whatever Government may decide should result only in an option being given to the schools to choose which medium of instruction they prefer. We have, on the other hand, very decided views on the educational values involved in the choice of the medium of instruction, and we are not convinced of the soundness of the arguments put forward in defence of the retention of English.

With regard to the first argument, we see no reason at all to apprehend a fall in the standards of English, provided the compulsory course in English is kept at a sound level of efficiency and higher examination standards such as we have recommended are adopted.

With regard to the second argument we need only point to the fact that the use of the vernacular as the medium of instruction has been widely adopted elsewhere in India; and though

we have heard complaints that the standard of English is falling in the universities, we have nowhere heard it stated that that fall has been due to the students admitted from schools in which the vernacular is the medium of instruction. It has been our experience that the main difficulty connected with the use of the vernacular all over India has been, not the question of the lowering of English standards, but the extreme difficulty of introducing vernacular instruction in areas which are bi-lingual or multi-lingual. In spite of this difficulty, however, the use of the vernacular as the medium of instruction has in recent years rapidly increased in British India. In Madras, for example, the number of high schools using the vernacular as the medium of instruction and examination has increased, since 1927, from nine to a hundred and two.

With regard to the third argument, two things appear obvious. Text-books in Malayalam and Tamil are already in existence for schools outside Travancore which have adopted the vernacular medium; and secondly, even if this were not so, authors and publishing houses are very quick to respond to any demand for particular kinds of text-books. To withhold a reform, accepted as desirable from other points of view, on the flimsy ground that there are no text-books, does not appeal to us as sound policy. The technical terminology of science subjects is generally quoted as a difficulty in the way of vernacularisation and to this we need only reply that science subjects are taught in different vernaculars all over the world and that, in any case, there is no objection to the retention of English or foreign technical terms. We have not space in this chapter to set out fully the benefits to be derived from the use of the vernacular. But, we are of the opinion that the Indian pupil has a heavy burden to bear at an early stage, in the matter of languages, and we consider that the study of all subjects, from the age of about eleven, through the medium of a foreign language not only very considerably increases the strain of work felt by young pupils but also definitely handicaps their intelligent understanding and grasp of many of the problems connected with their general subjects of study. While educational opinion is admittedly divided on this question, we cannot see that any harm or injustice

will be done if an option is given to the English schools to use the vernacular as the medium of instruction and examination at the School Final stage. And, we recommend that, subject to a continuous course of vernacular instruction for three years, the high schools in the State should be permitted to teach in the vernacular and submit students for the School Final for examination in the vernacular. Whether this is accepted or not we recommend that all non-language subjects should, in any case, be taught through the medium of the vernacular up to the end of the third form. In this connection, we must point out that there are a number of English schools, particularly girls' schools, which are not at present conforming to the educational rules regarding the use of the vernacular up to the second form. In considering the grant of permission to use the vernacular as the medium of instruction, the Education Department should bear in mind the difficulties to be faced in bi-lingual areas.

30. Inspection.—Hitherto, the work of the inspecting staff of the English schools has been heavy owing to the jurisdiction of the Inspector of English schools coinciding with the whole State; and we hope that, if our recommendations, with regard to the reorganisation of the Inspectorate are adopted, a larger measure of attention will be able to be devoted to the adequate inspection of English schools. We have explained elsewhere some of the defects of inspection on its administrative side; and we are concerned here only with inspection in relation to the subjects of study. It is a common and, we believe, well-founded complaint that not much guidance and actual demonstration of method has been given to the English schools by the Inspectorate in the past. We understand, for example, that model lessons are rarely, if ever, given and that conferences with the teaching staff, regarding teaching methods, are also unusual. We consider that constructive criticism regarding method, the personal handling of classes by Inspectors and the holding of conferences with the staff should form essential features of inspecting work in future. We realise that few Inspectors can be expected to be masters of teaching methods in all subjects; and for this reason, amongst others, we have recommended, in our chapter on the Training of Teachers, that a much closer relationship

between the Training College and the English schools should be established in future, and that periodic subjects inspection should be undertaken by the staff of the Training College.

As we have indicated, promotions in the English schools have not been entirely satisfactory, and improper promotions have, in many cases, been responsible for the low standards of groups of pupils to be found in the high school classes. We recommend that the neglect of the scrutiny of the promotion lists should no longer be permitted by the department and that the Inspectors should keep a close supervision over the promotions in individual schools as also over the comparative standards set for promotion between school and school.

31. Fees.—In view of our recommendation made elsewhere that the vernacular middle schools should be abolished and gradually reconstructed, it is likely that a number of pupils hitherto reading in vernacular middle schools will seek admission into English middle schools; and we recommend that, for a temporary period, the fees in forms one, two and three should be reduced to twenty rupees per year. While we do not consider that an enhancement of the rate of fees in forms four, five and six would be justified at present, we consider that small additional fees should be levied from the pupils of all forms in order to meet expenses connected with extra-class activities. To this end, we recommend that a games' fee of one rupee per annum and a reading room fee of one rupee per annum be levied from pupils in forms four, five and six, and a games' fee of twelve annas per annum and a reading room fee of twelve annas per annum from pupils in forms one to three. The fees so collected should be remitted into the Anchal Savings Bank Account in the name of the headmaster and should be accounted for and audited along with the ordinary school accounts. We recommend, in addition, that a science fee of eight annas per year should be levied from pupils in forms four, five and six, and that such fees, in the case of Government schools, should be credited to general revenues and, in the case of aided schools, should be credited to the school funds to be used towards the management's portion of the cost of equipment.

32. **Fee concessions.**—We have already explained the manner in which we consider the present system of fee concessions to be unsatisfactory. We do not support the view of the Retrenchment Committee that fee concessions to backward pupils should be restricted to a fixed percentage. But, we are of the opinion that the granting of fee concessions to pupils on grounds of poverty alone is altogether undesirable. A backward class pupil, in order to deserve State aid in education, should show clear signs that he is likely to do well in his studies and proceed steadily up the English school course. We recommend therefore, that fee concessions should only be granted to pupils who have shown, by examination, that they are of more than average ability and who, at the same time, have been certified as poor. We further recommend that any such student who fails to obtain promotion should automatically lose his fee concession though such fee concession should be restored if the pupil, after one year's further study, secures promotion. These recommendations regarding fee concessions hold good also for students coming from non-backward communities and for girls; and, in their case, we see no objection to the number of such concessions being limited to a fixed percentage. We recommend that the fee concessions to students of forward communities be not given after the end of the fourth form and that really brilliant pupils in the pre-university classes be assisted when necessary by scholarships.

33. **Text-books.**—The question of the selection of text books is a general question applicable to all grades of schools; but, we find it convenient to discuss it in some detail in this chapter. Until recently, a Vernacular Text Book Committee selected, annually, vernacular text-books for every class of every school throughout the State; and, similarly, an English Text Book Committee selected text-books written in English for use in every class of every school where English was taught and where English was the medium of instruction. It seems to be generally admitted, both by the Department and by the public, that the working of the Text Book Committees and the selection of books by them has not been satisfactory. We do not think it necessary to enter into a discussion as to the exact reasons for the dissatisfaction in existence

with regard to the working of the Text Book Committees and the selection of texts. But, we are in full agreement that there has, in the past, been much reason for the dissatisfaction expressed. Apart from all questions of patronage or the suitability of the text chosen, we are of the opinion that a system by which every school in the State has to accept every year a particular text for every class or form is altogether undesirable and unsatisfactory. There are, in our opinion, no reasons whatever which should necessitate, for example, every school having the same text book as all other schools at each class, nor do we consider that there are any sound reasons which can defend the rapid changes in class text-books, particularly in the lower forms and classes. One result of the present system has been that no freedom of choice at all is allowed to any management and that, in consequence no experiments with particular types of text-books can be attempted, no selection of text books specially graded from class to class can be made; and there is the danger, even where the text-book selected has been good, that just when a school or a teacher is beginning to appreciate the best methods of using that text, the text is withdrawn and another substituted in its place. The wholesale prescription of text books for the whole State is also, as our evidence has shown, susceptible of much misuse.

We recommend, therefore, that the present system be immediately abandoned and that, with the exception of texts prescribed for the School Final course of studies, all managements be left to prescribe their own text-books provided such texts are to be found on the list, of recognised text-books, approved by the Text-Book Committee. Text-books for the School Final course should, in our opinion, be prescribed by the English School Leaving Certificate Board.

It has been suggested that Government itself should be responsible for the production and sale of text-books. But, as a general proposition, this proposal does not commend itself to us at all. In the first place, it is extremely unlikely that Government will be able to make such a scheme a financial success, and secondly we do not consider that the Government, in Travancore, will be able to secure, by such a method, the large variety of choice

which at present exists owing to the submission of text-books for consideration from a wide and varied group of publishers. We can conceive that, where a special type of text were required, for example, for use during the English School Final course, such a procedure might occasionally be adopted by Government with success. But, we are definitely of the opinion that more suitable text-books will be made available to the schools and a much wider choice offered if text-books are selected and purchased in the open market. Further, the preparation of the text-books by Government presupposes that all schools, as in the past, will use the same text-books; and this, as we have pointed out, is extremely undesirable from several points of view. We consider that, if these recommendations are accepted, much of the difficulties connected with the working of the Text-Book Committees in the past will be removed, since the extent of the patronage involved will be greatly reduced. We have carefully studied the correspondence connected with the setting up of the text-book committees and with the separation of the Vernacular Committee from the English Committee; and we are of the opinion that nothing but loss of efficiency can result from the division, into separate committees, of the bodies appointed to select and approve books.

We recommend, therefore, that Government should re-consider their orders and should set up a single representative text-book committee to draw up lists of all classes of text-books considered suitable for class-use, for library use and for teachers' use, at all stages of school education. We do not consider it necessary to recommend an exact number for membership on this committee; but, we suggest that the experience of headmasters and class teachers should be well represented. We consider that the work of the Committee should be co-ordinated and supervised by the appointment of the Director of Public Instruction as Chairman of the Committee and by the appointment of the Deputy Director of Public Instruction as Secretary to the Committee. At present, the selection of all text-books in the State is made by Government; and we consider it entirely unnecessary that Government sanction should be obtained in connection with the approval of text-books. In our opinion, the correct procedure

should be that the Text-Book Committee will place books on an approved list subject to the approval of the Director of Public Instruction, and that Government should not interfere unless it can state publicly the special grounds for its dissatisfaction with any book placed by the Director of Public Instruction on the approved list. The approved list may, of course, be revised, from time to time, by the deletion of out-of-date works; but the schools, as explained, should have complete freedom of choice within the approved list. Obviously, in making nominations to the Committee, the Director of Public Instruction will see to it that persons having large interests in the publication of text-books are not represented. But, we see no reason to exclude a particular person from the Committee on the ground that he is an author of a text-book, although from other points of view his presence in the Committee is desirable or may be essential. The procedure we have recommended with regard to the choice and the prescription of text-books is, as far as we know, commonly adopted elsewhere, and, in any case, should, in our opinion, result in very much better condition prevailing in Travancore in the future and in the freeing of the schools from what has for long been an irritating and unsatisfactory check on a freedom which they can legitimately be expected to exercise judiciously.

We do not consider it desirable that the text-books to be set in connection with the English School Leaving Certificate Examination should be prescribed by the ordinary Text-Book Committee. Such text-books are naturally intimately connected with the standards demanded at the public examination; and their choice requires very special consideration. We recommend, therefore, that the present School Leaving Certificate Board, which is appointed annually in order to control the examination, should be developed into a regular body, nominated for a period of at least three years and made responsible for the selection of examination text-books, the appointment of examiners and assistant examiners and the control of the examinations generally including the new examinations we have suggested. As in the case of the Text-Book Committee, we consider that the Director of Public Instruction should be the Chairman and the Deputy Director its Secretary.

34. Overlapping of effort. — We have dealt with the question of the future class of managements of secondary schools in the chapter on control. But, we desire to point out here that, in our opinion, there is considerable overlapping of provision, particularly at the middle school stage, between departmental schools and privately-managed schools. We have shown in the chapter on Vernacular Education that there is considerable overlapping even between departmental English middle schools, departmental vernacular middle schools, and aided English middle schools and aided vernacular middle schools. We have, further, found that it is not uncommon for an English middle school to be functioning along-side of a well-established high school, in cases where the double provision at the middle school stage is not necessitated by numbers and where the strength of forms one, two and three of the high school have been reduced to less than half the number of school places available. We recommend, therefore, that, in regard to all schools under whatever management, the provisions of the Code, which insist on the clearly established need for a school before recognition is granted, should be more closely adhered to, and we recommend, further, that Government, through the Education Department, should review, carefully, the position of its departmental high schools and middle schools and see how far they are all essential having regard to the existence of large numbers of privately-managed high and middle schools. In any case, we consider that Government's policy in the future should be only to retain a limited number of departmental English schools such as they can be sure, by the nature of their buildings, playgrounds and standard of work, will remain as model institutions. With the exception of a few such schools, Government should, in our opinion, gradually hand over the management of its English schools to aided agencies or to municipalities and local bodies. The provision of adequate facilities for technical instruction at the various stages will involve Government in considerable outlay; and we do not consider, therefore, that it is justifiable for Government, in the future, to incur the same expenditure on higher literary education that they have done in the past.

CHAPTER VI

COLLEGIATE EDUCATION

1. The present provision. — Provision for collegiate education in Travancore is limited to the Maha Raja's College of Science, the Maha Raja's College of Arts, and the Maha Raja's College for Women at Trivandrum, the first grade arts college at Changanachery and Alwaye, and the intermediate colleges at Kottayam and Nagercoil. Collegiate institutions also include the two professional colleges, namely the Law College and the Training College, at Trivandrum; and there are, in addition, the Sanskrit and the Ayurveda Colleges which are not affiliated to the Madras University. The following table shows the strength of the intermediate and B. A. classes of the arts colleges during the last ten years :—

Year.	Intermediate.	B. A.
1098	1,372	469
1099	1,434	738
1100	1,457	901
1101	1,584	976
1102	1,550	867
1103	1,510	884
1104	1,898	859
1105	1,712	828
1106	1,680	901
1107	1,924	955

The figures in the above table include the number of students studying for honours, but exclude post-graduate students.

2. Travancore students reading in other Colleges.—

The degree courses in the Travancore colleges, and more particularly the honours courses, are limited in number and variety; and, in consequence, large numbers of Travancore students are proceeding each year to colleges outside the State for higher education. The demand for admission to the existing courses of study within the State also far exceeds the accommodation available, and this further accounts for the migration which is taking place. We have endeavoured to ascertain to what extent Travancore students are actually at present undergoing collegiate education outside the State. But it has obviously not been possible, during the short time at our disposal, to obtain complete statistics from all centres. The following table shows the number of Travancore students known to be undergoing collegiate education, during the year 1108, outside the State:—

Province or State.	Number of students
Madras ...	408
Bombay ...	27
United Provinces ...	50
Burma ...	2
Mysore ...	1
Cochin ...	117

The figures in the table, though not complete, show to what a large extent Travancore students are, at present, making use of collegiate institutions outside their own State. Travancore students are in fact, at present, reading in the Madras, Andhra, Annamalai, Mysore, Bombay, Agra, Benares, Lucknow and Rangoon Universities.

3. Affiliation to Madras.—The affiliation of the colleges in Travancore to the Madras University has far-reaching effects

not only on the colleges themselves, but on the English High Schools in the State. Affiliation to Madras affects the character and length of the intermediate and degree courses of study, the entrance examination to the colleges and the courses of study in the high schools of the State. It follows, therefore, that many of the criticisms, which we have to make regarding the present condition of collegiate education in Travancore, are criticisms of conditions which exist partly as the result of the affiliation of the local colleges to an outside University authority. We are aware that the colleges in Travancore do not compare unfavourably, from many points of view, with other colleges affiliated to the Madras University, although they are severely handicapped by comparison with the more favourable position of the constituent colleges at the headquarters of the University. We have, however, to state, most definitely, that we do not think that the colleges in Travancore, particularly those located at Trivandrum, with their present type of organisation, are providing anything like an ideal form of collegiate or university training. They are not, in our opinion, satisfactory either from the point of view of academic standards, advanced study and research or from the point of view of extra-academic activities which necessarily form an integral part of a full university life. We wish it to be understood, however, that this does not mean that they are unsatisfactory by comparison with the other colleges of the university.

4. **Admission standards.**—In our opinion, the standards of attainment, required for candidates entering the university at the junior intermediate stage, are far too low. The percentage of marks required for passing the E. S. L. C. examination has never been high, and has, in recent years, constantly been lowered. At present, the percentage required for a pass is not more than thirty-five per cent., in any subject, and in some subjects, it is as low as twenty-five per cent. It is consequently impossible to consider that students who have failed to obtain even twenty-five per cent., of the required marks in an ordinary subject paper in the E. S. L. C. examination, are suitable candidates for further progress in higher literary education. In this connection, we must point out that, for the school examinations which qualify for

admission to the universities in other countries, it is not at all uncommon to find a regulation that a student must have obtained sixty per cent., of the marks in all subjects or a regulation that a student must have obtained a number of credits in order to qualify for university admission. We cannot, therefore, but regret the continued tendency in Travancore, as in Madras, to bring down rather than to heighten admission standards. We are not in the least anxious that all students entering college should become first class scholars, and we recognise that in a university there is room for a wide variety of students developing on different lines. But, the fact remains that there are at present large numbers of poor and unfit students who do not benefit themselves, either academically or materially, by the time they spend at college. Not only have the actual standards of the university entrance examination been lowered, but, in addition, the system of moderating the results has, in recent years made possible the admission of large numbers of candidates who, some years ago, could not have been declared fit for university studies. Further a considerable number of students who now attend colleges in Travancore have taken several years to pass the School Final examination in spite of its low standards; and have shown thereby, even before their entry into the university, that they are not likely to benefit much by higher academic training. Large numbers of such students are also on the verge of poverty and are thus further handicapped in attempting to make profitable use of the time spent at the university. Our opinions are borne out by the results of the university Intermediate Examination in recent years. At this examination, the Science and Arts Colleges, Trivandrum, have only once passed more than fifty per cent., in the last eight years; and, the Nagercoil Intermediate College has never passed as many as fifty per cent., during the last ten years. The average percentage of passes at the Intermediate Examination, for all the Colleges in the State, during the last eight years, has been only thirty-four per cent. It is possible that these figures may compare favourably with the averages for other colleges in the Madras University; but, allowing for detained and second-year students, they demonstrate that the general standards in the intermediate classes are low. We

are not suggesting that all students should be expected to pass their examinations at the first attempt. But, we do suggest that the examination results show that, at present, large numbers of students, who are admitted to the university are improperly prepared for and in many cases altogether unfitted for collegiate courses of study. We should be less concerned with these facts were we convinced either that the majority of the students had the financial means to disregard academic qualifications or that the students were enjoying a full university life enabling them at least to leave their colleges with a broadened outlook, high character and manly physique. Unfortunately, the majority of students cannot afford the expenses connected with prolonged study at college, and the students generally cannot obtain the benefits of a full university life from the colleges, as they are at present organised.

5. **Intermediate classes.**—Judged by the standard of admissions to the intermediate classes and by the age and quality of the students reading in them, these classes, in our opinion, do not constitute university classes proper at all; and really only correspond to extended high school classes. This view is not a view peculiar to the Education Reforms Committee. It is a view which has been held by practically every educational commission which has, during the last twenty years, investigated education in India. It is a view, further, which has led several areas in India to place intermediate education under the same control as secondary education, and has led some universities to cease to affiliate second grade colleges. At Allahabad, Aligarh, Lucknow and Dacca, for example, intermediate education has been separated from university education. We do not consider it necessary, therefore, to put forward lengthy arguments in support of our view. We must point out, however, that the present School Final candidates are generally far too immature to benefit by collegiate methods of training. They are not ripe for large lecture classes and for independent and self-reliant study and they are in need of far greater personal supervision and tuition than the present collegiate system can give them. Under the present system, a student of the junior intermediate in Travancore may be actually only fourteen years old, and is

commonly only between the ages of fifteen and seventeen. In the year 1107, there were nearly five hundred students under the age of seventeen in the intermediate classes of the colleges in the State. It is obviously very difficult to give students of that age the comparative freedom and opportunities which universities are supposed to offer to young men who are just developing mentally and physically into full manhood. Nor is it easy to handle such students, from the point of view of discipline, residence, tuition, etc., in the same manner as one would handle students aged between eighteen and twenty-two. We must note also that, in the absence of a residential system or even of a system of licensed lodgings, the dangers with which young and immature intermediate students are faced are very considerable. Of the two thousand eight hundred and eighty-five students reading in Travancore arts colleges, as many as one thousand nine hundred and twenty-four are intermediate students; eight hundred and sixty-four are under-graduates and ninety-seven are reading for honours or post-graduate courses. Thus it will be seen that the majority of the students in the colleges are really reading in post-school classes, and only a small number are attaining reasonably good standards of collegiate education.

6. Honours classes and research.—It is difficult at present, for a student within Travancore to do any research work in science and impossible, for him to attend any honours course in science, the honours courses in the State being restricted only to mathematics, history and English. Further, there is no provision within Travancore for advanced technical courses of any kind and students have to go outside the State even to attend engineering or medical schools.

7. General standards.—While we have reason to be dissatisfied with the standards and conditions of collegiate education on its purely academic side, we feel even more strongly that the colleges in Travancore as they are at present organised, scarcely from a broader point of view, justify their existence. When a young man enters a university, the least that can be expected is that the university will improve and develop his general culture, his physique and his character. In effect, the State has a right to look to its universities for the production not only of scholars

but of broadminded, tolerant, courageous citizens with high character and high ideals. We are in complete agreement with the authors of the report of the Auxiliary Committee of the Indian Statutory Commission when they state that "universities are not isolated institutions devoted wholly to teaching, study and research. They are in a real sense organs of the commonwealth with a place of their own in the national economy." We do not consider that, at present, the colleges in Travancore, provide sufficient opportunities for the education of Travancore citizens in the manner we have indicated. It is well recognised and has been repeatedly stated even in educational reports published in this State, that a corporate residential life for students, at an impressionable age, forms the essential background of university training. But, inspite of the repeated reiteration of this belief, the majority of the Travancore colleges are in no sense residential. Owing to the manner in which the majority of students live, the colleges are, in the main, simply lecture halls, and can, therefore, make very little contribution to good education other than satisfactory instruction. Even in the latter case no instruction can be regarded as entirely satisfactory that is confined purely to class work of a particular type conducted at stated hours, unsupported by tutorial methods or personal contacts.

8. Students' residence.—Of the two thousand eight hundred and eighty-five students in arts colleges, only seven hundred and ninety-six are resident in any form of hostel. The following table shows the number of students, of the various colleges, resident in hostels:—

Colleges.	Number of students in hostels.
Maha Raja's College of Science, Trivandrum ...	165
Do. Arts Do. ...	56
Do. for Women Do. ...	92
The Union Christian College, Alwaye ...	226
St. Bernham's College, Changanacherry ...	179
C. M. S. College, Kottayam ...	47
Scott. Christian College, Nagercoil ...	31

From the point of view, however, of the idea of the students of a collegiate institution residing together, these figures are entirely misleading. The majority of the students are residing neither in an institution consisting solely of students of their own college, nor in hostels which are attached to individual colleges. The one hundred and sixty-five students of the Science College, for example, are distributed between eight different hostels, the fifty-six students of the Arts College between five different hostels and the ninety-two students of the Women's College between seven different hostels. Neither the Science College, Trivandrum, nor the Arts College has a hostel of its own; and it is only at Alwaye and Changanacherry that the hostels form an intimate part of the colleges. In Trivandrum, it might be almost true to say that the hostel system, at present at work, is more likely to counteract the influences of corporate college life than to assist them. The students who are in hostels are in the main attending hostels governed and controlled by persons unconnected with collegiate education, and, as we have shown, entirely unconnected with the management of the individual colleges. Some of the hostels also are not in themselves such satisfactory places of residence as to assist very much in university education. We may cite, for example, the condition of the Women's College Hostel which incidentally, only provides for twenty-two students out of a total of one hundred and ninety-eight in the College. It is common to speak of the hall-mark of collegiate or university training; but, if a student is attached to a college in a purely impersonal manner, merely for the working hours in a very limited number of working days in a year, it is doubtful whether such a student can be said to obtain any such hall-mark at all. We do not think it necessary, owing to its obviousness, to discuss at greater length this aspect of the working of the colleges in Travancore. But, we think it should be noted that the mere fact that large numbers of college students, both men and women, come from considerable distances to attend their classes, necessarily results in their being unable to participate in any collegiate or university activities other than mere class-room work.

9. **Students and Staff.**—It follows that, if the residential factor is absent, the all-important factor of the constant contact between the teacher and student is largely absent also. We consider, however, that, even under existing conditions, much more might have been done to make the time, spent by a student at college at least a period of constant contact with men of experience and wisdom. We are not suggesting that the Travancore colleges are peculiarly bad in this respect. But, our evidence has led us to believe that the intimate knowledge of his student by a lecturer, is the exception rather than the rule; and, with the exception, perhaps, of the small honours classes and the small degree class at the Women's College, we are afraid that very little effort is being made to bring students and lecturers together outside formal class hours. We are quite prepared to believe that we are overlooking, in this criticism, individual examples which might be quoted to prove that our assumptions were incorrect and we know that in some colleges the tutorial system has been introduced. But, it can be stated, generally that the members of the staffs of the colleges do not play games with their students, take little part in the extra-class activities of students and seldom accompany their students on pleasure, study or athletic tours.

10. **Inter-collegiate activities.**—There is little inter-collegiate relationship, not merely between the colleges in one part of Travancore and the colleges in another part, but even between the colleges situated in Trivandrum. Inter-collegiate lectures, inter-collegiate visits, inter-collegiate debates, inter-collegiate athletics, etc., etc., are, as far as we have been able to discover, rarities. It is remarkable also, from our point of view, that no opportunities appear to have been availed of to improve the general training of Travancore students by inter-collegiate activities between the colleges in contiguous areas such as Tinnevely, Coimbatore, Cochin, Malabar, etc.

11. **Athletics.**—While there are those who hold and we think erroneously—that collegiate institutions exist purely for the attainment of sound scholarship, we are convinced of what the majority of enlightened educationalists believe, as they have

believed for generations, that athletics, even at the collegiate stage, are an integral part of education. We have had occasion, elsewhere in this report, to pass severe strictures on the manner in which games and athletics have been neglected in the State; and we must repeat our surprise at the manner in which the proper provision for athletic training in all its branches has been so neglected in the collegiate institutions of the State. The fact, of course, that the provision has been neglected in the secondary schools has necessarily reacted adversely on the colleges. But, the active supervision of the athletic side of college life does not appear to have occupied the attention of the authorities; and what little has been accomplished, has been accomplished more at the dictates of the Madras University than under the inspiration either of the local Government or of the individual administrations of the colleges. We find the provision for games in the colleges completely inadequate both in the matter of playgrounds and equipment. We find, in addition, that though all intermediate students are supposed to have compulsory physical training, large numbers of students are actually taking no part in games at all; since it cannot be held that some small formal physical training, in order to keep within the university rules, really represents healthy collegiate athletics. The extent of the provision of funds set aside for organising collegiate games is ludicrously small and apart from the Physical Directors, there are few in the colleges who interest themselves in and give a lead to collegiate athletics. Several recognised forms of athletics which have been considerably developed in colleges elsewhere find practically no place in the colleges in Travancore. Cricket is only played at Kottayam; and boxing is unknown. Hockey receives very little support, and some colleges do not even hold annual athletic sports. Many of the college playgrounds are unfenced, and do not receive sufficient attention by way of repairs and developments. Students, in several cases, have to play games under the most exasperating conditions, on grounds which are open to the public and which serve as passages for the public from one part of the town to another or which the public appear to use for their own recreation. Even in cases, like the Women's College, where a fairly adequate playground provision exists and the grounds are well enclosed, the amount of money allotted to games is so small as to make

adequate and efficient training through games impossible. The Women's College is, for example, able to spend only two hundred rupees per annum on the upkeep of all its grounds and the purchase of games' material. Tennis in that college has to be played under conditions which permit of new balls only once in a month.

12. Isolation from Madras.—While the students in Travancore colleges have, as we have explained, altogether insufficient contacts within their own colleges and between college and college in the State, they are placed in an even more unfortunate position in relation to the general life of the Madras University. They are, more or less, isolated from the University Library, from the advantages of inter-collegiate lectures, from attendance at the many special lectures which are given at Madras and other centres, from the assistance which the University Departments of teaching gives to the colleges at Madras, from the University Research Departments, from the University Training Corps, from the University Union and from the social and athletic side of university life which is being more and more developed in the colleges outside Travancore. Such being the state of affairs, it can hardly be expected that collegiate education in Travancore should result in a broadening of outlook and in the widening of ideas; nor can it be expected that the tendency of individuals, within the State, to have a narrow outlook and a kind of parochial and communal viewpoint should be wholly or even partially eradicated in the case of the younger generation passing through a university training in the local colleges. We have stressed these points not because we consider that the conditions in the Travancore colleges are essentially worse than the conditions in many colleges of the university situated outside Travancore, but because we consider that the colleges owe a definite duty to the State far beyond the mere attainment of sound scholarship; and, if the State is considering a re-organisation of its collegiate institutions, it is essential that the opportunity should be taken to ensure, as far as possible that, in future, college students will undergo a wide and full training well fitted to produce highminded public servants, disinterested politicians and public workers and leaders and citizens of the

best type. This is particularly so in so far as the Government colleges are concerned, since the State is spending large sums of money on these colleges, and here, as elsewhere, has a right to expect sound value for money spent.

13. **Raising of standards.**—We have already expressed the opinion that the admission standards in the colleges are too low and have made recommendations in the chapter on Secondary Education for raising the standard of admission. Large numbers of ill-equipped students reading for arts courses are not, in our opinion, desirable, and we recommend that, along with the improvement of standards, the fees for the arts and science courses should be considerably raised, provision being made by free places and scholarships for backward class and poor students. In this connection, we believe that higher arts education should be confined either to those who can afford to pay for it or to those who, with assistance, are likely to achieve high scholarship.

14. **Re-organisation of the colleges.**—Our recommendations regarding the re-organisation of collegiate education are naturally limited by the possibility of the establishment, at a later date, of a separate university for Travancore. But, we consider that, before a settlement is arrived at on the university question, there is much that must be done to make the existing institutions more satisfactory and there is need for the provision of new institutions offering practical courses of study, directly related to the economic and industrial needs of the State. So long as the Travancore colleges remain affiliated to the Madras University, the intermediate colleges will remain under the control of the university. But, it is possible to take immediate steps with regard to the departmental intermediate classes so as to separate them from collegiate education proper. We recommend that the intermediate classes in the Maha Raja's College of Science should be closed and the Maha Raja's College of Arts should be reduced to a second grade college the B. A. degree and honours classes being transferred to the Science College. We also suggest that the history B. A. group in the Maha Raja's College for Women, which has only seven students in the junior B. A., should be closed. The result of these proposals will be that, in

so far as Trivandrum is concerned, all real collegiate education above the intermediate stage will be conducted and concentrated in one college. We consider that the bifurcation of the Maha Raja's College was a mistake. If our proposals are accepted, there will be a bifurcation, but of a different kind. All post-intermediate courses will be located in the present Science College and intermediate science and arts will be provided for the present Arts College and in the Women's College.

We consider that the Government should, in consultation with the Cochin Darbar and the managements of aided colleges, investigate the present provision of pass-degree courses of study in the colleges of Travancore and Cochin with a view especially to the giving up, if possible, of such courses of study in the Government colleges as are well provided for elsewhere. There are, at present, eight colleges teaching to the degree standard, in Travancore and Cochin. Of these, six provide for history, five provide for mathematics, three provide for zoology, two provide for physics and chemistry, two provide for philosophy and two provide for economics. In view of the likely reduction in the number of college students as the result of our recommendations and in view of the high cost involved in the duplication of provision, we consider that, in future, care should be taken to avoid, as far as possible, such excess provision. We consider that the Government should similarly consult with the Cochin Darbar and the managements of private colleges with regard to the provision of courses of study not already provided for and with regard to the provision of honours teaching. If Travancore is ultimately to have a separate university, it will be necessary to increase the provision of honours courses now available in the State. But it is, in our view, essential that, if more honours courses are to be introduced, a careful programme of development should be made, so that the expense of providing a particular honours course should be confined to one college. There is absolutely no need, in our opinion, for example, for the same honours courses to be developed at Trivandrum, Changanachery and Ernakulam. Apart from the honours courses, there are certain degree courses which are unprovided for in the State. There is no provision, for example, for geography at either the

intermediate or the degree stage; and, in consequence, there is no opportunity to give teacher training to the graduates in geography, who are immediately needed to handle the new syllabus in the high schools of the State. We recommend, therefore, subject to the consultations we have already mentioned, that provision should be made for the introduction of geography both at the intermediate and the degree stages.

15. **Compulsory Residence.**—In order to improve the present type of collegiate education, we recommend that no student should be permitted to study for a degree course unless he is in residence in a hostel managed by the authorities of his college and that much greater care should be taken over the conditions of residence of intermediate students, hostels being provided for the large majority of them. In so far as the Government colleges are concerned, this policy can easily be laid down by Government. The aided colleges, so long as they continue to be under the control of the Madras University, cannot, naturally, be compelled by Government to follow the same policy if unwilling to do so. But, the Alwaye College is already entirely residential and the Changanachery College largely so. And, from the evidence which we have had, we understand that the aided colleges, generally, would welcome a new policy of insisting on residence in collegiate hostels as a condition of entry to college courses. We have laid stress on the necessity for the residential hostels or halls being under the direct authority of the colleges themselves; and we shall not be satisfied with an extension of the present system of putting the students of one college into a number of differently managed hostels, however satisfactory each such hostel in itself may be. We have discussed the future of the Women's College and its courses in the chapter on Women's Education; but, it is necessary to state here that we consider that the Women's College should not be allowed to continue unless it is made completely residential. It should, in our opinion, in future function as a hostel not merely for such of its intermediate students as desire to reside there, but also for all the women students who are admitted to the Maha Raja's College of Science and Arts, the Intermediate College, the Training College, the Law College and the Sanskrit College.

This proposal will result in the very proper position that the Maha Raja's College for Women will actually be a residential college of the type well-known in other countries, and its students will proceed for their lectures to any of the other colleges in the city.

A successful working of the new residential system will not be possible unless certain further conditions are fulfilled. The residential hostels must be sufficiently close to the colleges and their play-grounds to enable the students easily to join in all collegiate activities, both social and academic, at any time of the day. The residences of a large number of members of the staff should be so arranged also as to be within the hostel system or so near as to make it possible for the staff to share fully in all collegiate activities.

16. Restriction of admissions.—We understand that it has been customary in the past for the Government colleges to admit up to the maximum of their accommodation irrespective of the quality of the students who apply, provided, of course, the students admitted were within the eligibility list of the Madras University. In fact, the proceedings of the College Accommodation Committee reveal the extent of the pressure brought to bear on these colleges at the time of admissions and some years ago the Government itself issued an order indicating that all eligibles should be admitted up to the limit of accommodation. We have made such recommendations, in our chapter on Secondary Education, with regard to the re-organisation of the high school course which, we hope, will largely reduce the numbers of students proceeding from the secondary schools to the intermediate and which will considerably heighten the standards at the school final stage. If our recommendations are accepted, the strength of the intermediate classes will fall and the quality of the students will improve; and, in consequence, the Maha Raja's College at Trivandrum at least should be enabled to make a selective admission of students well-fitted for collegiate courses of study. In this connection, we consider that Government should make it a rule that admission to the Maha Raja's College should not be given to any student who is under the age of seventeen.

17. **College accommodation**—Our recommendations regarding the concentration of degree courses of study at the Science College, Trivandrum, the opening of a college of technology, the introduction of the residential system, the increase in play-ground accommodation and regarding residence of staff, will necessitate, obviously, a very considerable increase in the area of the present Science College. There appears to us to be only two alternatives by which our recommendations can be satisfactorily carried out. Either the Maha Raja's College of Science must be moved to an entirely new site, or the compounds, play-grounds and buildings of the Nayar Brigade, situated close to the College must be made available for collegiate developments. The first alternative involves the complete rebuilding of the college, and the expenditure of very large sums of money; and we are not, therefore, in favour of it. The second alternative has manifest advantages; and we hope that, with the approaching re-organisation of the Nayar Brigade, it may be possible to suit the convenience both of the Nayar Brigade and of the colleges by moving the Nayar Brigade as we have suggested.

18. **Conditions in Collegiate hostels.**—In our opinion, an essential condition of the residential system should be that students should, under no circumstances, be divided up into hostels or halls which represent different sections of the communities. At present, we find that, where hostels do exist, they are, in many cases, hostels confined to the members of a particular community. While, in the result, it may be possible to develop a corporate life amongst the members of a particular community and to continue college activities after lectures are over, we consider that this separatist system is running directly counter to the real value which should be obtained from a residential college. If students of a college have to be distributed between several hostels or residential halls, they should be distributed in such a manner that all communities freely intermingle in each hostel or hall. A distribution, for example, with reference to the seniority of the students might satisfactorily meet the case. A sense of unity, understanding and common citizenship, the breaking down of intolerance and narrow communalism, are the least results which the State should expect from three or four years spent in a

good residential institution. We have, therefore, laid particular emphasis on the conditions under which students will live in their reorganised colleges.

In this connection, we should like to see the abolition of all separate and sectarian dining halls now existent in almost all the hostels in the State. We consider, for example, that the existence of seven different messes in the Maha Raja's Collegiate Hostel, Trivandrum, which houses only ninety-five students, is an indication that a residential system might actually tend to be retrograde in its outlook rather than progressive. We realise that this question of inter-dining may be regarded both as one of detail, in so far as collegiate administration is concerned, and as one of grave concern to the orthodox. We are of opinion, however, that, while it is a detail, it is a detail which has a far-reaching effect on the quality of collegiate education as represented by a residential system. We can see no hope of a more tolerant and liberal-minded attitude springing up between the communities, in this State (who are already, admittedly, in some ways, dangerously antagonistic) if, for example, the Nayar and the Christian students in the collegiate hostels are encouraged to need separate dining halls and are indeed encouraged in several places to live in separate hostels altogether. From the reports we have read Travancore has, in the past, been proud of her educational developments; and, we consider that it will be wholly inconsistent with this pride if she falls behind the standards now being set in collegiate hostels all over India. Inter-dining among students of all communities has become so common elsewhere as to evoke almost no notice. And, we sincerely hope that our recommendations will be accepted as an essential part of a satisfactory residential system.

19. Encouragement of athletics.—As we have indicated, much remains to be done to encourage collegiate athletics and extra-class activities. We recommend that games' fees in colleges be largely increased, that the budget provision for games' expenditure be considerably raised; that the provision of adequate play-grounds and equipment be insisted on and that athletic contests and tours be regarded as a normal part of collegiate training. We recommend in particular that the Nayar Brigade

grounds be made available for the Science College and that the land already allotted to the Arts and Training Colleges be immediately adapted for use as play-grounds. We recommend also that the privately-managed colleges should be aided to develop and enlarge their play-grounds and athletic activities. We consider it very desirable also that the Government should revive the Travancore Olympic Association, encourage the colleges to join in the inter-collegiate athletic activities of Madras and press for the establishment of a unit of the University Training Corps at Trivandrum. If, for any reason, it is not possible to establish a unit of the Madras University Training Corps at Trivandrum, we suggest that a scheme for a local training corps should be worked out in consultation with the Commandant of the Nayar Brigade.

20. A University for Travancore. — The Committee has been asked to report on the desirability or otherwise of establishing a university for Travancore. We do not intend, however, to discuss the university problem at any length or in much detail. It is not a new problem; and, there have already been two reports on the subject published during the last fourteen years. These reports have set out in great detail, the arguments both for and against the establishment either of a university for Travancore or of a Kerala University. They have also set out in detail estimates of the cost involved in establishing one or other of the proposed universities. Although the passage of time has naturally altered the statistics given in these reports as to the numbers of students, the grades of colleges and the courses of study, it has not materially altered the conditions under which the colleges in Travancore remain affiliated to the Madras University, with the exception of the fact that the revision of the Madras University Act has altered the size and number of the university authorities, and thereby intensified the need for a larger measure of Travancore representation, on the authorities of the Madras University, if the Travancore colleges are to remain within the Madras University.

What we have already written in this chapter must have shown how the affiliation, of the Travancore colleges to the Madras University, influences and to some extent controls, the

trend of education and the courses of study all the way, from the beginning of the high school stage to the end of the university stage. To remain within the Madras University, therefore, means that, however much she is convinced of the need for change, Travancore cannot radically alter her higher educational system, her courses of study in English schools and colleges or the administrative control of intermediate and high school classes. Remaining within the Madras University also means that Travancore continues to be the most isolated unit of the affiliated colleges within the University. Travancore colleges are unable to share in any of the activities, which the constituent colleges of the university participate in, owing to their location at the headquarters of the university. The University Library, the University Departments of research and instruction, the special university lectures, the University Union, the University Training Corps and university athletics are all practically inaccessible to the staff and students of the Travancore colleges. This inaccessibility is greater in the case of Travancore colleges than in the case of other mofussil colleges, since inter-relations between Madurai, Trichinopoly and Madras, for example, are much easier than between Trivandrum and Madras. The Travancore colleges are further handicapped by the fact that Travancore has no representation on the executive body of the University and has only limited representation on the other authorities of the University. Even if better representation were conceded, it is not easy for busy officials or non-officials to undertake frequent journeys which involve absence from their station for at least four days in order to participate in University meetings.

This question of representation is not merely a question of the Travancore colleges, along with other mofussil colleges, sharing in the control of the Madras University. The present position really is that there are frequent and important meetings at the head-quarters of the University regarding university policy generally, concerning alterations in courses of study, the length of time required to qualify for higher and research degrees and the intricate rules and regulations regarding the admission of students to all grades of instruction. In order to keep abreast with the

continuous changes which are taking place, let alone to share in the decisions that have been arrived at, attendance at such meetings has become essential.

At present, also, Travancore suffers from the fact that her colleges are not so organised and grouped as to obtain the benefits which can be had at other nonfossil centres like Trichinopoly. Her courses of study are limited in character and her colleges prepare students for only three subjects of study in honours. Situated as they are, the colleges in Travancore, generally speaking, cannot hope to receive the broader influences of university life; and they must, to some extent, show a tendency to develop on narrow lines.

On the other hand, it is obvious that there are many advantages accruing from the present position. The Travancore colleges are affiliated to one of the oldest universities in India and share in the benefits which are the result of the long tradition and recognised standards behind the Madras University. Travancore students have been able, until recently, to secure admissions to the other arts and professional colleges of the Madras University for courses of study unprovided for locally in Travancore; and Travancore has hitherto been spared the necessity of incurring large capital and recurring expenditure on the establishment of a variety of honours courses and of medical, engineering, forestry, agricultural courses, etc. Even as it is, in spite of the restriction of admissions to some of the professional and arts colleges at Madras and elsewhere, three hundred and forty Travancore students are at present reading in arts and professional colleges located within the Madras Presidency, and affiliated to the Madras University. Travancore has further been spared the necessity of experimenting with standards of its own and of passing through a period of considerable difficulty, regarding recognition of its own courses and degrees, like other newly established universities. More importantly, she has avoided the necessity of a very considerable outlay on the establishment of her own university authorities and university buildings. Although we have complained of the isolation of Travancore within the Madras University, it is still possible to argue that her colleges and her students are less isolated now

than they would be if they were confined to a separate university having only jurisdiction over Travancore State. The advocates of a Kerala University were of the opinion that the jurisdiction of such a university would be sufficiently large to safeguard against the dangers of isolation. But, while the way is still open to negotiation, we think it is extremely unlikely that the colleges in Malabar, or the authorities concerned, will be willing at the present juncture, to consider the entry of Malabar into a new university. Experience, both in Madras and all over India, has tended to show that the new universities, unless accompanied by very distinctive features, non-existent elsewhere, are expensive and not altogether necessary luxuries. A university for Travancore, therefore, or even a university for Travancore and Cochin, if it is to be any way self-sufficient and if it is to provide the large variety of courses now available within the Madras University, presents the great disadvantage of requiring a very large expenditure of money from Travancore revenues, nor will it be easy, with the existing foundations to build on, to create a university of a distinctive type, thereby justifying an increase in the number of universities already established in South India. The existing courses of study in Travancore and Cochin are not concentrated in one place and the existing colleges have developed under an affiliating system which has permitted the opening of higher courses of study at any centre. Even since the last Travancore University Committee reported, intermediate colleges have developed into first grade colleges and additional courses of study have been added in a number of places; and the difficulties experienced by that Committee in solving the problem of the type of university to be established have, to that extent, been intensified.

Taking all things into account, we feel that we are not able to recommend that any immediate steps should be taken to establish a university for Travancore. We feel, as we have already shown in this chapter, that there is much to be done by way of re-organisation in the existing colleges, before it will be practical or desirable to separate Travancore from the Madras University. We are, however, of the opinion that the disadvantages, of remaining within the Madras University, out-weigh the advantages and that the future programme of Government

with regard to collegiate development should be so framed that it will ultimately become possible to establish a separate university for Travancore.

In this connection, we recommend that the Government of His Highness the Maha Raja of Cochin be approached to see whether the State of Cochin will be willing to co-operate in a scheme for the establishment of a university for Travancore.

From the point of view of this Report, however, the establishment of a Travancore University cannot be considered as a matter for the immediate future. But, we would like to point out that, when the scheme for a Travancore University matures, if it does mature, in our opinion, every endeavour should be taken to avoid an excessive capital expenditure on grandiose and not altogether necessary university buildings and lay out. In the last twenty years in India, many new universities have been started; and experienced educationalists are aware to what extent some of these universities have been handicapped by the sinking of almost all available resources into extravagantly costly buildings.

We consider that it will be time to give serious thought to the establishment of a university after a number of other recommendations we have made in this Report are given effect to. The colleges in the State have first to be re-organised, made residential and infused with a new spirit. New courses have to be provided and academic and other standards raised. Technical and technological education, with a strong practical bias, have to be developed, and we should like to see the College of Technology, which we have proposed, established and well developed before a decision is taken as to the type of university most suitable for Travancore. If, as we hope our suggestions for the improvement and re-organisation of the colleges and for the development of a college of technology bear fruit and high standards are attained, we consider that Travancore will then be in a sound position to separate her colleges from Madras.

Our recommendations regarding the future of the Law College, the Training College and the Sanskrit College have been made elsewhere.

CHAPTER VII

TECHNICAL AND PROFESSIONAL EDUCATION

1. **Absence of vocational instruction.**— Throughout this Report we have emphasised the fact that there is little provision, in the educational system of Travancore, for special and vocational instruction, whether in special institutions or in institutions for general education. While literary education has, at the secondary and collegiate stage, been highly developed and probably over-emphasised, at no stage of education has sufficient attention been paid to technical instruction and to practical work. There is no practical bias in the vernacular schools; and no satisfactory practical or vocational work is being done in the English schools. The collegiate institutions in the State are confined to arts courses and there is no provision for any form of engineering or technology. The number of technical schools controlled by departments other than the Education Department is small; and these schools, generally speaking, provide only lower grade technical instruction.

2. **Technical Schools.**— The Department of Industries manages the School of Arts, Trivandrum, the Sri Moolam Technical School, Trivandrum, the S. M. R. V. Technical Institute, Nagercoil, the Carpentry School, Quilon, the School of Commerce at Alleppey and the Textile Institute, Trivandrum. There are, in addition, sixty-eight privately-managed industrial schools recognised by the Department of Industries, of which sixty-one are in receipt of grant-in-aid. The Agricultural Department maintains three agricultural schools, one at Kottarakara, one at Alwaye and one at Konni.

3. **The School of Arts.**—The School of Arts, Trivandrum makes provision for the teaching of wood-carving, ivory-carving, smithy work, lacquer work, pottery, drawing, water-colour painting and oil painting. The school sends up candidates for the Lower and Higher Technical Examinations of the Madras

Government, in drawing, design, wood-work and painting. The school admits both stipendiaries and non-stipendiaries. The stipendiary students are divided into lower grade and higher grade, the full course for the two grades being four years. The admission of stipendiary students is restricted to those candidates who have either passed the V. S. L. C. Examination or who have read up to the third form of an English school. Non-stipendiaries are admitted on payment of a fee of one rupee per month. There are, at present twenty-one stipendiaries and thirteen non-stipendiaries. The non-stipendiary students are mostly confined to the drawing and painting classes. There is no minimum general educational qualification for the non-stipendiary students; and there are, at present, in the school, several young boys who have not read higher than the fourth or the fifth class of a vernacular school. We do not consider that the school, in its present condition, can be regarded as well-organised or as providing satisfactory technical instruction. The school is badly housed and inadequately equipped. The fine arts classes are altogether unsatisfactory; and, in spite of stipends for a period of four years, the number of students receiving instruction in the various groups is very small and the standard of work attained not sufficiently high. As far as we were able to judge, the only real artistic and satisfactory work being done in the school is being done by paid skilled workmen.

5. **The Sri Moolam Technical School.**—The Sri Moolam Technical School, Trivandrum, provides three courses of study, the Civil Overseer's Course, the Mechanical Overseer's Course and the class for maistries. The course for overseers extends over two years, and the maistry class is a one-year course. The minimum qualification for admission to the overseer's class is the English School Leaving Certificate; but exceptions are made to this rule. The minimum qualification for admission to the maistries' class is the third form of an English school. Fees are charged in all the three classes. The courses in this school are of an elementary kind and provide a minimum of civil and mechanical engineering knowledge for the lowest grade of supervisors in the Department of Public Works. The present strength of the school is forty-eight, of which twelve are in each of the

senior civil overseers' class, the junior civil overseers' class and the maistries' class, six are in the senior mechanical overseers' class and six in the junior mechanical overseers' class. The school was apparently designed to meet the needs of the Public Works Department in its lower grades, and there is no provision for the training of industrial apprentices in any form of engineering.

5. **The Carpentry School.**—The Carpentry School at Quilon, provides instruction in a three-year course, for estimating, arithmetic and mensuration, drawing, building materials, construction, carpentry and cabinet making. There are twenty-eight pupils on the rolls, of whom twelve are in the first year, ten in the second year and six in the final year. The number of admissions in the first year is restricted to twelve. Candidates for admission to the school should have read up to the seventh class, though exceptions are made. Preference is given to the sons of working carpenters. Students are paid stipends at the rate of eight rupees, nine rupees and ten rupees in their first, second and third year respectively. Instruction in the school appears to be satisfactory although the accommodation is unsuitable and insufficient. The articles made in the school are not being marketed properly, and the Government departments make very few purchases.

6. **Technical Institute, Nagercoil.**—The Government Technical Institute, Nagercoil, provides a three-year course in weaving. There are twenty-three students in the school, of whom ten are in the first year, eight in the second year and five in the third year. Admission in the first year is restricted to ten. Candidates who have read up to the fourth class are admitted, preference being given to members of the weaving community. The students are paid stipends at the rate of three rupees, five rupees and seven rupees during the first, second and third years, respectively, of their course.

7. **The School of Commerce.**—The Government School of Commerce, Alleppey, provides instruction in typewriting, shorthand, book-keeping, banking, commercial geography and the theory and practice of commerce, and prepares students for the lower and higher grade technical examination of the Madras

Government. There are, at present, forty-nine students in the institution. Fees are charged for all the courses, and candidates for admission must have read up to the sixth form. The school had a hostel attached to it; but the hostel has since been closed.

8. **The Textile Institute.**—The Government Textile Institute at Trivandrum provides a two-year course in textile industries for teachers, a six-months' course in the technology of bleaching, dyeing and printing, and a six-months' course in knitting or hosiery manufacture. There are, at present, twelve teachers under instruction in the two-years' course.

9. **Aided Schools.**—In the sixty-eight private industrial schools, there is provision for instruction in cotton weaving, coir weaving, mat weaving, rattan work and carpentry. The number of pupils under instruction in these schools was one thousand four hundred and nineteen in the year 1107. In the majority of the schools, the pupils under instruction are given stipends for the full period of a four-year course. That many of these schools are not working satisfactorily is, we believe, admitted by the Department of Industries. Many of the pupils under instruction appear to regard the time spent in the industrial schools merely as an opportunity to receive from the State a contribution towards the cost of living. There is no age-limit for admission to these schools and no minimum general educational qualification is prescribed, with the result that there are cases of young children, elderly persons and students without any general educational qualifications at all, attending these schools and receiving stipends from Government. The schools do not appear either to be correlated with the schools for general education or even with the demands of local industry.

10. **Agricultural Schools.**—The agricultural schools at Alwaye, Kottarakara and Konni provide for a two-year course in agriculture. The strength of the school is, at present, seventeen at Alwaye, twenty-nine at Kottarakara and thirty-two at Konni. Practically all the pupils in the schools are in receipt of stipends from Government, at the rate of five rupees per month at Alwaye, and four rupees per month at Kottarakara and

Konni. The students reside in hostels for which boarding fees are charged. The students are allowed to work as labourers on the Government farms attached to the schools and they can earn approximately five rupees a month as wages. Candidates for admission to the schools must have either read up to the sixth class of a vernacular school or to the third form of an English school. Admissions are only made in alternate years. With the exception of the school at Konni, the schools do not appear to have been very popular. Four out of twenty-one stipendiaries admitted at Alwaye in 1106 left the school, and three out of thirty-two left the Kottarakara school. On the other hand, in the year 1106, one hundred and thirty-eight pupils applied for admission to the Konni school. Fifty-two were given admission and continued the course and thirty were paid stipends. The Committee visited the school at Konni and appreciated the quality of the work being done there. But, at present, the school remains altogether unrelated to the future employment of its pupils. The first batch of pupils were given grants of lands and loans in connection with the establishment of the Konni Agricultural Colony. But, we understand that all the subsequent students passing out of the school have not been able to put their instruction to practical use. The great majority of the students admitted are students who own no lands. Further, the general educational qualifications of the students admitted are not sufficient for them to obtain service even in the Agricultural Department, nor are the students qualified to obtain employment as teachers.

11. Numbers under instruction.—The above facts and figures show that there are approximately one thousand seven hundred students receiving some form or other of technical instruction in the State; and this represents only 0·3 per cent. of the six hundred thousand students receiving education in all forms of institutions. The Auxiliary Committee of the Indian Statutory Commission complained of the disparity in numbers in India between those receiving technical or professional education at the collegiate stage and those receiving arts education; and they showed that the proportion of professional to arts students varied from thirty per cent., in Bombay, to three per cent., in

Burma. But, the figures for Travancore compare very unsatisfactorily with the figures for all-India, whether it be at the collegiate stage or at a lower educational stage. Even if the number of students known to be reading in technical and professional institutions outside the State, approximately five hundred, are included, the proportion for Travancore remains very low. The extent to which Travancore State has felt the importance of developing technical education is evidenced by the budget figures. While the expenditure on technical and industrial education, excluding direction and inspection, was, in 1107, only eighty-five thousand rupees, the expenditure on institutions for general education, excluding direction and inspection, was over forty-six lakhs of rupees.

We have not been able to obtain complete figures for the number of Travancore students studying in professional colleges and technical schools outside Travancore, but the following table shows the number that are known to be studying in institutions outside the State at present:—

Training colleges	...	17
Medical colleges	...	127
Engineering colleges	...	45
Agricultural colleges	...	4
Commercial colleges	...	3
Law colleges	...	12
Medical schools	...	142
Engineering schools	...	43
Commercial schools	...	75

12. Need for technical education.—Before we make recommendations for the extension of technical education at the secondary stage and of technological education at the collegiate stage, we feel it necessary to state the reasons why we consider a radical change is necessary, since there has been, perhaps, no more controversial subjects in the field of educational policy, in recent years, in India, than the question of the introduction of a greater measure of technical instruction. While on the one hand, important committees, high authorities and distinguished businessmen, engineers and scientists have consistently advocated

a breakway from the purely literary type of education prevailing in the majority of places in India, the universities and the schools have been slow in adopting any new type of instruction or any experimental forms of technological education and research connected with industry. As far back as 1888, a despatch of the Government of India drew attention to the fact that education, as at present provided, was excessively literary in character, and that technical education was required in order to lead to a greater variety of occupations. Various conferences and committees, held between the years 1900 and 1912, laid repeated stress on the value of the development of industrial schools and of the provision in India of men trained with technical qualifications. In 1913, another Despatch of the Government of India advised that technical and industrial education in the Provinces should be directly related to the needs of local industries; and the Viceroy's Despatch of November, 1915, to the Secretary of State pointed out the need for technical education in India in order to lighten the pressure of a purely literary course, and suggested that the Government help was needed to enable India to take her place as far as circumstances permit as a manufacturing country. In 1918, the Indian Industrial Commission pointed out that it was urgently necessary to prepare for higher technological training and to arrange that the science students of colleges affiliated to the universities should learn to apply their knowledge to industrial uses. Nine years ago, at the opening of a conference of Indian universities, His Excellency the Viceroy of India stated that—

"We must confess to a need for further development in many directions, more especially in higher technological education."

In spite, however, of these recommendations and pronouncements, there has been little real progress, particularly at the collegiate stage; and apart from proposals instituting technology in the Andhra University, the Mysore University and the Bombay University, few new courses have been introduced since the Viceroy's Despatch of 1915. On the other hand, however, since that date, a very considerable number of all-India and provincial industrial scholarships have been awarded

for overseas training in technical and technological subjects, thus emphasising, as it were, still more strongly, the inability of local educational systems to provide the technically trained men which India and her industries require. It may well be asked, in view of these facts, why is it that India has shown such reluctance to embark on a scheme of technical education.

As far as we have been able to understand the position, three reasons, broadly speaking, have been alleged for the absence of further progress in technical and industrial education, first the difficulties of finance, second, the need for cultural courses of study as distinct from utilitarian forms of education, and third, the lack of industrial occupations open to specially trained men.

With regard to the first argument, it is hard to realise that it is put forward in good faith. It is like a house-holder squandering his large income on unproductive personal luxuries and then stating that he has no money to feed his family. Since 1917, for example, eleven new universities have been created in India and crores of rupees have been sunk in capital and large recurring expenditure has been incurred; but practically the whole of this vast sum of money has been spent on reproducing arts courses and identical types of courses which existed over a wide-spread area before. Practically no portion of the sum involved has been spent on an attempt to relate more intimately higher education to industrial developments.

As applied to Travancore, the argument is especially in-appropriate since the State expenditure on literary education has increased enormously during the past thirty years.

With regard to the second argument, it is not unfair to enquire what has been the result, particularly in Travancore, of the insistence, on cultural courses of study. Travancore has a right to enquire whether, in the first place, she has, viewing the life of the country as a whole, received adequate value for the large sums of money spent on her educational system, and secondly to enquire whether the cultural education, so called, has resulted in greater prosperity and contentment amongst her peoples. We contend that an honest answer to these queries must result in

a series of regrettable but true statements to show that, in spite of expenditure and effort, there has been little resultant prosperity and material advancement amongst the people of the State. The purely cultural education has, it is true, resulted in an increase in the literate population; but it has also resulted in the overcrowding of particular and limited channels of professional occupations, in acute bitterness over the difficulties of securing employment especially in the Government services, and in a complete maladjustment of education to actual needs and to the realities of conditions of living in the State. Those who have defended literary courses of study on the ground that true culture can only be achieved by the continued study of advanced literature, philosophy, history, mathematics, etc., seem to have forgotten that there is a whole field of specialised knowledge with cultural values of its own and with immense possibilities of invention and discovery which, from the point of view of applicability to the stern realities of existence, is of far more value to the ordinary citizen than the higher literary studies hitherto regarded as essential. It is surprising, for example, that intensive research and high scientific study, which has been responsible elsewhere for the application of scientific and technical knowledge to the development of agriculture and industries on modern lines, should be regarded as unsuitable forms of study in the colleges of modern India. In the last half a century, all over the world, invention and discovery has not only resulted from technological study and research, but have caused the greatest advance in industrial development and in the well-being of the people generally; and, while highly trained scientists, have, through their study of applied science, linked invention to industries, mechanically-minded men, often uneducated in the essential subjects of cultural study, have commanded vast influence over industrial developments. This is particularly so in America and the West; but, even in India, the influence of a family like the Tata's has, probably, produced a greater result in the development of India's natural resources than most of her higher educational institutions. The truth is—and the history, for example, of the so-called technical universities all over the world, has proved it—that in a well-balanced development of a country's man-power and resources there is room for a variety of educational effort.

The third argument is equally unconvincing. We are fully prepared to admit that higher grade technical education must not advance far ahead of the industrial possibilities of a country. But, on the other hand, it is clear that industrial possibilities cannot be explored and developed unless the State has the assistance of keen brains trained in the application of scientific knowledge to the use and manufacture of raw material and available for the assistance of both small and large scale industry. We do not claim to have any specialised knowledge of the possibilities of industrial development in Travancore. But, there would appear to us to be considerable possibilities of research and manufacture connected with sugar, rubber, paper, oil, soap, matches, drugs, textile goods, leather, pottery and minerals. There are already mills and factories, in Travancore, and we understand that more cotton and paper mills are about to be established. The manufacture of sugar, paper, soap, pottery and matches is already in progress. The hydro-electric scheme, it is hoped will still further increase the facilities for industrial development. We feel confident also that there is much which might still be done by the application of science and by research to improve the staple cocoanut and agricultural industries of the State. Further, we believe that there must necessarily be large possibilities connected with the production of minerals, clay, oil, rubber, etc., and the use of the extensive and varied timber grown in the forests of Travancore. We have been informed, by experienced witnesses, that there is no inherent impossibility in the picture of Travancore manufacturing some of the articles which she now has to import from abroad, although a large proportion of those articles are made from raw products obtainable within the State. Whether we have over-estimated the possibilities of industrial development in Travancore or not, we feel confident that, if a well-adjusted scheme of technical education is introduced more benefits will be reaped by the State than by the continuance of a purely literary type of education at all stages which is admittedly proving more and more barren as the years proceed. It should also be remembered that our proposals, for the introduction of technical education below the collegiate standard, are mainly concerned, not with the advancement of large scale industry, but

with the production of skilled artisans needed in many departments of work throughout the State.

13. Recommendations.—In order to impart a practical bias to general education, and in order to increase and improve the provision for technical education, we make the following recommendations :

14. Lower grade technical schools.—The present lower grade technical schools, particularly the aided institutions, should either be abolished or completely reorganised and their standards improved. If the Government decide to retain these schools, stipends should be abolished, and no student should be admitted to them who has not completed the primary stage of general education. While abolishing stipends, Government can, if they consider it necessary, provide a limited number of scholarships for poor students coming from backward communities.

15. Vocational bias schools.—Vocational bias schools, particularly agricultural bias schools, such as we have recommended in the chapter on Vernacular Education, should be opened by Government; and private managements should also be encouraged to experiment with such schools.

16. Technical schools and alternative classes in English schools.—A limited number of technical schools taking the form, either of alternative courses located in the existing high schools, or of independent technical schools, should be opened by Government; and similar courses should be encouraged in the aided institutions. The new courses or schools should provide instruction in the industrial arts of wood, glass and metal, and instruction in agricultural and in commercial subjects. Instruction in the industrial arts of wood, metal and glass will be confined to students who have failed to pass the preuniversity entrance examination at the end of the fourth form and to students coming from the eighth class of the reconstructed vernacular middle schools. Instruction in agriculture and commercial subjects can be given both to students appearing for the School Final Examination and to other students who are not qualified to appear for the university entrance examination.

The courses in the industrial arts of wood, glass and metal, which we have recommended, should not aim at high theoretical knowledge, but should aim at skilled practice fitting young men for artisan occupations in factories or in cottage industries and for employment in the new industrial workshops of the departments of technology. The work done in these vocational classes will also serve as a preparation for further technical training at the intermediate stage.

The new technical schools generally need not, of course, be confined to the subjects of study which we have hitherto mentioned; and such subjects as weaving, printing, pottery, lacquer work, ivory carving, smithy, cabinet-making, plumbing, etc., can be further developed in the existing technical institutions at Quilon, Trivandrum and Nagercoil and also taught in the new technical schools which we have proposed. The new technical schools and practical classes attached to high schools should, when properly established, be able to make additional provision for continuation classes for adults, already in industrial employment, who desire to improve their technical skill. We are not in favour of the continuance of stipends in the Carpentry School at Quilon and in the Technical Schools at Trivandrum and Nagercoil. But, we consider that Government should provide a limited number of scholarships for poor students from the backward communities.

17. Industrial apprentices.—In order further to encourage the development of technical education, we recommend that Government should investigate, in consultation with the firms concerned, the possibility of establishing a system of stipendiary apprentices working in the factories and workshops of such concerns as Messrs Harrisons and Crosfield's at Quilon, the new cotton and paper mills to be started in north Travancore, the paper mill at Punalur and the match factory at Tenmalai.

18. Technical scholarships.—We also consider it desirable that the Government should provide for a limited number of technical scholarships for subjects of technical study needed in the State but not hitherto provided by the State for Travancore

students to proceed for higher technical study both in other parts of India and in Europe.

19. Higher Technical Education.—Before adopting the policy of making provision for higher technical courses and for technology, we consider that Government should undertake the industrial and economic survey which we have recommended elsewhere. We are confident that higher technical education is required, but a survey will guide Government as to the most useful subjects of study with which to make a commencement.

20. College of Technology.—We recommend that Government should open a college of Technology having intermediate classes and diploma courses; the college being independent of the Madras University, with its own standards and diplomas. If the college is successful, it can obtain its own Charter.

21. Intermediate classes.—We recommend that Government should make provision at the intermediate stage for the following courses:—

- (i) agriculture,
- (ii) accountancy,
- (iii) mechanical engineering,
- (iv) electrical engineering, and
- (v) motor engineering.

To these courses, students who have passed the English School Final Examination, taking agriculture, accountancy, natural science, physics, chemistry or mathematics, may be admitted. But, we desire to see the new intermediate college functioning, not merely so that passed School Final candidates may receive training, but in such a manner that a limited number of students who have taken wood-work, glass-work and metal-work, for example, in the bifurcated English school course or in the technical schools will be admitted to the same college in the appropriate courses and given further practical training. The latter class of students will do largely a practical course with not much theory, while, in the case of the other students, the academic and theoretical side of the courses will necessarily be

stressed. Our proposals will mean that one and the same institution will, for example, be used to train an artisan, motor mechanic and an engineering student proceeding for higher study.

22. Diploma Courses.— Above the intermediate stage, we recommend the provision at present of a two-year course leading to a diploma in technology, and later of a four-year course leading to a higher degree in technology. Whether these courses will eventually become university degree courses or not, will depend upon the future of collegiate education in Travancore generally. The declared object of the courses should not only be to provide higher training and research in technology, but to promote, by study, research and experimental manufacture, industrial developments in Travancore State. The courses must, therefore, be intimately related to the possibilities of the development of small and large scale industries in the State.

We recommend the introduction gradually of the following three faculties :—

(i) applied physics comprising mechanical engineering technology, electrical engineering technology, civil engineering technology and instrument technology,

(ii) applied chemistry, comprising chemical engineering technology, oil technology including soaps, lubricating oils, etc., food-stuffs technology including bio-chemistry, sugar, biscuits, fruit-canning, etc.,

(iii) industrial technology including textile technology, paper technology, glass manufacture, including pottery, earthen ware, porcelain, stoneware, etc., coir technology, leather technology, wood technology including plywood and matches.

It naturally cannot be expected that all the departments of technology should be started at once and expert advice will be required before many of the courses are opened, but we have thought it best to give a complete picture of the possible development in the college of technology.

It is essential for the successful working of the scheme we are proposing that, associated with each branch of technology, small industrial plants must be set up to be used, not only in

connection with teaching and research, but, more importantly, for actual production and distribution. The heavy workshop and manufacturing plants of a larger scale, which may be required for some of the technological courses, can, in our opinion, be provided for by the College of Technology taking over and developing the present Public Works Department Workshops and the School of Arts.

23. **Buildings and staff.**—At first sight, it might appear as if the scheme, for a college of technology is over-ambitious and as if it would involve very heavy capital and recurring expenditure. But, the scheme can be proceeded with gradually and, though a new building will be required for the college, it can be designed on a modest scale. If, as we have suggested, the Nayar Brigade buildings and grounds are made available, the college of technology can be appropriately developed near the Science College. The provision of an expert staff is not as difficult as may be supposed since, if, as we are recommending, the activities of the Industries Department and the College of Technology be combined, there are already experts in the State, such as the Oil Expert, the Tanning Expert and the Textile Expert, who can be made available for work in the college of technology.

24. **Director of Technological Studies.**—In order to secure proper co-ordination between the Industries Department and the working of the Technological College, with its subsidiary workshops, we recommend that, in future, the Director of Industries should be an expert competent to hold the combined post of Director of Industries and Director of Technological Studies in the College of Technology. This new officer will then be in a position, not merely to supervise and direct the work of the technical experts in the various branches and the work of the various faculties of technology in the Technological College, but will be able directly to co-ordinate the needs of Government Departments with the productive side of the working of the new branches of technology and with research connected with industry. The manufacture of a large portion of the requirements of Government Departments such as the scientific apparatus and manual training tools for schools and

colleges, the various castings, taps, meters, etc., required by the Public Works Department, and the furniture fittings, etc., required by all departments, will after a period of time, be a predominant feature of the working of the manufacturing establishments attached to the College of Technology.

If our scheme is to be worked successfully, and if the teaching, research work and manufacturing activities of the College of Technology are to really achieve the aim we have in view, it must be obvious that very great care will have to be taken in selecting a Director of Technology competent to give that impetus to the scheme which alone will make it a real live force in the industrial development of the State. We have, throughout this Report, laid repeated stress on the essential qualities of keenness and initiative amongst the teachers without which no system of education can really be effective; and, in connection with technical education, and industrial organisation, we feel even more strongly that the success or failure of our proposals may depend very largely on whether a sound choice of a Director and his assistants is made or not. An expert teacher with high academical qualifications will obviously not be suited to fill the new post of Director of Technology; and the State will require some one with a large amount of practical knowledge and practical experience who will be able to prevent any possible tendency of the courses of study becoming mainly theoretical and to prevent the manufacturing and workshop side of the instruction being neglected.

25. **Training centre.**—Our scheme for technical subjects at the intermediate stage and for the diploma course in technology includes the use of the new institution for giving technical training to artisan workers and for giving training to specialised teachers, manual training instructors, etc. In fact, it will be necessary for the College of Technology to begin only with the intermediate classes and with parallel special classes for the training of instructors and mechanics. In the early stages, the college must partly function, therefore, as a central training institution, training instructors for the technical schools and students and mechanics for subsequent employment in the Technological workshops.

26. **Need for expert advice.**—We have discussed the possibilities of technical education at considerable length, but we fully realise that our proposals for the introduction of technology, for example, must be examined in greater detail by experts before Government can decide on a forward policy. It will also be desirable to obtain the views of leading industrialists in the State on the detailed plans of Government before they are proceeded with.

27. **Medical education.**—We have included in our enquiry the need for medical education in Travancore; and our evidence shows that there is a wide-spread demand, at least for the establishment of a medical school at Trivandrum. While we consider, therefore, that it is neither practical nor desirable to establish a medical college in Travancore, at present, we recommend that the Government should, as early as possible, establish a medical school at Trivandrum. If our other recommendations are accepted, it should be possible to locate the medical school in the existing buildings of the Maha Raja's High School for Girls. The number of qualified medical practitioners in Travancore is not large; and we consider that, if, for example, rural reconstruction work is to be taken up seriously, men with medical school qualifications will be required in considerable numbers to work amongst the rural population. In any case, the need for the provision of at least one institution for medical education, seems to be established by the figures for the number of Travancore students who obtain medical education outside the State. Our figures are not complete; but, they show that there are, at present, one hundred and twenty-seven Travancore students reading in medical colleges and one hundred and forty-two reading in medical schools outside Travancore.

28. **The Law College.**—Our enquiry has also been extended to legal education in the State. While the legal profession is admittedly over-crowded and while it is becoming, year by year, increasingly difficult for young lawyers to earn a decent living at the bar, the Law Colleges, at Trivandrum and Madras, are still largely attended. In actual practice, these law colleges are no longer colleges giving instruction to well-qualified

young men who are determined to take up law as a profession. Large numbers of students enter the Law College every year who have neither special aptitude nor a special desire for entering the legal profession; and considerable numbers of students enter the Law College either in order to postpone the difficult problem of securing suitable employment or to enjoy a further period of studentship while awaiting possible selection for other types of employment. We cannot regard this condition of affairs as satisfactory; and it not infrequently means that a well-disciplined and studious young man, who has shown promise in his arts courses, loses much of his discipline and interest during the time spent at the Law College in which he has neither taken his studies nor the legal profession seriously. We recommend, therefore, that the numbers admitted to the Law College should be considerably restricted, and that care should be taken to see that, as far as possible, only the best qualified and most earnest students are selected.

29. Music schools.—There are, in the State, at present, a limited number of unrecognised schools for the teaching of music and fine arts, and we recommend that the condition of these schools should be investigated and that efficient and well-managed schools of this type should be placed on a recognised basis both for purposes of aid and examination.

30. Sanskrit education.—The only other special courses of study coming within the scope of our enquiry are the courses in the Sanskrit College and the Sanskrit schools.

Travancore has a certain fame for Sanskrit studies. In her archives have been discovered from time to time priceless Sanskrit classics. The *Travancore Sanskrit Series* has a well-merited reputation in the world of scholarship. Nor is Sanskrit important only to savants. It seems to influence the life of the common people as well. In no other place in India, perhaps, is Ayurvedic medicine more popular. The religion of the majority of the people is closely wedded to the use of Sanskrit and the very language spoken, Malayalam, has a great admixture of the Sanskrit idiom and draws heavily on Sanskrit literature. As the

Royal House thought it part of its duty to see that the Hindu-religion was properly observed in the State, Vedic schools were established for teaching people the accurate chanting of the mantras. For years, the State maintained a *patasala* where Sanskrit studies of an advanced nature were undertaken and this institution later came to be designated the Sanskrit College. A more recent development has been the growth of special Sanskrit schools. There are, at present, sixteen Sanskrit schools with a strength of two thousand and fifty-six pupils; two of the schools being Vedic schools.

Sanskrit is an optional subject for the Vernacular School Leaving Examination and for the Vernacular Higher Examination. Sanskrit can also be selected as a second language for the E. S. L. C. Examination. The course of studies in the special Sanskrit schools consists of a *Kavya* course of six years. Pupils who pass class three of a vernacular school are admitted to this course. Besides Sanskrit, the course includes arithmetic, history, geography, English and Malayalam. It leads to the Sastri Examination conducted by the Government. This course is also followed in the school section of the Sanskrit College. Those who pass in the Sastri Examination are admitted to the Upadhyaya course of the Sanskrit College which extends over two years and is really a continuation of the *Kavya* course both in its general aspects and in the study of Sanskrit language and literature and leads to the Government Upadhyaya Examination. In this course Sanskrit literature, the elements of the Sastras, Tarka and Vyakarna, English, elementary science and elementary mathematics are learnt. The next three years comprise the Mahopadhyaya course in which any one of the four Sastras, Vyakarna, Jyotisha, Tarka and Mimamsa is specially studied for the Mahopadhyaya Examination. Elements of the modern counterparts of the Sastras and English are also learnt. Those who hold the Sastri Certificate are eligible for appointment as munshies in vernacular schools. Those who hold the Sastri, Upadhyaya and Mahopadhyaya qualifications are accepted by the Government as eligible for first appointment in the lower grades of Government service. They are also qualified to be Malayalam and Sanskrit

Munshies in vernacular and English schools. Mahopadhyayas are eligible for appointment on the staffs of the vernacular and Sanskrit Departments of colleges.

Some of the defects in the scheme of Sanskrit education as obtaining in the State were pointed out by the late Mr. A. R. Raja Raja Varma in letters to Government which are incorporated in G. O. dated the 27th July 1917. The main defects were said to be, antiquated methods of study, the absence of a foundation of a general liberal education, the lack of advanced study in Malayalam and in ignorance of modern science and of the results of European research and criticism. The remedies suggested were an increase in the amount of the general subjects taught and of English and Malayalam. Additions were made to the course and eventually the course came to be not far different from the instruction given in classes four to nine of a vernacular high school. The result of these changes has been to duplicate, in a Sanskrit school, ill-equipped for the purpose, work which is better done in a vernacular school or in an English middle school more suitably equipped. The work of the Sanskrit schools and of the *Kanya* Department of the Sanskrit College must, therefore, be looked upon largely as a repetition, with the exception of the special emphasis on Sanskrit, of the work being done in the ordinary secondary schools. The work being done in the Sanskrit College is similar to the work being done in Oriental Institutions affiliated to the Madras University. Vidwans and Siromanies of the University's Oriental Department compete with Sastries, Upadhyayas and Mahopadhyayas for appointments and outside Travancore are certainly preferred. In 1913, there was a proposal to affiliate the Sanskrit College to the University in the Vidwan and Siromani courses, but the suggestion was not approved. The courses in Sanskrit in the English schools and arts colleges have been recently revised and made more extensive, and taking all things into consideration, we do not consider that there is need for the continuance of an entirely separate system of Sanskrit education. Therefore, we would propose the amalgamation of all the various courses available in Sanskrit with the exception of those in the Vedic schools. The work of the Vedic schools is purely religious in

scope and we consider that these schools should be brought under the control of the Devaswom Department. We recommend that the present Sanskrit schools may be recognised as English middle schools having a special Sanskrit bias. The school section of the Sanskrit College may be similarly considered. We recommend that the Sanskrit College should be affiliated to the Madras University in the Vidwan and Siromani courses. We would, however, retain the Mahopadhyaya course in the Sanskrit College or some higher course as an independent study inculcating the highest attainment in Sanskrit. The entrance standard of the Sanskrit College in future will depend upon the conditions laid down by the Madras University, but we assume that students from the Sanskrit bias schools and from the fourth form of the ordinary English schools will be able to pass the entrance test.

CHAPTER VIII

EDUCATION OF GIRLS AND WOMEN

1. **Scope of chapter.**—We have, designedly, in this Report, not entirely separated the discussions on girls' education, from the discussions on boys' education. We have, in consequence, in the other chapters of this Report already made frequent reference to the condition of girls' education, and have also made recommendations connected therewith. Our remarks in this chapter, therefore, will be mainly confined to facts and figures connected with the education, of girls and women, which have not been exhaustively discussed elsewhere, and which, in our opinion, require special consideration.

2. **Favourable position.**—Travancore has for long been considered, next to Cochin State, the most forward area in India in so far as the education of women is concerned; and there can be no question that, relatively speaking, women's education has steadily progressed in the State. The number of girls receiving education, in proportion to the total population is far higher in Travancore than in any other part of India except Cochin, and even the figure for Cochin is only 0·1 per cent. higher than the figure for Travancore. In Madras, which ranks second in India, the percentage of girls under instruction to the total female population of Madras is only 3·0, the corresponding figure for Travancore being 9·2. Similarly, the literacy figure for women in Madras is only 3·1, as against 16·8 for Travancore. The literacy figure for women in the age group fifteen to twenty, in Travancore, is twentyseven per cent., a much higher figure than in any province in British India.

3. Numbers under instruction.—The following table shows the number of girls under instruction in all classes of institutions during the years 1098 to 1107:

Year		Number
1098	...	1,44,535
1099	...	1,55,023
1100	...	1,63,562
1101	...	1,70,479
1102	....	1,76,419
1103	...	1,90,951
1104	...	2,03,699
1105	...	2,15,190
1106	...	2,21,434
1107	...	2,35,934

The figures show that there has been a steady and appreciable increase in the number of girls being brought under instruction. In ten years, there has been an average annual increase of nearly ten thousand and a total increase of over sixtythree per cent. If a comparison is made with the rate of progress of the number of boys being brought under instruction in the corresponding period, it will be found that the rate of increase in the number of pupils is considerably larger in the case of girls than it is in the case of boys, the annual average increase of boys being 8,500 and the total increase being only thirty per cent. In most Provinces outside Travancore, the rate of increase in girls' education has varied with the increase in the provision of institutions intended especially for girls. But, in Travancore, this has not been the case, since a very large number of girls are reading in institutions for boys.

4. Girls in institutions for boys.—The following table shows the number of girls reading in all classes of institutions for boys during the years 1098 to 1107, and the number of girls

reading in all classes of institutions for girls during the same period.

<i>Year</i>	<i>Boys' schools</i>	<i>Girls' schools</i>
1098	90,016	54,519
1099	98,848	56,175
1100	1,05,245	58,317
1101	1,08,633	61,846
1102	1,12,633	63,786
1103	1,24,068	66,883
1104	1,32,471	71,228
1105	1,39,631	75,559
1106	1,44,569	76,865
1107	1,54,619	81,315

The above figures show that, at the present moment, sixtyfive per cent. of the girls under instruction are reading in institutions for boys, that the proportion of girls reading in boys' schools has increased, and that the rate of increase, from year to year, in girls' under instruction, has been much larger in institutions for boys than in institutions for girls. The average annual increase in boys' schools was 6,400, in girls' schools only 2,600. The total increase was seventyone per cent. in boys' and onlyfortynine per cent. in girls' schools. Judging by these figures, it may be deduced that the progress in girls' education in Travancore has been steady and that this progress has been largely achieved through co-educational institutions.

5. Unsatisfactory features.—There are, however, certain features of the statistics for girls' education, which give cause for concern. While the figures show that the progress of girls' education has been good, there is still a wide difference between the position of girls' education and that of boys' education in Travancore. The literacy figure, for women, of 16·8 while satisfactory by itself, compares very unfavourably with the figure of 40·8 for men. Similarly, the literacy figure for women, in the age-group of fifteen to twenty, of twentyseven per cent., is very low compared to the corresponding figure for men, namely fiftythree per cent.

In Travancore, the obstacles to women's education, such as the purdah system, child-marriage and religious sentiment, etc., have not operated to anything like the same extent as is found elsewhere in India; and, in so far as this is so, the relative position of girls' education to that of boys' education must be considered very unsatisfactory. It would appear that, in spite of the creation of a special women's inspecting agency in Travancore, the effort to advance girls' education has been much smaller and less organised than the effort to advance boys' education. While it must be expected that the proportion of girls under instruction in the higher stages of education should remain much less than the proportion of boys under instruction, there seem no satisfactory reasons why the number of girls under instruction in vernacular schools be over one lakh less than the number of boys, there being 3,22,683 boys and 2,20,646 girls in vernacular schools. While the percentage of boys reading in all classes of institutions to the total male population is 14·2, the corresponding figure for girls is only 9·2. The corresponding percentage for boys and girls in vernacular schools are 12·5 and 8·7, and for boys and girls in English schools, special schools and colleges 1·7 and 0·6 respectively. Although the rate of increase of pupils under instruction has, in recent years, been higher for girls than it has been for boys, the percentage of boys in the fourth primary class to the total number of boys in the first primary class is 50·9 as against 36·7 for girls. The corresponding figures for boys and girls in the fifth class are

Boys	...	15·2
Girls	...	9·0

It is evident that much further progress has to be made before the number of girls even at the primary stage is brought up to the level of the number of boys.

6. **Difference between taluks.**—A further disquieting feature of the position of girls' education is that there is a wide difference in the rate of progress between taluk and taluk in the State. It seems to have been generally assumed that the differences in literacy, for example, between taluk and taluk are

mainly accounted for by the relative forwardness of the population in one taluk compared with the relative backwardness of the population in another taluk. While reviewing educational conditions, it is common to refer to the *forward* areas and *backward* areas. These statements can be interpreted in two ways. In the first place, an area may be inhabited largely by depressed classes or backward communities and therefore be less progressive, generally than a 'forward' area populated largely by higher class communities. On the other hand, the statement may be interpreted as meaning that irrespective of the type of population in the area, the area has had more satisfactory educational progress than the so-called 'backward' area. We find, on examination, that the second interpretation represents more nearly, the actual facts, although, obviously, in taluks like Devicolam and Peermade, the rate of educational progress has been adversely affected by the existence not merely of a scanty population, but also of a definitely backward class population. In our chapter on Mass Education, we have been able to show that there is a definite relationship between the state and organisation of primary education and the literacy figures for each taluk in the State. Where primary education has been well-organised, the taluk literacy figures are high; and where the organisation has been bad and the provision of schools unsatisfactory, the literacy figures are low. This is especially the case in so far as girls' education is concerned. It is customary to state that women's education in central and north Travancore is advanced and that it is backward in south Travancore. But, we do not think that it has been generally realised that, while the statement is correct, the reason for the wide difference is largely due to the fact that, while in central and north Travancore the school provision has been comparatively satisfactory, the school provision in south Travancore has been, by contrast, extremely unsatisfactory. There is, therefore, reason to believe that, had the provision of schools and their organisation been as good in south Travancore over a period of years as the provision and organisation in central and north Travancore, the literacy figures for the so-called backward taluks would have been very different to what they are. The following table shows the literacy

figures for women in a number of taluks, in the State, set out in parallel columns to show the contrast between taluk and taluk:—

Taluk	Percentage of women literates	Taluk	Percentage of women literates
Tiruvella	31.0	Vilavancode	7.2
Moenshil	28.2	Tovala	8.4
Changanacheri	27.5	Kalkulam	10.0
Kottayam	27.4	Agasthevanam	10.3
Ambalapuzha	22.7	Kunnathur	10.4
Trivandrum	20.2	Chirayinkil	10.8
Vajkom	20.1	Kottarakkua	10.0
Pattanamitta	19.5	Moovattupuzha	13.1
Kartigapalli	17.4	Neyyattinkara	18.7
Shortallai	16.4	Karunagapalli	14.0
Parur	15.5	Quilon	14.1

It will be seen from the above figures that the question, of the backwardness of the communities which inhabit particular taluks does not offer a satisfactory explanation for the wide differences between the figures in the first column and the figures in the second column.

It is true that, in some of the areas where the literacy figures are low, the depressed class population is slightly higher than in some areas where the literacy figures are high. But, an examination of the population grouping in all the taluks which have been compared, will show that the nature of the population cannot alone, by any means, account for the striking differences in figures. And, an examination, however, of the provision and organisation of primary schools immediately reveals the fact that, in the taluks where the literacy figures are high, educational conditions are very much better than in the taluks where the

literacy figures are low. Tiruvella, Meenachil, Changanacheri, Kottayam and Ambalapuzha have the highest literacy figures in that order. In Tiruvella, there are fortyfour primary schools for girls, thirty of which are complete schools, seven three-class schools, six two-class schools and one one-class school. In Changanacheri, there are eighteen primary schools for girls of which sixteen are complete and two are three-class schools. In Kottayam, there are twenty-seven primary schools for girls of which twenty are complete, six are three-class schools and one is a two-class school. In Ambalapuzha, there are fourteen primary schools for girls all of which are complete. In Meenachil there are fourteen primary schools for girls of which twelve are complete and two are three-class schools. The Vilavancode, Tovala, Kalkulam, Agastisvaram and Kunnattur taluks are the five taluks in which literacy figures for girls are lowest. In Vilavancode there are twenty-three primary schools for girls of which five are complete schools, nine are three-class schools, five are two-class schools and four are one-class schools. In Tovala, there are nine primary schools for girls of which two are complete; two are three-class schools, three are two-class schools and two are one-class schools. In Kalkulam, there are sixteen primary schools for girls of which four are complete, seven are three-class schools, four are two-class schools and one is a one-class school. In Agastisvaram, there are twenty primary schools for girls of which five are complete, five are three-class schools, six are two-class schools and four are one-class schools. In Kunnattur, there are six primary schools for girls of which two are complete, two are three-class schools and two are two-class schools.

It is obvious that the taluks in which literacy is high are taluks in which the great majority of the primary schools are complete schools, and that the taluks in which literacy is low are taluks in which the great majority of the primary schools are incomplete. Girls are, however, reading in boys' schools in large numbers; but the figures given for boys' schools, in the chapter on Mass Education, show that this fact is approximately true of the boys' primary schools in these taluks also; and it is therefore, clear that the educational backwardness of girls in the

taluks mentioned has been largely due to the improper organisation of the schools. An examination of the wastage figures also shows that the wastage in the taluks with low literacy is much higher than the wastage in taluks with high literacy.

It might be argued that the schools in Tiruvella, Changana-cheri, Kottayam, Ambalapuzha and Meenachal are of longer standing than the schools in the southern taluks. But, an examination of the actual dates of opening of the individual schools reveals the curious fact that, in the majority of cases, the age of the schools in the southern taluks is greater than the age of the schools in the northern taluks. Making full allowance for the probable greater difficulties of progress in the southern taluks, we are still of the opinion that a neglect of policy and a continuance of improper organisation have been largely responsible for the unsatisfactory state of affairs in the backward taluks. Seeing the comparatively large number of primary schools for girls in the northern taluks compared to the small number in the southern taluks, it might be assumed that absence of a sufficient number of schools has been one of the causes of retarded progress in the southern taluks. Actually, although the number of separate girls' schools is small in the south, the provision for primary education is, generally speaking, largely in excess of the requirements of the number of pupils now attending school; and, further, the existence of unnecessary and overlapping schools is greatest in these southern taluks, as our figures in the chapter on Mass Education have shown. A close examination of the individual conditions of the three hundred and seventy-nine girls' primary schools in the State shows that a very large number of them are not economically well-filled. And, here again, the taluks with the highest literacy are the taluks in which the majority of economically well-filled schools are to be found. A school may be regarded as economically filled if each class has at least forty pupils. Out of the total number of primary schools, there are only thirty-six complete schools having at least forty pupils in each standard; and out of a total of three hundred and seventy-nine schools, there are as many as one hundred and nine schools with less than thirty girls in any one class. The wastage figures for the various classes

of girls' schools have been given in the chapter on Mass Education; but, it may be noted that there are two hundred and two girls' primary schools in the State in which the number of girls in the highest class is less than half the number of girls in the first class.

7. The curriculum in girls' schools.—From another point of view, we consider the position of girls' education in the State to be decidedly unsatisfactory. While large numbers of girls are reading in boys' schools at all stages and are unprovided with separate courses of study, even in the girls' schools themselves very little has been done, above the primary stage, to put into the curriculum for girls, subjects of study especially suited to girls' education. It has not been easy for the Committee to obtain accurate information regarding the curriculum of studies used in girls' schools; because, with the exception of the syllabus for girls' primary schools, there are no printed syllabuses for girls' vernacular middle schools, vernacular high schools, English middle schools, English high schools and training schools. We feel strongly that it is an extremely unsatisfactory state of affairs that the educational authorities themselves are not able readily to state what exactly the curriculum in girls' schools really is. It can be assumed, however, that in no grade of girls' schools are domestic science, home-craft, nursing, first-aid, etc., taught as part of the regular course. And, it may also be assumed, speaking generally, that the girls in the State are receiving almost identical instruction as the boys. Apart from the provision in some girls' schools of sewing and music, this is entirely so. The similarity of instruction is emphasised by the fact that the examination syllabuses of the Vernacular School Final Examination, the vernacular high school examination and the English School Final Examination are identical both for boys and for girls. It is not unnatural, that, since domestic science subjects, needlework, and fine arts, find no place in any school examination, they should either be absent from the schools or be neglected. While the authorities on the one hand, have apparently not encouraged differentiated courses for girls, the few experiments that have been tried, in the girls' high schools, have shown that

the pupils themselves or their parents are not anxious to take advantage of separate and special courses of study, unless those courses can be made use of, ultimately, with the same advantages as the present courses, terminating in recognised certificates. The experiment was recently tried of introducing alternative courses in domestic science in three girls' high schools; but, it was found that few girls were willing to undergo the course; and, in all the three cases, the alternative courses were eventually given up. We have, in fact, found only one girls' high school, at present, which offers alternative courses in domestic science, needle-work and music in forms five and six; but, these forms are unrecognised.

8. **The Maha Raja's College for Women.**—The Maha Raja's College for Women is only provided with one alternative course for women, namely music and only five students are attending courses in music. The college, in fact, has no distinctive features. It is non-residential; it is affiliated in only one group of the B. A. degree and its numbers above the intermediate are extremely small. While the results of the college at the public examination have been consistently good, we are not satisfied that the corporate life, extracurricular activities, athletics and general training facilities are anything like what they should be. Upon the majority of the students the college exerts little influence, beyond the influence of the class-room and the lectures. Fresh contacts, broadening of out-look, the acquisition of new standards and the creation of new impulses can scarcely be expected from the college as it is at present organised. The outlook of the college is dominated by class work and examinations and there is little evidence of the effect of the broader influences of university life.

9. **Co-education.**— We have, in the chapter on Mass Education already recommended co-education throughout at the primary stage and the giving up of the system of separate schools for boys and separate schools for girls. We have also endeavoured to meet the various objections to our proposals which might be raised. It is sufficient to repeat here the fact that co-education is at present so extensive that our recommendation will, in effect, result in little change except that the overlapping of boys' schools and girls'

schools will cease and women teachers will gradually be recruited to all the mixed schools. We are, in this connection, extremely anxious to see that, in the years to come, all over the State, the lower classes, particularly of primary schools, should be staffed by trained women teachers. We consider that women teachers are by far the most suitable type of teachers for handling these classes and also that they are better fitted to introduce special teaching methods such as kinder-garten and Montessori in the handling of the young pupils. The recruitment of women teachers will also result in all schools being able to provide instruction in sewing, elementary home-craft and singing, for girl pupils, whereas, hitherto, the large majority of girls, under instruction in boys' schools, have had no separate special subjects of study. We are aware that, in some quarters, the recruitment of mixed staffs is regarded as objectionable and perhaps dangerous. But, we consider that the safeguards we have provided for in the chapter on Mass Education should be sufficient to overcome any possible difficulty. In any case, we are not aware that there has been any serious trouble in the existing primary schools in the State which already have mixed staffs. Co-education at the primary stage, even amongst Mahomedans, is common. But, lest there should be any chance of a set-back to the education of Mahomedan girls, we have suggested, in the chapter on Mahomedan Education, that in certain areas, if it is found necessary, the Mahomedan girls' schools should continue to function separately.

10. Vocational bias schools.— With regard to the vernacular middle schools, we have already outlined in general, in the chapter on Vernacular Education, our scheme for vocational bias schools both for boys and girls. It is only necessary to add here that every endeavour should be made to introduce, into the reconstructed girls' vocational bias schools, all possible forms of practical work connected with the cottage and other industries in which women commonly work in the State, and also to put in the curriculum, wherever possible, such subjects as home-craft, nursing, first-aid, etc., as will instruct the growing girls in the better management of their future homes. We do not intend to attempt to enumerate all the possible forms of practical work which may be done in the girls' vocational bias schools; but it

is obvious that subjects, such as gardening, poultry-farming, weaving of all kinds, coir work, basket-making, sewing, tailoring, embroidery, knitting, lace-making and mat-making are suitable forms of practical work.

11. **Courses of study for higher education.**— The most difficult problem, which the Committee had to consider in connection with the education of girls and women, was the courses of study in the secondary schools and in the college. As we have already shown, the girls' secondary schools in Travancore State are almost unique in India in that, with rare exceptions, they provide only for courses identical with those followed in boys' schools and do not attempt to provide the alternative subjects of study usually considered necessary and suitable for women. The alternative courses in domestic science which were introduced in a few schools, proved a failure; and at present, most of the high schools, which are endeavouring to follow the same School Final course as that adopted for the boys' schools, find that there is no time to teach music, sewing and domestic science. In the Government High School, Trivandrum, for example, needle-work, drawing and singing are taught in the middle school classes. Drawing, however has been left out of the time-table in forms four, five and six, as also needlework. Singing finds a place in the high school time-table; but, the instruction is confined to only one period a week outside school hours. No form of domestic science is attempted at all. In some of the other girls' high schools in the State, particularly in those which are largely residential, music, needle-work and, to some extent, home-craft, are being taught to girls, but outside school hours. In effect, the regular courses of study for the girls are the same as those for boys. Opinion in the State, regarding the most suitable course of study for girls, is divided; but the majority opinion of women-teachers and of women students themselves, appears to favour the present system, and is in any case, definitely against any alteration of the courses which would handicap women at the public examinations when competing with men. It is further evident that the great majority of the girls under instruction, in the high schools and colleges, regard their education, not as something of cultural value in

itself but, as a direct means of securing employment and of competing with men in the open market. While we are anxious to place no obstacles in the way of girls achieving success at the public examinations and competing on equal terms with men at the collegiate stage, we are definitely of the opinion that no girl can be said to have received a full and sound education at the secondary stage unless she has studied subjects which will enable her to brighten and improve home conditions and to introduce modern and improved methods of family and household management. We also feel that, while not essential, the study of fine arts, for example, should particularly attract women. We recommend, therefore, that domestic science should be a compulsory subject of study in all girls' English schools up to the end of the fourth form. We consider also that domestic science, drawing and music should be optional subjects in girls' schools for those who are appearing for the English School Leaving Certificate Examination. If these suggestions are adopted, it will then be possible for girls to take up these subjects of study in college classes. Music and drawing, which includes painting, are at present, both recognised by the Madras University as intermediate courses of study; and, under our scheme, domestic science will be a post-intermediate diploma course in the Maha Raja's College for women.

In our chapter on Secondary Education, we have recommended the introduction of carpentry and gardening for all boys' schools; and we should like to see the curriculum and time-table in girls' schools so adjusted as to permit of the encouragement of gardening in girls' schools also. We do not consider that this should present much difficulty since gardening will form part of the work-periods allotted to nature study.

If our proposed domestic science course in the Maha Raja's College for Women is introduced, it will be necessary for any girl who desires to gain admission to that course, to have taken domestic science and science at the School Final examination. We understand that the domestic science courses previously introduced failed largely because parents and students felt that such courses would not lead to any form of employment. Whether

such courses lead to employment or not, we believe that they are essential for girls' schools. We may point out, however, that, if our scheme is adopted, it will necessitate the provision of a number of qualified teachers in domestic science, music and fine arts for the girls' high schools in the State; and it is, therefore, likely that the students who, in future, take these courses at school will have a chance of recruitment as teachers.

12. Alternative courses.—We have recommended elsewhere the introduction of a departmental examination at the end of the fourth form in order to select pupils who are considered suitable for pre-university classes; and this examination will apply to the girls' schools also. The girls who fail to pass into the pre-university class can have alternative courses provided in the same school, though obviously there is not the same scope for the introduction of practical subjects or technical training for girls as there is for boys. The alternative courses, however, may provide for advanced needle-work, home-craft, nursing, etc., and we see no reason why girls should not also be encouraged to take up shorthand and typewriting. We consider the expert advice of women educationalists should further be considered before the type of work to be done in the alternative course is decided on.

13. Residential high school.—One aspect of education in the existing girls' high schools deserves attention. We have inspected a number of high schools, and we are definitely of the opinion that those schools which are wholly or partially residential are making a much more satisfactory contribution to sound education than the non-residential schools. In the residential schools, there are possibilities, even now, for the development of extra-class activities, special subjects of study and athletics which are largely denied to the pupils in the ordinary day-schools. We recommend, therefore, that every encouragement should be given to the residential type of girls' high school.

14. The Government High School.—Government maintains only one girls' high school in the State; and we do not consider the condition of the school to be altogether

satisfactory. In particular, its present location is a severe handicap. In fact, we consider that it is extremely undesirable from several points of view that the school should be continued on the present site. We have made certain recommendations elsewhere for the future utilisation of the girls' high school buildings; but, we are of the opinion that, whether those recommendations are accepted or not, the girls' high school should be removed to a more suitable location even if it involves capital expenditure on the building of a new school.

15. **The Future of the Maha Raja's College for Women.**—We approach our conclusions regarding the future of the Women's College with some hesitation, being fully aware that the college only comparatively recently achieved the status of a first grade college; and also that the public in the State is both proud of the college and keenly interested in its future. As we have shown, however, we are not at all satisfied that the college, as at present organised, deserves further encouragement; and we are strengthened in our opinion by the fact that we are supported by the evidence of several women educationalists who have made representations to the Committee. It is impossible either to create a university atmosphere or a corporate collegiate life, or to counteract or modify domestic influences, so long as the college remains practically entirely nonresidential. In places where there are manifest difficulties with regard to co-education at the collegiate stage, we can understand the building up of a complete and self-contained first grade college for women; but the figures for the number of girls reading in the degree classes of the Women's College show that, as things stand at present in Trivandrum, the first grade college for women is, from most points of view, unnecessary. Our general view is that, if collegiate life in Trivandrum is to be interpreted as merely the daily visit by students to lecture halls, it does not matter much whether the Maha Raja's College for Women is a first grade college or not. But, if collegiate life is to be interpreted in future—as we hope it will be—as something which lays more stress on the residential system, on tutorial work, on a variety of student activities and on athletics, we feel that the primary need at the moment is that the Maha Raja's

College for Women should be the college of residence for all women studying at the collegiate stage. We recommend, therefore, that the Maha Raja's College for Women should confine itself, in future, to intermediate arts and science, and that, in its present location, it should be reconstructed so as to provide residential accommodation, not only for all the intermediate women students but for all women students studying at the collegiate stage in Trivandrum. In this connection, we would advise Government that, careful consideration should be given to the question of the retention of the present staff after the B. A. courses are given up. In our opinion, it would be of immense value to the college if the present staff were retained, and if a system of tutoring, such as is found at other residential universities were introduced, to supplement the lecture work given to the women students who attend classes at other colleges. A residential staff in the new residential women's college must be considered in any case as an essential part of our scheme.

We recommend the introduction of drawing at the intermediate stage; and we hope that music at the intermediate, which not only attracts five or six students, will, as the result of our suggestions, regarding the teaching of music in schools, receive much greater encouragement in future.

We recommend the opening of a two-years' domestic science course in the college for those who have passed the intermediate with science subjects as their optionals and have taken domestic science at the E. S. L. C. examination. Whether this course will be a degree course or a diploma course will depend on the attitude of the Madras University; and we refrain from giving details as to the syllabus for this course, as the framing of a suitable syllabus will, obviously, require the attention and advice of experts. Those students who pass through the domestic science course and desire to become teachers will require some form of professional training; and we consider that Government should, at an early stage, take into consideration whether such training can be given at the Training College or whether provision for a special training class should be made in the Maha Raja's College for Women itself.

16. The Inspectorate.—We have, in the chapter on Control, made detailed recommendations regarding the reorganisation of the inspectorate. At first sight, it might appear that our recommendations involve the partial abandonment of the women's inspecting agency. In fact, however, we have given, in our reorganisation, greater opportunities for the women's inspecting agency to supervise all grades of girls' education than was hitherto possible. At the primary stage, the great majority of girls have hitherto been inspected by men. But, in future, all girls at the primary stage, in areas where there are women Assistant Inspectresses, will be inspected by women; and, with the normal transfer of inspecting officers, many districts in the State will have the benefit of such inspection. No alteration has been made in the inspection of girls' schools above the primary stage; and all girls' training schools, middle schools and high schools will be inspected by women officers.

CHAPTER IX

MAHOMEDAN EDUCATION

1. **Numbers under instruction.**— The total Muslim population of the State, at the last Census, was 3,53,274 ; and the number of children of school-age 48,924. The total number of Mahomedans under instruction, at all stages, in 1107, was 21,080. Thus, the percentage of Muslims under instruction to the population of Muslims, was 5.9. Comparing this figure with the percentages for children of all communities under instruction, and for Hindu and Christian children, it will be seen that the percentage of Muslims under instruction is extremely low. The following table shows the increase in the number of Muslims under instruction during the past ten years:—

1098	...	14,607
1099	...	15,527
1100	...	16,351
1101	...	16,381
1102	...	16,752
1103	...	17,900
1104	...	18,372
1105	...	19,269
1106	...	19,568
1107	...	21,080

It will be seen that the rate of increase has been very slow, averaging only six hundred and fifty a year, and that, if the prevailing rate of increase is not improved, it will take many years before the proportion of Muslims under instruction approximates to that of other communities. While the number of Muslims under instruction in the first class is not high, the

numbers in classes and forms above the first show a gradual heavy reduction ; and the number of Muslims reading above the middle school stage is very small indeed. The following table shows the number of Muslims, class-wise, in vernacular schools in 1107:—

Class I	...	7,380
Class II	...	4,574
Class III	...	3,275
Class IV	...	1,956
Class V	...	496
Class VI	...	227
Class VII	...	219

The figures in the table show that the wastage, between class and class, of Muslim pupils is extremely high. The following table shows the percentage in each class to the total of Muslim pupils in classes one to five:—

Class I	...	40.7
Class II	...	25.2
Class III	...	18.0
Class IV	...	10.7
Class V	...	2.7

The figures in the table show that the wastage amongst Muslims is very much higher than the general wastage in the first five classes and compares very unfavourably with the wastage of pupils from most other communities ; the percentage at the fifth class for all classes of pupils being 6.5. It is not possible to give accurately the number of Muslim children of school-age actually at school. But, even if all Muslim children of all ages, reading in classes one to five, are taken into account, the percentage of Muslims in classes one to five to the total school-going population of Muslims is only 34.3 ; and it is obvious that over sixty per cent. of the Muslims of school-going age still require to be brought under instruction. The total number of

Muslims reading in English schools is only one thousand three hundred and sixty-five and the following table shows their distribution:—

Preparatory class	...	369
I form	... ..	271
II form	... ..	201
III form	... ..	170
IV form	... ..	151
V form	... ..	95
VI form	... ..	108

The figures show that the Muslims have made very little progress in English education; and their advancement at the secondary stage compares unfavourably with the advancement of almost all other communities. Amongst Muslim girls, English education scarcely exists at all; and there are only fifty-five Muslim girls reading above the primary stage. The following table shows the distribution of Muslim girls in English schools:—

Preparatory class	...	23
I form	... ..	15
II form	... ..	4
III form	... ..	4
IV form	... ..	6
V form	... ..	3
VI form	... ..	Nil

The number of Mahomedans reading in arts colleges is fifty-seven. No Mahomedan is reading in the Training College and there are only two Mahomedans in vernacular training schools. The above figures show that, generally speaking, the Mahomedan community in Travancore is educationally extremely backward, and that the schools in Travancore are doing little by way of increasing the education and literacy of the community.

2. Literacy figures.—In fact, the backward state of Mahomedans in education is directly reflected in the literacy figures for the community. While the literacy figures for all communities in the State show 40.8 per cent. males as literate

and 16·8 per cent. females, the figures for Mahomedans are 21·0 per cent. for males and 2·4 per cent. for females. The following table shows the percentage of literate persons above the age of five to the total population:—

	<i>Persons.</i>	<i>Males.</i>	<i>Females.</i>
Hindus ...	27·0	39·9	14·2
Christians ...	35·7	46·0	25·1
Mahomedans ...	14·4	25·3	3·0

3. Special measures:—In the past, several special measures to promote Mahomedan education have been adopted; but the figures we have just quoted indicate that the success of these measures has not been great. A Mahomedan Assistant Inspector was appointed in order to inspect the special schools for Mahomedans and the Arabic classes attached to ordinary schools. However well-intentioned the creation of this post might have been, the wide jurisdiction of the officer and the large number of institutions to be visited, have largely handicapped the amount of influence which the Mahomedan Inspector has been able to exert over the growth of Mahomedan education. The position of the Inspector is in fact anomalous. He works directly under the Director of Public Instruction and not under the Inspector of Vernacular Schools. He has none of the administrative powers or work which are associated with the ordinary Assistant Inspectors of schools. He is apparently only expected to comment on the teaching of Arabic and has no authority to investigate the general position of Mahomedan education. He does not, for example, attempt to see that Mahomedan pupils are retained in school and are made regularly fit for promotion, nor is it his duty to make suggestions by which the wastage and stagnation amongst Mahomedans can be lessened. Owing to his having to travel the whole State, he cannot be expected to do much in the way of getting into contact with the Mahomedan public and with Mahomedan parents and in consequence he is able to do little to propagate the value of education amongst the Muslims in the State. His position under the Director of Public Instruction, as we have pointed out, is anomalous and being outside the regular organisation of the

inspectorate has further limited the scope of his work. As he has nothing to do with the grant inspections, he is unable in any way to relate the grants paid to schools with the efficiency of the instruction imparted in them, or the special attention or want of attention paid to Mahomedan pupils.

Special schools are maintained for Mahomedans at the primary and secondary stage, both by the Department and by private managements. The following table shows the number of special schools for Mahomedans, both departmental and privately-managed:—

Schools.	Boys.		Girls.	
	Departmental.	Private.	Departmental.	Private.
English high	1	...	...	...
English middle	...	1	...	...
Vernacular middle	...	...	...	1
Primary	18	52	4	6

These schools, which are mainly intended for Mahomedans are not, however, except in a few cases, reserved exclusively for Mahomedans. The Mahomedan High School at Alleppey was, until recently, reserved for Mahomedans; but, in 1106, it was thrown open to all communities. Some of the Mahomedan vernacular schools are, in practice, confined to Mahomedans; but, we have been unable to find any rule which justifies this procedure. In a number of places also in which there are other schools near by, the Mahomedan schools are practically confined, by circumstances, to Mahomedans.

In addition to the above special schools for Mahomedans, a large number of Arabic classes are attached to ordinary schools. There are, at present, eight such classes attached to

boys' departmental high schools and one to an aided boys' vernacular high school. There are thirty-five classes attached to departmental boys' vernacular middle schools and one attached to an aided boys' vernacular middle school. There are sixty-nine classes attached to boys' departmental primary schools and forty-four to boys' aided primary schools. There are also two classes attached to girls' aided primary schools.

Mahomedan pupils have been encouraged by the institution of special reserved scholarships; twelve tenable in vernacular middle schools, eight tenable in English middle schools, five tenable in English high schools and two tenable in colleges. Mahomedan pupils are, in addition, granted fee concessions in all vernacular and English schools.

4. The Mahomedan High School.—The departmental Mahomedan High School at Alleppey is the only special Mahomedan High School in the State. The following table shows its class-wise strength in 1108 :—

Preparatory class	...	24
I form	...	25
II form	...	17
III form	...	10
IV form	...	13
V form	...	15
VI form	...	18

Of the total strength of one hundred and twenty-two, one hundred and twenty are Mussalmans and two are Hindus. We consider it regrettable that, on the staff of the school there is only one Mahomedan teacher, namely the Arabic Munshi.

5. Special schools.—The majority of the special schools for Mahomedans are vernacular schools, and an examination of their strength and efficiency shows generally that they compare unfavourably with the ordinary vernacular schools. Large numbers of the schools are incomplete, there being two primary schools with only one class, fifteen primary schools with only two classes and twenty-six primary schools with only three classes.

The strength and attendance in the schools are generally poor and we have found on inspection that, even in the departmental schools wastage is very high and stagnation excessive. The total strength of the fifty-eight special private Mahomedan primary schools is only 7,554, and even at the primary stage, a larger number of Mahomedan pupils are reading in the ordinary schools than the number in the special Mahomedan schools. Since the Assistant Inspector of Mahomedan schools has nearly two hundred and forty special schools and special Arabic classes to visit, at least one-third of the special schools or classes remain uninspected each year; and this partially accounts for the low standards of efficiency attained in the Mahomedan schools. The special Arabic classes attached to ordinary schools appear to be popular; but, we are not satisfied that the general standard of teaching is good or that the average Munshi recruited to the schools has sufficient general or special qualification.

At present, the lowest grade Koran teachers are recruited from those who have passed the lower grade Arabic Munshi Examination without having any minimum general educational qualification. The next grade of munshies are recruited from those who have passed the lower grade Arabic Munshi Examination and have read up to the V. S. L. C. standard or to the second form of an English school. Munshies for vernacular middle schools are recruited from those who have passed the higher grade Arabic Munshi Examination; but the general educational qualifications of such teachers are not laid down by the Department. Munshies in English schools are recruited from those who have passed the higher grade Arabic Munshi Certificate Examination; and persons with either the E. S. L. C. qualification or the ninth vernacular class qualification are preferred.

One feature of the provision of schools for Mahomedans is that, not infrequently, an Arabic class is opened in an ordinary school located close to a special Mahomedan school; and there are considerable numbers of cases in which these two types of provisions for Mahomedan pupils are overlapping, generally, with the result that the special Mahomedan schools suffer in strength,

Owing to the demand from the Mahomedan community for Koranic instruction and for the provision of Arabic, the Mahomedan pupils can, now, either in special Mahomedan schools or in ordinary schools with special classes attached, read Arabic from the first primary class to the sixth form. In our opinion, this fact, in itself, is a handicap to the rapid development of Mahomedan education. In the first place, the number of Arabic classes particularly at the secondary stage, is necessarily limited; and, if all Mahomedan pupils are expected to take Arabic, their opportunities for obtaining secondary and higher education are narrowed down. Secondly the study of Arabic is more difficult than the study of other vernaculars, and Mahomedan pupils are likely, in our opinion, to be thus handicapped by comparison with non-Mahomedan pupils.

6. Mahomedan teachers.—Another feature of the state of Mahomedan education in Travancore is the almost entire absence of Mahomedan teachers, other than Arabic Munshies, at any stage. With the exception of the Assistant Inspector of Mahomedan Schools, there is no graduate Mahomedan employed in the Education Department, and, as far as we have been able to ascertain, there are only two Mahomedan graduates working in the aided schools. This, in itself, is a sufficient reflection on the extent to which Mahomedans themselves are able to give a lead to their community in the matter of the retention of Mahomedan pupils at school. There are very few Mahomedan trained teachers of any grade; and Mahomedan women teachers are exceptionally difficult to obtain.

7. General condition.—Viewed as a whole, the condition of Mahomedan education in the State cannot be regarded as satisfactory; and it is obvious that a well-organised and special effort will have to be made both to improve the efficiency of existing Mahomedan institutions where they are retained and to persuade the members of the Mahomedan community, generally, that education, at least to the end of the primary stage, for their children, boys and girls, is both necessary and useful.

8. Mahomedan Inspectors.—In the chapter on control, we have made recommendations, regarding the re-organisation of the inspectorate, which include the recruitment of at least three Mahomedans to the ordinary cadre of Assistant Inspectors. We are hopeful that, if those recommendations are accepted, the presence of a qualified Mahomedan Inspector, in areas where the Mahomedan school-going population is large, will result in special attention being paid to propaganda amongst the Mahomedan public and to the educational needs of Muslim pupils in whatever type of school. We have recommended also the retention of the post of the Assistant Mahomedan Inspector with a restricted jurisdiction but with recognised authority along with other Assistant Inspectors. With a largely reduced number of schools and classes to inspect, we consider it should be possible for him to visit once every year at least, if not more often, the special schools and special Arabic classes which do not come within the jurisdiction of the three ordinary Mahomedan Inspectors.

9. Recruitment of Mahomedans:—In view of the present condition of Mahomedan education generally, we recommend that every opportunity should be taken to increase the recruitment of Mahomedans both to departmental and to privately-managed schools; and we recommend that, for a time, preference should be given to the admission of Mahomedans to the vernacular training schools. We suggest also that, as soon as a sufficient number of Mahomedan girls have been educated to the eighth class of vernacular schools or to the fourth form of English schools, special attention should be paid to the recruitment of Mahomedan women into the vernacular training schools for women.

10. Retention of the Mahomedan High School:—With regard to the departmental high school for Mahomedans at Alleppey, we do not agree with the recommendation, of the Retrenchment Committee, for its abolition; and we are of the opinion that it should be retained in spite of the fact that the numbers of Mahomedans under instruction are not large. Apart

from the provision of schools, the most important thing in any attempt to bring forward an educationally backward community is the provision of what may be called leaders; that is to say, a sufficient number of educated persons to influence the whole community. It is therefore essential to take all steps possible to encourage Mahomedan boys and girls to read in secondary schools and colleges. While we are generally agreed, as our further recommendations will show, that it is good and proper that Mahomedans should read along with other pupils from other communities in all schools for general education, we cannot overlook the fact that there is, in the Mahomedan community, particularly in Travancore State, a considerable amount of prejudice and sentiment where higher education is concerned. The existence of a special Mahomedan high school is, we believe doing something to allay prejudice and to meet sentiment; and we do not consider that the cost of maintaining the school is high in relation to its admitted value to the progress of Mahomedan education. We hope, however, that further encouragement will be given for the admission of large numbers of non-Mahomedan pupils. If this is done, the school will remain primarily a Mahomedan school, but admitting all communities. We consider, however, that the earliest opportunity should be taken to increase the number of Mahomedan teachers on the staff of the school, as such teachers are likely to have more influence over and more interest in the local Mahomedan parents and their children.

In view of the fact that there is only one Mahomedan high school in the State, we recommend that the Government should open a hostel attached to the Alleppey School in order to encourage a larger number of Mahomedan pupils to come from a distance for higher English education.

11. Larger provision of scholarships.— While we consider that the institution of special scholarships for Mahomedans forms a satisfactory feature of the special steps taken to encourage Mahomedan pupils, we are of the opinion that the present backward state of Mahomedan higher education requires that, in future, there should be a larger provision of scholarships for Mahomedan pupils in English schools and that fee concessions

for Mahomedans should be extended to the college classes. Owing to the very special need for more Mahomedan women teachers, we recommend further that the number of scholarships, available for Mahomedan girls in the vernacular schools, should also be increased.

12. **The study of Urdu.**—We have already suggested that the learning of Arabic, by Mahomedans reading in English schools, presents, in our opinion, a handicap; and we would suggest that it will be more helpful and more in keeping with the trend of Mahomedan education all over India, if the study of Urdu was introduced at least above the primary stage. We do not, however, feel that this is a point upon which we can afford to be dogmatic; and we would suggest that Mahomedan opinion be consulted on a larger scale before such a change were introduced. Several Mahomedan gentlemen whom we were able to consult were of the opinion that it might be a step in the right direction; but they expressed doubts as to whether their community generally would agree to the giving up of the study of Arabic, in the higher classes and forms. In our opinion, if Arabic is to be a subject of study in higher education, it should most fittingly find a place amongst the language groups at the university stage.

13. **Improvements at the primary stage.**—With regard to the backward position of Mahomedans, at the primary stage, we feel that altogether insufficient attention has been paid, by the general inspecting agency, to the question of wastage and stagnation amongst Mahomedan pupils. Judging by the paucity of the remarks made in the Public Instruction Reports of recent years with regard to Mahomedan education, it would appear that the important statistics, regarding stagnation, wastage, promotions, school attendance, etc., for Mahomedans, have received little attention. We consider, for example, that it is altogether unsatisfactory that we should not be able to obtain figures for the number of Mahomedans of school-age in any local area or district. We are aware that the mere compilation of figures cannot, by itself, assist in the furtherance of the education of a backward community; but, it is obviously

not possible to take special steps, to improve the education of Mahomedans, for example, unless the department and the local officers are in possession of accurate facts and figures which will show the extent of the problem to be faced. We have recommended the recruitment of Mahomedan Inspectors; but, we consider that, as in the case of other backward communities, there should be a special charge, to the inspecting staff, generally, to pay particular attention to the progress of Mahomedan pupils in connection with the general problem of stagnation and wastage. We have shown, generally speaking, that, in the special school for Mahomedans, wastage and stagnation are large; and we consider that, in future, aid and encouragement to such schools should be made partly to depend on improvement in these directions. We hope, however, that the number of special Mahomedan schools in future will not be large. Separate schools for special communities naturally tend to be less efficient than the general schools. Their numbers are frequently smaller, their staffs not always so satisfactory and their supervision and inspection more difficult. Further, as we have pointed out, they form a wasteful type of institution when, as they frequently are, the special schools are near to ordinary schools. We recommend, therefore, that the Government should adopt a policy of, as far as possible, combining the special Mahomedan vernacular schools with the ordinary vernacular schools, making, however, adequate provision for the opening of Arabic or Urdu classes. We have not, in our chapter on Mass Education and in Appendix II, recommended the amalgamation of special Mahomedan schools with other schools, except in a few cases where Mahomedan boys' schools and departmental boys' schools can be combined. But, we consider that the whole position of the proximity of special Mahomedan schools to other schools should be looked into carefully, and the special Mahomedan schools eliminated whenever circumstances permit, especially in places where the special Mahomedan schools are alongside of ordinary schools with Arabic classes attached.

14. **Girls' education.**—We have recommended elsewhere that, at the primary stage, all schools should be mixed schools. But, we consider that great care should be taken not to, in any

way, obstruct the development of Mahomedan girls' education in any area: and, in consequence, we consider that separate girls' schools for Mahomedans should be retained if local conditions so demand. We do not anticipate, however, that the number of Mahomedan girls' primary schools so retained will be large, since it has been our experience that the Mahomedan primary schools in the State generally are commonly attended both by boys and girls. The position of Mahomedan girls' education above the primary stage requires special attention; and constant personal propaganda by the inspecting staff especially in the women's branch, will be necessary to improve the present conditions; and we consider that the department should, for example, make provision, wherever necessary, for the conveyance of Mahomedan girls to schools especially at the high school stage.

15. Training of Arabic teachers.—Whether Arabic is taught in special schools or in classes attached to ordinary schools, we are of the opinion that a better standard of qualification should be aimed at amongst the teachers of Arabic. The Arabic teachers should be encouraged to go for professional training, and English School Leaving Certificate candidates who have taken Arabic should be admitted whenever possible into the training schools.

16. Religious instruction.—All over India, one of the most prominent reasons why there have been difficulties in the way of an extension of Mahomedan education has been the question of the provision of religious instruction; and we feel that the way for a forward movement in Mahomedan education in Travancore State will be made easier if the Government frankly recognise that opportunities must be given to Mahomedan pupils at school for religious instruction. It should not be difficult to arrange for religious instruction in schools which are already provided with Mahomedan teachers; and we have already recommended the increase in recruitment of Mahomedan teachers, generally, whenever they are available, even in schools in which Arabic instruction is not given.

17. **Mahomedan members of local committees.**— Another common difficulty in the way of Mahomedan education is the general poverty of the Mahomedan community, and also the need of pupils to become wage-earners as early as possible. We hope that the recommendations we have made for the opening of vocational bias schools will attract Mahomedan pupils in larger numbers to remain at school up to and beyond the primary stage. We have laid repeated stress in this report on the value and effect of the personal touch in education; and we believe that a fruitful method of doing propaganda and of gaining assistance in the supervision of the attendance at school of Mahomedan pupils will be to appoint, to the local education committees which we have suggested, suitable Mahomedan members in areas where the Mahomedan school-going population is large.

CHAPTER X

EDUCATION OF THE DEPRESSED CLASSES

1. **Definition.**—For general purposes, the actual definition as to which castes and tribes belong to the so-called depressed classes is naturally a matter of considerable difficulty. But, for educational purposes, the depressed classes may be termed to be those classes of the community which have, under Government orders, been in receipt of special concessions with regard to school fees, examination fees, etc. For purposes of this chapter, therefore, our facts and statistics relate only to the members of those communities which have been declared to be depressed in G. O. No. 463 of 24/Legis. E, dated the 15th of May, 1924.

2. **Population.**—The total population of the depressed classes, according to the latest Census, is stated to be 17,60,000; but the population as shown in the Census includes a number of castes such as Nadats, Ezhavas and Idayans, etc., which are not classified as depressed for educational purposes.

The total number of depressed classes, classified as such for educational purposes, is, approximately, 6,70,000, and the number of depressed class pupils of school-age, is, approximately, 1,00,000. The main castes included in these numbers are Pulaya, Paraya,¹ Panchama, Cherama, Sambava, Kurava, Palla, and hill tribes. It has been extremely difficult to obtain accurate figures for the numbers reading at school, and it is, for example, sometimes doubtful whether the figures supplied include depressed class Christians also. But, generally speaking, the figures we quote may be taken to include both depressed class pupils proper and Christians of depressed class origin also.

3. **Numbers under instruction.**—The total number of depressed class pupils under instruction at all stages of education, is, approximately, 34,132, or five per cent. of the total depressed class population. Of the total number under instruction, however, only nine hundred and seventy-four are in English schools, none

are in colleges, four are in special schools and only two are in training schools. Only fifteen are reading in the sixth form and the proportion of pupils who leave the English schools before the completion of the course is very high; for, while there are three hundred and forty-nine boys in the preparatory class, there are only thirteen boys in the sixth form. The number of depressed class girls under instruction in English schools is extremely small, being only eighty in all; and only two girls are reading in the sixth form. Even in the vernacular girls' schools, depressed class girls number very few in the higher classes; there being only forty-six in the sixth class and only twenty-eight in the seventh class. It is not possible to give the actual number of pupils of school-age under instruction; but the total number of pupils reading in vernacular schools is 33,144 or 33·1 per cent. of the total depressed class population of school-age. It is obvious, however, that more than seventy per cent. of the children of school-age have yet to be brought under instruction, since large numbers of the pupils, at present reading in vernacular schools, are over school-age. Whilst the total number of pupils under instruction is not high, the great majority of the pupils under instruction are reading in the first two primary classes. The following table shows the number of depressed class pupils in each of the first five vernacular classes:

Class 1	...	14,185
" 2	...	8,613
" 3	...	5,226
" 4	...	2,933
" 5	...	1,043

It will be seen that class five represents only seven per cent. of the strength of class one. The following table shows the percentage of depressed class pupils in each of the five vernacular classes to the total number of such pupils in the five classes:

Class 1	...	44·2
" 2	...	26·8
" 3	...	16·3
" 4	...	9·1
" 5	...	3·2

It will be seen that over seventy per cent. of the pupils are confined to the first two classes and that for every hundred pupils under instruction only three are in class five. The corresponding figure for all communities is six.

4. School provision.—There are no special schools for the depressed classes, and all the schools in the State, with the exception of twelve, are reported to be open to the children of the depressed classes. In fact, however, there are a large number of schools in which attendance is almost entirely confined to the depressed classes, and there are, similarly, a considerable number of schools which, while nominally being open to the depressed classes, seldom, if ever, have any depressed class pupils in attendance. We are not suggesting that acute difficulties still exist with regard to the attendance of depressed class pupils at the ordinary schools. But, we are of the opinion that caste prejudice does, in some cases, still operate and that there is still a tendency, for various reasons, for the children of the depressed classes to get segregated into what are really separate schools. The fact that, in many areas the ordinary schools are located in caste quarters and the schools attended by depressed class pupils are located in the backward class quarters is one reason for their segregation. The extreme poverty of the majority of the depressed class pupils and their want of clothing and equipment also, in many cases, makes it difficult for them to associate on equal terms with caste pupils in the ordinary schools. Although we do not think that there are any caste difficulties in the way of depressed class pupils gaining admission into departmental schools, for example, it is yet significant that there are four times as many depressed class pupils reading in aided and unaided schools as there are in departmental schools. We believe the main reason for this to be that there are a large number of schools conducted by Mission and private managements, which have been established and continued with the definite purpose of attracting depressed class pupils to school; and, all over the State, it is common to find such schools working in more or less close proximity to the ordinary departmental or privately-managed schools. We have dealt at length with the problem of the overlapping of vernacular schools, elsewhere; and we are only concerned, at the moment,

with the best way to advance the education of the depressed classes. But, we must point out incidentally that this system of the special provision of schools for the depressed classes has considerably added to the existence of the large number of overlapping and, from the point of view of school provision, unnecessary schools. While we realise that, in the early stages of the education of the depressed classes it was probably impossible to obtain education for them in the ordinary schools and that therefore laudable efforts were made by different managements to provide schools especially intended for the depressed classes, we consider that, at the present time, it is undesirable from two points of view to encourage the continuance of such a system. In the first place, we strongly hold that pupils of all communities, whether from the depressed class communities or from other communities, should read in common schools; and secondly, experience has shown that separate schools, even when provided with the highest intentions tend to be less efficient in almost every way than the ordinary schools.

5. *Ill-organised schools.*—We are well aware of the many economic and other difficulties in the way of retaining depressed class pupils at school. But, we do not think it can, by any means, be a coincidence that, while the wastage amongst depressed class pupils is exceedingly high, the majority of the schools provided for the depressed class pupils are incomplete and ill-organised. There are Mission organisations in the State which have largely concentrated their efforts on the uplift of the depressed and backward classes; and we must acknowledge the sacrifice and effort which have been made over a long period of time, by these managements, to work for the educational and social improvement of the backward classes in the State. For this reason, it is with some regret that we have to criticise rather strongly, the policy which has been adopted in the past by these well-intentioned managements. The policy, generally speaking, has been the provision of small, ill-equipped and incomplete schools in large numbers over a wide area, in an endeavour to make some form of school available for groups of depressed classes wherever they exist. We feel strongly that, had the policy been different and had determined efforts been made to

provide well-equipped and complete schools, though perhaps fewer in number, the education of the depressed classes would have advanced more rapidly than it has done. The London Mission Society, for example, has unquestionably done pioneer work in education amongst the depressed classes; but, out of the three hundred and fifteen vernacular schools which the Mission maintains, two hundred and thirty-seven are incomplete schools with less than four classes, and as many as sixty-one have only one class and one hundred and thirty-two, only two classes. It has been suggested that the continuance of these small incomplete schools has been due to lack of recognition, difficulties with regard to grant-in-aid and refusal of permission for plural class teaching. We are afraid, however, that these reasons do not actually account for the continuance of this type of school. It would rather appear that the general policy regarding the depressed class schools has not been carefully considered; and we are confirmed in this opinion by the fact that many of these incomplete schools have existed in the same state for well over half a century, and by the fact that, even admitting difficulties with regard to grant-in-aid and recognition, it could clearly have been possible to concentrate on a less number of complete schools rather than on a large number of incomplete and unsatisfactory schools.

The Salvation Army is another Mission organisation whose earnest desire for the improvement of the depressed classes is unquestioned. But, we find the same absence of sound policy when it comes to the organisation of their schools. Out of ninety-seven vernacular schools for boys which they have provided, eighty-nine are schools with less than four classes, and as many as forty-five have only one class and thirty-three only two classes.

The Church Mission Society, working mainly in central and north Travancore, has also, over a long period of years, done much for the provision of education for the depressed classes and backward classes. But, out of the two hundred and fifty vernacular schools which they have provided, one hundred and sixty-five are schools with less than four classes, and as many as eighty-two have only two classes and fifty-six only one

class. There is a further objection, in our minds, to the existence of these incomplete schools mainly intended for the depressed classes, which does not seem to have caught the attention either of the managements or of the Education Department. It is alleged, and rightly alleged, by managements, that it is extremely difficult both to get depressed class pupils into schools at all and to retain them at school. Such being the case, we would have thought that, in the case of the depressed classes, it was especially necessary to have complete schools with supervising headmasters and headmistresses and with a qualified staff competent to use all possible persuasive methods and to take special care of individual pupils. Owing, however, to the large number of single-class schools and to the number of small incomplete schools, it is common to find the schools for the depressed classes staffed by only one very low-qualified teacher who, in the nature of things, is scarcely fitted to do the propaganda work and to conduct the supervision which are necessary to overcome the special difficulties connected with the attendance at school of depressed class pupils. After a careful examination of the position in many local areas we feel that what is actually happening at present is that, in many areas, there are comparatively good and complete schools for the caste pupils to attend, and alongside of them incomplete and unsatisfactory schools for the depressed classes. We do not say that this happening is intentional; but it appears to us to have resulted from the manner in which the problem of depressed class education has been approached in the past. As we have shown, we are not in favour of the segregation of depressed class pupils in separate schools, except in isolated areas where obviously the depressed classes represent practically the only population; but, we consider that if so-called schools for the depressed classes are to be permitted to exist, they should at least be as well organised as, if not better organised than the general schools for all communities.

6. The schools and literacy.—How ineffective the schools have been in the matter of making the depressed class population literate can be gauged from the figures for the literacy of the depressed classes and from the figures for the number of depressed

class pupils who have reached even only as far as the fourth primary class. The following table shows the percentage of male and female literates, of seven years and over, of selected castes, to the total male and female population of those classes :

<i>Caste</i>	<i>Males</i>	<i>Females</i>
Parayas ...	8.7	0.9
Pulayas ...	6.9	1.3
Kuravas ...	2.7	0.5
Pallans ...	4.3	0.1

It may be noted that the corresponding figures for Nayars, for example, are,

Males ...	61.8
Females ...	29.1

The following table shows the number of depressed class pupils reading in class four of vernacular boys' schools during the past ten years :

1098 ...	917
1099 ...	975
1100 ...	967
1101 ...	1,125
1102 ...	1,204
1103 ...	1,293
1104 ...	1,298
1105 ...	1,425
1106 ...	1,597
1107 ...	1,638

The total figures in each year are not strictly accurate since they exclude the figures for certain castes, but the figures indicate correctly the rate of increase in strength. The table shows that the increase in the number of depressed class pupils, at the fourth class, has been very small from year to year averaging only seventy-two per year in ten years. The figures we have quoted so far show that only a fraction of the depressed class pupils who enter school complete the primary stage ; and, in effect, this means that a very large portion of the effort made and of the money spent on behalf of the education of the depressed classes has been wasted.

7. **Absence of special supervision.**—In almost all provinces outside Travancore, there are special departmental organisations whose duty it is to look to the general interests and needs of the depressed classes, including their educational progress. In Travancore, however, although there is a Protector of the Depressed Classes, that officer and his staff have practically no connection with the schooling of depressed class pupils; and until recently, that office was combined with that of the Registrar of Co-operative Societies. It was only in the year 1107 that a separate full time Protector of Depressed Classes with the status of an Assistant Registrar of Co-operative Societies was created. We understand, that, during the six years, the post was combined with the post of the Registrar of Co-operative Societies. Government did not, in any way, define the work and duties of the Protector except his duties in connection with the assignment of pudaival lands. It can scarcely be said, therefore, that there has been any special organisation to look after the interests of the depressed classes either with regard to education, housing, sanitation or public health, etc. No special steps have been taken to advance depressed class education with the exception of the fact that certain fee concessions and scholarships are provided for depressed class pupils. At present, students of the depressed classes who are poor are encouraged to read at school by the grant of full fee concessions in all vernacular and English schools and by the grant of special reserved scholarships in the high school classes. They are further encouraged by the full remission of fees for public examinations at the Vernacular School Final and English School Final stages.

8. **Need for definite policy.**—Reviewing the position of depressed class education generally, we feel that a more definite and concrete policy aiming at a rapid rate of development, should be adopted by the Education Department. The special attention to the failings and difficulties connected with the primary schools which we have recommended in the case of Mahomedan education, is even more needed in the case of the education of the depressed classes. All over India, special efforts have been made, in recent years, to bring the education of the depressed classes nearer to the level of the education of other communities;

and Public Instruction Reports, for example, have detailed at length, year after year, what methods have been adopted and what progress has been made. The Public Instruction Report in Travancore, however, usually dismisses the education of the depressed classes in one paragraph, or some times, in one sentence. Little attention has been paid to the study of the necessary statistics connected with depressed class education and even the statistical table, published in the appendices of the Public Instruction Report, showing the number of depressed class pupils who reach as far as the fourth primary class, is incomplete and inaccurate.

9. *Duty of the Inspectorate.*—One of the methods for the encouragement of depressed class education adopted in some of the Provinces outside Travancore has been the appointment of special Inspectors for depressed class pupils and schools. We do not, however, recommend the adoption of such a method in Travancore. We feel strongly that not only should the depressed class pupils be encouraged by every means possible to read in the ordinary schools, but that it should be the special care of all inspecting officers to assist in improving the condition of education amongst the depressed classes. While this is so, we consider, however, that, with the re-organised inspectorate which we have recommended, it should be possible to lay the responsibility for a detailed knowledge of the necessary statistics and of the special problems connected with depressed class education on the shoulders of individual officers. We have recommended the appointment of two Assistant Divisional Inspectors to assist each of the Divisional Inspectors; and we suggest that, amongst the other duties of these officers, it should be their special responsibility to watch the development and needs of depressed class education and to maintain up-to-date and accurate statistics with regard to the number of children of school-age, the nature and adequacy of the school provision, the extent of stagnation and wastage, the records of promotion of depressed class pupils, their age and their success or failure at the first primary examination. By this recommendation we do not absolve other officers of the inspecting agency from their duties in regard to the supervision of

depressed class education, and we are only suggesting a co-ordinating authority working in each of four defined jurisdictions.

10. Improvement of the schools.—With regard to school provision, we believe, as we have already suggested, that the policy of the Education Department should be to attract depressed class pupils to the ordinary schools and to eliminate many of the existing incomplete and unsatisfactory schools which mainly provide for depressed class pupils. Where, however, depressed class schools are meeting the needs of a population consisting mainly of depressed classes, we consider that full encouragement should be given to aided managements to raise their schools to complete primary schools. As we have shown, the depressed class schools are, in the majority of cases, incomplete schools; and, in cases where they cannot either be amalgamated with other schools or be made to function as feeder schools to complete primary schools, every effort should be made to improve and complete such schools.

11. Plural class teaching.—We realise, as we have shown in the chapter on Mass Education, that time will be needed to bring about these changes; and to meet this difficulty and the further difficulty of the existence of small incomplete schools in areas in which the school-going population of the depressed classes is very small, we recommend that permission be given for the introduction of plural-class teaching on a limited scale. It should be clearly understood, however, that plural-class teaching should not be regarded as the general solution for the present difficulties connected with incomplete schools, but only either as a temporary measure in some cases or as a measure to be adopted in schools in isolated areas and schools with necessarily limited numbers in enrolment.

12. Special assistance.—Apart from the question of school provision, we consider that special steps are needed to encourage the attendance of depressed class pupils at school at the primary stage. One means of encouragement should be the recruitment of depressed class teachers to the ordinary schools and especially

to the departmental primary schools. We are aware that such recruitment will not be possible on a large scale owing to the absence of qualified persons; but, every opportunity should be taken to recruit and train members of the depressed classes for work in the primary schools of the State. In this connection, it is significant that, while there are only two depressed class students in the training schools, there are, at present, about six hundred at the seventh class.

Another method of encouraging the continuance of depressed class pupils in schools, at least to the end of the primary stage, is to give tangible recognition to the efforts made by teachers to retain and promote depressed class pupils; and we recommend that, in areas in which the numbers of depressed class pupils are especially low, increased grant-in-aid should be paid in proportion to the number of depressed class pupils found fit to read in the fifth primary class after examination by the inspecting agency. In several areas, it will not be necessary to introduce this concession in so far as boys are concerned; but, in the case of depressed class girls who are found, even in the higher classes of primary schools, in very limited numbers, it may be especially helpful.

Another method is to assist the depressed class pupils themselves with equipment, clothing and feeding grants. It has not, however, been possible for the Committee to investigate in detail, the extent of the provision that would be required to introduce such a system. But, we recommend that the proposal be investigated and that, in the case of absolutely poor students, methods of financial assistance on a small scale should be adopted.

We have already recommended generally that the hours of work and the holidays and vacations of primary schools should be carefully adjusted to meet local needs; and we are hopeful that this recommendation, if adopted, will be especially helpful in areas where depressed class pupils predominate.

13. Admission to all classes of schools—We have stated that we do not consider that the old acute difficulties regarding the admission of depressed class pupils into the ordinary schools still remain; but we are of the opinion that the position, in all

local areas, still needs to be carefully watched. In areas in which there is considerable depressed class population, explanations should be taken from the headmasters of departmental schools if a fair proportion of depressed class pupils is not in attendance. Similarly, grant-in-aid should not be paid to aided schools in depressed class areas which show, by their enrolment figures, that little effort has been made to attract depressed class pupils. These suggestions, of course, assume that separate overlapping schools for the depressed classes have been eliminated in such areas.

14. Recruitment as teachers.—As we have shown, very few depressed class pupils are reading above the primary stage. The community is greatly in need of a number of men and women who have undergone higher education and who could give a lead to other members of their community. More recruits for the teaching profession are also especially needed. If the schools are staffed by a larger number of depressed class teachers, we consider that the education of the depressed classes will proceed more rapidly. We recommend that the Assistant Inspectors be instructed to watch the progress of depressed class pupils in the fifth primary class, and to interest themselves personally in the passage of bright pupils from the primary to the secondary stage, provision being made, wherever necessary, for free places and scholarships.

15. Encouragement for higher education.—The position and progress of the depressed class pupils in the secondary schools should also be watched with care, by the Divisional and Assistant Divisional Inspectors, in order to safeguard against neglect or indifference. We understand that, in recent years, one or two of the depressed class pupils, who succeeded in reaching the collegiate stage, were forced to leave a Government college owing to their inability to finance themselves further. We consider that, in such cases, if the students are satisfactory in their studies, the Government and the college authorities should provide the necessary financial assistance in order to enable the students to complete their collegiate course. At present, no scholarships or fee concessions are given in colleges to depressed

class pupils; and we recommend that, in future, full encouragement, by scholarships and free places, should be given to depressed class pupils both in secondary schools and colleges.

16. Education of other backward classes.—We have paid special attention to the needs of the depressed classes; but we realise that all the communities, enumerated as backward, also require concessions and assistance. The Education Department should, therefore, in our opinion, approach the problem of backward class education along the lines suggested in this chapter.

CHAPTER XI

THE TRAINING OF TEACHERS

1. **Number of Teachers.**—The extent to which the various grades of schools in the State are staffed by trained or untrained teachers has been described elsewhere in this Report. But, it will be convenient to set out in detail here how far the teachers of various grades are trained or untrained, in order to appreciate the problem which faces the Education Department in the matter of the provision of training facilities.

There are, at present, forty-six untrained graduates in departmental schools and two hundred and seventy-seven untrained graduates in privately-managed schools. These figures exclude graduates with European qualifications. There are three hundred and two untrained intermediates or matriculates in departmental schools and nine hundred and twenty-six untrained intermediates or matriculates in privately-managed schools. Untrained teachers, with general educational qualifications lower than the English School Leaving Certificate, number two thousand seven hundred and fifty-eight in departmental schools and five thousand five hundred and ninety-six in privately-managed schools. Taking the schools as a whole, there are therefore, three hundred and thirty-three untrained graduates, one thousand two hundred and twenty-eight untrained intermediates or matriculates and eight thousand three hundred and fifty-four untrained teachers with lower qualifications. These figures exclude all special teachers such as munshies, drawing masters, sewing mistresses, music masters, etc. The following table shows the distribution of untrained teachers between boys' schools and girls' schools :—

Kind of schools		Graduates	Intermediates or Matriculates	Others
Boys'	{ English schools ..	229	260	118
	{ Vernacular schools ..	40	493	6,742
Girls'	{ English schools ..	36	105	30
	{ Vernacular schools ..	3	111	1,433
Totals ..		308	1,228	8,354

These figures show that a very large proportion of the work in all grades of schools is being handled by persons possessing no professional qualifications. No professional qualifications are required of teachers in colleges, and, in consequence, most of the teachers in the colleges in the State are untrained, though a few have teaching qualification acquired outside India. We think the lack of professional training amongst college teachers is regrettable, especially in so far as the handling of intermediate and pass B. A. classes is concerned. The large number of untrained teachers in the vernacular and English schools shows that the Rules of the Code, regarding the issue of licenses and the approval of the appointment of teachers in privately-managed schools, have not been strictly adhered to. It cannot, moreover, be argued in all cases that trained teachers were not available, since there are, at present, a number of trained teachers in Travancore who are unemployed.

2. General educational qualifications of teachers.—The ill effects of staffing the schools with so many untrained teachers have been aggravated by the fact that the majority of the teachers possess extremely low general educational qualifications. The following table shows the general education of class teachers in boys' schools and girls' schools and in departmental and privately-managed schools :—

Schools	Graduates	Under-graduates	Vernacular Higher	Middle school	V. S. (L. C.)	Lower plus.	Totals
Departmental Boys' English	238	198	18	5	1	..	480
.. " Vernacular	50	331	1,248	1,104	2,117	869	5,229
.. " Girls' English	22	10	3	0	1	..	46
.. " Vernacular	10	65	222	101	603	120	1,101
Private Boys' English	100	781	102	9	2	..	1,292
.. " Vernacular	18	298	310	364	6,975	246	7,187
.. " Girls' English	90	131	28	1	0	..	250
.. " Vernacular	2	75	73	112	818	39	1,019
Totals.	859	1,662	2,064	1,330	10,215	776	17,194

It will be noticed that, out of a total of 17,196 teachers, only 4,775 have vernacular high school qualifications or above, and, as many as 10,791 have only V. S. L. C. or lower qualifications. Even in English schools, out of a total of 2,163 teachers, only 779 are graduates. In vernacular schools, out of a total of 15,033 teachers, 10,781 possess only V. S. L. C. qualifications or lower.

3. Provision for training.—While the number of teachers in need of training is excessively large, the provision for the training of teachers is wholly inadequate. The Training College, Trivandrum, provides for the training of both graduates and under-graduates. The L. T. course is a one-year course and its syllabus and examination are controlled by the Madras University. In the year 1107, there were forty-six men and four women receiving L. T. training. Under-graduate training is a one-year course, approximately corresponding to the standard of secondary training given elsewhere, though, in most places outside Travancore State, the secondary training course is a two-year course. Passed intermediates and passed English School Final candidates are admitted for under-graduate training. In the year 1107, there were forty-nine men and one woman undergoing the under-graduate course. The following table shows the provision for higher grade and lower grade vernacular training :—

Kind of training school	No.	Strength
Departmental higher grade training school for men	3	48
" lower " "	7	111
Private " "	5	117
Departmental higher " women	1	25
Private " "	2	42
" lower " "	1	10

The vernacular higher grade training classes admit candidates who have passed the vernacular high school examination ; and

the lower grade vernacular training classes admit candidates who have passed the vernacular school leaving certificate examination. The full extent of the provision for training teachers consists each year of fifty graduates, fifty under-graduates, one hundred and twenty-five higher grade vernacular teachers and two hundred and thirty-eight lower grade vernacular teachers. Relating these figures to the figures already given for the number of untrained teachers, the position would appear to be that, even if all the untrained teachers were willing to be trained immediately, it would take seven years to train the graduates, twenty-five years to train the under-graduates and, approximately, twenty-three years to train all the untrained vernacular teachers. This calculation, of course, does not allow for any expansion in the school provision, nor for the training of new recruits filling the vacancies created by normal wastage, nor does it allow for the fact that, in the L. T. and under-graduate training classes, students from outside Travancore are not admitted. If the courses of training at any grade were to be extended from one year to two years, the time involved in the training of teachers would obviously be largely increased. It may be safely stated, therefore, that the existing provision, especially of vernacular training schools, is entirely inadequate to cope with the needs of the schools.

4. **Selection for training.**—Apart from the inadequacy of the provision, there are other points connected with the training institutions which require consideration. We understand that the selection of candidates for training in the L. T. and under-graduate classes is in the hands of the Director of Public Instruction and the Inspector of English Schools. We consider this unfortunate in so far as the aided school teachers are concerned. We consider it to be the duty of the staff of the training college to study the needs of the schools and relate them to the possible vacancies in the college. Even in the case of Government servants deputed for training, we think that the Principal of the Training College ought to be consulted beforehand. The need for consulting the Principal regarding admissions was recognised in a G. O. dated the 16th May 1924, but this order was practically nullified by a departmental circular

issued in 1927. Judging by the numbers admitted, it would appear that, until recently, it has been the policy of the department to select, for L. T. and under-graduate training, largely teachers from departmental schools, with the result that privately-managed schools, which form the large majority of the English schools, have found it difficult, even when they were willing, to get their teachers trained. Between the years 1087 and 1098, for example, one hundred and eighty-three departmental teachers were admitted for L. T. training as against only sixty-six aided teachers. We are aware of the difficulty regarding stipends for aided teachers, but every year applications from aided schools have been in excess of admissions. In spite of special reservations, the number of women admitted for training has been very small. This is especially so in the case of women teachers from aided schools. Even in 1107, the majority of the teachers undergoing L. T. training came from departmental schools, and there were only four women teachers in the L. T. class of whom three came from departmental schools and one from Cochin State. During the last seven years, only forty women have been admitted for under-graduate training as against three hundred and seven men. Similarly, with regard to the departmental vernacular training schools, we understand that, in the past, preference has largely been given to teachers coming from departmental schools; and this, coupled with the difficulties regarding the payment of stipends by aided managements, has been one of the causes for the excessive numbers of untrained teachers in the privately-managed vernacular schools. In the matter of vernacular training, the girls' schools have also been at a disadvantage. The vernacular training schools for men are not allowed to admit women, with the result that, while the men teachers have three higher grade training schools and twelve lower grade training schools, the women are only provided with three higher grade schools and one lower grade school. The yearly output of trained vernacular women teachers cannot, in consequence, exceed ninety.

5. **Pre-service training.**—Perhaps the most unsatisfactory feature of the system of training in the State is the fact that there is no pre-service training, and in most cases teachers are deputed

for training after having put in many years of service. Teachers with ten to fifteen years' service and aged between thirty-five and forty can scarcely be expected to respond satisfactorily to training. In the vernacular schools, teachers with more than ten years' service are permitted to appear, without training, for the trained teachers' certificate examination. Such a method of securing trained teachers is, in our opinion, entirely unsatisfactory.

Even as late as the year 1107, the average age of the men in the L. T. class was 33.5 and their average teaching experience 9.5 years. The average age of the men in the under-graduate class was 32.4 and their average teaching experience 9.4. The one lady in the under-graduate class was thirty-five years old and had put in twelve years' service.

6. Training College.--We are not satisfied that the L. T. course in the Training College is, by any means, all that could be desired. We should like to see a more practical and less theoretical course; and we should also like to see that the students under training learn more about educational administration and the history of education generally. The university examination does not include a practical test, and, in consequence, the practical work done at colleges is not taken seriously by the students. But, so long, however, as the Training College is affiliated to the Madras University, its course must be continued to be governed by the syllabus prescribed by that university.

In our opinion the Training College has suffered through not having an administrative head of its own, and we can find no reason for the curious practice of combining the post of the Principal of the Arts College with that of the post of Principal of the Training College. We do not feel that, at present, the Training College is really in touch with educational movements either throughout the State or in India generally. Once the Training College has sent out a particular batch of students, there appears to be no machinery by which the college can keep in touch with its old students or with the schools in which they are working, nor is anything being done to attempt to keep the schools informed of the latest educational methods or to use the

college as a place, where regular refresher courses can be given. The college does not even, as the Saidapet Training College, Madras, does, issue bulletins from time to time, on matters connected with school administration, methods of teaching, educational experiments, etc., and unlike most other training colleges in India, the college issues no magazine. Further, there appears to be no means, at present, whereby the experience of the college lecturers can be made available, either directly or indirectly, to improve the methods of teaching generally in the schools of the State. It is obvious also that the college has contributed very little towards the improvement of physical training in the schools; and even in the college itself there is no qualified physical director. The college has, attached to it, the nucleus of a most valuable institution in the form of an Educational Bureau; but, unfortunately, the real functions of the Bureau seem to have been neglected or forgotten, and the Bureau, at present, does practically nothing except lend a few books to up-country schools. Probably, the most serious defect in the college, at present, is the absence of facilities for training in some of the most important subjects of study. Although the schools are in need of trained specialists, there are no training courses in geography, child education or domestic science.

7. **Under-graduate training.**—The courses of study and the length of the course in the under-graduate training class are within the control of the local Government; and we are of the opinion that the present courses are insufficiently practical and largely unrelated to the daily problems of school work. We are also of the opinion that in order to give really sound professional training, a one-year course, consisting actually of only about eight months, is far too short a course.

8. **Vernacular training schools.**—The condition of the vernacular training schools is deserving of very serious consideration. We have been unable to visit every training school; but, we have inspected the large majority of them; and we are of the decided opinion that as they are at present working, they are making very little contribution to the improvement of the teaching in vernacular schools. The departmental training

schools, in particular, present the worst features since, generally speaking, they appear to be less well-equipped, housed and staffed than the aided training schools. In the first place, the training schools are bad because the material sent to them is bad. As we have shown, the great majority of teachers sent for training are teachers who have already, by long service, become set in particular methods; and they are also teachers who have received general education only up to the seventh class of vernacular middle schools. Secondly, the schools are largely ineffective because it is impossible to give satisfactory professional training within one year to teachers of the kind who seek admission. Thirdly, the schools are bad because the courses of training prescribed—actually they are not prescribed there being no printed syllabus at present—are extremely unsatisfactory. They are almost entirely unrelated to the needs of a suitable primary school curriculum. They provide for no real practical instruction; they do not assist the teachers to meet the elementary difficulties which daily crop up in school organisation; and they do not train the teachers to have any aptitude for manual work, whether it be within the school or out in the school compound.

Apart from the courses of study, there are other aspects of the work of these training schools which must necessarily cast reflections on the schools themselves and on the authorities in charge. Both the training schools for men and the training schools for women have been without sanctioned and approved syllabuses for nearly ten years; and, with few exceptions, in the absence of a departmental approved syllabus, the schools have not even troubled to write up and keep handy syllabuses of their own. It sounds incredible, but it is nevertheless a fact that in most of the training schools, particularly in the departmental schools where there is only one member of the staff, the teacher searches through the old examination papers in order to find the material upon which to base his teaching; and, if an experienced teacher dies or is transferred and a new teacher is drafted to a training school, that teacher is left entirely without guidance as to the courses of study to be followed. Seeing that there are so few training schools and that they are inspected regularly by the Inspector of Vernacular Schools or by the Inspectress of

Girls' Schools, the continuance of such a state of affairs cannot but be regarded as extraordinary. In some of the aided training schools, the buildings, the equipment and the staff are decidedly superior to those of the departmental schools; but even in the aided training schools we were not able to find up-to-date syllabuses.

9. **Non-payment of stipends.**—In all the training schools, both aided and departmental, in which teachers from privately-managed schools have been admitted, there exists a scandalous state of affairs in regard to the payment of the teachers' stipends, the condition being worse in the departmental schools, since several of the Mission training schools are largely confined to teachers working under the Mission which manages the training school. With few exceptions, the teachers from the privately-managed schools are not receiving their full stipends, and, in some cases, they are not receiving any stipend at all. Although the registers of the schools are supposed to be inspected annually by the Inspectors of Schools, they are, in practically all cases, being fraudulently maintained; and the headmasters have apparently light-heartedly filled in fictitious acquittance rolls to show that full stipends have been paid to teachers, when, in fact, in the majority of cases, the managements' contribution has never reached the teacher at all. The extent of the scandal varies from school to school; and, while in some cases, the teacher under training receives the Government portion of the stipend and a portion of the managements' contribution, in other cases, the private school managements swallow the whole of their contribution and most of the Government's contribution. Actually, in practice, the Code Rules regarding the payment of stipends, have been flagrantly broken; and headmasters have counter-signed the managements' grant-in-aid bills without having any proof whatever that the students have received their stipends. Government have, therefore, been defrauded of considerable sums of money and, in addition, a premium is put upon the ability of poorly paid vernacular school teachers to proceed to training at all. This, however, does not end the irregularities which occur; for in a large number of cases, teachers who, under the Rules have been sent for training with a guarantee, by their

managements, of re-entertainment, have had their services dispensed with immediately after their training period has concluded.

10. Closure of training Schools.—Government have recently had under consideration, the closing of four lower grade vernacular training schools; and we read of the proposals with mingled feeling. In so far as the present efficiency of training schools is concerned, we would welcome their abolition; but, in so far as the needs of a wide extension of the provision of vernacular trained teachers is concerned, we cannot but think the proposals entirely unsatisfactory. In the majority of the departmental training schools there are no hostels, no compounds, no gardens, entirely insufficient accommodation and staffs consisting generally of only one teacher plus a combined drill and manual training instructor. The manual training supposed to be imparted is almost entirely worthless and does not do more than cover very elementary kindergarten work. Seeing that the Government are spending a sum of nearly one lakh of rupees annually on the departmental and aided vernacular training schools, we consider that the Education Department is getting in return the minimum value possible for the outlay involved.

11. Recommendations.— We shall endeavour in the following paragraphs to make such recommendations as will tend to improve teacher training at all grades.

12. Recruitment of teachers.— Owing to the large number of untrained teachers already working in the various grades of schools, it will take time before new rules, regarding the recruitment and training of teachers, can be introduced. It should be possible, however, to apply the new conditions immediately to all new recruits. We recommend that no untrained teacher be recruited in departmental schools and that no new teacher should be permitted to teach in a privately-managed school, except for a probationary period not exceeding two years, unless he has received professional training. It follows that, in future, no license should be issued to an untrained teacher except temporary licenses to pupil-teachers in privately-managed schools. We recommend also that, in future,

licenses to teachers, in English schools, handling forms one to six, should be restricted, as far as possible, to trained graduates. This means that forms one to three of English schools will, in future, be largely staffed by graduates instead of by under-graduates. We know that the Retrenchment Committee desired to reduce the number of graduate teachers; and we are entirely against such a proposal. In our opinion, the work in the English schools will be considerably improved if trained graduates are recruited; and, further, we consider that there is sufficient supply of graduates available for recruitment to the middle school classes. We recommend that no teacher should, in future, be recruited to the vernacular schools, who has a lower general educational qualification than the Vernacular School Final Examination at the end of the eighth class or the departmental fourth form examination in English schools. Until such time, however, as the vernacular middle schools are reconstructed and our recommendations, regarding the re-organisation of English schools, are accepted, we consider that no new teacher should be recruited and trained for the vernacular schools with a lower qualification than the vernacular high school examination or the English School Leaving Certificate Examination. We recommend also that no teacher should be permitted to appear without training for the training certificate examination.

13. Under-graduate training.—Although we have suggested the staffing of English schools with trained graduates, we consider that under-graduate training should continue, both to meet the needs of the large numbers of untrained under-graduates already in schools and to train future teachers for the vernacular schools. When the vernacular middle schools are reconstructed, it will be necessary for the headmaster and the teachers of classes six, seven and eight to be secondary trained men; and we should also like to see headmasters of vernacular primary schools recruited from amongst secondary trained teachers.

14. Training College.—We understand that, a few years ago, Government had under consideration the abolition of the L. T. class in the Training College; and we consider any such proposal to be highly injurious to the progress of education in the

State. We feel strongly that, so far from being abolished or suspended, the L. T. college should be developed and improved. We recommend that the existing system of placing the Training College and the Arts College under one head be given up and that a separate whole-time Principal be appointed for the Training College. We find that the Training College, by comparison with other Training Colleges elsewhere, is understaffed, since the same staff handles both the L. T. class and the under-graduate training class. At Saidapet, for example, the L. T. Class, the secondary training class and the model school, have a Principal, a Vice-Principal, a headmaster and an Assistant for the secondary training classes, and a full time headmaster for the model school. We recommend that, in future, the L. T. college should have, in addition to the Principal and its existing staff, a Vice-Principal combined with the headmastership of the model school, and an additional staff for the under-graduate training class. Additional staff for the college will, in any case become necessary if our recommendations, to open new courses in the L. T. Section and to prolong the secondary training course to two years, are accepted.

15. **Increased admissions.**—In view of the number of graduates to be trained and of the large number of students who apply both from within the State and from without the State for pre-service training, we recommend that the numbers in the L. T. section be increased to one hundred. Provided the requirements of the schools in the State can be properly met, we see no reason to restrict admissions to Cochin and Travancore, students only. In fact, we consider that the throwing open of the college to outside students would both improve the conditions under which training is given and effect a saving in expenditure. Travancore students undergoing professional training outside the State have to pay high fees to obtain that training; and we consider that, in limited numbers, paying students should be accepted for the L. T. course. In 1924, the Government accepted the idea of the admission of non-stipendiary students, and ten seats were reserved for non-stipendiaries; but, in 1926, this order was reversed, and from that date no private candidate, or departmental teacher could obtain training even on the payment

of a fee. We are not aware what led Government to withdraw the orders issued in 1924; but, we consider that, in future, paying students should be admitted and that all future recruits not already in teaching service should be admitted as non-stipendiaries. The withholding of stipends to new recruits cannot be regarded as a hardship, since, if our recommendations are accepted, in future, L. T. training will be given almost entirely to candidates who have not yet taken up work as teachers or who have only been teaching for a short period of time. Professional training will thus become a prior condition of recruitment and will be regarded merely as a continuation of general education. It will, however, of course, be necessary to make provision for scholarships to be awarded to poor candidates, especially those coming from backward class communities.

16. New courses.— We recommend that, as early as possible, the special subjects of *child education* and *geography* be introduced in the L. T. course. The first is of great importance generally and of special importance in connection with our recommendations regarding kinder-garten and nursery schools. The introduction of the second is absolutely essential in view of the fact that modern geography is now a compulsory subject in all high schools. The general course of study in the L. T. class cannot be altered so long as the college remains affiliated to the Madras University. But, there is nothing to prevent the staff of the Training College implementing the existing courses by special instruction. In fact, we are of opinion that the period of training will be considerably improved if more stress is laid on practical work and on instruction regarding school administration and school problems, and less attention is paid to the theoretical subjects taken at the examination. We have, for example, recommended the introduction of the teaching of civics in all schools, and we consider that a course in civics is necessary for all teachers under training. There is also wide scope in the Training College course for putting the teachers in touch with all modern movements connected with education and for demonstrating, for example, the value of the work being done by such international organisations as the League of Nations, the Adult Educational Society, etc.

17. **Contacts with schools.** As we have shown, the Training College, except for its formal instruction to teachers and the preparation for the university examination, is almost entirely without contact with the work of the schools in the State. It has also apparently made no effort to offer guidance and to keep the schools informed of the many modern developments in educational administration and in teaching methods. We consider that, in future, it should be part of the duties, of the college and its staff, to assist the teaching profession in the State generally by the issue of bulletins and pamphlets on educational matters, by the delivery of special series of lectures, by the holding of vacation classes and by the conduct of refresher courses for teachers.

18. **School inspection.**— We consider it especially necessary that there should be established a definite link between the vernacular training schools and the Training College; and, to this end, we recommend that arrangements should be made for all the training schools to be inspected by the Principal or the Vice-Principal of the Training College. We have already suggested that, in the nature of things, it is not possible for the Inspectors, who inspect English schools, to be specialists in all branches of study; and we recommend that a programme of gradual subject inspection, in the English schools, by the Lecturers of the Training College, be adopted and carried out. We fully realise that such inspections can only be periodic and they must be so arranged as not to interfere with the regular work of the teaching staff of the college. But, we are of the opinion that, if a careful subject inspection is made even only once in three or four years, much benefit might result to the English schools.

19. **Manual Training.**— We consider that the present course in manual training undergone by the students in the Training College, is altogether insufficient; and we recommend that the manual training section be entirely reorganised, or in the alternative, that the teachers undergoing training should simultaneously undergo a course at the new training centre which we have proposed in the chapter on Technical Education.

20. **Physical training.**— The tone and work of the Training College is, at present, handicapped by the advanced age at which

teachers apply for training; but, when the existing teachers have received training and pre-service training is introduced, it should be possible to improve the tone of the college, and particularly to set up a standard of physical training which will ultimately have a direct effect on the condition of athletics in the schools generally. Physical fitness and an ability and willingness to share in school athletics are, in our opinion, essential qualities for a teacher; and we consider that the present arrangements for athletics, in the Training College, to be entirely unsatisfactory. We recommend, in this connection, that a properly trained graduate instructor be recruited as Director of Physical Education in the Training College; and that the land already allotted for the college should be immediately enclosed and made ready for play-grounds. These play-grounds are also essential for use by the pupils of the Model School. Short physical training courses for school gymnastic instructors should also be held at the college. The present physical training imparted in the schools needs to be much improved and these short intensive courses can be directed by the State Physical Training Inspector.

21 Residence.— When the college develops along the lines we have indicated, a residential hostel, confined to the members of the college, will be needed; and we recommend, as we have done in the case of the arts colleges, that residence in the college hostel be compulsory for all students under-going training. There are many activities in the working of a properly organised training institution which can only take place in the early morning or in the evening; and for this reason, apart from others, residence in the college is most necessary.

22. Undergraduates training.— With regard to the undergraduate training class, the recommendations we have made, regarding stipendiaries, non-stipendiaries paying students and scholarship holders in the L. T. class, hold good for this class also. In view of the recommendations we have made regarding the reorganisation of the vernacular schools and the complete revision of the curricula of studies to be adopted in vernacular schools, it will be necessary to revise entirely the present syllabus of study in the undergraduate training class. In the first place, it will be necessary to extend the course from one year to two

years, since it will obviously be impossible to produce the type of teacher who will be required to handle the new courses of study in the vernacular schools, within one year. The courses also need revision in such a manner that the study of theory will be reduced to a minimum and continued stress will be laid on the solution of the daily problems which face teachers in vernacular schools and on the practical work which is going to form a feature of all schools in the future. The project method of teaching, in its practical application, will form an essential part of the training given; and the acquisition of manual skill, in some form of practical work, must occupy a considerable portion of the time-table. Every teacher undergoing training should, in addition, be required to do practical gardening work, and provision, for the teaching of nature study through the use of the school gardens, will have to be made in the college. We do not feel called upon to give, in this Report, anything approaching a detailed syllabus for the new training course. Such a syllabus will, obviously, have to be drawn up after our general recommendations have been accepted.

23. Teachers for vocational bias schools—While all teachers under training will receive practical and manual training instruction, it will obviously be necessary to provide special facilities for the production of the specialist teachers required for the new vocational bias schools in connection with instruction in agriculture, carpentry, weaving, etc. We do not, however, consider that there are many difficulties to be overcome in this direction provided the co-operation of the Agricultural and the Industries Departments is secured. There are, in our opinion, two ways of securing teachers with the necessary technical qualifications. Suitable and experienced teachers can be chosen and sent for training at agricultural schools, such as the Agricultural School at Konni, or to technical schools such as the Carpentry School at Quilon, or to industrial schools where weaving, smithy, etc., are taught; or, in the alternative, pupils, who have the minimum general educational qualifications and have undergone training at agricultural schools, carpentry schools or industrial schools, can be admitted for teacher-training in the under-graduate training class. It should be possible, if necessary,

to adopt both methods; but, in our opinion, the second method will be more fruitful of success. It will also provide openings for students from the agricultural and industrial schools, which, at present, do not exist, and it will also encourage the admission to such schools of students with higher general educational qualifications than are at present possessed by the majority of the pupils in the schools. In view of the fact that such teachers will be specialist practical instructors, we consider that it will be sufficient if they undergo a one-year's training course instead of the full two-year course. If our proposals are accepted, therefore, a limited number of candidates required to meet the needs of the gradually developing vocational bias schools will be admitted to under-graduate training after a course at the Agricultural School, Konni, or after a course at the [Carpentry School, Qilon, or, after a course at some other form of technical or industrial school. The recruitment of specialised instructors will not, however, be limited to these sources of supply, since, we have indicated elsewhere how the instructors in wood, glass and metal work, required for the new type of technical school and for the English schools generally, can, in the initial stages, be provided with training in connection with the newly established intermediate courses in the Institute of Technology. Such candidates, however, are likely to be of more service as instructors in the new technical schools or in the English schools.

24. Vernacular training course.—With regard to the vernacular training schools, we recommend that, in future, there should be only one grade of training and that the course should be a two-years' course admitting students whose minimum general educational qualification will be either passed Vernacular School Final Examination, that is to say, the eighth class, or passed candidates from the departmental examination at the end of the fourth form. In no case should a pupil be admitted for training until he has completed fifteen years of age. It is obvious that, in order to meet the needs of the existing untrained teachers and the needs of future recruits, there must be a large increase in the provision of vernacular training schools both for men and for women, and that there must also be considerable improvement in the quality of the teaching staffs of the vernacular training schools.

and, in addition, an increase in the staff of each school. Every vernacular training school should have, attached to it, a complete primary school with five classes, and it should also possess a well-fenced and sufficiently large compound and garden.

25. Increased provision.—As an immediate step in the direction of providing increased training facilities, we recommend that, wherever possible, the existing vernacular high schools should be transformed into vernacular training schools; and we also recommend that further encouragement should be given to aided managements to open aided vernacular training schools. In this connection, we are of the opinion, as already stated, that the aided training schools are working far more satisfactorily than the departmental training schools and that the aided schools show every possibility of being able to be developed along the lines required for the production, particularly of a new type of specially trained village teacher.

26. Selection for training.—From the recommendations we have already made, regarding the entire revision of the courses of study in vernacular schools and the methods of teaching to be adopted in such schools, it must be clear that the present training course in the vernacular training schools requires a complete and radical revision. Since the schools must largely send out trained teachers to rural areas, it is necessary, in our opinion, that the men and women selected for training should be carefully chosen not merely with reference to their general educational qualifications, but especially with reference to the localities and areas from which they come and to the probability of their return after training to their own local areas. Men and women already interested and acquainted with local conditions will be much more suited to the new type of training than persons selected haphazard without reference to their future place of teaching.

27. Type of instruction.—As in the case of the undergraduate training course, it will be necessary to eliminate from the vernacular training course much of the theory of teaching and subject-matter unrelated to the practical difficulties which face school teachers. The two-year course of training should, ~~rest~~ largely on further instruction in school

subjects and on instruction regarding school administrative problems. The primary school teacher should be made intimately acquainted with the various difficulties connected with school attendance, wastage, infant-class teaching, promotions, adjustment of school hours, plural-class teaching, backward pupils, educational surveys, contact with parents and rural community work, and carefully instructed as to how to meet these difficulties. It is further important that the teacher should be made, at least during his training period, fully aware of all departmental statements of policy and orders regarding the development of mass education; and that he should learn exactly to what extent he can expect encouragement in the use of special methods and in experimental work. Instruction in the project method must also form an important part of the course; and, as we have stated elsewhere, we place particular importance on the training of teachers to use instruction in civics in as intelligent and wide a manner as possible. The new course must also provide better instruction in personal and general hygiene, sanitation, public health, etc. The teachers' general knowledge with regard to such subjects should naturally be greatly superior to the local knowledge in and around the school; and his influence in improving local condition should extend beyond the immediate health and habits of his pupils. A most important part of the training course will be the time and instruction devoted to manual training and to the use of the school garden, the latter in particular being the basis for the training of the pupils' powers of observation, the stimulation of an intelligent interest in nature study and the imparting of the elementary knowledge of agricultural processes.

28. **Adult classes.**—We recommend that, wherever possible, adult educational classes should be attached to the vernacular training schools in order that the teachers under training might have practical experience of adult educational work and be able, subsequently, to assist in the solution of the problem of adult education in village areas.

29. **Rural bias.**—The remodelled vernacular ~~training~~ schools will, of course, in keeping with vernacular training schools

regarding the new methods to be adopted in the vernacular schools, have to show the teachers how the necessary rural bias can be imparted to the teaching of all subjects of study. They will also have to acquaint the teacher with the manner in which he can, if he is enthusiastic, link up the life and work of the school with rural reconstruction work generally.

30. **Training school staff.**—Just as the success of the future vernacular schools will depend very largely on the personality and training of the new vernacular school teachers, so the success of the new courses of training in the vernacular training schools will necessarily depend, very largely, on the quality of the staff in charge of the training; and we would, therefore, reiterate again the necessity for the greatest care being taken that the best qualified and most suitable teachers are employed on the staff of the vernacular training schools.

31. **School practice.**—We do not consider that the practical work of the teachers under instruction should be limited to work in the model school attached to the training schools. It is most probable that conditions in the model schools may be better than or different to the conditions in the average primary school; and we, therefore, recommend that an essential part of the training course should be a period of at least two to three weeks spent, by the teachers, under supervision, in practical work in village schools. The practical work should be undertaken before the completion of their training course in order that the teachers under training may be enabled to make detailed notes regarding the difficulties they encountered while doing work in the village schools and thus be able to discuss them in the training school and receive instruction and advice.

32. **New aim.**—We have, for obvious reasons, restricted our recommendations to the merest outline of what we consider necessary for the future vernacular training schools; but if the schools are developed on these lines, we have considerable hope that a new enthusiasm will be created amongst the teachers and a new ideal set for the working of village schools both in relation to their immediate work and to their place in the life of rural areas.

CHAPTER XII

FINANCE

1. **Statistical difficulties.**—We have found it almost impossible to present a satisfactory picture showing the full details of the total expenditure from all sources, on education in the State. The control of educational expenditure has been so lax and the compilation of financial statistics so unsatisfactory that it is not possible to obtain accurate figures, regarding the total cost of education in the State, either from any published document or from any departmental records. The figures regarding Government expenditure can be obtained from the Account Office, as also the figures regarding the fee receipts in departmental institutions. But, no record is maintained of the fee receipts in privately-managed institutions or of the contribution, to the cost of education, from private managements or from endowments. A proper understanding of the financing of education in the State is further complicated by the fact that it is not even possible accurately to distinguish between the total cost of education at the various grades. Separate accurate figures, for example, are not available for the cost of primary schools as distinct from vernacular middle schools; and the cost of vernacular high schools cannot be separated from the cost of vernacular middle schools. The Office of the Director of Public Instruction maintains no registers relating to financial expenditure and receipts, nor does it attempt to consolidate the financial returns which it receives from departmental institutions and from the Inspectorate. The Educational Expenditure Committee of 1921 pointed out to Government the desirability of so revising the educational statistics that accurate information could be obtained regarding gross expenditure and receipts; but unfortunately, during the last twelve years, no action has been taken by Government or the Education Department to improve matters. For purposes of this chapter, we have generally taken the figures for the year 1106, since that is the latest year for which accurate figures

for the total expenditure by Government, are available. We have endeavoured from independent sources, to obtain information regarding the amount of contribution, to the total cost of education made by private managements, and the amount of fee income received by privately-managed institutions. But, we are aware that our figures must necessarily only approximate and that a considerable margin must be allowed for inaccuracies. It has, however, been quite impossible to obtain accurate figures for the total expenditure on vernacular education and for the contributions made by private managements to the cost of vernacular education.

2. **Total Government expenditure.**—The following table shows the total expenditure by Government on all grades of education in the year 1106:—

	Rs.
Direction and inspection	... 2,04,238
Colleges	... 4,36,843
English schools	... 9,46,221
Vernacular schools	... 28,97,283
Special schools	... 98,292
Miscellaneous (scholarships, stipends, Text-Book Committees, libraries, etc.)	... 3,24,702
Total	... 49,09,579

The total expenditure by Government represents an expenditure per head of population of Rs. 0·96. Comparing this with the figures for British India, we find that only in one province does the Government expenditure on education per head exceed the figure for Travancore. The Government are spending an average of Rs. 8·1 per scholar and this represents a higher figure than the average cost per scholar even from all sources in some of the provinces of British India.

3. **Total expenditure from all sources.**—We have been unable to obtain accurate figures from which to estimate the total expenditure on education from all sources, but we have endeavoured to show approximately the total cost of English education and of primary education,

The following table shows the receipts, in privately-managed English schools, from Government grant, fee income, and other sources:—

	Government grant	Fees	Other sources
	Rs.	Rs.	Rs.
Boys' schools	1,15,716	6,02,356	1,81,096
Girls' schools	20,708	71,048	78,414
Total	1,36,424	7,07,004	2,61,510

If all the receipts shown had been spent on the schools, the total expenditure on English schools would have amounted to Rs. 11,66,338. The figures for total receipts, however, do not correspond to the actual expenditure on the maintenance of the schools. It has not been possible to show accurate figures, regarding receipts and expenditure owing to the fact that many of the annual returns submitted by the schools cannot be accepted as accurate both in regard to the salaries of teachers and in regard to the managements' contributions. Allowing for this reservation, the returns from the schools show that the income from other sources includes considerable opening balances and that, in many schools, actual receipts exceeded expenditure. In this connection, it is to be noted that the major portion of the Government grant of Rs. 1,43,824 represents fee concessions and that the majority of the schools were not in receipt of maintenance grants. As many as eighty schools ended the year with a credit balance. In many cases, the balances were only small. But, in several cases receipts largely exceeded expenditure, the total excess of income over expenditure, in the schools which ended the year with a credit balance, amounting, approximately, to Rs. 42,000. The total expenditure, from all sources, on English education, would appear to be approximately as follows:—

Government funds	Fees	Other sources
Rs.	Rs.	Rs.
5,54,154 (est)	1,52,225	2,13,200

We have examined the financial budgets of a number of organisations managing vernacular primary schools and the figures show that, on the average, Government contribute to the maintenance of privately managed primary schools ninety per cent of the recurring cost of the schools. While some managements make a profit out of the Government grant and others make no contribution to the recurring cost of the schools, the majority of the managements contribute approximately fifteen per cent. of the cost of salaries and contingencies. In a few cases, such as the Lutheran schools, the whole cost of maintenance is borne by the management. It may, therefore, be assumed that the total cost of primary education is, approximately, Rs. 21.1 lakhs, of which Rs. 10.2 lakhs is spent on departmental schools, Rs. 9.8 lakhs is grant-in-aid to privately-managed schools and Rs. 1.1 lakhs is contributions by managements.

4. Allocation of Government funds:—The following table shows the percentage of Government expenditure on education spent on direction and inspection, collegiate education, English education and vernacular education, etc.:—

Direction and inspection	...	...	4.1
Colleges, including the Training College, but excluding the Sanskrit College	...	...	8.0
English schools	...	...	19.3
Vernacular schools	...	...	59.0
Special schools	...	...	1.9
Miscellaneous	...	...	6.6

It is difficult to compare the proportion of expenditure spent on collegiate, secondary and primary education, in the State, with similar figures for other States and Provinces, since the expenditure in the State on vernacular education includes considerable sums of money spent, not on primary education proper but, on secondary education; and, such statistics as are at present maintained do not distinguish, for example, between grant-in-aid to vernacular middle schools and grant-in-aid to vernacular primary schools. We note, however, that the percentage of expenditure spent on direction and inspection is lower than that

of four Provinces in British India and that of the States of Cochin, Mysore and Hyderabad, while it is only slightly higher than that of the remaining Provinces in British India. Owing to the reasons which we have already explained, the percentage of expenditure on secondary education is lower than that of all Provinces of British India and the percentage of expenditure on vernacular education is higher than that of all Provinces in British India.

5. Cost, to Government, of departmental and non-departmental institutions.—The following table shows the expenditure, by Government, on departmental institutions and on aided institutions:—

Institutions.	Government.	Private.
	Rs.	Rs.
Colleges (excluding Law College and Sanskrit College) ...	4,05,918	4,126
English schools ...	7,45,551	47,384
Vernacular schools ...	18,85,359	10,11,888
Special schools ...	87,808	10,899
Total ...	31,24,221	10,74,247

The figures in the above table exclude the expenditure on scholarships, stipends and fee concessions. The net cost, to Government, of the departmental colleges, was Rs. 2,67,146, and the cost per pupil Rs. 168·2. The aided colleges are, at present, almost self-supporting, maintenance grants to colleges amounting, in 1106, to only one thousand rupees. The cost, to Government, of a student in an aided college, was, therefore only Rs. 3·9.

In the year 1106, Government was maintaining forty-one English schools, with an enrolment of 16,002 pupils and 1,017 vernacular schools with an enrolment of 2,37,925 pupils. Private managements were maintaining two hundred and eleven

English schools, with an enrolment of 37,148 pupils and 2,365 vernacular schools with an enrolment of 2,77,842 pupils. Taking into account fee concessions, but excluding scholarships, the average net cost, to Government, of maintaining an English school, was Rs. 9,276, while the average cost, to Government, of a privately-managed English school was Rs. 775. The average net cost, to Government, of a departmental vernacular school was Rs. 3,422, while the average cost, to Government, of a privately-managed vernacular school was Rs. 426. The following table shows the cost per scholar, to Government, in departmental schools and in privately-managed schools:—

	Departmental		Private.	
		Rs.		Rs.
English schools	...	23.7	...	4.4
Vernacular schools	...	7.1	...	3.6

The average cost, to Government, of a departmental primary school, was Rs. 1,292, and the cost per pupil Rs. 6.9. From returns which are not altogether reliable, we estimate the cost, to Government, of a privately-managed primary school, at Rs. 366, and the cost per pupil, to Government, at Rs. 3.3. The gross expenditure, by Government, on all departmental institutions, excluding the Law College, was Rs. 31,24,221 and the net expenditure, by Government, Rs. 24,28,260. The total cost, to Government, of all private institutions was Rs. 12,12,264. These figures include fee concessions, but exclude the expenditure on stipends and scholarships which amounted to Rs. 96,876. The above facts and figures show that, while Government manage directly only one-third of the total number of institutions in the State, grant-in-aid to privately-managed institutions amounts to only forty per cent of the gross cost of departmental institutions. This marked difference between the cost of departmental institutions and private institutions is partly accounted for by the high cost of the Government arts and professional colleges and by the large number of privately-managed English schools which are not in receipt of grant-in-aid. But even if

the vernacular schools alone are taken into account, grant-in-aid amounts to only fifty-five per cent. of the gross expenditure on departmental schools.

6. Reduction in expenditure on departmental institutions.—We have already pointed out that, in Travancore, the Government is spending a higher proportion of its revenues on education than any other State or Province in India, and that the Government is maintaining a larger proportion of departmental institutions than any other Government in India. It is clear that, if the Government is to find the money needed for establishing and aiding the various new classes of institutions which we have recommended, the proportion of Government expenditure on directly-managed institutions will have to be largely reduced. This reduction can only be made if the Government reduce salaries or increase fees or if the Government reduce the number of its departmental institutions. To this end, we have recommended that it be the accepted policy of Government gradually to withdraw from the direct management of large classes of educational institutions, especially from the management of secondary and vernacular schools in all places where suitable aided and local board institutions can provide efficient education. We have also recommended that Government should establish local bodies for general purposes and hand over departmental schools to their management. The cost of subsidising local bodies for the maintenance of schools will be considerably higher than the cost of aiding privately-managed schools. But it will also be considerably lower than the cost of directly maintaining departmental schools.

7. Education cess.—If our recommendation, that such local bodies should levy an education cess, is accepted, the amount of revenue available for expenditure on education will be increased, and the cost of education to general revenues reduced. The Education Expenditure Committee of 1921 recommended the gradual withdrawal of Government from direct management, the further encouragement of private effort and the establishment of local bodies for the control of vernacular education. The Committee also recommended the introduction

of an education cess. Although considerable changes have taken place in education since that Committee reported, we see no reason to differ from its recommendations, except that we are not in favour, as the Committee was, of the establishment of school committees as distinct from local bodies or of the transfer of the powers of recognition and aid. We have not considered it necessary to indicate in detail the manner in which an educational cess should be levied, as we consider that the incidence of taxation should form the subject of a special investigation by Government. We consider, however, that, in the event of the Government not seeing their way to the establishment, in the near future, of local bodies other than municipalities, with powers to raise taxation, Government should immediately consider the desirability of levying a general education cess throughout the State.

8. Devaswom funds.—In order further to assist the Government in the provision of revenue for educational purposes, we recommend that Government should consider the feasibility of diverting Devaswom funds for educational purposes.

9. Cost of compulsion.—We have deliberately made no effort to estimate the cost of compulsion, since, as we have shown, we do not consider that the time will be ripe for compulsion until the primary system is much improved.

10. Financial effects of recommendations.—It must be obvious from a perusal of our Report that there are a large number of proposals for reorganisation which are not susceptible of immediate and accurate estimate regarding their cost. We have, for example, recommended the amalgamation of a considerable number of schools, the elimination of a number of incomplete schools and the gradual withdrawal, by Government, from the direct management of schools. It is not, however, possible accurately to estimate what savings will immediately or in the future accrue from these proposals. The number of incomplete schools, for example, to be eliminated, will depend on the extent to which private managements are prepared to retain the schools and make them complete, and on the extent to

which private managements will close their schools. The gradual withdrawal of Government from direct management will also take time, and, while ultimately, as our figures have shown, there will be considerable savings to Government, it is not possible to estimate them accurately. We have, however, in the following paragraphs, endeavoured to show the approximate cost involved in our main proposals and roughly to estimate the financial effect of other proposals.

11. Reorganisation in the Head Office.—The reorganisation of the office of the Director of Public Instruction involves the appointment of additional staff, and we recommend that the new post of Deputy Director should carry a salary of Rs. 300-25-600 and that the salary of Financial Assistant should be Rs. 200-20-300. The immediate cost of these posts will be six thousand rupees per annum and their average cost eight thousand nine hundred and twenty rupees. If our proposal to appoint temporarily a senior officer as Deputy Director is accepted, the cost of the staff will necessarily be further increased. The reorganisation of the clerical staff involves the appointment of six Superintendents, five additional clerks and one additional typist. We recommend that the scale of pay for the Superintendents be fixed at Rs. 75-5-100. Taking into account the existence of the present three clerical posts on Rs. 75-5-100, the average additional cost, by way of Superintendents will amount to one thousand one hundred and seventy rupees per annum. The average cost of the five additional clerks will amount to one thousand nine hundred and fifty per annum, and the average cost of the additional typist to four hundred and twenty rupees per annum. The additional average cost to the clerical establishment, therefore, amounts to three thousand five hundred and forty rupees per annum. Our proposals for the reorganisation of the Director's Office will, therefore, involve an additional annual average cost of Rs. 12,460. The immediate cost will, however, be lower, and the total cost of direction will approximately only be raised from Rs. 47,355 to Rs. 56,255. If our proposal to make the Director of Public Instruction the Secretary to Government, is accepted, there will be saving in clerical staff in the Secretariat and the increased cost of the

additional staff in the Director's Office will be substantially reduced.

12. **Reorganisation of inspectorate.**—Our proposals, regarding the reorganisation of the inspectorate, involve the abolition of the three chief Inspectors' posts and the abolition of the three Personal Assistants' posts. They also involve the creation of two Divisional Inspecting Officers' posts and one post of Chief Inspectress, and the creation of four posts of Assistant Divisional Inspectors and one post of Assistant Chief Inspectress. We recommend that the pay of the Divisional Inspectors and of the Chief Inspectress be fixed at Rs. 300-25-500, and that the pay of the four Assistant Divisional Inspectors and of the Assistant Chief Inspectress be fixed at Rs. 175-20-275. The average cost of these posts will amount to Rs. 29,660. We recommend that the scale of pay for Assistant Inspectors, which at present depends upon whether an Assistant Inspector is in the first or the second grade of graduate teachers, should be altered so as to form a uniform scale of Rs. 50-5-100-10-150. Under our scheme for the inspectorate, there will be twenty-nine Assistant Inspecting Officers; and the average cost of the pay of these posts will amount to Rs. 36,733. We have, further, recommended the appointment of a Physical Director and two Assistant Physical Directors with medical qualifications. We suggest that the pay of the Physical Director may be fixed at Rs. 150-10-200 and of the Assistant Physical Directors at Rs. 100-5-120. The average cost of these posts will amount to Rs. 5,400 approximately. The clerical staff of the existing offices will have to be redistributed, and the need for additional establishment examined; but we do not anticipate the need for much additional clerical staff in the inspectorate. Additional provision will, however, be required under travelling allowances. The total average cost of the staff of the inspectorate, under our proposals, will, amount, approximately to Rs. 72,500 as against the present cost of Rs. 68,846.

13. **The Training College.**—Our proposals regarding the Training College, involve the appointment of a whole-time Principal, the combination of the post of Vice Principal with that

of the "post of headmaster and) an increase in the staff of the college for the secondary training section and for the introduction of geography and child education. No extra cost is involved by the creation of a whole-time Principal and a combined Vice-Principal and Headmaster. Two additional lecturers for geography and child education will be required on Rs. 125-10-200, and their average annual cost will be Rs. 3,900. Initial expenses for equipment will amount, approximately, to Rs. 4,000, and the appointment of an Attender for geography will cost, on the average, Rs. 192 per annum. One additional lecturer will be required for the Secondary Training Section involving an additional average cost of Rs. 1,950. Thus, our proposals will increase the total recurring cost of the Training College by approximately Rs. 6,000. Increased provision will, however, be required for additions to clerical staff and the annual purchase of books for the Education Bureau and the total increased cost of the Training College may, therefore, be estimated at Rs. 8,000. If our proposals to increase admissions in both the L. T. class and the Secondary Training Section and gradually to abolish stipends are accepted the greater portion of the increased cost will be met from fee income.

14. The arts colleges and technology.—Our proposals regarding the reorganisation of the arts colleges and the establishment of a college of technology must necessarily involve both capital and recurring expenditure. The Science College will need extensions, hostels, resident quarters and playgrounds, the Women's College will require residential accommodation, and new buildings will be needed for the college of technology if it is located near the Science College. The equipment of the new intermediate courses of the college of technology, of the geography courses, if opened by Government and of the domestic science course in the Women's College, will also involve considerable capital expenditure. If our proposals are adopted in full, there will be some savings in the present recurring expenditure on the staff of the colleges, but, at the same time, the new courses suggested, will involve large additional expenditure on new staff for the domestic science, geography, agriculture, accountancy,

technical and technological courses. We are not in a position, obviously, accurately to estimate the full non-recurring and recurring expenditure which will be required to carry out our proposals regarding the college, and in any case, the full proposals will take time to carry into effect and the capital expenditure, for example, will be spread over a period of years. For the present, we have to estimate only for the provision of domestic science classes, the intermediate classes of the college of technology (excluding agriculture and accountancy) and for hostels, teachers' residences, preparation of playgrounds and a new building for the college of technology. Hostels, residences and playgrounds may at a rough estimate be assumed to require at least three lakhs of rupees and the building for the college of technology, approximately, one lakh of rupees.

The domestic science courses will require a recurring expenditure, on staff, of approximately, five thousand two hundred rupees, and a capital expenditure, on equipment, of six thousand rupees.

We have recommended that a beginning should be made in higher technical education only with engineering at the intermediate stage and with a training centre for instructors and mechanics. This will necessitate the immediate appointment of instructors in mechanical and electrical engineering and in instrument technology, wood work, glass technology, and glass blowing.

The average annual recurring cost of a staff of six instructors together with attenders and peons will approximate to fourteen thousand rupees. In addition, our scheme requires a permanent workshop staff which will involve a further annual recurring expenditure of approximately six thousand five hundred rupees. We estimate that the initial equipment for the college and workshop will cost at least fifty thousand rupees.

Maintenance grants to aided colleges are likely to incur an additional recurring expenditure of about ten thousand rupees.

15. **Technical schools and classes.**—We do not propose to attempt to give detailed estimates for the cost of opening technical schools and technical classes attached to secondary schools since the cost must depend upon the number and type of such classes to be started. The opening of a variety of classes must necessarily be gradual and the total cost spread over a number of years. We estimate, however, that, for the introduction of any one of the industrial arts we have proposed, an initial expenditure of two thousand five hundred rupees will be required, and that the necessary expenditure, on an instructor, mechanic and attender, will approximate to an average annual cost of one thousand five hundred rupees. Savings will be effected if stipends in the existing technical schools are abolished.

16. **English schools.**—Our proposals regarding English schools involve additional expenditure connected with the staffing of the schools by graduate teachers, the introduction of carpentry, the opening of alternative courses, the provision of gardens, the increase in the rates of grant-in-aid, the provision of funds for athletics and the introduction of provident funds and medical inspection. There will also be a small loss of income on account of the reduction of fees in middle schools and on account of the restriction of numbers.

The complete staffing of departmental schools by graduates will result in an average additional annual expenditure of, approximately, fifty-five thousand rupees, but the change in staff can only occur gradually, and meanwhile the number of departmental English schools will be reduced.

The introduction of carpentry in all departmental boys' English schools will involve a capital expenditure of at least seventeen thousand rupees and a recurring average expenditure on staff, of approximately, sixteen thousand rupees. The cost of opening alternative courses and technical courses has already been dealt with, and it can only be accurately estimated as a scheme, for each school, matures. The majority of English schools are already provided with compounds and the provision of gardens cannot involve either high capital or recurring expenditure.

The work necessary for the cultivation of gardens will be mainly done by the staff and pupils, but, assuming that additional menial staff will be necessary and that additional contingency charges will be incurred, the increased cost to departmental schools will be approximately, five thousand rupees for menial staff and three thousand rupees for contingencies per annum.

The cost, to Government, of grant-in-aid represents a fluctuating figure, and depends on the strength of the aided schools, their building and equipment requirements and the extent of their financial resources. Seeing that maintenance grants to English schools, at present, amount to less than half a lakh of rupees per annum, we do not anticipate that our recommendations will largely increase Government's liabilities. Even assuming that all the schools, at present aided, earned a seventy-five per cent. grant, the increased cost to Government would only amount to, approximately, seventy thousand rupees. The cost of maintenance grants must however, be expected to rise as teachers' salaries improve and as the aided agency is gradually extended. This will be offset by the gradual closure of a number of departmental schools. Increased expenditure which cannot be estimated, will necessarily be incurred by way of additional grants for new buildings, playgrounds and athletics. Government will, if our recommendations are adopted, have considerable savings under fee concession grants although increased expenditure will be required for additional scholarships for the backward and depressed classes. The reduction in fees in English middle schools will mean, accepting the present strength of the schools, a loss of twelve thousand rupees in departmental schools, but the introduction of science fees and reading room fees will bring in an additional revenue of approximately fifteen thousand rupees.

17. Vernacular schools.—It is extremely difficult to foresee what the exact financial effects of our proposals regarding vernacular education will be since the ultimate results of closing incomplete primary schools, amalgamating schools, closing departmental schools, reorganising vernacular high and middle schools and altering the rates of grant-in-aid must depend on a number of uncertain factors,

The closure of all departmental vernacular middle and high school classes, while involving a loss of fee income, would result in an annual saving of approximately, Rs. 3.9 lakhs, while the closure of aided vernacular middle schools and of incomplete aided primary schools would result in an annual saving to Government of, approximately, four lakhs of rupees. On the other hand, if all the departmental primary schools are converted into complete five-class schools and the fifth class is retained in the departmental vernacular middle schools, there will be an increase in expenditure, of approximately, Rs. 3.7 lakhs per year. Similarly, if all aided primary schools with three or four classes are raised to complete five class schools, there will be an increased expenditure by way of grant-in-aid of, approximately, Rs. 2.4 lakhs. The making of education free up to the fifth class will result in a loss of fee income in departmental schools of over one lakh of rupees. Allowing for the closure of inefficient schools, the amalgamation of schools, the closure of many of the incomplete schools and for the withdrawing of departmental management in many cases, we feel confident that the total Government expenditure on vernacular schools will be considerably reduced. Increased expenditure will have to be incurred on vocational bias schools, but in the early stages of reorganisation, their number will not be large, and, in any case, their recurring expenditure cannot possibly exceed the amounts now spent by Government on the existing middle school departments of vernacular middle schools; the cost of the primary classes remaining constant.

Our recommendations regarding the revision of rates of grant-in-aid to trained and untrained teachers will eventually involve Government in considerable additional expenditure, but by the time, all the teachers in primary schools have become trained, it is to be hoped that our other recommendations will have been carried into effect and the cost of departmental management greatly reduced. Assuming that grants are paid for all primary school teachers, the present rates of eight-and-a-half and ten-and-a-half rupees mean an expenditure of Rs. 49,300 a month on untrained teachers and of Rs. 26,250 on trained

teachers or a total of Rs. 9.06 lakhs per year. If our proposal to pay grants at the rate of eight rupees for untrained teachers and twelve rupees for trained teachers is accepted, the immediate cost would be Rs. 46,400 a month for untrained teachers and Rs. 30,000 a month for trained teachers, making a total of Rs. 9.16 lakhs per year; the immediate increase in cost being only ten thousand rupees per year. If, however, all the teachers underwent training the total cost would amount to Rs. 11.95 lakhs per year, or an increase over the present cost, of Rs. 2.89 lakhs.

The extension of the vernacular training school courses, the strengthening of the staffs of the training schools and the increase in their number will result in increased expenditure, but, the abolition of the departmental vernacular high schools will release considerable funds for this purpose. Approximately, thirteen thousand rupees a year is spent on these schools, and this sum will provide for the average annual cost of at least twelve more teachers for the staff of training schools.

Our estimates of the financial implications involved in our proposals have not included the capital cost of building a new departmental girls' high school at Trivandrum, the capital and recurring cost of equipping and staffing a medical school at Trivandrum, the introduction of provident funds, insurance schemes for teachers and medical inspection, the provision of mid-day meals and school equipment for poor and depressed class pupils, the increase in scholarships at all stages and the increased cost of improvements, extensions and repairs to school buildings generally, as such items are not susceptible of accurate estimating. On the other hand, the savings to be effected by increased fees in colleges, by the reduction of the number of institutions directly managed by Government, by the more efficient control over expenditure and by the amalgamation of primary schools have not been computed.

18. Summary.—Each of our proposals will have to be examined separately from the financial point of view before they are adopted by Government, and any general summary of

the full financial implications of our recommendations would necessarily be inaccurate and misleading. But the total cost, to Government, of introducing the proposals which we have actually estimated for, amounts to Rs. 4·8 lakhs capital expenditure and Rs. 3·19 lakhs recurring expenditure.

19. Provision of funds not the most important factor.—It is very often assumed that the successful achievement of particular aims in education depends most largely on the provision of funds and the provision of institutions; and there seems, in some quarters, to be a genuine misunderstanding of the importance of money as compared with other factors which play their part in making any educational scheme a success. Money is obviously necessary; but, we are inclined to the opinion that the absence of further supplies of money is the least important factor which is militating against a successful working of the educational system. In Travancore, for example, we believe it to be perfectly possible to get infinitely better results and a much better return for the money spent than is, at present, the case even within the existing budget provision. We consider that too much stress has been laid on the provision of funds and not enough on other factors, in education, which are of greater importance. For example, the laying down of a definite and well-understood policy in regard to all branches of education, and the exposition of this policy to all grades of departmental officers, to managements and to teachers, is, in many ways, more important than the mere provision of funds. Conscientious efforts are no doubt being made by large numbers of persons working in the field of education; but, if these efforts are mis-directed or undirected, much waste must result. As we have shown, the absence of policy and the absence of direction have seriously handicapped the work in all grades of education.

Another factor which is more important than the provision of money for any scheme of work is what we may call 'enthusiasm'. If there were a passionate desire for progress in the minds of every person connected with educational work, whether it be a highly-paid officer or a low-paid primary school

teacher, the result of such keenness, coupled with a well-directed policy, would, in our opinion, be infinitely greater than the mere provision of additional funds. In business, a worker is generally judged by results; and, the businessman wants value for money. If the assistants in business cannot provide value for money, the business either declines or those concerned are replaced by others more competent and more enthusiastic. If a similar attitude could be adopted in Government departments and in the schools, we consider that it would do much to advance along right lines, the cause of education. It should, in our opinion, be made widely known by the Government of the State that a satisfactory return is expected for the money spent on the personnel of the Education Department and on the maintenance and subsidising of educational institutions. The return should be in the form of practical results showing that the schools are fulfilling sufficiently well the actual aim of the particular grade of education to which they belong. We do not think that there should be much difficulty within the Education Department itself in insisting on widespread keenness and enthusiasm; and it should also be possible, by a proper use of the powers of recognition and grant-in-aid, to check ineffectiveness and inefficiency in the aided agency. It may be suggested that there are grades of officers and grades of teachers, for example, whose pay is so small that keenness and an ability to carry out a well-directed policy cannot be expected from them. We are in favour of the improvement of the pay and position of the poorly-paid teacher. But, we consider that his needs in this direction should be kept separate from his ability to carry out his work effectively; and we hope that the Education Department will adopt the line that, while inefficiency resulting from inadequate ability should be avoided by the replacement of the unfit, lack of keenness and consequent inefficiency should receive little or no sympathy. A good system should demand and secure the maximum amount of keenness, interest and efficiency from even the lowest-paid subordinates. On the other hand, the conditions of life and the pay of the subordinates are admittedly very important factors both in securing well-qualified persons and in keeping such persons in sufficient contentment

to make them good and satisfactory workers. We have not failed to recognise these facts, and have made recommendations to improve the conditions of service, for example, of the primary teachers in the State. There are, however, in our opinion, a considerable number of departmental officers and teachers in non-departmental schools who cannot be said, at present, to be doing their work either with the much needed enthusiasm or to the full extent of their ability, and we hope that, with the reorganisation in education, new standards of work and enthusiasm will be set up and adhered to.

Another factor, which is also, perhaps, more important than the mere provision of funds is the adequacy of the supervision of work at all stages. Human nature being what it is, and the quality of much of the material not being high, adequate supervision is essential. Our enquiry has shown that, so far from the main difficulty in Travancore being the lack of funds, large sums of money are being improperly spent owing to inadequate control and supervision.

CHAPTER XIII

UNEMPLOYMENT.

1. The Committee has been especially requested to consider in its Report, the problem of unemployment in the State; particularly the problem of the number of educated men and women who are either totally unemployed or who are not engaged in what can be regarded as suitable employment in relation to their standard of educational attainments.

2. **Education and unemployment.**—It appears to have been generally assumed that the progress of education in the State and the type of education being imparted, have been mainly responsible for unemployment amongst educated persons. We desire to point out, at the outset of our discussion, that, while we admit that the attitude of mind of many educated young men may be directly connected with the unemployment problem we are of the opinion that education, in itself, is not responsible for unemployment; and it is unsafe and unwise to assume that progress in education even of the present type must necessarily result in unemployment. There are a large number of basic conditions not directly connected with education which are responsible for unemployment in any country. The ability of a country suitably and profitably to absorb its educated men and women into the organised professional, industrial and agricultural life of the country, naturally depends mainly on the economic conditions prevailing in the country. The fact that the incidence of unemployment was not considered grave in India generally until the period of post-war economic depression is indicative of the extent to which economic conditions rather than educational systems, are responsible for the growth of unemployment. Travancore has suffered, in common with other countries, from the prevailing economic depression, and, with a return to national prosperity and with a further development of trade and industry, all departments of public life will necessarily provide a larger number of openings than are at present available. There is one general factor, however, which would appear to function more adversely in Travancore than elsewhere, and that is the growth

of population. Whatever may be said of the influence of education on employment, it can scarcely be held to be responsible for the amazing growth of population during the last three decades in Travancore. We do not intend to discuss at any length the difficult problem of restricting population to a figure which will not retard economic prosperity. But, in attempting to provide forms of education which will, to some extent, mitigate the difficulties of unemployment, the Government of Travancore must not overlook the fact that a recognised system of education cannot be expected to settle such fundamental problems as the ability of the State to support its ever-growing population or the need for raising the general economic level of prosperity in the State.

3. Numbers of unemployed.—Although we have examined with considerable care the actual incidence of unemployment amongst educated men and women, we do not consider that a presentation of the statistical position will be of much assistance at the present juncture. Any such set of figures must be largely inaccurate; and, in our opinion, there is no need to prove statistically the obvious fact that there are a large number of educated men and women in Travancore State, either wholly unemployed or employed in what may be termed unsuitable employment.

The Travancore Unemployment Committee, with certain given data, arrived at certain figures to show the extent of unemployment. The recent Census Report has also set out, in considerable detail, an estimate of unemployment both amongst the uneducated and the educated. In both Reports, however, the authors, frankly admit that the statistics were indicative of the existing conditions and not reliable as actual figures. At first sight, the Census Commissioner's figures for educated unemployment would appear to show that the incidence of unemployment in Travancore was not as great as was generally believed; but, the Census Commissioner has been at pains to explain that the Census of educated unemployed was not, as other portions of the Census, compulsory but only voluntary, and that large number of persons were unwilling to fill up the special forms provided. After a survey, however of the material

available, it is possible to arrive at the general conclusion that persons leaving educational institutions, of whatever grade, are finding it increasingly difficult to secure suitable employment, and that the incidence of unemployment is largest and most difficult to deal with at the English School Final and at Vernacular School Final stages.

4. Causes of unemployment.—In order to appreciate the manner in which any reorganisation in the system of education in Travancore can assist in the solution of the unemployment problem, it is necessary to analyse briefly the main causes of the existing unemployment, particularly of the unemployment amongst those who have received secondary or higher education. In arriving at our conclusions regarding the causes of unemployment and possible remedies, we have been much assisted by the Report of the Travancore Unemployment Committee, and we have accepted as desirable a number of their recommendations which have not yet been given effect to. Two of the most fundamental causes of unemployment, as we have already indicated, are over-population and the general world economic depression. We should not lay stress on the increase in population in Travancore in connection with the increase in unemployment were the decennial increases in population in Travancore anywhere near normal expectancy or comparable to the increases found elsewhere in India. The increases in population in Travancore, however, have been far from normal and very much larger than increases elsewhere in India; and, in consequence, the difficulty of the State in being able to support its population and to absorb profitably, into normal occupations, the educated young men and women in its population, has been greatly intensified. Fifty years ago, the total population in Travancore was, approximately, two and a half millions. The total population now is over five millions. The following table shows the percentage of increase in population during each of the last five decades:—

1881 to 1891	...	6.5
1891 to 1901	...	15.4
1901 to 1911	.....	16.2
1911 to 1921	...	16.8
1921 to 1931	...	27.2

The population has thus more than doubled in the last fifty years; and, if the present rate of increase is maintained, the population, in future, will double itself in twentyfive years. That the population problem presents more difficulties and dangers in Travancore than elsewhere can be seen by the following table which shows the percentage of increase in population during the last two decades elsewhere in India —

	1911 to 1921	1921 to 1931
Madras ...	2.2	10.4
Bengal ...	2.7	13.4
Hyderabad ...	6.8	15.8
Mysore ...	3.0	9.7
Baroda ...	4.6	14.9
Cochin ...	6.6	23.1
India ...	1.2	10.6
Travancore ...	16.8	27.2

It will be seen that the rate of increase in population in Travancore was larger even thirty years ago than the present rate of increase for any of the provinces and States quoted, except Cochin.

The general economic depression is another primary cause of unemployment. Agricultural, industrial and professional occupations have all been largely affected by the prevailing fall in agricultural prices, by the contraction of trade and by the general retrenchment consequent on depression. Whether it is accepted or not that the present system of education is too stereotyped and lacking in such variety of courses as will train pupils for specialised occupations, it is evident that, were industrial and trade conditions normal, there would be much larger opportunities for employment in the well-recognised occupations to which educated young men have been accustomed to look. In normal time, Government service, professions and industrial occupations would be gradually expanding; but, as it is, there has been continued contraction in these channels of employment. There are a number of other causes of unemployment which operate irrespective of depression

or prosperity. One of such causes is the adherence to traditional occupations and the inability or unwillingness of educated persons to enter new occupations when the traditional occupations have ceased to be available. The continued desire of educated young men, for example, to enter Government service or the professions, is not only causing unemployment, but is indicative of a lack of self-reliance and private enterprise which, apparently, prevents many young men from being apprenticed to industry and business. While we believe that a sound general education should fit young men for earning their livelihood in any capacity, we must admit that, owing to this adherence to traditional occupations, the products of the secondary schools and colleges have shown their unwillingness to make what they consider to be a sacrifice of their scholastic training and of the money invested in it by entering non-professional occupations.

Similarly, a further cause for unemployment is the not unnatural belief, amongst those classes who formerly earned their livelihood largely by manual labour and artisan occupations that education should raise their level of employment and give them opportunities to enter professional occupations. As the result of these causes, the supply of educated young men seeking professional occupations has far exceeded the demand, and, as we have shown elsewhere, the schools and colleges in the State have so largely increased their numbers as to make it impossible at present or in the future for anything like all the students to obtain employment of the type which graduates and School Final candidates could look to in the days when the demand was larger and the supply smaller.

Other causes of unemployment are the pressure of population on the land, the inadequacy of small holdings to work profitably and the insufficiency of agricultural land for distribution amongst educated persons willing to be settled on the land.

Unemployment is further caused in Travancore by the fact that industrial development has hitherto been extremely limited, with the result that large classes of occupations available elsewhere are not as yet available in Travancore.

We believe that one cause of unemployment is the fact that there are a large number of educated young men in the State having left off education at various stages, between the vernacular middle school and the university, who are unwilling to accept any form of employment involving manual labour, and who prefer to continue to search for clerical occupations rather than adjust themselves to circumstances. We are aware, however, that this belief is not shared by many witnesses, and we have been informed that the educated unemployed young men of today are perfectly willing to accept any form of work provided it can be demonstrated that the work will be sufficiently remunerative. However this may be, we consider that there has been a distinct tendency in the State for educated young men to avoid manual occupations, to reject hard apprenticeship in factories and business concerns and to escape, as far as possible a return to village life.

5. Educational reforms and its effects on unemployment. — We shall now examine how far it is possible for any reorganisation in the system of education, to lessen the causes of unemployment and how far the recommendations we have so far made in this Report, have a bearing on the unemployment problem. The rise in population cannot be controlled by any alteration in the educational system, although, with the steady increase in education and with altered outlook and habits resulting from education, we believe that the tendency, to contract marriage only after secure employment has been found and to restrict families to limits which can be supported, will gradually increase. The population problem, however, is obviously not one regarding which the Education Reforms Committee can be expected to make dogmatic recommendations.

Similarly, the control of economic depression is outside the sphere of education; and, while the return to economic prosperity will largely help to solve the problem of unemployment, the recommendations we have made in this Report have naturally been made irrespective of the present economic depression and in the hope that Travancore, along with other countries, will soon enjoy a revival of trade.

In order to prevent the overcrowding of the professional occupations, and a still further increase in the excess supply over the demand, we have recommended that, in future, the purely literary courses of study in schools and colleges should be curtailed and that the number of students who desire to proceed for higher literary education should be greatly restricted. It is clearly impossible that every young man who receives the present type of literary education can be absorbed into clerical or professional occupations; and, in our scheme for reorganisation we have attempted to make provision for a limited number of able scholars to benefit by higher literary education, but to provide for the great majority of pupils a type of education having a strong practical bias which will either improve their wage-earning capacity in hereditary occupations or give them a productive capacity in a new form of employment. To this end, we have recommended the introduction of vocational bias schools at the post primary stage, the opening of special technical schools and practical courses after the middle school stage and the introduction of technical and technological courses after the high school stage. We have thus endeavoured to provide a more varied type of education and to counteract the tendency for the present system of education to lead only to very limited channels of occupation, and, in many cases, to reduce the wage-earning capacity of pupils who, without higher education, would normally have earned a livelihood by manual and artisan employment. It must, however, be recognised that, in times of depression, the supply of labour for all forms of employment exceeds the demand.

6. An industrial survey.—The industrial development of the State in as many directions as possible provides the greatest hope for larger employment for all classes of persons leaving educational institutions; and, while there are welcome signs that large scale industries will develop in Travancore in the near future, we consider that there is still a need for an intensive industrial survey of the State to enable the Government to give every assistance in their power not merely to large-scale industry but, more particularly, to the revival of local cottage industries. We consider also, as we have shown in our chapter on Technical

Education, that there is wide scope for the co-operation of the Education and Industrial Departments in investigating how far the abundant raw materials available in Travancore can be manufactured (for local consumption if not for export. If a development can gradually be made along these lines, we are confident that it will lead to greater economic prosperity in the State and also to greater employment. We are aware that there are many persons who consider that want of capital on a large scale, foreign competition and established markets will render local manufacture impossible; but the success of many Indian industrial ventures would appear to disprove this view.

7. Possibilities of agriculture.—While we hope for industrial developments, it is obvious that the large majority of the population must continue to look to agriculture and the land as their main subsistence and means of employment; and we have tried to indicate the manner in which technical education and research may assist in the development of more intensive, more modern and more profitable forms of farming. In spite of all that has been said of the pressure on the land and the insufficiency or unavailability of holdings for fresh occupiers, we are not convinced that more cannot be done by way of granting land and loans to the educated unemployed, especially to those amongst them who have undergone a practical training in agriculture. Had agricultural and trade conditions been normal, the agricultural settlement scheme, for example, at Konni, would certainly have worked well; and, even as it is, we believe that most of the colonists will survive the present period of depression and will make a success of their farms. We feel, in consequence, that the establishment of such colonies should be considerably extended; and we would strongly urge that Government should set free a much larger acreage, if necessary even from the Forest Reserves, to be used for agricultural colonies. At present the value of the three Government agricultural schools is being largely negated owing to the fact that the great majority of the students being trained in agriculture possess no land themselves and cannot obtain paid employment after the period of their training. We have recommended that the agricultural schools should be made use of for the training of teachers for the

vocational bias schools; but, we consider that Government should take steps to see that a regular proportion of the students who undergo agricultural training should be ultimately settled on the land.

8. Rural reconstruction.—The unwillingness of educated young men to return to village occupations and village life is partly due to the present condition of life in rural areas; and we consider that, if the rural reconstruction movement makes proper headway with the co-operation and assistance of all departments and of all private organisations, rural life will not only become more attractive but will need a larger number of educated workers attending to the public health, medical, agricultural, educational and other needs of rural areas.

9. Openings in the teaching profession.—While we have recommended a restriction on the numbers of pupils proceeding to higher education, we have also recommended an increase in the qualifications required for teachers' posts in the schools generally; and we are hopeful that these recommendations will assist in reducing unemployment. We have incidentally provided for the recruitment of a number of specialist teachers in manual work, agriculture, domestic science, music, etc., and for the employment of school auditors.

10. Admission to Government service.—One of the causes for the constant pressure on the schools and colleges in the State and for the subsequent unemployment amongst educated young men is the fact that large numbers of students proceeding to high schools and colleges desire to obtain the minimum qualifications requisite to enter Government service; and we consider that, if the Government were to cease to use the School Final Examination and the university examinations as the basis for recruitment to various grades of clerical appointments under Government, the pressure on the schools and colleges would be reduced. The rules regarding the recruitment to Government service have a direct bearing on the conditions prevailing in the schools and colleges and on the problem of unemployment. We recommend, therefore, that, for menial employment under Government, such as constables, peons, attenders, sepoy,

watchmen, petty excise officers, etc., Government should raise the minimum educational qualifications to at least the eighth class standard. For all grades of clerical appointments, we consider that Government should conduct its own entrance examinations, keeping them entirely independent from the present departmental and public examinations connected with the schools and colleges. While we recognise that minimum general educational qualification, such as passing the departmental examination at the end of the fourth form, must be fixed for the admission of pupils to the Government service entry examinations, we are more concerned with the fixing of a maximum qualification which will prevent, as we have discussed in the chapter on Secondary Education, every class of student, from the sixth form to the honours course, competing for entry into lower grade Government service. We recommend, therefore, that Government should fix a maximum general educational qualification for its various grades of clerical service, and that the entrance examination, which we desire to see established, should be such as will require pupils, after their general education, to have undergone training in such subjects as typewriting, shorthand, precis-writing, accountancy etc.

11. An Employment Bureau.—We should like to see the recommendation, of the Unemployment Committee, regarding the establishment of an Employment Bureau, carried into effect. We consider that private firms and private employers would rather rely on a well-informed and official bureau than on individual recommendations. The bureau, if established, would also have considerable scope for bringing to the notice of candidates possible openings outside Travancore. This, we consider, will be especially so in the case of educated women. Owing to the backwardness of women's education in many of the provinces of India, there is still a need for the recruitment of educated women to teaching, medical and other posts; and already a considerable number of educated ladies from South India have found employment in the north. We consider that a permanent Employment Bureau could also undertake the much needed work of keeping in constant touch with large business firms, with commercial houses, banks, plantations, etc.

The Bureau will be able to learn from them the kind of preparatory training which young men require for occupations connected with business, and can advise Government and the Education Department as to the possible changes which could be made in the curriculum of the various grades of institutions in order to suit the requirements of local employers of all classes of workers.

12. Employment of children.—We have found, during the course of our survey that, in spite of the existing State Regulations, very considerable number of young children are being employed in factories and in industry generally. If greater strictness in the enforcement of law is introduced, not merely will there be more opportunity for such children to receive education, but there will be room for the larger employment of adults.

13. Unemployment and literacy.—While we have asserted that education cannot, in itself, be responsible for unemployment, the figures for unemployment show that unemployment is highest amongst the communities with the greatest amount of education. Brahmans, Christians and Nayers return the highest figures for literacy and also the highest figures for unemployment. They are also the most advanced communities in higher education. On the other hand, the Census figures show that there is little unemployment amongst Muslims, depressed classes and members of other backward communities. In fact, the Census Commissioner goes so far as to state

“Generally speaking, it may be said that unemployment increases with the increase in literacy.”

The uninitiated reader of this statement will naturally wonder whether, in the result, education, even at the primary stage, is economically benefiting the population. The real facts, however, would appear to be that the largest type of employment in the State is manual work and that the great majority of manual workers are still illiterate, with the result that employment amongst the illiterate appears to be greater than employment amongst literates. Actually, the Census figures show that, of the male population of fifteen years and over, a hundred thousand

illiterates and seventynine thousand literates are unemployed. It is not possible, therefore, to entertain the idea that the spread of literacy has, in some way, affected unemployment. We are, however, convinced that there has been a tendency, in the past, for education, to some extent, to divert educated persons from manual and artisan occupations. On the one hand, pupils who have passed through the vernacular and English schools are reluctant to become manual workers, artisans, mechanics, industrial apprentices, petty traders, etc., and, on the other hand, large employers of labour are inclined to the opinion that uneducated workers are more willing and contented and more capable of sustained manual labour than the educated workers. We also think it is true to say that large numbers of young men who have received some form of education, are not, ordinarily, willing to follow the occupations of their parents when those occupations have been connected with manual labour, cottage industries or artisan employment generally. This is especially the case when the pupils have proceeded beyond the primary stage. It is, perhaps, significant that, in the latest Census Report, fiftyfive per cent. of the unemployed, who had passed examinations in English, were sons of cultivators. It is quite possible, however, that, owing to the present state of agriculture, some of these unemployed students were more unable than unwilling to return to cultivation.

14. Changes in the educational system.—It must be obvious that no general and certain cure for unemployment can be found by a reconstruction of the educational system. But, we are hopeful that many of the recommendations, which we have made in this Report, will, after a time, assist in the reduction of unemployment. As the previous chapters of this Report will have shown, we consider that the educational system should be so adjusted that, while all children are made permanently literate, there will be less pressure on the professional and clerical occupations and less danger of unfitting young men from earning their living by manual occupations of all kinds. We have recommended a complete revision of the primary school curriculum bringing it more into touch with local conditions, the abolition of the higher grade literary vernacular courses, the opening of

vocational bias schools, the restriction of admission to secondary schools and colleges and the opening of higher grade industrial and technical schools. The restriction on admission and the diversion of pupils will not ensure greater employment unless industries develop and trade revives ; but the disappointments are less and the financial waste is smaller if the numbers of unemployed with high qualifications, acquired often at great sacrifice, are reduced. Further, the practical ability to do productive work must always be a greater asset to the individual than the mere literary ability which is all that the majority of students now obtain.

CHAPTER XIV

SUMMARY OF RECOMMENDATIONS.

The following is a brief summary of the main recommendations contained in our Report. The summary is not exhaustive and does not include minor recommendations, nor does it refer to the various implications arising from the criticisms we have made of existing conditions.

Administration.

1. The closure of the Education Section of the Secretariat and the appointment of the Director of Public Instruction as Education Secretary to Government.
2. The creation of a post of Deputy Director of Public Instruction and of a post of Financial Assistant to the Director.
3. The reorganisation of the Office of the Director of Public Instruction and an increase in its clerical staff.
4. The revision of the Education Code and the preparation of an Office Manual for the Office of the Director of Public Instruction.
5. The revision of the form of the Annual Report of Public Instruction and the publication of quinquennial surveys.
6. The use of the Education Bureau attached to the Training College for the maintenance of departmental statistics.]
7. The introduction of internal audit.
8. The amalgamation and reorganisation of the inspectorate including the appointment of Divisional Inspectors and Assistant Divisional Inspectors.
9. The reallocation of the jurisdiction of Assistant Inspectors and the assignment of Assistant Inspectors to complete taluks.
10. The creation of the posts of a State Physical Director and two Assistant Physical Directors, the posts to be filled by qualified medical men.
11. The establishment of an advisory Board of Education.

Collegiate Education.

1. The closure of the intermediate classes in the Maha Raja's College of Science, Trivandrum, and their transfer to the Maha Raja's College of Arts.
2. The closure of the degree classes in the Maha Raja's College of Arts, Trivandrum, and their transfer to the Maha Raja's College of Science.
3. The closure of the degree classes in the Maha Raja's College for Women.
4. The opening of a college of technology.
5. The handing over of the Nayar Brigade grounds and buildings for use by the Science College and the college of technology.
6. The increase of fees in colleges and the restriction of admissions.
7. The provision of adequate funds for collegiate athletics.
8. The establishment of a unit of the University Training Corps.
9. The closure of courses of study in the Government colleges already well provided for elsewhere.
10. The affiliation of the Sanskrit College to the Madras University.
11. The laying down of a policy for collegiate education which will gradually lead to the disaffiliation of the colleges in Travancore from the Madras University.

The English School System.

1. The reorganisation of the English schools so as to establish pre-university classes with a departmental entrance examination at the end of the fourth form.
2. The introduction of alternative courses in agriculture, commercial subjects, shorthand, type-writing, etc., and the introduction of bifurcated courses in industrial arts above the fourth form.

3. Carpentry and gardening to be compulsory in all schools.
4. Admissions to the pre-university classes to be restricted, and no student who has twice failed to be selected.
5. The introduction of instruction through the medium of the vernacular at the option of the schools.
6. The introduction of the teaching of civics in all schools.
7. The encouragement of religious instruction under certain conditions.
8. Compulsory medical inspection in all schools.
9. The general encouragement of athletics and the levy of athletic fees.
10. The levy of science fees and of reading room fees.
11. The restriction of fee concessions to poor pupils of more than average ability.
12. The reduction of fees in forms one to three.
13. The opening of fourth form in English middle schools.
14. The recognition of primary classes attached to English schools.
15. The alteration of the rules regarding the recognition of English schools so as to insist on the following conditions :--
 - (a) financial stability,
 - (b) the audit of school accounts by registered and approved auditors,
 - (c) the recruitment of trained teachers,
 - (d) the payment of minimum rates of pay to teachers,
 - (e) written agreements between managers and teachers,
 - (f) the establishment of provident funds,
 - (g) provision for medical inspection.
16. The alteration of the grant-in-aid rules so as to allow for the following :--
 - (a) maintenance grants up to seventy-five per cent., of the deficit,
 - (b) grants for hostels and for the purchase of playground and physical training,

- (c) grants for the erection, extension, repairs and improvements to buildings,
 - (d) full compensation for fee concessions,
 - (e) grants for auditor's fees,
 - (f) grants for leave salaries of permanent teachers,
 - (g) the accumulation of limited and audited reserve funds,
 - (h) minimum attendance for earning grants.
17. Periodical subject-inspection by the staff of the Training College.
 18. Provision of more hostels for high schools.
 19. The handing over of a number of departmental English schools to other agencies.

The Vernacular School system.

1. The abolition of vernacular high schools and their reorganisation as training schools.
2. The abolition of vernacular middle schools and their reorganisation as vocational bias schools.
3. Vocational bias schools to consist of eight classes with a public examination at the end of the eighth class.
4. The primary stage to be lengthened to five years, and all primary schools to consist of five classes.
5. Incomplete primary schools other than feeder schools to be closed.
6. Two-class feeder schools only to be permitted if they are under the same management as the main school.
7. Time to be allowed for all managements gradually to make their incomplete schools complete.
8. The amalgamation or closure of all schools in excess of the required provision.
9. The abolition of the distinction between boys' schools and girls' schools at the primary stage.
10. Mixed staffs to be recruited to the primary schools, women teachers mainly handling the lowest classes.

11. The complete revision of the primary school curriculum and the use of the project method.
12. School gardens to be an essential part of school equipment.
13. Kinder-garten and nursery schools to be recognised and aided.
14. The opening of selective primary classes attached to English schools in which fees will be charged.
15. Refusal of admission to pupils under the age of five-and-a-half, except in kinder-garten and nursery schools.
16. Medical inspection for primary schools.
17. The adjustment of school hours in primary schools.
18. Primary education to be free up to and including the fifth class.
19. The gradual withdrawal of Government from the direct management of large numbers of primary schools.
20. The establishment of local bodies for general purposes and for the management of primary schools.
21. The raising of an education cess.
22. The diversion of Devaswom funds for school purposes.
23. The introduction of compulsion after a period of time.
24. The appointment of local attendance committees.
25. The alteration of the rules regarding recognition and aid to primary schools so as to provide for
 - (a) a minimum salary for teachers,
 - (b) recurring contributions by managements,
 - (c) the assessing of grants every year,
 - (d) the relating of grants to average attendance, promotion, wastage and stagnation,
 - (e) the payment of grants for school buildings and compounds.
26. The revision of the rates of grant-in-aid to primary school teachers allowing eight rupees for an untrained teacher and twelve rupees for a trained teacher.

27. The abolition of the fee for the primary teachers' licenses.
28. The control, by Government, of the recruitment, pay, leave and dismissal of primary teachers by the enforcement of the Code Rules.
29. The provision of adult educational classes.
30. The establishment of a Rural Community Board.
31. The development of the Library movement.
32. The development through the schools of the Rural Reconstruction movement.

Technical and Professional Education.

1. The opening of a college of technology with intermediate classes in engineering and diploma classes in technology.
2. The attachment, to the college of technology, of industrial workshops for research and manufacture.
3. The provision of a limited number of scholarships for higher technical study.
4. The establishment of technical schools and alternative courses in industrial arts in the high schools.
5. The award of stipends to industrial apprentices in factories.
6. Withdrawal of stipends from students in the existing technical schools of all grades, and the establishment of a limited number of scholarships tenable in technical schools.
7. The abolition or reorganisation of the present lower grade technical schools.
8. The replacement of the vernacular middle schools by vocational bias schools.
9. The reorganisation of the special Sanskrit schools as ordinary English middle schools with a Sanskrit bias.
10. The recognition of music and fine arts schools.
11. The restriction of admissions to the Law College.
12. The establishment of a Medical School at Trivandrum.

Education of girls and women.

1. The abolition of the B. A. classes in the Maha Raja's College for Women.
2. The opening of a post-intermediate course in domestic science in the Maha Raja's College for Women.
3. The affiliation of the Maha Raja's College for Women, for drawing, in the intermediate.
4. The Maha Raja's College for Women to be made residential and available for the residence of all women collegiate students in Trivandrum.
5. The removal of the Government High School for girls, Trivandrum, from its present site.
6. The introduction of courses in domestic science, music and drawing in English schools for girls.
7. The introduction of alternative courses of study after the fourth form in English schools for girls.
8. Co-education to be introduced throughout the primary stage, with the exception of Mahomedan girls' schools.
9. The women's inspectorate to be amalgamated with the men's inspectorate in so far as primary schools are concerned.
10. The appointment of mixed staffs in primary schools and the use of women teachers for the lowest classes.

The Education of Special Classes.*Mahomedans.*

1. The recruitment of three Mahomedans to the ordinary cadre of Assistant Inspectors.
2. The encouragement of Arabic classes in ordinary schools and the gradual closure of the special Mahomedan boys' schools.
3. The retention of separate primary schools for Mahomedan girls.
4. The recruitment of Mahomedans as teachers at all grades.
5. The encouragement of religious instruction for Mahomedan pupils.

6. The improvement of the qualifications of Arabic teachers.
7. The provision of a larger number of scholarships for Mahomedans and the extension of fee concessions to Mahomedans in colleges.
8. The retention and development of the Mahomedan High School at Alleppey.

Depressed classes.

1. The special supervision by the inspectorate of the needs of the depressed classes.
2. The insistence on the presence of depressed class pupils in the ordinary schools.
3. The improvement of the present schools in depressed class areas.
4. The recruitment of teachers from the depressed class communities.
5. The provision of fee concessions and scholarships in colleges and an increase in the number of scholarships in secondary schools.
6. Financial assistance, by way of equipment, clothing and feeding grants, to the absolutely poor students in primary schools.
7. The payment of increased grant-in-aid in proportion to the number of depressed class pupils found fit to read in class five.
8. The adjustment of school hours to meet local needs.

Training of teachers.

1. The separation of the Training College from the administrative control of the Principal of the Arts College.
2. The admission of a hundred students to the L. T. class including non-stipendiaries and paying students.
3. The opening of the special subjects, child education and geography, in the Training Colleges.
4. The extension of the under-graduate training course to two years and the appointment of additional staff.

5. The training of teachers at all grades to be largely pre-service training.
6. Stipends not to be paid to pre-service candidates.
7. The training schools in the State to be inspected by the Principal or the Vice-Principal of the Training College.
8. Special subject inspection in the English schools to be undertaken by the staff of the Training College.
9. Vernacular training schools to be completely reorganised, and the training course to be extended to two years.
10. Additional vernacular training schools to be opened and the existing vernacular high schools to be used as training schools.
11. Abolition of the untrained teachers' certificate examination.
12. The minimum qualification for vernacular training to be the eighth class examination or the departmental fourth form examination.
13. No stipends to be provided for pre-service candidates in vernacular training schools; but scholarships to be reserved for backward class candidates.
14. Adult educational classes to be attached to all vernacular training schools.

Unemployment.

1. The undertaking of an industrial and economic survey.
2. The development of technical education at all stages.
3. The introduction of vocational bias schools and of practical work in the ordinary schools.
4. The diversion of pupils, by examination at the end of the fourth form.
5. The restriction, by examination and by the raising of standards, of the number of students in pre-university and university classes.

6. Separate entrance examination for all grades of Government clerical employment and the prescription of a maximum general education qualification for each grade of service.
7. The raising of the minimum educational qualifications for menial employment under Government.
8. Full encouragement to be afforded to the Rural Reconstruction movement.
9. The provision of land by Government for the establishment of more agricultural colonies.
10. The enforcement of the rules regarding the employment of children in factories.
11. The establishment of an employment bureau.

(*Sd.*) R. M. STATHAM (*Chairman*)

(*Sd.*) K. SIVARAMA PANIKKAR

(*Sd.*) D. JIVANAYAKAM (*Secretary*)

Trivandrum,
5th June, 1933.

APPENDICES

APPENDIX I

SUGGESTED FORM OF AGREEMENT BETWEEN TEACHERS AND MANAGERMENTS OF SECONDARY SCHOOLS.

AGREEMENT made the day of One
Thousand One Hundred and BETWEEN (school
authority) of the one part and (teacher) of the other part.

Whereas the said (school authority) have agreed to
engage the said (teacher) to serve the (name of)
school at (place) in the capacity of a teacher and at the salary
hereinafter mentioned.

NOW THESE PRESENTS WITNESS and the parties hereto
do hereby mutually covenant contract and agree in manner following,
that is to say,—

1. That the said (school authority) shall employ the
said (teacher) and the said (teacher) shall serve
the said (school authority) as a teacher in the
(name) school at (place) from the date of his taking charge
of such appointment until such employment shall be determined as
hereinafter provided.

That except it be in a purely temporary vacancy, the said
(teacher) shall be on probation for a period of months
from the date of his first taking charge of his appointment during
which period it shall be open to the said (school authority)
to dispense with his services without giving notice or without assigning
any reasons.

2. That the said (teacher) will employ himself honestly,
efficiently and diligently under the orders and instructions of the
Headmaster or other officers or managers of the said school under
whom he shall from time to time be placed as teacher in the said ...
(name) school in which capacity he will discharge all such
duties appertaining to that office and do all things which may be
required of him or which are necessary to be done in his capacity as
aforesaid and will make himself in other respects generally useful as
may be required of him.

3. That he will not on any pretence absent himself from his
duties without first having obtained the permission of his superior
officers authorised in this behalf or in case of sickness or inevitable

accident without forwarding a medical certificate satisfactory to the officers aforesaid as may be required by the leave rules of the said school.

4. That he will devote his whole time to the duties of the said employment and will not on his own account or otherwise either directly or indirectly carry on his own account or otherwise carry on or be concerned in any trade or business whatsoever without having first obtained the permission of his superior officers authorised in this behalf.

5. That he will conform to all the rules and regulations in force in the said school inclusive of leave rules a copy of which is appended and will obey all such lawful orders and directions as he shall from time to time receive from any authorised officer of the said school.

6. That this agreement may be terminated at any time by either party on giving to the other three calendar months' notice in writing of such intention to determine the same, or by.....(school authority) on paying three months' salary in lieu of such notice and may be determined by the.....(school authority) forthwith without any notice in the event of such misconduct on the part of(teacher) as may be considered by the Director of Public Instruction to warrant suspension or cancellation of his Teachers' License.

7. That if the said.....(teacher) shall observe and comply with all the provisions of these presents there shall be paid to him for such time as he shall be in the service of the said school and actually perform his duties a salary of Rs.....per mensem for the first year of his service which shall be increased each subsequent year of his service by Rs.....per mensem up to a maximum of Rs..... but that in the event of his temporary absence from duty by reason of sickness or leave or otherwise he shall be paid such salary only as shall be determined by the rules in force in the said school.

PROVIDED ALWAYS that the teacher shall get the full salary or a proportionately reduced amount per month during the vacation according as he has worked for the full period May to March inclusive or a shorter period.

8. That it shall be lawful for the school authority at any time if satisfied on medical evidence that the said teacher is unfit and is likely for a considerable period to continue unfit by reason of ill-health for the discharge of his duties as such teacher to determine his service under these presents on paying him three months' salary less any amount which may have been paid him as leave allowance

after the date of his last appearance in the school for the regular discharge of his duties as teacher (the decision of the school authority as to the unfitness of the teacher being final and conclusive) and thereupon his service shall absolutely cease and determine.

IN WITNESS whereof.....and.....have hereunto set their hands the day and year first above written.

Signed by..... }
In the presence of..... }
Signed by..... }
In the presence of..... }

APPENDIX II

EXAMPLES OF OVERLAPPING PROVISION.

Tovala.

1. Aramboly departmental boys' vernacular middle school and departmental girls' primary school—*one furlong.*
2. Thazhakudi departmental boys' vernacular middle school and departmental girls' primary school—*two furlongs.*
3. Thazhakudi L. M. S. boys' primary school and S. A. boys' primary school—*one furlong.*
4. Bhoothapandi departmental boys' primary school and departmental girls' primary school—*one and a half furlongs; and Mannad S. A. boys' primary school—two furlongs.*
5. Thiruvila L. M. S. boys' vernacular middle school and L. M. S. girls' primary school—*eighty feet.*
6. Thirupathisaram departmental boys' primary school and S. A. boys' primary school—*four furlongs; and Veeranmangalam L. M. S. girls' primary school—six furlongs.*
7. Ashagapandiapuram departmental boys' primary school and Chembanvila L. M. S. girls' primary school—*close by.*
8. Ananthapuram departmental primary school and Aladi S. A. boys' primary school—*four furlongs; and S. A. boys' primary school, Retnapuram—four furlongs.*
9. Chiramelam aided boys' primary school and Putiyadi L. M. S. boys' primary school—*two furlongs; and Kandankushi S. A. boys' primary school—eight furlongs.*
10. Chempakaramanputhur departmental boys' primary school and Lutheran boys' primary school—*one furlong.*
11. Erachakulam departmental boys' primary school and Manjerapuram L. M. S. boys' primary school—*six furlongs; and Dennisapuram L. M. S. girls' primary school—six furlongs.*
12. Ettimadai S. A. boys' primary school and Maruthalala Lutheran boys' primary school—*one furlong.*

Agastivaram.

1. Parakkal departmental boys' primary school and departmental girls' primary school—*half a furlong.*

2. Suchindram departmental boys' vernacular middle school and departmental girls' primary school—three furlongs.
3. Panikanyilal L. M. S. girls' primary school and Puthajam girls' primary school—eight furlongs.
4. Melaperuvilal L. M. S. boys' primary school and Pasuvilai East L. M. S. girls' primary school—six furlongs.
5. Nalloor departmental boys' primary school and Konnyila L. M. S. boys' primary school—two furlongs.
6. Puthugrammam departmental boys' primary school and L. M. S. boys' primary school—one furlong.
7. Oyaravila L. M. S. boys' primary school and Kulasekaram departmental boys' primary school—two furlongs.
8. Paramadanapuram L. M. S. boys' primary school and Agastisvaram boys' L. M. S. primary school—three furlongs.

Kalkulam.

1. Kantanvila R. C. boys' primary school and Melpara L. M. S. primary school for boys—eight furlongs; and Kantanvila departmental boys' vernacular middle school—two furlongs.
2. Colachel St. Mary's boys' vernacular middle school and Holy Infant Jesus' girls' primary school—hundred yards.
3. Manalikkara R. C. St. Joseph's boys' primary school and S. A. primary school for boys—four furlongs.
4. Kalkulam vernacular middle school for boys (departmental) and departmental girls' vernacular middle school—half-a-furlong.
5. Christuodil L. M. S. boys' vernacular middle school and L. M. S. girls' primary school—forty feet.
6. Perinapuram L. M. S. boys' primary school and Netiancode departmental primary school for boys—two furlongs.
7. Thatchoor departmental boys' primary school and Mathoor S. A. boys' primary school—six furlongs.
8. Kalkurichi R. C. St. Joseph's primary school and Kalkurichi S. A. primary school—two furlongs.
9. Madathattuvila St. Aloysius R. C. boys' primary school and Villukuri L. M. S. boys' primary school—two furlongs.
10. Moongilvila L. M. S. boys' primary school and Chadayanyvila S. A. boys' primary school—six furlongs.

11. Kurumpasa St. Ignatius primary school and Vaniyakudi St. Joseph's primary school—four furlongs.

Vilavancode.

1. Munchira departmental girls' vernacular middle school and Munchira aided boys' primary school—*one* furlong.
2. Midalam departmental boys' primary school and Vadakkankara L. M. S. boys' primary school—*six* furlongs.
3. Nattalam departmental boys' vernacular middle school and departmental girls' primary school—*one* furlong; and Nattalam L. M. S. girls' primary school—*eight* furlongs.
4. Arumana L. M. S. boys' primary school and L. M. S. girls' primary school—*twenty-five* furlongs.
5. Kollencode departmental boys' primary school and departmental girls' primary school—*sixty* feet.
6. Ezhudesapattu departmental boys' primary school and departmental girls' primary school—*fifty* feet.
7. Vanniyur L. M. S. boys' primary school and Edakkode departmental girls' primary school—*one* furlong.
8. Irainipuram L. M. S. boys' primary school and L. M. S. girls' primary school—*same* compound.
9. Palukal L. M. S. boys' primary school and Palukal aided girls' primary school—*five* furlongs.
10. Parasala departmental boys' vernacular middle school and departmental girls' vernacular middle school—*two* furlongs and L. M. S. girls' vernacular middle school—*seven* furlongs—*only two* schools wanted.
11. Pullyurula departmental boys' primary school and Kezh-mangode L. M. S. boys' primary school—*five* furlongs.
12. Charumkudi aided boys' primary school and Kanacode S. A. primary school for boys—*three* furlongs.

Neyyattinkara.

1. Perumpashathur departmental boys' vernacular middle school and B. F. M. boys' primary school—*eight* furlongs.
2. Venganur departmental boys' primary school and departmental girls' primary school—*two* furlongs.
3. Kottukal departmental boys' primary school and departmental girls' primary school.

4. Kuzhivila boys' aided primary school and Thumpodu Sarada Vilasam girls' primary school—two furlongs.

5. Nellikkakuzhi departmental boys' vernacular middle school and Kanjiramkulam aided boys' primary school—one furlong.

6. Kanjiramkulam departmental vernacular middle school and Nedyakala aided boys' primary school—three furlongs.

7. Mulloor aided girls' primary school and departmental boys' primary school—fifty yards.

8. Nalloorvattam aided boys' primary school and Erichalloor departmental girls' primary school—two furlongs; and Chenancode S. A. boys' primary school—one furlong.

9. Kollayil departmental boys' primary school and departmental girls' primary school—sixty feet.

10. Peemkadavila L. M. S. boys' primary school and departmental boys' primary school—four furlongs; and departmental girls' primary school—one furlong. (Only two schools wanted).

11. Vengannur departmental boys' vernacular middle school and departmental girls' primary school—two furlongs.

12. Vishinjam departmental boys' primary school and L. M. S. boys' primary school—three furlongs; and aided girls' primary school—sixty feet.

13. Mundsavamala L. M. S. boys' primary school and Mandavilagam departmental primary school—six furlongs.

14. Anthyoorakonam boys' primary school and Malayinkil L. M. S. boys' primary school—four furlongs.

Trivandrum.

Kunnapuzha aided boys' vernacular middle school and departmental boys' primary school—same compound.

Chirayinkil.

1. Keezhattungal departmental boys' primary school and Keezhattungal aided B. V. boys primary school—six furlongs.

2. Edava boys' (aided) primary school and Kappil departmental boys' primary school—eight furlongs.

3. Venkulam boys' vernacular middle school (aided) and Venkulam girls' primary school (aided)—two furlongs.

4. Anthalavattam aided boys' primary school and Kadakavoor L. M. S. boys' primary school—three furlongs; and S. R. V. boys' primary school—six furlongs; and S. V. boys' primary school—one furlong. (Only two schools wanted).

Nedumangad.

1. Irinohal St. Mary's boys' primary school and Irinohal L. M. S. boys' primary school—four furlongs.
2. Muthiavilla St. Albert's boys' primary school and Muthiavilla S. A. boys' primary school—one furlong.
3. Poorachal aided boys' primary school and Poorachal L. M. S. primary school—four furlongs.
4. Ramapuram aided boys' primary school and Vettiampalli S. A. boys' primary school—five furlongs.

Kottarakara.

1. Kunnicoode departmental boys' primary school and Kunnicoode aided girls' primary school—one furlong.
2. Karavaloor aided boys' vernacular middle school and Karavaloor L. M. S. boys' primary school—two furlongs.
3. Kuzhithalode departmental boys' vernacular middle school and Kuzhithal aided boys' primary school—four furlongs.
4. Nedumuncavu aided boys' primary school and Vakkanad departmental boys' primary school—four furlongs.
5. Veliyan departmental boys' primary school and Pooyappalli L. M. S. boys' primary school—four furlongs.
6. Irumpanangad boys' aided vernacular middle school and Irumpanangad boys' aided primary school—three furlongs.
7. Anchal L. M. S. boys' primary school and Chempakaramanalloor aided boys' primary school—four furlongs.

Quilon.

1. Adichanallor departmental boys' vernacular middle school and Chenthi'tta aided boys' primary school—three-fourths of a furlong.
2. Kalthakuzhi L. M. S. boys' primary school and Kalthakuzhi St. Thomas' boys' primary school—four furlongs.
3. Plakad L. M. S. boys' primary school and Mylacad aided boys' primary school—four furlongs.
4. Pashangalam West aided boys' primary school and Perumpuzha S. A. boys' primary school—six furlongs.
5. Cantonment C. M. S. boys' primary school and Chinnakada L. M. S. boys' primary school—six furlongs.

Kayankulam.

1. Ayaparamba departmental boys' vernacular middle school and Pathuseri aided boys' primary school—four furlongs.
2. Nangiyarkulangara departmental boys' vernacular middle school and Komathu M. T. boys' primary school—four furlongs.
3. Panduvarkavu departmental boys' primary school and Muthukulam departmental girls' primary school—same compound.
4. Kaipuzha C. M. S. boys' primary school and Kasichanalloor departmental boys' primary school—three furlongs.

Mavelikara.

1. Kannamangalam C. M. S. boys' primary school and Kannamangalam north aided boys' primary school—two furlongs.
2. Chumakara departmental boys' vernacular middle school and Chumakara C. M. S. boys' primary school—half a furlong.
3. Arunoolalmangalam departmental boys' primary school and Vettiyar Mahomedan boys' primary school and Eavankara S. A. boys' primary school—eight furlongs.
4. Bharanikavu aided boys' vernacular middle school and Vettikode C. M. S. boys' primary school—two furlongs.
5. Vettathuvila departmental boys' primary school and Vempuzhasei C. M. S. boys' primary school—three furlongs.
6. Tharayil aided boys' primary school and Pallermangalam aided boys' primary school—four furlongs.
7. Katanam M. G. girls' vernacular middle school and Katanam departmental boys' primary school and Katanam M. T. boys' primary school (only two schools needed).
8. Thashakara departmental boys' primary school and Thashakara S. A. boys' primary school—three furlongs; and Thashakara S. V. boys' primary school—half a furlong; and Thashakara M. G. boys' primary school—three furlongs; and Vashuvadi departmental girls' primary school—one furlong (only three schools needed).
9. Pellikkal departmental girls' primary school and Manjadithara aided boys' primary school—three furlongs; and Pellikal Naduvilasom aided boys' primary school—one furlong (only two schools needed).

Chengannur.

1. Muzaman Little Flower's girls' primary school and Edathandy M. T. girls' primary school—four furlongs.
2. Ennakad aided girls' primary school and Ennakad departmental boys' primary school—two furlongs.
3. Puthala M. T. boys' primary school and Puthala departmental boys' primary school—one furlong.
4. Thonnakkad departmental boys' primary school and Thonnakkad Syrian boys' primary school—three furlongs.
5. Ala departmental boys' primary school and Ala C. M. S. boys' primary school—one furlong.
6. Sakthimangalam M. D. boys' primary school and Eraviperur C. M. S. boys' primary school—one-and-a-half furlongs.
7. Kodukulangi C. M. S. boys' primary school and Kodukulangi girls' primary school.
8. Pandanad East M. T. boys' primary school and Pandanad West boys' primary school—four furlongs.

Pattanamthitta.

1. Ranni departmental vernacular middle school for boys and Ranni Parhavangadikara aided girls' primary school—half-a-furlong.
2. Vettiipuram C. M. S. boys' primary school and Vettiipuram Thuravoor aided boys' primary school—four furlongs.
3. Althala aided boys' primary school and Mankuzhi B. M. boys primary school—six furlongs.
4. Esholi C. M. S. boys' primary school and Velodikavu M. T. boys' primary school—six furlongs.

Tiruvella.

1. Paraniyam C. M. S. boys' primary school and Paraniyam M. T. boys' primary school—fifteen yards.
2. Thiruthikkad departmental boys' vernacular middle school and Paraniyam departmental girls' primary school—six furlongs.
3. Kaynattukera M. T. boys' primary school and Ayroor Sri Mulapuram departmental boys' primary school—four furlongs.
4. Thengall departmental boys' primary school and Vempalu Syrian boys' primary school—four furlongs.

5 Chackombhagam St. Mary's boys' primary school and Kalloopara boys' primary school—five furlongs.

6. Mallappalli St. Athanasius' boys' aided primary school and Mallappalli C. M. S. girls' primary school—one furlong; and Mallappalli C. M. S. boys' primary school—two furlongs (only two schools needed).

7. Moyzel S. A. boys' primary school and Moyzel C. M. S. boys' primary school—four furlongs.

8. Pullukuthi M. T. boys' primary school and Ayanikad departmental girls' primary school—half-a-furlong.

9. Kariyampilavu B. M. boys' vernacular middle school and Perumpatti C. M. S. boys' primary school—six furlongs.

10. Vellara M. S. C. vernacular middle school for boys and Vellara M. T. boys' primary school—four furlongs.

11. Pulliyirukkumpara M. S. C. boys' primary school and Kotoorbhagam M. T. boys' primary school—four furlongs.

12. Anikkad St. Peter's boys' primary school and Poovanpara M. T. boys' primary school—five furlongs.

13. Vetelakonam M. T. boys' primary school and Chathenkaral C. M. S. boys' primary school—three furlongs.

14. Perumburuthi C. M. S. boys' primary school and Alanthuruthi aided boys' primary school—two furlongs.

Changanacheri

1. Thrikodithanam C. M. S. boys' primary school and Thrikodithanam departmental boys' primary school—three furlongs.

2. Chirakkadavu departmental boys' primary school and Chirakkadavu departmental girls' primary school—quarter of a furlong.

3. Madapalli P. R. D. S. boys' primary school and Madapalli S. A. boys' primary school—one furlong.

4. Kurichi departmental vernacular middle school and Kurichi departmental girls' primary school—one furlong.

5. Kidangara departmental boys' primary school and Kidangara C. M. S. boys' primary school—three furlongs.

6. Madapalli departmental boys' primary school and Madapalli C. M. S. boys' primary school—four furlongs.

7. Era Rama Vilasam boys' primary school and Era S. A. boys' primary school—four furlongs.

8. Chenapadi departmental boys' primary school and Chenapadi C. M. S. boys' primary school—four furlongs.



Alleppey.

1. Thalavadi departmental boys' vernacular middle school and Anaprambal departmental boys' primary school—one furlong.
2. Chathurthiakari departmental boys' primary school and Mankompu Cheemar Sangam boys' primary school—one-and-a-half furlongs.
3. Champakulam St. Mary's boys' vernacular middle school and Nadubhagam departmental boys' primary school—four furlongs.
4. Punnayra aided boys' vernacular middle school and Punnayra departmental boys' primary school—one-sixth of a furlong.
5. Anaprambal E. A. boys' primary school and Anaprambal M. T. boys' primary school.

Valkam.

1. Chempu St. Thomas' boys' primary school and Chempu St. Stephen's boys' primary school—two furlongs.
2. Mulakulam departmental girls' primary schools and Mulakul East Cheluvelli boys' school—two furlongs.

Kottayam.

1. Pathamuttam departmental boys' primary school and Koopadi C. M. S. boys' primary school—three furlongs.
2. Chingavanam aided boys' primary school and Chingavanam St. Thomas' boys' primary school—three furlongs.
3. Pakil C. M. S. boys' primary school and Chananikad C. M. S. boys' primary school—four furlongs.
4. Parampuzha Holy Family boys' primary school and Parampuzha St. Joseph's boys' primary school—four furlongs.
5. Kumarakam Sacred Heart boys' primary school and Kumarakam Consolata Memorial girls' primary school—two furlongs.
6. Aytmanam C. E. Z. M. S. girls' primary school and Aytmanam departmental boys' primary school—twenty yards.
7. Vijayapuram departmental boys' primary school and Vijayapuram departmental girls' primary school—eighty yards.
8. Mannoor aided boys' primary school and Ayarkunnam C. M. S. boys' primary school—four furlongs.

Palai.

1. Kor departmental boys' primary school and Kondoor departmental boys' primary school—one hundred and twenty feet.

2. Vilakumadam St. Thomas' boys' vernacular middle school and Vilakumadam departmental boys' primary school—four furlongs.
 3. Poonjar departmental boys' primary school and Poonjar departmental girls' primary school—fifty yards.
 4. Ushavoor St. Stephen's boys' primary school and Ushavoor C. M. S. boys' primary school—two furlongs.
 5. Chammalamattom Little Flower girls' primary school and Thidamad C. M. S. boys' primary school—six furlongs.
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