

REPORT OF THE ADULT

EDUCATION

COMMISSION

OF THE CENTRAL

ADVISORY BOARD

OF EDUCATION

1939

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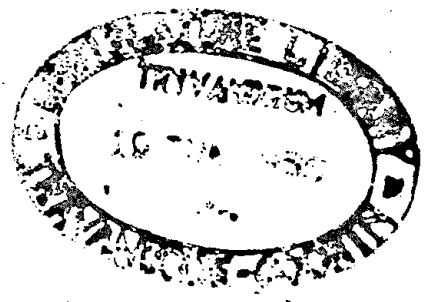
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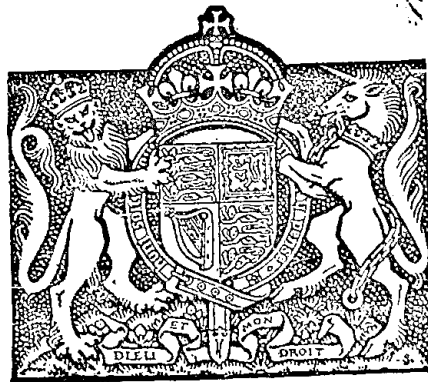
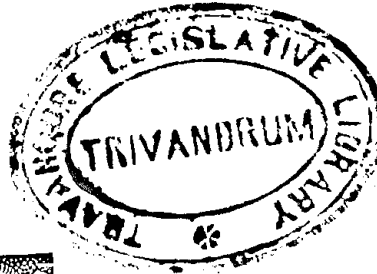
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APPENDIX III

TO

THE PROCEEDINGS OF THE 5TH MEETING OF THE
CENTRAL ADVISORY BOARD OF EDUCATION IN
INDIA HELD IN MAY, 1940

Report of the Adult Education Committee
of the Central Advisory Board of Education,
1939, together with the decisions of the
Board thereon.



NEW DELHI: PRINTED BY THE MANAGER
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Appendix III to
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PREFACE.

At their meeting held at Simla on May 6th and 7th, 1940, the Central Advisory Board of Education had before them the report of the Committee which they appointed in December, 1939, to consider the question of adult education both generally and with special reference to the removal of illiteracy and the provision of village libraries.

The decision reached by the Board with regard to the various conclusions and recommendations contained in the Committee's report are set out below.

While, as will be seen, the Board were unable to accept these conclusions and recommendations in their entirety, they felt that the report might well prove a valuable contribution towards the solution of a most important problem and that its publication in full might be of assistance to all bodies and persons concerned with the adult education movement.

The report is accordingly printed on pages 1—58 following and the main conclusions and recommendations referred to in the next paragraph will be found on pages 17—19.

The Central Advisory Board of Education adopted the conclusions and recommendations Nos. 1, 2, 3, 4, 6, 7, 8, 9, 11, 14, 15, 16, 17, 18, 20, 23 and 26.

With regard to the others the Board arrived at the following decisions:—

No. 5.—The Board were of opinion that it would be premature at this stage to appoint a Committee as suggested. It is too early as yet to survey the progress of the movement as a whole or to assess the results of the experiments which are being carried out in many areas. The Educational Commissioner was asked to collect information from Provincial Education Authorities as and when available and to prepare a statement for the Board.

Nos. 10, 12 and 13.—The Board decided, without endorsing them, to ask Provincial Governments to bring them to the notice of universities in their areas for such action as they might think fit.

No. 19.—While in full agreement as to the need for extending libraries and providing suitable literature, the Board felt that no useful purpose would be served by asking the Central Government for special postal concessions as suggested by the Committee.

No. 21.—The Board felt that practical difficulties would arise with regard to the levying of a tax on those employers who do not make provision for the education of their employees.

No. 22.—While agreeing as to the desirability of all Government departments giving every encouragement to their staffs to become literate, the Board did not agree that this should be made obligatory under existing circumstances.

No. 24.—In view of the prior claims of primary education to any financial assistance which might be forthcoming from the Central Government towards educational development in the provinces, the Board was unable to accept the recommendation of the Committee that the Central Government should make a specific grant to Provincial Governments for carrying out approved schemes of adult education.

No. 25.—The Board were in sympathy with the general policy outlined but thought it advisable to wait for action by Provincial Governments before expanding their own Bureau for this purpose.

The Board also decided that—

(a) a copy of the Report, together with the decisions of the Board in regard thereto, should be forwarded to the Provincial Governments for consideration and such action as they might consider necessary;

(b) their thanks be expressed to the Chairman and members of the Committee for the great amount of time and care which they had obviously devoted to the preparation of the report.

Report of the Adult Education Committee of the Central Advisory Board of Education, 1939.

At its annual meeting held in December 1938, the Central Advisory Board of Education considered the question of adult education both generally and with special reference to the removal of illiteracy and the provision of village libraries. The Board, while aware that active steps were being taken in some provinces to combat illiteracy, felt that this most important problem should be examined on an all-India basis. It accordingly appointed a Committee consisting of the following members, with powers to co-opt, to examine this problem and to report to the Board:—

1. The Hon'ble Dr. Syed Mahmud, Minister of Education, Government of Bihar. *Chairman.*
 2. The Hon'ble Mr. Sampurnanand, Minister of Education, Government of the United Provinces.
 3. Rajkumari Amrit Kaur.
 4. Mr. W. H. F. Armstrong, Director of Public Instruction, Punjab.
 5. The Educational Commissioner with the Government of India.
2. In accordance with the powers conferred on the Committee by the Board, the following were co-opted as additional members:—
1. The Hon'ble Mr. C. J. Varkey, Minister of Education, Government of Madras.
 2. Mr. S. R. Bhagwat, L.C.E., Chairman, Provincial Board of Adult Education, Bombay.
 3. Dr. W. A. Jenkins, I.E.S., Director of Public Instruction, Bengal.
 4. Mr. J. J. Ghandy, Manager, Tata Iron and Steel Company, Ltd., Jamshedpur.
 5. Mr. K. G. Saiyidain, Director of Public Instruction, Kashmir State.
 6. Prof. J. B. Raju, Vice-President, Indian Adult Education Conference.

3. The Committee, as finally constituted, met in Simla on the 17th, 18th and 19th July 1939. The Hon'ble Mr. Sampurnanand, who regretted his inability to attend the meeting, deputed his Parliamentary Secretary Sri Karan Singh Kane, B.A., M.L.A., to attend it. Rai Sahib Pandit S. N. Chaturvedi, M.A., Education Expansion Officer, United Provinces, accompanied him. The Hon'ble Mr. Varkey and Mr. Ghandy were also unavoidably prevented from attending the meeting. Mr. Ali Akbar Kazmi, M.A., Inspector of Schools, Chhota Nagpur Division, Bihar, and Prof. B. B. Mukherjee, M.A., Secretary, Mass Literacy Committee, Bihar, were present at the meeting and participated in the deliberations of the Committee.

4. The agenda and a note showing the measures taken by the Provincial Governments and certain Indian States for the removal of adult illiteracy are set out in Appendices I and II respectively.

In addition to the agenda, a copy of the following papers was circulated to the members:—

1. Memorandum by the Educational Commissioner.
2. Report of the Adult Education Committee, Bombay, 1938.
3. Report of the 1st Session of the Indian Adult Education Conference, held in Delhi on March 11th and 12th, 1938.
4. Report of the Indian Adult Education Conference Committee.
5. Report of the 1st year's work of the Bihar Mass Literacy Campaign, 1938-39.

5. Before the proceedings began, the Educational Commissioner informed the Committee of the serious loss the Board had sustained at the beginning of the month by the death of Mr. Abdus Salam, their late Secretary. This news was received with much regret by the members present.

6. The Chairman opened the proceedings with a speech which is reproduced in full in Appendix III. He emphasized the importance of adult education as a foundation on which the development of the social, economic and political life of the country must be based. He also laid stress on the relation in which adult education must stand to the expansion of primary education and illustrated many aspects of the problem in the light of the work done and the experience gained from the campaign in Bihar during the past year. The Committee then discussed the problem in its general aspects. It was agreed that to achieve success the movement must be carried on as a mass movement and the active assistance and support of all sections of public opinion must be enlisted. While literacy should always be regarded rather as a first step towards further education than as an end in itself and while its promotion is only one among many aspects of the adult education movement, nevertheless in view of the present situation in India, where it is estimated that approximately 90 per cent. of the adult population is illiterate, it is beyond doubt that aspect to which the greatest share of attention must in the beginning be devoted. The abolition of crime and disease, the establishment of higher standards of life and the development of democracy in the fullest sense can only be achieved by the diffusion of education throughout all sections of the community.

I. The sphere of adult education in the general system of education.

The Committee feel it necessary to preface their report by stating their conviction that whatever may be achieved by the adult education movement the early and general establishment of a compulsory system of primary education is the only effective and permanent solution of the problem of illiteracy, so far as the great bulk of the population is concerned. When this is in full operation, the problem in the case of the educable will be confined to those who relapse into illiteracy after their school days are over.

In the meantime, however, the needs of those who have passed their school days or what should have been their school days, must receive attention and the fact cannot be ignored that the existence of a large number of illiterate parents, who attach no value to literacy in others,

including their own children, will undoubtedly prove one of the greatest obstacles to the introduction of a compulsory system of primary education. The problem, therefore, has to be approached from both ends, and this reason alone is sufficient to make the Committee regard the provision of facilities for adult education on the widest possible scale as a matter of extreme urgency. The function of adult education in the general system of education may be defined as follows:—

- (a) to make grown-up people literate in the narrow sense;
- (b) to encourage adults who are already literate or who become literate as a result of (a) to continue their education and to provide them with facilities for so doing;
- (c) to enable adults who show the capacity for it to proceed to the more advanced stages of education.

Considered from this wider aspect there must always be a recognized place for adult education in any well-ordered system of public instruction.

In view of the widespread prevalence of illiteracy throughout India and particularly in certain classes of the population, both in rural and urban areas, the Committee regard (a) above as the objective towards the attainment of which the main effort should immediately be directed and they note with satisfaction the energetic steps which have already been taken in certain Provinces with this end in view. They hope, for the reasons given later in this report, that these official efforts may be supplemented with equal enthusiasm by all those voluntary agencies which are interested not only in education but also in the wider aspects of social amelioration.

In recommending, however, that priority be given to the attack on illiteracy the Committee have no intention of suggesting that attention to functions (b) and (c) above can be postponed until (a) has been fulfilled. In fact it is hardly necessary to point out that if a man or a village or a district is made literate and then through lack of stimulus or facilities is allowed to lapse into illiteracy, the effort and money expended is not merely wasted but the last state will almost certainly be worse than the first. A very essential part of any scheme, therefore, will be the arrangements for consolidating the ground gained. The success of the literacy campaign in any area must depend in the Committee's opinion on the ability of those responsible

- (i) to ascertain which members of the adult population are illiterate;
- (ii) to bring such pressure as may be practicable on the illiterates to undergo instruction;
- (iii) to provide instruction in such forms as may be most likely to awaken the interest of the adult student and create in him the desire to continue his education;
- (iv) to recruit an adequate supply of competent teachers for this purpose; and
- (v) to provide facilities so that literacy may become permanent.

Many of the problems inherent in giving effect to the above will be discussed in greater detail in subsequent sections of this report. With regard to (i), however, the Committee are of opinion that the task of local authorities would be greatly facilitated if the information required, or a considerable part of it, could be obtained in connection with the official

census and recommend that the Census authorities should be asked to amend the form of return so as to include such information as Provincial Governments might think desirable in this connection. It was decided to consult Provincial Governments at once on this matter.

With regard to (ii), while it was agreed that, in the beginning at any rate, every effort should be made to persuade illiterates voluntarily to undergo instruction, doubts were expressed as to whether a real measure of success could be achieved without sanctions of some kind. It was accordingly suggested that after due notice literacy might be made a condition of the franchise and/or of any employment under a public authority, that enlightened employers should be asked to adopt a similar attitude and that after a certain date thumb-impressions instead of signatures on legal documents should be made invalid. The Committee, while recognizing the stimulus which the adoption of such measures would give to the movement and realizing the possibility that action on these or similar lines may ultimately become necessary, feel that their adoption in the early stages may provoke opposition in otherwise sympathetic quarters and bring the matter to the notice of the Board without making any specific recommendations. They are agreed, however, that continuous and effective propaganda of all kinds is essential.

With regard to (iii) many views were expressed as to the respective merits of individual and class tuition in the early stages, as to whether instruction should be limited to the 3 R's or whether subjects likely to attract the illiterate should be introduced concurrently and as to the order in which and the methods by which the 3 R's could be most effectively approached. The Committee believe that, in the beginning at any rate, the utmost freedom should be allowed to experiment, particularly in view of the varying aptitudes both of teachers and students and the very diverse conditions which obtain in a country as large as India. In so far, however, as these matters involve questions of educational technique, the Committee recommend that a committee of experts be appointed to consider and report upon them and upon any cognate problem which may arise in connection with the Adult Education Movement. This committee should consist mainly of persons who are actually engaged in literacy work. Provincial Governments and other bodies concerned might be invited to submit matters for the consideration of this committee. On the general question the Committee are convinced that whether instruction is individual or given in class and whatever the subjects of instruction, it is essential that it should be made intelligible and interesting to the student by being closely related to his occupation, his personal interests and the social and economic conditions under which he lives. It is further suggested that when new schools are built or existing ones altered the planning and equipment should be of such a character as will make them convenient and attractive for adults as well as for children.

In concluding their general observations on the function of Adult Education, as a part of the general educational system, the Committee reiterate their opinion that this cannot be confined to the promotion and maintenance of literacy. Every encouragement must also be given to the many adults, fully literate so far as the 3 R's are concerned, who will feel the need to continue their education, whether their object is to improve their efficiency as workers or citizens or simply to increase their capacity for intellectual enjoyment and recreation. Suitably graded part-time

courses or classes should be provided to suit their needs. Such classes will generally be held in the evening but the possibility of starting part-time day classes in urban areas, particularly for women, should receive consideration. In this connection every effort should be made to enlist the help of Universities through their extra-mural departments as well as the co-operation of industrialists.

II. *The desirability or otherwise of distinguishing between adult education in the strict sense and other forms of part-time continuative education, e.g., those of a vocational character.*

Having outlined in the previous section what they regard as the main objectives of adult education, the Committee feel that the next step is to consider to what extent the existing circumstances of India make it advisable in pursuing these aims to distinguish between adult education and those other forms of part-time continuative education for adults which are primarily of a vocational character. They are aware that in Western countries it has been customary to draw a line between Adult Education in the strict sense and Technical, Commercial and Art Instruction. In recent years, however, the literary, aesthetic and recreative activities of adult education have been acquiring an increasingly important place in technical and similar institutions. The Committee welcome on general grounds this tendency to co-ordinate all forms of adult instruction and believe that it is neither necessary nor expedient in India, and above all in the Indian village, to define too strictly the sphere of adult education. The main aim is to arouse the interest of the illiterate, whether a villager or a town dweller, and make him wish to learn. The best way of doing this may well be through activities closely associated with his daily work. Any form of instruction that will help him to improve his economic position may not only increase his respect for education but may also contribute indirectly towards securing a better education for his children. The worker for adult education should not be limited in his ways of approach by restrictions which may be valid under entirely different circumstances but are artificial as applied to India. The studies of the village adult centre, therefore, should be based on agriculture and the crafts related to it and instruction in literacy should be correlated therewith. Apart from vocational considerations and whatever the age of the student, the importance of learning by doing things in the earlier stages of education is almost universally recognized.

In large urban areas it may be expedient to organize separate institutions for adult education and for vocational instruction but even here the reasons should be administrative and economic rather than educational.

III. *Attendance of pupils or students already undergoing full-time instruction at adult education classes.*

The function and sphere of Adult Education having been described as above, it becomes important to define what is meant by an adult student.

In many provinces no lower age limits have been prescribed for adult education centres. Those responsible have hesitated to refuse children who applied for admission, particularly where they had no other opportunity of obtaining education. There are, however, obvious disadvantages in teaching boys and men together. The former tend to be a disturbing

element and many adults, who are conscious of their educational shortcomings, are shy of exposing them in the presence of children. More important is the fact that grown-up people are capable of learning at a different rate from children. Furthermore there is a distinct technique for teaching adults.

The Committee are also conscious of the risk of young children being exploited, if parents instead of sending them to school in the day time can make them work during the day and attend school at night. After very careful consideration the Committee came to the following conclusions:—

- (a) that a boy under the age of 12 should not be admitted to an adult centre under any circumstances;
- (b) that a boy, so long as he is attending a full time day school, should not be encouraged to attend evening classes as well; and
- (c) that subject to (b) above and wherever the numbers justify it, separate classes should be organized for boys between 12 and 16.

With regard to girls, the Committee are of opinion that the objections set out above to mixing boys and men do not apply with anything like the same force to the other sex. Moreover in view of the present limited facilities available for girls education, it would be unreasonable to raise obstacles against girls joining any adult classes for women from which they might benefit.

IV. *To consider how far the problem of providing adequate facilities for adult education can be solved by using and developing existing agencies in (a) urban and (b) rural areas: in this connexion to consider the function of the University and the Technical, Commercial or Art College in relation to adult education.*

In England and other countries much valuable work in the adult education field is being done by and through voluntary agencies. Some of these are entirely devoted either to educational activities, e.g., the University Extension Movement and the Workers Educational Association or to the amelioration of social conditions generally like the Rural Community Councils or the Women's Institutes, while others are primarily religious or political in their outlook. Classes run by these bodies are recognized by the Education Authorities provided that (a) they are open to inspection and comply with the regulations as to standards of work and attendance prescribed by these Authorities, (b) they abstain from propaganda which is not purely educational in its aim and (c) they are prepared to admit *bona fide* students who are not members of the bodies in question. The general experience has been that these conditions are loyally observed. Many of these classes are aided by the Education Authorities in the way either of direct money grants or of the free use of buildings and equipment.

The Committee are aware of the existence of many similar bodies in India and realize the importance of enlisting their help in the Adult Education Movement, subject to the provision of adequate safeguards against non-educational propaganda on the lines set out above so far as any classes conducted by them may be concerned. There are indirect ways also in which such bodies might be invited to help, e.g., by raising funds, recruiting workers or providing buildings, apparatus and literature. It

was agreed that in order to prevent some of them becoming sources of weakness rather than strength, strict supervision over the activities of voluntary agencies would have to be exercised by the provincial authorities responsible for adult education.

The part that can be played by University professors and students in their personal capacities as helpers in the literacy campaign is discussed in sections V and VI. Most Indian Universities contain extra-mural departments but these generally confine themselves to providing extension lectures suitable for and mainly attended by persons of considerable education. The Committee are of opinion that Universities can render great service to adult education if they will expand and popularize their extra-mural activities. It was suggested that they might appoint tutors, each of whom in co-operation with other workers in the same field would devote his whole time to stimulating the demand for adult classes in a given part of the area served by the University. The tutor would also conduct formal classes extending over two or three years for the more advanced students. A further suggestion was that Universities should award diplomas to students who had successfully completed such a tutorial course. Facilities should also be provided for the occasional student of outstanding ability who may be thrown up by the Adult Education Movement, to proceed to the University itself and take a degree course; with this object in view Provincial Governments or Universities or both should offer a limited number of scholarships.

The importance of encouraging adult education classes in Technical, Commercial and Art Institutions has been referred to already. In the opinion of the Committee it is a good thing for technical students to have access to classes of a cultural and recreational as distinct from a purely vocational character and at the same time the existence of the former may attract to the other departments of the Institution students who would not otherwise have enrolled. The possibility of mobilizing students and pupils throughout the educational system to serve in the literacy campaign and in the wider field of social reconstruction is a question of the utmost importance which will be discussed at length in the next section.

V. New ways of attacking the problem.

The Committee are left in no doubt after exploring the vast extent of the subject referred to them that while increased use ought to be made of existing agencies, both official and unofficial, rapid progress can only be expected if new ways of attacking the problem are devised. Adult education in the widest sense is only one aspect of the problem of social reconstruction, the scientific study of which has not yet received the attention it deserves.

It was accordingly suggested that Social Science should be taught in all Universities and that it should be treated from the practical point of view and not academically. No student, for instance, should be eligible for a degree or diploma unless he has satisfactorily completed an allotted task as a social worker. The obvious advantages which would accrue from a practical course of this kind both to the student and to the community, of which he is a member, led the Committee to consider the possibility of a much wider application of the same principle, *i.e.*, whether all those who have enjoyed the advantage of higher education should not be required

to make a contribution towards the social betterment of their less fortunate countrymen.

The Committee are unanimously of the opinion that some form of educational conscription is desirable, though views differed as to the stage at which and the period for which it should be enforced. The Committee considered whether conscription of this kind could be introduced about the period of matriculation, the satisfactory completion of the prescribed task of social service to be made a condition of the award of the certificate. An alternative suggestion was that similar conditions might be attached to the award of a university degree. It was, however, pointed out in the case of the former proposal that a large number of boys in India take the matriculation examination before reaching an age at which their services as social workers would be really valuable. On the other hand, if conscription is postponed until the degree stage, a large number of young people with sufficient education to make them effective social workers will not be enrolled. Apart from the question of the best age at which to impose conscription there are many other problems to be solved. The first of these is whether the period of service should be continuous or so distributed as to interfere as little as possible with the students' ordinary studies. A second point for determination is the range of social services which should be included. Other issues are the best methods of organizing, housing and feeding this educational army. While recognizing the magnitude of the administrative and social problems involved in a comprehensive scheme of this kind, the Committee are convinced that the benefits likely to accrue from it both to the students and to the community are so great as to warrant its possibilities being exhaustively explored. They are of opinion that a special body should be constituted on a national basis for this purpose, and that regard should be had both to the experience of those Provinces which have already succeeded in enlisting a large measure of voluntary support in connection with their literacy campaigns as well as to the support given to wider schemes for social reconstruction.

Pending consideration of this matter the Committee strongly recommend that every effort should be made in every part of India to bring home to all members of the educated classes, whether men or women, their obligation to take an active part in the work of extending the benefits of literacy among their less fortunate brothers and sisters. It was felt that definite steps might be taken at once to bring this obligation home to all Government servants.

A further means of expansion may also in the Committee's opinion be found by encouraging the formation of literacy classes, study circles and discussion groups not associated with any organization, official or unofficial, but conducted by enlightened individuals who are willing and able to collect others round them. The informality of this method may make it particularly suitable in many rural areas where the exigencies of work or other causes make the holding of regular classes at stated hours difficult if not impracticable. The essential conditions for success in these circumstances are an energetic and popular leader, a small amount of equipment in the way of lamps and literature and occasional supervision and advice by the officer responsible for adult education in the area.

The question of supplementing the various methods of approach discussed above by a much greater use of what are commonly described as mechanical aids to learning, *e.g.*, the radio, the cinema, the gramophone and the magic lantern is dealt with in section VII.

VI. *Supply and Training of teachers for adult schools and classes.*

The fundamental need in adult as in every other branch of education is an adequate supply of trained and competent teachers. While it is recognized that in India as elsewhere, adult education must depend to a large extent on the services of teachers already engaged in day schools, it cannot be too strongly emphasized that success in the latter is no guarantee of suitability for the former. Children are normally under some form of compulsion to attend school, adults generally are not. An adult has to be attracted to join a class in the first instance and the power of attraction must be maintained and increased if he is to be induced to remain in regular attendance. The teacher's manner therefore should be stimulating and his matter interesting. Apart from this a special technique is required for teaching adults in view of the fact that their capacity for learning differs in many ways from that of children.

The Committee appreciate the desirability of appointing in every area, in addition to Inspectors and organizers who should themselves be experts in adult education, a nucleus of specially trained teachers who will devote the whole of their time to this particular work. These would not only teach but would also assist in selecting, training and subsequently supervising other teachers, whether drawn from the staffs of the day schools or from outside the teaching profession.

On the assumption that the supply of Inspectors and organizers will not be adequate for the purpose, such specialist teachers could conduct refresher courses, the frequent holding of which is of the first importance. That this policy though expensive is not outside practical politics is proved by the fact that at least one province has already adopted it. Normal and training schools should also aim in future at giving their students some knowledge of the problems peculiar to adult teaching.

Apart from what may be called the professional element, the Committee recognize the importance on economic grounds, in view of the extent of the problem, of exploring all sources of voluntary recruitment. They note with much interest the methods which have been employed with this object in Bihar and elsewhere and the amount of success which has been achieved. At the same time they feel it necessary to sound two notes of warning:—

(1) The volunteer, however enthusiastic, may have no idea how to teach and should not be allowed to attempt class teaching, as distinct from individual tuition, at any rate until he has undergone some preliminary training. A bad failure in any area may prejudice the movement for years to come.

(2) Literacy is a means and not an end. One literate person may make another literate, one child even may succeed in making his grown up relations literate but unless he has the requisite further knowledge to continue the education of his newly made literates or unless there is some organization for taking them over as soon as the first stages of literacy have been attained, the ground gained will be lost again in a very short space.

of time. The capacities of the workers must therefore be carefully assessed and their allocations to the various stages of instruction nicely adjusted so that progress may be steady and sustained. A final suggestion is that all workers should be provided with a handbook containing information as to the organization of the adult education movement in the Province, including the names of persons or bodies to which he can apply for help or instructions, as well as advice as to teaching methods, suitable literature, etc.

VII. *Questions of method and technique, including the introduction of mechanical aids to learning where practicable.*

The Committee have already emphasized the fact that the average adult student is a person whose interest must be continuously stimulated until he reaches the stage when he feels the attraction of learning for its own sake. Anything that imparts variety to the teaching makes a particularly strong appeal in his case. In this connexion, the use of the cinema, radio, gramophone, magic lantern, etc., in adult classes should be encouraged wherever practicable. It is realized that the factor of cost alone will prevent the use of these mechanical aids on a wide scale for some time to come but in the meantime they may be supplemented on the visual side by the collection and circulation of pictures, illustrations and objects of artistic or other interest, and on the auditory by vocal and instrumental music. Dancing, which is popular in many parts of India, may be made a useful recreative activity in the adult curriculum.

The Committee feel that the educational possibilities inherent in the cinema are so great that the prospects of greatly extending its use in connection with adult education should be examined without delay. The first need is an adequate supply of suitable films. The output of such films has increased in recent years and in Great Britain a special body, the British Film Institute, has been established to promote the production and distribution of educational films. The Committee decided that steps should forthwith be taken to ascertain:—

- (a) from Provincial Governments, what films of this nature were already in their possession and what further films were required, and
- (b) from firms engaged in the production of films, what suitable films were already on the market and what others were likely to become available in the near future.

It was felt that as a result of these inquiries the Bureau of the Central Advisory Board might prepare a pamphlet containing a list of the films available and information as to where and on what terms they could be purchased or hired. At a later stage the possibility of creating a central film library from which films could be borrowed, as has been done by the British Film Institute, might usefully be considered.

The second main issue concerns the arrangements for showing films. Until the cost of an efficient machine is very substantially reduced, the chance of any but the most fortunate centre possessing a machine of its own is remote. In the meantime, in places where there are cinemas, it may be possible to arrange for educational films to be shown either as part of

the ordinary programme or on special occasions. In addition the responsible authorities may be able to afford a travelling cinema or a few portable machines which could be circulated among adult education centres.

Ways and means of making greater use of broadcasting were also discussed. The first step in the Committee's opinion is to secure the production of an efficient radio set at a price, *e.g.*, not exceeding Rs. 50, which would make its supply to adult centres a practical proposition. The second requirement is to extend either the range or number of transmitting stations so that the whole area of each province can be covered. The third need is closer co-operation between the broadcasting and adult education authorities in regard to the preparation of suitable programmes. So far as gramophones and records and magic lanterns and slides are concerned the Committee are satisfied that ample material is available and that the problem of supply in this case is mainly a financial one.

Apart from the use of these mechanical aids, the Committee discussed the special methods of teaching which are now being employed or suggested for simplifying or expediting the acquisition of literacy. Much information on this head was supplied but the Committee are of opinion that in the present experimental stage no useful purpose would be served by attempting to arrive at definite conclusions as to which method or methods are the most effective. They recommend, however, that the expert committee whose appointment they have already recommended, should report on this matter in the light of the further experience which the many experiments now proceeding will shortly afford. In conclusion, the Committee wish to reiterate their opinion that whatever mechanical aids may become available or new methods of teaching be evolved, the primary condition of success must always remain the establishment of cordial relations between the teachers and the taught.

VIII. *Provision of library facilities and of suitable reading material in (a) urban and (b) rural areas.*

It is generally accepted that if a person who has learnt to read is to be encouraged to go on reading, he must have easy access to a good supply of suitable and interesting reading material. Where such material does not exist it must be created. The Committee are, therefore, convinced that every adult school should have a library of its own or be able to obtain free books of the right kind from a neighbouring library. Grants with this object in view should be made on as liberal a scale as possible. Every library should contain books suitable for adults of limited educational attainments and should be open not only to those who are under instruction but also to those who have already been made literate.

The Committee further considered what steps could be taken to increase the supply of books and papers likely to interest those adults who are still in the early stages of literacy. In this connection their attention was called to the unsatisfactory conditions which obtain at present in many areas in regard to the supply of text books for schools of all kinds and particularly to the danger of schools being commercially exploited. While fully alive to the objections which may be raised against limiting the choice of teachers in the selection of such books, the Committee come to the conclusion that if well written and well printed books are to be made available for school purposes and for the adult education movement in particular,

Provincial Governments should invite selected scholars to write them and should themselves assume direct responsibility for printing and publication. In addition to books, emphasis was laid on the importance of providing newspapers and magazines which would be both intelligible and interesting to the newly made literate.

IX. *Necessity for making special arrangements for women's adult education—its nature and organization.*

If the task of providing adequate facilities for adult education so far as men are concerned is a difficult one, the problem of doing the same for women, particularly in India, is still more difficult. And yet from the point of view of the next generation it is even more important that the mother should be educated than the father.

For these and other reasons it was unanimously agreed that those in charge of the adult education movement should be urged to devote special attention to the needs of women. The nature of these needs as well as social customs make it necessary to organize special institutes and classes for women, and these, wherever possible, should be under the control of women.

Moreover, as the calls on a woman's time particularly among the poorer sections of the community, leave her less free than a man to attend regular classes, a greater use must be made of individual tuition in her case and this will add substantially to the number of teachers required. Everything that has been said already as to the need for intensive propaganda can be repeated with additional emphasis here.

Every possible avenue must be explored in order to mobilize the army of women workers that will be required. The supply of professional women teachers, particularly in rural areas, is very limited and very few of the present teachers understand how to deal with adults. Here, as in the case of men, the normal and training schools must include in their courses some instruction in adult teaching. The professional teacher, however, for some time to come can only be expected to supply a small proportion of the total teaching power that will be needed.

The Committee carefully considered the many suggestions that were put forward and regard the following as practicable:—

- (a) The Principals of Colleges for Women and High Schools for Girls should lose no opportunity of impressing on their pupils the importance of their undertaking social welfare work both while at school and after leaving. Social service including practical work might even be given a definite place in the curriculum.
- (b) The husbands of educated women, particularly among the upper and middle classes, should be urged to put no obstacle in the way of their wives devoting a reasonable portion of their spare time to welfare work. The wives of officials in country districts are in a position to render service of special value in this respect.
- (c) The mistress of a house where servants are employed should regard it as an obligation to see that they and their families are made literate.

- (d) A literate woman in a village should be encouraged, and paid where necessary, to make other women literate.
- (e) School children should also be encouraged to teach their mothers and sisters who are illiterate.
- (f) Employers who provide classes for their male employees should be urged to do the same for any women they employ.
- (g) Those in charge of clinics and health or other welfare centres attended by women should co-operate in propaganda on behalf of adult education for women.
- (h) Social workers should advise women, and particularly those who cannot afford servants, how to organize their domestic duties so as to leave themselves as much time as possible for leisure and education.
- (i) Inducements should be offered to widows to qualify themselves for work as teachers or helpers in connection with the literacy campaign.

The Committee do not regard these suggestions as in any way exhaustive and are confident that experience and ingenuity will devise many other methods of attacking a problem which they regard as exceeding in importance and urgency any of the others which come within their terms of reference.

X. *Steps to be taken to enlist the practical support of large employers of labour, trade and professional associations, etc., in regard to the provision of adult education for their employees and members.*

Illiteracy is often spoken of as if it were a problem mainly confined to the village. In India this is by no means so. A large proportion of the workers in urban areas is also illiterate.

The problem is, however, less difficult to attack in a town. The urban illiterate is more liable to be conscious of the handicap under which he suffers and more appreciative of the advantages of being able to read and write. He is easier to get at and because there are more of him in a given area the organization of schools and classes for his benefit is a comparatively simple and economic matter. Trained teachers and social workers are also more plentiful in a town than in a village.

In addition to all that may be done by propaganda and the provision of facilities to induce the urban worker to attend classes, the utmost assistance can be given by firms and trade or other associations which take a practical interest in the general welfare of their employees or members. Employers can show their interest in many ways, *e.g.*, by themselves establishing classes in connection with their works, by paying fees for their workers to attend outside classes, by releasing employees during working hours to attend classes and by offering inducements in the way of extra pay or promotion to those who have improved their efficiency by continuing their education. The Committee were aware of certain enlightened employers in India who have already taken steps in this direction and heard with pleasure of one important firm which in addition to looking after its own employees has taken active steps to promote literacy in the district in which its works are situated. In spite, however, of these outstanding examples, the Committee are reluctantly forced to the conclusion

that employers in India as a whole do not recognize any obligation to promote either the general or the technical education of the people who work for them. They also regret that such associations of workers as exist do not pay that attention to the education and general welfare of their members which has been characteristic of the Trade Union movement in England. They, therefore, recommend Provincial Governments to consider whether it would be feasible to levy a tax on employers of labour who do not provide adequate educational facilities for their employees, the proceeds to be devoted to adult education. Attention is directed in this connection to the French Loi Astier. The Committee recognize that there are many difficulties inherent in their suggestion, including that of defining what is meant by 'an employer of labour', but they feel that a beginning could at any rate be made with the larger industrial concerns.

It would naturally follow from the introduction of any such measure that all Government departments, whether central or local, would have to make themselves responsible for ensuring literacy in their employees, but the Committee feel that in this respect Governments may well set an example without waiting for legislation.

As a further corollary to this, consideration should be given to the possibility of introducing classes on day continuation school lines both in urban areas and in selected rural areas. The possibility of organizing instruction to fit in with the 'shift' system in large works might also be examined.

The Committee have already called attention to the inter-relation of Adult Education with Technical, Commercial and Art instruction, and apart from its other claims they commend the expansion of provision for the latter in view of the contribution it can make to the intellectual development of adults at almost any stage of their education.

XI. *General administrative arrangements necessary for promoting the spread of adult education, including ways and means to finance the same.*

From the experience they have gained in the course of this enquiry the Committee are left in no doubt that if the problem of adult education is to be tackled in a comprehensive and progressive manner, the ultimate administrative responsibility in each area, including the power to co-ordinate the activities of all agencies working in this field, must vest in a single authority.

The information given to the Committee indicated that at the moment there is no common agreement as to which department of government should be entrusted with this responsibility. While in some provinces the Education Department is in charge, in others, apparently the majority, the adult education movement is treated as one branch of the work for which the Department which deals with rural development is concerned. The Committee fully appreciate both the advantages of co-ordinating cognate activities and the waste of money and effort that will be entailed if the social services are allowed to work in water-tight compartments. At the same time, in view not only of the scope and complexity of the adult education problem but also of its urgency, the Committee are convinced that it is essential to its early and comprehensive solution that its direction should be in the hands of those whose primary interests and training are

educational. The Committee, therefore, suggest that in each Province the Education Department should be made responsible for adult education generally, both on the grounds set out above and because it already controls these agencies, particularly the teachers, without whose services nothing effective can be accomplished. It is also the only Department which is competent to deal with such questions as the production of suitable literature and the working out of new teaching methods, to the especial importance of which in this branch of education attention has already been called. If the Committee's view is accepted, it will then become the business of the Education Department to ensure the necessary co-operation with those Departments and bodies which are concerned with other spheres of social reconstruction. It would do much not only to facilitate such co-operation but also to secure increased recognition of the place which Education ought to take among the activities of Government, if Governments generally would take more active steps to see that senior district officers are fully apprised of what Government policy is in the branches of administration for which they are responsible and are given clearly to understand that they will be expected to promote the carrying out of that policy by every means in their power.

The Committee have some reason to fear that administrative officers, particularly in the mofussil areas, tend to regard the police aspect of their duties as more important than the constructive and they feel that if this attitude is in fact widespread, steps should be taken to counteract it by giving every officer from the I.C.S. downwards a definite training in constructive administration. The Committee further suggest that in each Province there should be set up under the control of the Education Department a committee or Board to deal specifically with adult education. In addition to official members this body should contain representatives of the non-official agencies in the area associated with the movement. The methods by which and the extent to which this central body should delegate responsibility to subordinate bodies and the number and qualifications of the officials who will be required are questions which will require the most careful consideration but are at the same time matters which in the opinion of the Committee will necessarily be determined in the light of local circumstances.

No administrative system, however efficient in its structure, can achieve its objects unless it has at its command the necessary funds. Apart from developments in the more advanced stages of adult education, which the Committee are most anxious to see effected at an early date, the financing of the literacy campaign alone will raise very serious financial difficulties so far as Provincial Governments are concerned. It is true, as the Committee have noted with gratification, that in certain areas much has been accomplished at a comparatively small cost. But if in this, as in other movements, it is not safe to assume that initial enthusiasm will prolong itself indefinitely and if, moreover, proper provision is to be made for consolidating and extending the ground already gained, a progressive increase in the amount required for payments to teachers and for the purchase of books and apparatus must be anticipated. In the absence of any reliable statistics as to the number of people to be made literate and in view of the impossibility of forecasting the extent to which the campaign may count in future years on the assistance of voluntary workers, no valid estimate can be produced at this stage of the total sum required. The Committee

regard it as of the first importance that the literacy campaign should be pressed to the utmost during the next five years, both for its intrinsic urgency and for the contribution which its success would make towards the solution of the primary education problem. To make this possible they suggest that the Central Government should offer a subsidy to those Provincial Governments which are prepared to carry out approved schemes during that period. The sum of a crore of rupees annually for five years is the amount suggested.

In addition to direct financial assistance, it was also felt that the Central Government might help the movement by allowing newspapers, books, etc., distributed by the approved authority to local centres, to be sent by post either free or at concessional rates. It was felt that this point might be submitted to the Communications Department for their sympathetic consideration.

XII. *Advisability of starting a Central Bureau, as well as a Provincial Bureau of adult education in each province, with the object of collecting and furnishing information regarding the literature suitable for adults and giving publicity to the new methods and experiments being tried in different places.*

The Committee anticipate that those Provincial Governments, which adopt the suggestion made in the previous section that a special Board under the control of the Education Department should be set up to deal with Adult Education, will also agree as to the necessity of a Central Bureau in each of their areas to direct propaganda, to collect information and to keep local organizations and centres in touch with the progress of the movement, with the publication of suitable literature and with the introduction of new methods. Whether a Bureau exclusively devoted to Adult Education should be established or whether a special department should be instituted in any existing Educational Bureau, is a matter for determination by the Provinces concerned. The essential point is that there should be a central source of information and advice in each area. The Committee further consider that in a country as large as India, where Provinces do not find it easy to keep in touch with each other, it would be of the utmost value to have an All-India Bureau to collect, collate and publish at regular intervals information as to the progress of the movement in all parts of the country. The Committee discussed at some length whether this Bureau could be conducted by any existing association or whether they should advocate the setting up of an *ad hoc* body like the British Institute of Adult Education, which would make the running of a Bureau one of its objects. In the end, however, they came to the conclusion that as it is one of the functions of the Central Advisory Board to conduct a Bureau and as it is hoped to establish this as soon as funds for the necessary staff are available, this would be the obvious organization to undertake the work. The Committee wish to acknowledge in this connection the pioneering efforts of the All-India Adult Education Conference and other voluntary Associations and conclude this report by reaffirming their belief that it is only the united efforts of all bodies concerned, whether official or unofficial, that will bring the adult education movement within reach of its goal.

Main conclusions and recommendations.

1. To secure an early and effective solution of India's educational problems, the provision of facilities for adult education on the widest scale and the introduction of a free and compulsory system of primary education are of equal urgency and must be treated as complementary to one another.

2. While the literacy campaign is only one aspect of the adult education movement, the prevalence of illiteracy in India at the present time makes it the aspect to which immediate attention must be devoted.

3. Literacy is a means to further education and must not be regarded as an *end* in itself. The primary aim of the campaign must be not merely to make adults literate but to keep them literate. To achieve its object the attack must be launched on the widest possible front with the help of every agency, human or material, which can in any way contribute to its success. Continuous and effective propaganda of all kinds is essential.

4. Efforts should be directed in the beginning to persuade illiterates voluntarily to undergo instruction. If a voluntary system fails to achieve its object, ways and means of bringing pressure to bear on illiterates should be explored.

5. In a movement of this character the utmost freedom must be allowed to experiment and regard must be had at all times to local conditions. No useful purpose would be served by attempting to prescribe methods or draw up a code applicable to India as a whole. Valuable assistance might, however, be afforded to Provincial Governments and other authorities responsible for adult education if a committee of experts were appointed to report on questions of teaching technique and survey the results of experiments.

6. Whatever subjects are introduced into the curriculum and whatever the teaching methods adopted, the form in which instruction is given must be intelligible and interesting to the student and the instruction itself should be closely related to his occupation, his personal interests and the social and economic conditions under which he lives.

7. It is unnecessary and inexpedient in view of the circumstances prevailing in India to draw any rigid distinction between adult education in the strict sense and technical, commercial or art instruction or to regard the latter as falling outside the sphere of the former. The easiest way of approach to many adult students may be through subjects of a vocational character.

8. With a view to defining what is meant by an adult it is recommended:—

(a) that a boy under the age of 12 should not be admitted to an adult centre under any circumstances;

(b) that a boy, so long as he is attending a full time day school, should not be encouraged to attend evening classes as well;
and

(c) that subject to (b) above and wherever the numbers justify it, separate classes should be organized for boys between 12 and 16.

It is unnecessary to fix any age limits in the case of girls who wish to join adult classes for women.

9. Every effort should be made to enlist the help of voluntary agencies. Classes run by reputable associations should receive every encouragement and bodies whose primary objects are not educational need not be excluded if adequate safeguards are provided against any risk of the movement being used for religious or political propaganda.

10. Universities should be urged to expand and popularize the work of their extra-mural departments and provide opportunities for adult students of exceptional ability to take a university course.

11. An extension in the number and scope of institutions providing technical, commercial and art instruction is urgently needed, and subjects of a cultural or recreational kind should be included in their curricula.

12. Adult education is a branch of social reconstruction. Social science in a practical form should be taught in all universities.

13. The possibility of making a period of social service obligatory on all students in Universities and pupils in the upper forms of high schools should be carefully examined. Pending the setting up of a special committee for this purpose a strong appeal should be made to all educated persons, and in particular to Government servants, to render voluntary service in connection with the literacy campaign.

14. Mechanical aids to learning such as the radio, the cinema, the gramophone and the magic lantern can be used with great effect in adult education. To enable them to be employed much more widely than at present steps should be taken to increase the supply and reduce the cost. Information on this and other points should be collected and distributed by the Bureau of the Central Advisory Board of Education.

15. An adequate supply of trained and competent teachers is the fundamental need in adult as in every other branch of education. Teachers in day schools may be expected to form the nucleus of this supply but in view of the fact that teaching methods which are successful with children are not always suitable for adults, they will require a special course of training. It is recommended that the course of training in the normal schools should include instruction in the technique of teaching adults.

16. It will be necessary to supplement the professional teachers by a large body of helpers drawn from other occupations. The training of these is an essential preliminary to their employment, particularly if they are to be in charge of classes.

17. Every Province should appoint Inspectors and Organizers expert in and able to devote their whole time to adult education. The appointment by at least one Province of a number of full-time teachers for adult work only is a commendable experiment.

18. The movement so far has depended very largely on unpaid service but it is reasonable to anticipate that it will soon require a very considerable proportion of paid workers, especially when the demand arises for instruction beyond the stage of mere literacy. The financial implications of this, including the rates of pay and conditions of service to be offered, are matters for local consideration.

19. A library is an essential adjunct to every adult education centre. Liberal grants should be given to increase the number and size of libraries, particularly in rural areas, and to assist the production of suitable literature. The Central Government should help in the distribution of books and

other literature by granting special postal concessions. Provincial Governments should take immediate steps to deal with the present unsatisfactory state of affairs so far as the supply of text books is concerned.

20. The importance of a wide expansion of facilities for adult education is even more important in the case of women than that of men. The methods of approach in the case of women must be at once more varied and less formal. A number of suggestions for furthering the movement among women will be found in Section IX.

21. Illiteracy is not confined to the village: a large proportion of the workers in urban areas is also illiterate. In this connection it is essential to secure the co-operation of employers of labour and associations of workers. The question of levying a tax on those employers of labour who do not make adequate provision for the education of their employees is worthy of consideration.

22. It should be obligatory on all Government departments, central and local, to ensure that their staffs are literate.

23. The progress of the Adult Education Movement can only be ensured if its control in each Province is vested in a single authority. That authority should be the Education Department. It should be the duty of the Education Department (a) to establish satisfactory contacts with other authorities in the province concerned with social reconstruction, of which adult education is a part and (b) to delegate authority to such subordinate bodies and to appoint such officers as local circumstances may require for the effective organization and supervision of the movement.

24. The cost of the literacy campaign alone apart from other essential developments in adult education will impose a very severe strain on the resources of most Provincial Governments. In view of the extreme importance of bringing the campaign to a successful conclusion at the earliest possible date, the Central Government should afford financial assistance to those Provincial Governments which are prepared to carry out approved schemes within the next five years.

25. In each Province there should be established a Bureau to collect and distribute information with regard to the adult education movement. There should also be a Central Bureau to collect, collate and publish at regular intervals information as to the progress of the movement in all parts of the country. The Bureau of the Central Advisory Board of Education should be equipped to undertake this latter function.

26. The returns as to literacy in the Census Report should be so amended as to make them more useful for educational purposes.

SYED MAHMUD (*Chairman*)

AMRIT KAUR.

W. H. F. ARMSTRONG.

S. R. BHAGWAT.

W. A. JENKINS.

KARAN SINGH KANE.

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JOHN SARGENT

APPENDIX I.

AGENDA FOR THE MEETING OF THE COMMITTEE APPOINTED BY THE
CENTRAL ADVISORY BOARD OF EDUCATION TO EXAMINE THE PROBLEM OF
ADULT EDUCATION IN INDIA.

- (1) To define the sphere of adult education in the general system of education.
- (2) To consider whether it is desirable to distinguish between adult education in the strict sense and other forms of part-time continuative education, *e.g.*, those of a vocational character.
- (3) To consider whether pupils or students already undergoing full time instruction should be encouraged or allowed to attend adult education classes. If so, whether any minimum age should be fixed.
- (4) To consider how far the problem of providing adequate facilities for adult education can be solved by using and developing existing agencies in
 - (a) urban, and
 - (b) rural areas:
 in this connection to consider the function of the University and the Technical, Commercial or Art College in relation to adult education.
- (5) To explore the possibility of finding new ways of attacking the problem.
- (6) To consider the question of the supply and training of teachers for adult schools and classes.
- (7) To consider questions of method and technique including the introduction of mechanical aids to learning where practicable.
- (8) To consider the provision of library facilities and of suitable reading material in
 - (a) urban, and
 - (b) rural areas.
- (9) To consider what special arrangements should be made for women's adult education—its nature and organization.
- (10) To consider what steps can be taken to enlist the practical support of large employers of labour, trade and professional associations, etc., in regard to the provision of adult education for their employees and members.
- (11) To consider the general administrative arrangements necessary to promote the spread of adult education including ways and means to finance the same.
- (12) To consider the advisability of starting a bureau of adult education in each province with the object of collecting and furnishing information regarding the literature suitable for adults and giving publicity to the new methods and experiments being tried in different places.

APPENDIX II.

NOTE ON THE MEASURES TAKEN BY THE PROVINCIAL GOVERNMENTS AND CERTAIN INDIAN STATES FOR THE REMOVAL OF ADULT ILLITERACY.

MADRAS.

The Government have continued to recognize and aid independent night schools, and adult educational centres under the management of local bodies, privately managed adult educational centres and adult educational classes and night schools attached to Government Institutions. There are at present approximately 400 such classes. The Madras Government have, however, after full consideration, decided not to rely on these agencies for any widespread or immediate removal of illiteracy mainly because experience has shown that many of the adult educational classes, unless very carefully supervised, do not work regularly and satisfactorily and also because in the majority of cases, owing to the absence of any "follow up" work, adults in attendance at night schools rapidly lapse into illiteracy. On the other hand the Government of Madras have a very clearly defined policy in regard to the removal of adult illiteracy. The Government believe that the surest, easiest and least expensive method of making the adult population of the Province literate is to concentrate on sending out of the ordinary schools every year an increasing number of permanently literate boys and girls, so that eventually in succeeding years adults, who have completed at least the primary school course, will be permanently literate. The whole of the mass education policy of the Madras Government, which has been in operation since the beginning of the year 1937, has been framed to achieve this end. Before 1937 the great majority of the elementary schools in this Province were incomplete with only standards 1 to 4 or less and only a comparatively limited number of pupils reached the 5th standard, which has been accepted even for purposes of the Census as the point at which permanent literacy may be attained. Stated briefly the new education policy of the Madras Government has been to make all lower elementary schools complete with 5 standards and simultaneously, by grant-in-aid rules and other connected rules and by propaganda, to take every steps possible to encourage pupils to continue at school until the end of the 5th standard. That this policy has succeeded and that it is fruitful of even more satisfactory results in the future is proved by the following figures. In 1936 before the policy became operative there were only 7,159 elementary schools with 5 standards in the Presidency. At the present moment there are over 30,000 elementary schools with 5 standards. The percentage of complete lower elementary schools to the total number of elementary schools was only 16 in 1936. The corresponding percentage now is over 70. The total number of pupils reading at the 5th standard in elementary schools in 1936 was 1,26,120. The total number of pupils now reading at the 5th standard is approximately 2,75,000. As a result of the policy, the stagnation of pupils in the lower standards and the wastage of pupils between standard and standard have been enormously reduced. The Government of Madras feel that if the present policy is steadily pursued the problem of the removal of adult illiteracy will ultimately be solved. Restricted finances have hampered progress, but the Government of Madras feel strongly that with limited finances it is unsafe to attempt to spend large sums on adult educational

classes which in many cases are of doubtful value and that it is better to concentrate, as explained, on ensuring that the ordinary schools produce an ever increasing number of permanently literate young men and young women.

BOMBAY.

With a view to implementing the efforts of the Village Uplift Committees and of private bodies and individuals towards the removal of mass illiteracy, Government provided a sum of Rs. 10,000 in 1937-38 for the encouragement of adult education. This provision was intended for the establishment of centres of adult education in various parts of the Province to serve as direct agencies for the opening of classes for the education of the adult populace. Ten centres were accordingly opened as an experimental measure in the different Divisions, and thirty classes attended by over a thousand adults were started under the auspices of these centres which were directly supervised by the Divisional Educational Inspectors. Grants to meet practically the entire expenditure of these classes were paid to the organizers of all the centres.

This measure gave a definite impetus to the cause of adult education and the co-operation of various private bodies such as the

- Bombay Literacy Association;
- Bombay Presidency Adult Education Association;
- Saksharata Prasarak Mandal

was in no small measure responsible for gradual development of the scheme of adult education in this Province.

In 1938 Government appointed a special Committee to advise them on the question of Adult Education. This Committee expressed the opinion that the first step in a programme of Adult Education as it affects the villager is to endeavour to help the villager to overcome his dejection and apathy and to find an interest in life and the second stage is to lead the villager actually to experience the resources available in this natural environment so that he may provide himself with amenities of life and be able to protect himself against calamities. The Committee dealt with seven well recognized types of adult education as it is commonly practised, *viz.*, (1) propaganda, (2) the attainment of literacy, (3) vocational education, (4) extension classes of Secondary or collegiate grade, (5) self-initiated group movements for self-improvement, (6) movements which regard adult education as a necessary and continuing function in the total life of the community and (7) recreational activities. The Committee recognized the difference between urban and rural conditions and suggested the agencies to be utilized for the purpose.

On the recommendation of the Committee, a Provincial Board of Adult Education has been formed to advise Government on the question of adult education. Divisional and District Adult Education Committees have also been constituted.

In consultation with the Board a scheme of registration of adult education workers and of grants-in-aid to Adult Education Classes was put into operation and a sum of Rs. 40,000 was placed at the disposal of Divisional Inspectors for the purpose at the rate of Rs. 2,000 per District.

The grant admissible to a recognized Adult Education Class conducted by a registered worker body or Association is either,

(i) basis maintenance grant of Rs. 5 per mensem

and

Rs. 2 per adult made literate,

or

(ii) a capitation grant of Rs. 4 per adult made literate at the option of the worker or Association concerned. In addition, a non-recurring grant for equipment equal to the cost incurred in purchasing the article but not exceeding Rs. 40 is also given to a class. At the end of March 1939, there were as many as 500 Adult Education Classes on the registered list attended by over 15,000 adults distributed among the different Divisions. The members of the Provincial Board of Adult Education toured over the different parts of the Province and carried on a vigorous propaganda calculated to enlist public co-operation and support towards the expansion of adult education. Direct financial encouragement was also given to certain bodies for the purposes of propaganda and training of Adult Education workers.

As a result of the activities of the public spirited bodies, the Provincial Board of Adult Education and its Committees and the officers of the Department in this direction there are now definite signs of a gradual awakening among the masses towards the need of a joint effort for the removal of adult illiteracy.

The Poona Central Co-operative Bank has introduced a scheme of Adult Education under which Adult education classes are being conducted in some 25 villages in which there are co-operative credit societies.

A scheme of pupil-teachers Home classes for illiterates has been introduced as an experiment in a village in the Satara District under which about 50 grown-up pupils of the local primary schools teach some 200 adult members in their homes—both men and women—how to read and write. In view of the success the scheme has achieved, the Provincial Board has proposed to organize about 3,000 to 4,000 pupils of some Secondary schools in Poona City for an intensive drive against illiteracy during the ensuing summer vacation. It is intended to make about 6,000 adults literate.

At the instance and collaboration of the Bombay Adult Education Committee a "Literacy Campaign" is proposed to be carried on by the Social Service League in May 1939, in the City of Bombay and its suburbs. The objects of the Campaign are to rouse the public conscience to the need of education for the adult population and to spread to some extent literacy amongst men and women in the city. In order to achieve the above objects quickly, the Committee has decided to make efforts on a large scale. It is proposed to organize some 500 Literacy centres to be followed by classes which will work throughout the year. Separate centres will be opened to suit the needs of women.

BENGAL.

The report of the Royal Commission on Agriculture in India drew attention to the necessity for education of illiterate adults even though no widespread and satisfactory scheme of children's primary education was in existence.

In 1937, Government issued a communique reiterating the necessity for Adult Education, sketching the outlines of a scheme and placing at the disposal of the Inspector General of Registration a sum of Rs. 1,000 donated by the then Minister of Education from a private fund at his disposal. In order to give effect to this scheme a small Central Committee consisting of the Director of Public Instruction, Director of Public Health, Special Officer for Primary Education with the Inspector General of Registration as Secretary was formed. This Committee drafted rules, discussed problems, drew up and approved schemes and spent the Rs. 1,000 in the best way it could.

In April 1938, Government placed adult education in so far as it forms a part of rural reconstruction in charge of Director of Rural Reconstruction, Bengal. The Director of Rural Reconstruction after preliminary enquiries submitted a combined scheme of Rural Reconstruction and Adult Education, and provision has been made in the budget for 1939-40 for

- (a) Furniture and equipment,
- (b) Grants-in-aid to non-official organizations for organizing night schools,
- (c) Grants for encouragement of literature on adult education, and
- (d) Grants and subventions to schemes of Rural Reconstruction falling under education.

The Government of Bengal have appointed a committee on Primary and Adult Education with the Director of Public Instruction as its Chairman and the Director of Rural Reconstruction as one of its Joint Secretaries. The Committee issued its questionnaire on Adult Education to about 1,000 officials and non-officials. The questionnaire covers various problems of adult education, *e.g.*, aim and method, minimum educational requirements, syllabus for adults, teachers for adult schools, supply of suitable primers, honorary workers on adult education and their remuneration, running of night schools on Mustibhiksha, location of night schools, inspecting or supervising officers, grants-in-aid to adult education, adult education for women, period for producing adult literacy, etc. The replies to these questions have already been tabulated and they will be considered at the next meeting of the committee which will be held in the first week of December, 1939.

The Director of Rural Reconstruction has submitted his scheme of Adult Education along with that of Rural Reconstruction. The Director in his scheme regards adult education as an essential part of rural reconstruction. In his opinion, there should be a maximum degree of unity between instruction and life. His idea is to impart through adult literacy general knowledge on the following, among other subjects:—

Sanitation; hygiene; nutrition; crops, manure; fruit culture; vegetable culture; fish culture; improvement of live-stock; poultry farming; general principles and problems of irrigation; some idea as to how to organize with neighbours in order to improve better living; general culture; how to maintain peace and order; how to establish and maintain thrift societies, etc.

The Director of Rural Reconstruction has already issued circulars and instructions to district officers directing them to organize village associations throughout the province. Each such village association is to cover one or a group of two or three villages, and when so formed it is to be entrusted with running one or more night schools for the local adults. Accordingly numerous such associations have sprung up throughout the province, and they have taken up the task of educating the adults in right earnest. These associations are generally able to run the night schools with the help of 'musti doles' and volunteer teachers, though they are encouraged by Government through the district officers with occasional grants. It may be noted here that these night schools are welcomed by the villagers themselves, and the local zamindars and men of enlightenment render them all possible help. Reports are coming from the district officers every month to the effect that the number of such village night schools is steadily increasing. Moreover, the teaching of adults in 3 R's is supplemented by lantern lectures, moving cinemas and other forms of departmental propaganda and also occasional advice and guidance of various touring officers of Government namely, Agricultural officers, Sanitary officers, Veterinary officers, District officers, Sub-Divisional officers, Circle officers, etc.

The non-official activities in the sphere of adult education are also worth mentioning. Want of suitable literature and primers is widely felt by those interested in the cause of adult literacy. The Bengal Adult Education Association, a non-official organization of Calcutta, has published a primer called "Parar Bai" following the Laubach method, which has been widely appreciated. 5,000 copies of the said "Parar Bai" have been purchased by Government and they were distributed free to the village associations.

The Calcutta University Institute under the Chairmanship of Dr. Syamaprasad Mookerjee, Ex-Vice-Chancellor of the Calcutta University, recently organized two successive short training courses for college and University students just before the last summer and Pujah vacations with the idea that these students when returning to their village homes during the following vacations would organize night schools and help the cause of adult literacy. The Calcutta University Institute submitted the names of students, who received this training, to the Director of Rural Reconstruction who forwarded the names to the respective district officers directing them to render all possible help to the students concerned. Both the Institute and the Bengal Adult Education Association have applied to Government for substantial contributions to carry out their activities in this sphere.

It now appears that some sort of a literacy campaign throughout the province is necessary in order to start the movement on an extensive scale. The Director of Rural Reconstruction has already issued circulars to all district officers advising them to organize local campaigns for Rural Reconstruction spreading over a week or a fortnight in the spring of 1940. Adult literacy will form an important part of the programme of the campaign. What is in fact visualized is that adult classes will be started extensively during the period of the campaign. But special attention has been drawn to the necessity of maintaining continuity of the activities even after the campaign is over.

UNITED PROVINCES.

The Education Expansion Department.

History.—The Rural Development Department was created some time back with the object of ameliorating the moral and material conditions of the villagers. It was recognized from the very beginning that until the spirit and habit of self-help was inculcated in the villagers no real and substantial progress in the village uplift could be made. But this spirit presupposes a certain minimum education among the villagers which they unfortunately do not possess. Education or more strictly speaking, literacy has been an important item in the programme of the rural uplift from the very beginning, and the Rural Development Department as well as the Co-operative Department have been trying various experiments in adult education for the last several years. But their activities are confined to villages in which they are working. The proportion of such villages is comparatively small. As the activities of the Rural Development Department spread to the remaining villages of the province the movement of adult education will be carried to them. But it will be decades before all the villages in the Province come under the jurisdiction of the Rural Development Department. The problem of literacy, however, is too urgent to wait for solution till the Rural Development Department is able to undertake the work in the entire Province. This Department was unable to undertake only educational work in the villages outside its jurisdiction. It was, therefore, decided to create a separate department under the Hon'ble Minister for Education to tackle this problem. The Education Expansion Department with a first class officer of the United Provinces Educational Service as its head was formally created on August 1, 1938. The officer was given the designation of the Education Expansion Officer.

Relation with the Education Department.—The Deputy Inspectors of Schools in each district are the local executive officers of the Education Expansion Department and all the work in the district is done through and under their supervision. A clerk in the District Board Education Office looks after the office work and the Sub-Deputy Inspectors of Schools help the Deputy Inspector in the discharge of his duties as the local executive officer of the Education Expansion scheme. The Deputy Inspector of Schools is the controlling officer of the teachers of adult schools, librarians, etc., in the district and all the inspecting officers of the department are required to inspect the libraries, reading rooms and adult schools run or aided by the Education Expansion Department.

The Scheme.—The main object of the Education Expansion Department is to liquidate illiteracy in the Province. This work can be divided into two parts, *viz.*, making people literate and maintaining literacy.

1. *Spread of Literacy.*—Before the illiterate adults attend the classes a lot of propaganda has to be done to persuade them to come there. The object of the propaganda is to create an atmosphere in the villages under which the villagers might volunteer to come to school and stay there for at least six months. A subsidiary object of the propaganda is to enlist the sympathy of the public to the cause of literacy. It was with this object that the Literacy Day was celebrated in the Province and lectures were organized by teachers and students and the co-operation of the press was sought to give publicity to the literacy scheme.

It is recognized that no striking progress can be made in spreading literacy without public co-operation but the State cannot entirely depend upon the voluntary work and therefore it was decided to create a framework of Government educational agency. Accordingly 960 adult teachers were appointed, and on an average 20 of them were allotted to each district. These teachers are peripatetic. A teacher is given a group of villages. He begins his work in one of the villages and when all the educable and willing adults have been made literate he moves to the next village until all the villages in the group assigned to him have been made literate. He is then given another group of villages. But even if each teacher makes 60 men literate in one year, the total number made literate by these people will be 57,600. It is, therefore, necessary that voluntary workers should be enlisted. To enlist their co-operation the following measures have been adopted:—

- (a) Aid is given at the rate of Rs. 5 per month to successful adult schools run by reliable private bodies.
- (b) Those who volunteer to do the work in their spare hours are given a bonus of Re. 1 per man made literate by them.
- (c) Each A. V. institution and Vernacular Middle School has been requested to adopt a village and try to eradicate illiteracy from that village within one year. There are about 1,200 such schools in U. P. and even if 1,000 of them respond to this call a thousand villages could be made literate without any expense to Government except cost of books and small contingent charges in the case of Vernacular Middle Schools only.
- (d) Educated people were requested to take literacy pledges on the Literacy Day. Those who took the pledge promised to make at least one man literate in a year or pay Rs. 2. The total number of pledges signed is 273,326. We have already begun inquiries from those gentlemen and ladies who did not pay the money but signed the pledge as to whom they are teaching. Those people who are unable to make a man literate will be requested to pay Rs. 2. The money so collected will be at the disposal of the District Literacy Committee which the Government is contemplating to set up in each district.
- (e) The student community expressed a desire to do some work during the vacation in connection with the Literacy scheme. Consistent work for several months is required to make a person literate if the literacy which we want is to be of any practical use. The students obviously cannot give that much of time. But it was not desirable to damp their enthusiasm. They should be given some work the full achievement of which may give them satisfaction and pride. The "No Thumb Impression Campaign" has therefore been inaugurated which is to be exclusively carried on by the students and teachers. It is expected that when the illiterate people are able to write their names they will be better disposed to attend the literacy schools—the attendance at which is wholly voluntary.

2. *Maintenance of Literacy.*—It is a well known fact that a large number of people who have been through the primary schools relapse into illiteracy in the course of time for the simple reason that they do not get books or papers to read. They are too poor to buy them and there are very few libraries in the rural areas. The maintenance of libraries is, therefore, very necessary if the newly made literates are not to be allowed to relapse into illiteracy. With this object in view the following measures were taken:—

- (a) *Reading Rooms.*—3,600 reading rooms have been opened. Each reading room is given two weekly papers and one monthly magazine. The object is to make the reading room an attractive and useful place, and with this object in view they have been provided with Panchang, Jantri and an album of India (Sachitra Bharat). This year it is proposed to give each of them a dictionary in Hindi and another in Urdu and also a Hindi and Urdu time table of the railway line which passes through their districts. It is also proposed when funds permit to give them wall maps of India and the world. The Director of Public Instruction has been requested to provide sufficient copies of the publications of the Education Department so that they may be placed in the reading rooms. The Director of Public Instruction has also been asked to give 3,600 copies of the "Road Rules" which have been published by the Department for being supplied to the reading rooms. If funds permit, some popular books might be placed in these reading rooms such as Ramayan, Allah, etc. These reading rooms also get a small box of books containing 15 to 20 volumes from the neighbouring Education Expansion library, and those readers who are interested may borrow them.
- (b) *Libraries.*—768 libraries have been opened, each containing books worth Rs. 200. The average number of volumes comes to about 300 per library. They contain books on various subjects. From a perusal of the list it will be clear that most of them can be read only by those who have the ability equal to those who have passed the Vernacular Final Examination. The number of such people in the rural areas is not small, and these libraries will save them from intellectual starvation. Ten per cent. of the initial cost is provided each year for replacement and additions. This year an effort will be made to give simpler books. The books selected are on different subjects such as literature, poetry, history, civics, economics, geography, etc. Last year during the selection greater stress was laid on the social value of the content of the books than on the fact whether they were interesting or not. But from the experience of one year it is hoped that the committee will lay greater emphasis on good reading material. The primary object of these libraries should be the creation of reading habit. The stage when these libraries could be made real centres for the dissemination of higher ideas would come only after people have become book-minded. It is proposed to increase the

number of these libraries to 1,000 and provision in the present year's budget has been made for opening 232 more libraries. Each library is housed (as also the reading room) in a school and the teacher is in charge of it. The librarian is given Rs. 2 per month as allowance for looking after the library and for keeping the records and for sending out books to the correspondent librarians. The man-in-charge of the reading room is given an allowance of Re. 1 p. m. Each institution is managed by a local committee of three men which decides the hours at which the libraries and reading rooms are to open and frame their own rules for issuing books and decide the days on which the library would observe holidays.

(c) There are about 500 libraries already in existence in the rural areas and it has been decided to give them aid so that they might work more efficiently. Three grades of grants-in-aid have been decided upon:—

(i) Rs. 8 p. m. or Rs. 96 p. a.

(ii) Rs. 5 p. m. or Rs. 60 p. a.

(iii) Rs. 3 p. m. or Rs. 36 p. a.

The grants-in-aid rules have been framed. A committee consisting of Mr. K. S. Kane, Mr. Iqbal Ahmad Khan Suhai, M.L.A., and Pandit Lakshmi Shankar Bajpai, M.L.A., was set up to consider the applications for grant, and grant was given to 310 libraries. The total amount given as grants-in-aid so far is Rs. 23,220.

(d) Provision has also been made to help the reading rooms or libraries for purchasing newspapers. An institution of this kind can be given two magazines or weeklies by the Department.

250 schools for adult members of the co-operative societies have also been established besides a regular scheme for co-operative training and education which is being financed by the Government of India.

The Rural Development Department has also established 1,761 schools for adults and 231 for girls, and grants to the extent of Rs. 1,60,000 were sanctioned during the year 1938-39.

Steps taken to ensure that the persons who are declared illiterate are really illiterate.—As the aid to the private schools and bonus to the voluntary workers will depend upon the number of literates made there is a danger that we might be supplied with bogus figures. Moreover it was necessary to fix a definite standard of literacy. Accordingly literacy tests and literacy certificates have been prepared. The pupils are divided into three groups, viz., literates, the semi-literates and illiterates. The literates are those who can read with tolerable fluency a Hindi or Urdu piece given in the beginning of the reader for class III of a primary school. The semi-literates are those who can read very simple sentences only and the illiterates are those who cannot read even the simplest sentence. When a teacher has collected a reasonable number of adult pupils he notifies the fact to the headmaster of the nearest vernacular middle school

who comes and examines these pupils. He gives them individual certificates of illiteracy or semi-literacy. Wherever necessary the Deputy Inspector of Schools may authorize suitable and responsible persons not lower in status than the headmaster of a Vernacular Middle School to give this examination. When the teacher finds that the pupils have attained literacy he again informs the examiner who comes and examines them again and gives them the literacy certificates if they are found fit. Later on the literacy certificates are issued to these newly made literates under the signature of the Deputy Inspector of Schools.

The course consists of one Primer, one language reader and one Geographical reader.

The Literacy Day.—The Literacy Day was celebrated on January 15, 1939, with two-fold objects. The first was to inaugurate the scheme of the Education Expansion and open libraries, reading rooms and adult schools, and the second was to invite the attention of the public to the scheme and enlist their co-operation. Every town in the Province celebrated the Literacy Day. Besides the small and big towns and cities, more than 10,000 villages held meetings on that day to proclaim the message of the Government and the resolve of removing illiteracy from the Province. The Education Expansion Department issued a beautiful pamphlet containing the messages of His Excellency the Governor, the Hon'ble the Premier, the Hon'ble Minister for Education and other members of the Cabinet and from Pandit Madan Mohan Malaviya, Pandit Jawahar Lal Nehru, Nawab of Chhatari, Nawab Ismail, Dr. Bhagwan Das and Kunwar Sir Maharaj Singh. In these meetings the messages were read to the audience and speeches were delivered. Most members of the Legislature addressed these meetings in their constituencies and took very active interest in advancing the cause of the scheme. The most important item of the programme was the signing of the literacy pledges. 2,73,326 ladies and gentlemen signed the pledge on that day. Out of these 13,061 have paid money, and the remaining signatories have promised to make an adult literate within the year. If these ladies and gentlemen redeem their promises 2,60,265 people will be made literate by them. According to the last census the number of literate males alone in these Provinces is 17,53,874. On the assumption that almost all those who signed the pledge are males we find that only 15 per cent. of the people who should have signed the pledge have responded to the call of the country. Perhaps the pledges were not supplied to all those who wanted to sign them. It was the first year and due to inexperience the workers could not approach all the educated people. It is expected, however, that on the next Literacy Day there shall be a larger response. In every district a Literacy Day Committee was formed and people interested in this movement took active part. In most places the work of these committees was excellent. The part taken by the educational institutions, both by the members of the staff and the students, was most praiseworthy. Much of the credit of the success is due to them.

There are in these Provinces 1,20,00,000 educable male adults and about 2,00,00,000 educable female adults, and if full public co-operation is forthcoming the male illiteracy can be wiped out within a decade and the next decade will see the disappearance of the female illiteracy. There is no problem which is more urgent or more important than that of the

removal of illiteracy. If it is the will of people to banish it and they translate their will into action, illiteracy can be wiped out from the entire Province within much less time.

PUNJAB.

Adult literacy campaign was inaugurated in the Punjab in the year 1921-22 when provision of schools for adults was first made. The teaching in these schools was imparted to the adults collectively, and the classes were started either by the local bodies in their vernacular schools or by private individuals and associations in their own privately managed schools. The teaching work was carried on largely by school teachers at night and for this reason these schools came to be popularly known as "Night Schools". For this extra work done by the school masters an honorarium was generally paid to them as also a small extra amount for contingent expenses, such as oil, registers and rent of the room.

The number of adult schools and the enrolment therein for the past 15 years is supplied in the subjoined table:—

Progress of Adult literacy (males) in the Punjab.

Year.	No. of schools.	No. of pupils.
1922-23	630	17,776
1923-24	1,528	40,883
1924-25	2,373	61,961
1925-26	3,206	85,371
1926-27	3,784	98,414
1927-28	3,338	90,834
1928-29	2,165	51,852
1929-30	2,157	48,997
1930-31	1,956	45,788
1931-32	585	12,696
1932-33	348	8,131
1933-34	322	6,745
1934-35	256	6,142
1935-36	201	4,950
1936-37	189	4,988

In the year 1926-27, the peak year in this respect, the number of schools rose in 5 years to the highly flattering figures of 3,784 and the enrolment therein to 98,414. Ten years after this, *i.e.*, in the year 1936-37, the number of schools dwindled down to 189 and the enrolment to 4,988. It will be clear from the above statement that during the first five years of their institution the schools rose from 630 to 3,784 and the enrolment from 17,776 to 98,414. Later on during the next quinquennium, however, the fall both in the number of schools and the enrolment was as fast as was the rise in the previous quinquennium—from 3,784 to 585 in the number of schools and from 98,414 to 12,696 in enrolment. In the past quinquennium the decrease has continued unabated, *viz.*, from 585 to 189 in the number of schools and from 12,696 to 4,988 in enrolment.

During the past few years, particularly in the lean years of financial stringency, the Department was constrained to survey the position of the adult schools in the province rather critically in order to adjudge the benefits that were being conferred through them on the masses. Quite a large number of flaws were detected, the chief being, *inter alia* the existence of fictitious enrolment and not unoften of "paper" schools. The local bodies were in consequence directed by the department to restrict their activities in this connection and particularly to eliminate the possibility of maintaining or encouraging inefficient, ineffective and bogus schools.

A careful study of the situation led to another irresistible conclusion which was that the classes had not reached that high pinnacle of popularity that was being ascribed to them by a superficial statistical study. For, even although the enrolment in, and the number of, schools were apparently highly gratifying, the issue of the number of literacy certificates was extremely disappointing—about 10 per cent. of the total enrolment. This was a clear indication of a colossal wastage of time, labour and money. It was further discovered that there was something radically and inherently wrong in the whole system, particularly in the methods of teaching the adults as distinct from the teaching of children. The progress of the adults through unpleasant, unpsychological and unwholesome methods was slow and this led to the large leakage and to the almost universal unpopularity of the institutions.

Some of the outstanding defects noted by the Department may briefly be summarized as: application of unsuitable methods of teaching, *viz.*, those used for children—sometimes unpleasant and unpsychological collective teaching of adults, not unoften with young boys, by unenthusiastic teachers ignorant of adult psychology and fagged out after a hard day's toil in boys' schools; dearth of suitable text books and well-defined and properly designed courses of instruction; non-existence of continuation literature and of any periodical and magazine suitable to the taste and inclination of the adults; public apathy because of insufficient and unsuitable propaganda to awaken public opinion and, last of all, lack of devoted, selfless and serious volunteers.

In February, 1937, Dr. Laubach, whose name is by now a household word in the domain of adult literacy, arrived in the Punjab and called a conference of officials and non-officials at the Village Teachers' Training School, Moga, for the purpose of explaining the method he had applied very successfully to the backward population of the Phillipine Islands where according to his statement the percentage of literacy had in three years, 1929-32, gone up by 40 per cent., enrolling as many as 41,000 members to the list of literates in this period. The method he advocated has been very happily expressed in the slogan 'each one teach one', 'the enlightened to enlighten' or in Urdu '*Parho aur Parhao*'. The D. P. I. deputed Mr. P. D. Bhanot, one of his headquarter officers, to attend the conference for the purpose of advising the Department as to the suitability and applicability of the method, on a wider scale, to the whole province. At the conclusion of the conference a Continuation Committee was organized at Moga under the direction of the Rev. Dr. and Mrs. Harper with the purpose of carrying on experimental work and of preparing suitable literature on the lines and technique suggested by Dr. Laubach. The Department subsidized this committee in March, 1937, by Rs. 350 to carry on

the work under the auspices of the Education Department. Primers in Urdu and in Punjabi (in Persian script) were prepared. A body of Mission teachers and other workers underwent a course of training in the Laubach method of teaching and the campaign took a real start in May, 1937. No less than 12 Mission stations and other school teachers started the experiment in right earnest. In November stock was taken of the results achieved, and it was reported that the results were simply marvellous and most unexpected. In some places people even with a very low intelligence quotient could be made to read quite fluently in about 3 months' time—some even in 10 weeks. People of different ages started to read. An old lady of 69, a cook in a girls' boarding house, had learnt to read in four months' time. The men and women who had learnt to read made an effort to teach others. In January, 1938, Rs. 700 more were paid to the Continuation Committee for the preparation of more literature.

As time went on the demand for primers grew apace which was a true index of the popularity of the campaign. The Mission School at Moga could not with the small grant awarded by the Department for carrying on experimental work meet the demand. In the summer of this year the Hon'ble Minister of Education made through the D. P. I. a province-wide appeal to all institutions, public and private, their pupils and teachers and to all literate persons, to co-operate with him in eradicating illiteracy from the province. This appeal came just in time when schools and colleges were about to close for the summer vacation. Quite a large number of schools and colleges, both in Lahore and outside, promised to take up the work during the vacation, and the demand for suitable literature became quite insistent. 16,000 primers in Urdu and Punjabi were bought by the Department for free distribution from Mission Press, Kharar, at a cost of Rs. 1,000. 20,000 primers were printed by Rai Sahib M. Gulab Singh & Sons for Rs. 1,000 while 16,000 primers were printed and supplied free of cost by Rai Sahib L. Ram Jawaya Kapur on behalf of Messrs. Uttar Chand Kapur and Sons. During the last four or five months the demand for the supply of primers has been pouring in regularly in large numbers. Colleges, schools, inspecting officers, missionaries, private bodies and other associations have been asking for these primers. So far the Department has been able to distribute about half a lakh of books free of cost and free of postage.

We have at present two primers in Urdu and one in Punjabi. A basic vocabulary has been prepared for Punjabi by Dr. Harper and for Urdu by Mr. Yamini, and a few pamphlets on continuation literature have been prepared.

Dr. Laubach's method has during the past 1½ years been given a very fair trial by the Continuation Committee, by several individual workers and also by the pupil teachers in our normal schools. At all the places the new method has been extremely successful and has appealed to the adult mind. A large number of Mission stations have tried the method on the poor and backward depressed class Christians with wonderfully rapid results. For instance, it is stated, that some villagers have been able to start reading the Gospels in 10 weeks' time. Normal School, Karnal, has given the method a trial on the under-trial prisoners in the local sub-jail and on the Chamars of the town. The Lalamusa Normal School had tried it on the railway employees and the Harijans of the town, while Gakhar had made it intensively applicable to the teaching of adults in a

village called Kot Nura. The Dhariwal Mill employees are being taught by the Mission School, Dhariwal. Stress is being laid on voluntary work through 'each one teach one'. During the last summer vacation Gakhar school pupil-teachers taught as many as 608 adults and Lalamusa 1,556. From the reports received from three Inspectors of Schools out of five in the Province for the quarter ending 31st December 1938 it appears that there were 4,556 adults under instruction in the Jullundur Division, 9,935 men and 628 women in the Ambala Division and 10,305 in the Multan Division. The members of the Punjab Board Teachers' Union taught 478 adults during the summer vacation of 1938; Gakhar Normal School 608 and Lalamusa Normal School 1,556. The latest report (upto Feb. 1939) from the Multan Division states that there are 1,129 literacy leagues in the different districts of the division and the number of adults under instruction has gone up by 877 to 11,182. Eight classes have been started for the employees of different departments.

The Punjab Government has sanctioned the sum of Rs. 22,800 for the furtherance of the movement during the current year, and a detailed scheme for the purpose has been prepared and will soon be put up to Government for approval.

It has been fully established by now, through the various experiments conducted in different places and under diverse circumstances that, based as it is on sound adult psychology and on an interesting mode of teaching the method advanced by Dr. Laubach, if carried out in its real spirit, is bound to expedite the learning power of the illiterates.

From the reports received by the Department from various sources from time to time we feel convinced that adult literacy is abroad. What is needed is enthusiasm and sacrifice of a little time. In no other sphere of life has a Punjabi lacked in these qualities and we feel that he will not be wanting in these for this noble work, but will bring his indomitable will to bear upon the eradication of the demon of illiteracy from his motherland.

We are undoubtedly moving slowly but we mean to achieve the goal steadily as we wish to be sure of our ground and to avoid all our old pitfalls. We further desire through stress on voluntary work to inculcate in the minds of the rising generation that the liquidation of illiteracy is a moral obligation and a national work for every true and patriotic Punjabi.

BIHAR.

In the middle of March 1938, the Hon'ble Dr. Syed Mahmud, Minister of Education, issued an appeal in the local press, to the teachers and students of Bihar to devote the ensuing summer vacation to the liquidation of the illiteracy and ignorance of the masses of the Province. The Hon'ble Minister of Education addressed meetings of teachers and students on the 25th and 30th March 1938 in the Young Men's Institute and the Senate Hall, Bankipore, respectively. The response from the teachers and the students of Bihar exceeded his expectation. An organizing Committee with Dr. S. C. Sarkar as President and Prof. B. B. Mukherji and Mr. H. Lall as Secretaries was formed. The Director of Public Instruction issued a copy of the Hon'ble Minister's appeal to all educational institutions in the Province and the organization of literacy work was taken up simultaneously in all Districts by Divisional and District Inspectors of Schools and the Headmasters of H. E. Schools.

The month of April 1938 was spent in planning, organization and training. Thousands of teachers and students organized themselves, recruited voluntary workers, raised funds, prepared the reading materials—Charts and Primers—and trained the workers in the rapid method of teaching.

The campaign was formally inaugurated on the 26th April 1938, by the Hon'ble the Prime Minister in the grounds of the Science College, Patna.

A statement of centres with number of pupils on the roll is given below:—

Month.	No. of Centres.	No. under instruction.
May 1938	6,477	1,00,328
June 1938	10,216	1,57,298
July 1938	7,057	1,11,741
August 1938	5,990	98,036
September 1938	6,821	1,21,695

The maximum was reached in June as in this month the College and School students reached their homes and gave a tremendous impetus to the work which had already been started by the local teachers or educated villagers. The number came down in August 1938 due to the rainy season, commencement of agricultural operations, and the return of students to their respective Colleges and Schools. They again went home during the Puja holidays in September and stimulated literacy work there.

In the first phase, with the exception of Rs. 200 received from the discretionary fund of the Hon'ble Minister of Education and Rs. 530 from the charity funds of the local executive officials no financial aid was received from the Government. The total expenditure was met out of Rs. 730 discretionary grant and charity funds of Local executive officers and the contribution of Rs. 2,324 from Local Bodies*and Rs. 7,856 from private sources.

In many districts the main burden of the work fell on the Primary School teachers and not only did they work hard to make the Movement successful but in many cases met the cost of oil from their own pockets. In rural areas students or teachers, supplied their own lamps while slates were secured from the day scholars of village Schools. In many villages the Muthia system for meeting the cost of oil and slates was introduced.

The services of the village young men who after their education in the local L. P. or U. P. Schools were either sitting idle or were engaged in cultivation, were mobilized in starting literacy centres.

In the First Phase of the movement each term was of six weeks' duration. The charts and primers based on the Rapid Method of teaching enabled an illiterate adult of average intelligence to learn reading and writing simple words in four weeks' time, and two more weeks were given for giving him some practice.

The Committee made arrangements for imparting visual instruction at the Patna Centres, and a course of 117 Magic Lantern Lectures was arranged at the different centres between the 14th May and the 16th July 1938.

The Government was pleased to sanction a sum of Rs. 80,000 for six months for Mass Literacy work from the 1st September 1938.

A Provincial Executive Committee was formed with the Hon'ble Dr. Syed Mahmud, Minister of Education as President and Prof. B. B. Mukherji as Secretary, and at its meeting held on the 23rd September 1938, the scheme of organization and supervision of Mass Literacy work was approved.

According to the scheme there were to be 4 types of Literacy Centres :— (1) Centres started in L. P., U. P., and Middle Schools, (2) by private Associations who required assistance for meeting the contingent expenditure, (3) by Colleges and H. E. Schools taking up this work as a part of their extra curricular activities, (4) by Mills, Factories and Zamindars, Jails, Public Associations, etc. The first type was to be paid a capitation allowance of 5 annas per literate and the second type was to be paid a grant-in-aid at the rate of Rs. 15 per annum while no payment was to be made to the other two.

The Second Phase—From October 1938.

On the 8th November 1938, the Hon'ble Minister of Education, decided that in the second Phase of the Mass Literacy Campaign, in addition to general work which was being done all over the Province, one Thana in every District and two Sub-divisions, Simdega (in Ranchi) and Banka (in Bhagalpur) should be selected for intensive campaign. Efforts were to be made in the intensive areas to make all educable illiterate male adults between the ages of 15 to 40 literate within six months.

The Government have appointed a Provincial Mass Literacy Committee under the Presidentship of the Hon'ble Dr. Syed Mahmud, Minister of Education, Development and Employment. Prof. B. B. Mukherjee was appointed as Secretary. There are 53 members including 7 ladies, and 24 of the members are members of the Legislature. The District Literacy Committee consisted of the Collector as President, Chairmen of District Boards and Municipalities as Vice-Presidents and the District Inspectors as Secretaries.

The Sub-divisional Committees have the S. D. Os. as Presidents and the Deputy Inspectors of Schools as Secretaries. The Chairmen of the Local and Municipal Boards, members of the District Boards and Legislatures, and Headmasters of the Local H. E. Schools are the members.

Before a centre is started in a village, a census of illiterates is taken, and a village Committee is formed with a membership not exceeding five of which the Chairman or Secretary should be the Headmaster of the Local M. E. School (if there is one in the locality) or Sub-registrar, Doctor, or Thana Officer or any present or retired officer of any other department of similar rank. The functions of this village committee include the checking of admission of illiterates, persuading these students to attend, raising funds locally to meet the cost of oil and checking reports and returns which are sent from the centres.

At the end of each term of 3 months examinations in reading, writing and simple Arithmetic are held. The examiners are generally outsiders. Whenever any honorarium can be paid to the teachers it is paid on the basis of the results of the examinations.

The total number of centres in the Province during the Second Phase was 14,259 with 3,19,983 pupils out of whom 1,47,650 were made literate up to 31st March 1939. In the first Phase it is estimated that approximately 3 lakhs of men learnt to read and write. Thus it may be said that the first year's work (May 1938—March 1939) has resulted in making about 4½ lakhs of men and women able to read and write.

Besides these, there were 291 Female Centres in the Province with 4,084 pupils on the roll.

Cost of the Mass Literacy Campaign.

In the first Phase, with the exception of a small amount received from the discretionary fund of the Hon'ble Minister of Education and from the charity funds of the local executive officials, no financial aid was received from the Government and in the second Phase the Government gave a grant of Rs. 80,000. Subscriptions were received from the Local Bodies and the Public in both the phases. The Head Office of the Committee incurred expenditure directly on Office Establishment, printing of Charts and Books, printing and distribution of the News Sheet while the District Inspectors and Inspectresses raised funds locally and disbursed these along with the funds placed at their disposal by the Provincial Mass Literacy Committee from out of the Government grant and other sources.

The following is an analysis of the income and expenditure of the campaign.

FIRST PHASE, INCOME AND EXPENDITURE.

Receipts.	Head Office.	Districts	Total.	Expenditure.	Head office.	Districts.	Total.
	Rs.	Rs.	Rs.		Rs.	Rs.	Rs.
Discretionary Grant and charity fund.	300	430	730	Honorarium to teachers	Nil	Nil	Nil
Local Bodies	150	2,174	2,324	Purchase of lanterns	Nil	3,351	3,351
Public	1,123	7,525	8,648	Purchase of slates	152	2,268	2,420
	1,573	10,129	11,702	Cost of oil	474	2,419	2,893
				Local Contingencies (Chalk Pencil, Registers, Cost of sending Books, etc.)	Nil	1,378	1,378
				Printing of Charts	325	Nil	325
				Head office expenditure	543	Nil	543
					1,491	9,416	10,910

SECOND PHASE, INCOME AND EXPENDITURE.

Receipts.	Head office.	Districts.	Total.	Expenditure.	Head Office.	Districts.	Total.
	Rs.	Rs.	Rs.		Rs.	Rs.	Rs.
Government grant	14,185	35,815	80,000	Honorarium to teachers	Nil	48,574	48,574
Discretionary grant and charity fund	Nil	1,063	1,063	Purchase of Lanterns	Nil	11,372	11,372
Local Bodies	Nil	2,698	2,698	Purchase of slates	Nil	10,362	10,362
Public	Nil	30,596	30,596	Cost of oil	Nil	14,765	14,765
				Local Contingencies	Nil	11,277	11,277
	14,185	1,00,145	1,14,330	Printing of Charts and Books	10,534	Nil	10,534
				News-sheet	1,880	Nil	1,880
				Establishment	1,757	Nil	1,757
					14,171	96,350	1,10,521

Total expenditure for the whole year.

	Income.	Expenditure.
	Rs.	Rs.
First Phase	11,702	10,910
Second Phase	1,14,330	1,10,521
	<u>1,26,032</u>	<u>1,21,431</u>

Out of the Government grant of Rs. 80,000 a sum of Rs. 1,135 lapsed and the balance Rs. 78,865 was spent on the following heads:—Head Office Establishment Rs. 1,757, Charts and Books and News-sheet Rs. 12,414, Honorarium to Teachers and Cost of Lanterns, slates and oil for centres Rs. 64,694 (Men's Centres Rs. 60,754. Women's Centres:—Rs. 3,940).

The response from the Harijans throughout the Province has been encouraging. They formed about 12 per cent. of the total number of Hindus under instruction and displayed great enthusiasm in the movement. They joined in large numbers without much persuasion and in many places even in the face of opposition from the other Hindus. It is disappointing to note that the Muslims formed only about 8 per cent. of the total enrolment in the Province; but the percentage rose to 10 in non-Intensive areas. In many centres a large number of Muslims have learnt the Nagri Script and many Hindus have learnt the Urdu Script. This was mainly due to the printing of the Hindustani Primers in these two scripts.

On the 31st March 1939 out of an approximate number of 2,64,000 educable adults in Intensive areas as many as 1,54,554 were under instruction in 5,780 centres and on 31st May 1939, the number went up to 2,37,472 in 6,435 Centres.

Very little progress so far has been made in the expansion of literacy among women. Paucity of lady workers and the handicap of the purdah have retarded progress. Efforts have, however, been made to interest socially minded ladies in this work. The Mass Literacy Committee set apart Rs. 5,000 for aid to women's centres, and District Inspectresses of Schools were entrusted with the work of organization and supervision. Payment was made at the rate of Rs. 5 per month per centre. Out of Rs. 5,000 a sum of Rs. 1,060 was surrendered. A novel experiment was inaugurated at Kasba in the Purnea District at the instance of Mr. S. M. Alam, Inspector of Schools, Bhagalpur. Finding it difficult to secure lady workers to help in the expansion of literacy among women he started in January 1939 a Little Teachers' Movement by forming a Little Teachers' Troop at Kasba M. E. School on the lines of the Little Teachers movement in China. 62 boys at this School undertook to teach their female relations and women in their neighbourhood. In the course of 3 months they taught over 150 women.

A remarkable feature of the Intensive campaign was the enlistment of a large army of Hindi or Urdu educated villagers in the work of teaching at Literacy Centres. Out of 15,926 volunteers in the Province as many as 5,331 were non-teachers.

All grades of jails started literacy centres at which Jail Officials, literate prisoners and outside volunteers worked as instructors.

Between June 1938 and June 1939 as many as 32,192 prisoners out of 52,263 illiterate prisoners have become literate.

A net work of literacy centres was started at Jamshedpore. The company supplied the reading and writing materials and has arranged for their supervision. A large number of Sugar Mills have started a net work of centres in their reserved and assigned areas.

The Hon'ble the Prime Minister was pleased to issue instructions that all Chaukidars below 40 years in age should become literate within six months and that police officers should give all possible encouragement to this movement. This produced grand results. 22,795 out of 43,505 illiterate Chaukidars have attended centres in the Province. In the Champaran and Gaya Districts for instance Literacy Centres were started in the Thana compounds.

The Government have directed officers of all nation building Departments e.g., Agriculture, Industries, Co-operative, Veterinary and Public Health to visit Literacy Centres in the course of their tours, and give talks, demonstrations and lantern lectures on the subjects in which they are interested. These visits will widen the mental outlook of the Centres. Many Central Co-operative Banks have started literacy Centres and the Sugar Cane Growers' Co-operative Societies in the Darbhanga and Purnea Districts have also taken up this work.

To maintain the continuity of literacy gained at the centres a fortnightly news-sheet "Roshni" was first published on the 1st December 1938. From March 1938, one column has been reserved for the new literates' articles. At present 30,000 copies are being printed but the supply is too inadequate in view of the growing demand for it.

The Government have planned to start 4,000 Village Libraries each consisting of 200 Hindi and Urdu booklets on topics of importance to the villager in his daily life. A graded series of Readers are being supplied to the Literacy Centres to keep up their literacy.

The campaign has been carried on so far with the assistance of the existing inspecting staff of the Education Department and every one has worked without any remuneration. The Secretary of the Committee (Prof. B. B. Mukherjee) carried on this work from March 1938 to 4th January 1939 in addition to his work in the College. To establish closer contact with the work in the Districts and co-ordinate and stimulate the activities there, he was placed on deputation for six months.

Progress of Literacy Movement.

Quarter ending. 1	No. of Centres. 2	No. under instruction. 3
30th June 1938	10,216	1,57,296
30th September 1938	6,821	3,31,442
31st December 1938	9,538	2,08,922
31st March 1939	14,259	3,18,737
30th June 1939	13,768	4,35,107

Results of Literacy work.

No. made Literate.

First Phase—

(May 1938—September 1938) 3,00,000

Second Phase—

(October 1938—June 1939 4,16,047

7,16,047

CENTRAL PROVINCES AND BERAR.

It is recognized on all hands that the problem of such a magnitude as removal of illiteracy has to be undertaken mainly through the agency of local bodies and private organizations. A provision of Rs. 2,000 per annum has been made by the Provincial Government for the establishment of 50 adult schools. Thirty-five such schools have been so far opened by the various local bodies. The total enrolment in these 35 schools was 752 with an average total attendance of 486. It is evident that much has yet to be achieved in this direction. Government recognizes the necessity for strenuous efforts towards making these adult schools a success.

Forty-four village libraries—roughly two in each district—which circulate in rural areas adjoining the main centres have also been opened by Government through the agency of the local bodies. The District Educational authorities report that these libraries are doing useful work on the whole towards promotion of adult literacy. Financial assistance for the maintenance of these circulating libraries is provided by Government.

Efforts in this direction are also made by heads of educational institutions and other non-official agencies. Their work necessarily is restricted to particular areas of their choice. Government is aware that steps to co-ordinate all activities in the field of adult education have to be taken but this must await till the financial position of the Province improves.

ASSAM.

So far very little practical work has been done in this province; but the Government realize that if the adult illiterates, over 9 millions in number, are made literate, it would be easier to carry out with their active support plans of all round development in the country. With this aim in view, the Government appointed a Mass Literacy Officer to report on the matter. The scheme outlined by that officer is now under consideration, and endeavours will be made to give effect to it subject to suitable modifications. The main outlines of the scheme are as follows:—

The aim of the movement is not only to make the illiterates read and write but also to promote their mental and material welfare; hence the work will be divided into two parts, *viz.*,

- (1) An elementary course, better described as pre-literacy course; and
- (2) A post-literacy course.

The pre-literacy course will consist of teaching the adult illiterates reading, writing and elementary arithmetic. Primers for this have already been prepared with the aid of experts. This course will also include (a) talks and yarns in simple language on various useful subjects and on those dealing with the requirements for leading a happy and healthy peaceful life, (b) a general knowledge of geography with special reference to the Province, and (c) simple acquaintance with the social, economic and civic relations and problems and their betterment. Class routine will be so arranged that it includes talks on useful subjects for 15 to 20 minutes each day by leading men of the area. Occasionally Nam, Kirtan, Kathakatas, Milad Sarif, etc., may be held to attract the adults and retain their interest. The classes will ordinarily be held at night; but they may also be held at any other time convenient to the teachers and the taught. All adult illiterates over the age of 15 will be persuaded to attend. Each pre-literacy course will be of four months' duration, and there will be three such terms in a year, *viz.*, January-April, May-August, September-December. Each batch of pupils will, if possible, consist of at least 20 to 25 adults. When a teacher feels that his pupils are literate, they will be given test cards to complete, and these cards will be examined by suitable examiners for being marked 'Passed' or 'Failed'.

Post-literacy work will be introduced after four months of pre-literacy work in a Centre and the pre-literacy work will then be shifted to another newly started Centre. For post-literacy work, Readers and other literature

will be supplied which will not only enable the adults to have greater proficiency in reading but also widen their mental outlook and make them better citizens. Efforts will be made to introduce among other things the following:—

- (i) Circulating libraries;
- (ii) Lantern lectures by experts of the different nation-building Departments;
- (iii) Publication of news-sheets; and
- (iv) Educational exhibitions, etc.

Volunteer workers for teaching will be trained. In the first instance Deputy and Sub-Inspectors of Schools will receive a course of training from the Inspectors of Schools at Sylhet, Gauhati and Jorhat, and these will, in turn impart the training to others. The teachers and volunteers employed in the campaign will be given an honorarium for each adult illiterate made literate.

For inaugurating and directing the campaign, it is proposed that the following Committees should be organized:—

- (1) A Central Committee,
- (2) Sub-divisional and Municipal Committees in each Sub-division and Municipality, and
- (3) Local Committees.

The Central Committee will consist of officials of the Education Department and non-officials of both valleys. Its functions will be to co-ordinate work at the various literacy Centres and generally supervise the campaign. This Committee will also fix the number of Centres to be opened in each Sub-division or Municipality.

The Sub-divisional and Municipal Committees will consist of the Chairmen and other prominent members of the local body, the local educational officers, prominent M. L. As. and representatives of the public. The Deputy Inspectors of Schools will be the Secretaries. Their main functions will be the organization of local Centres, carrying out propaganda, raising of funds, co-ordinating work in the Centres under them, and maintaining the necessary records. These Committees will also fix the local Centres, allotted to their divisions, depending on the number of illiterates in the area, the extent of available local support and the ability of the teacher and his influence in the locality.

Each local Centre will have a local Committee consisting of the leading people of the locality and the neighbourhood and the village Pandits. The functions of this Committee will be to assist in organizing the work at the local Centre, making a survey of the illiterates in the area, inducing them to attend the classes, collecting funds and maintaining records.

Each literacy Centre will be given Rs. 10 for its expenses for the year, and Primers and other literature will be given free to the Sub-divisional and Municipal Committees. The slates of the day scholars will be used whenever possible or the local Centre will provide them from the local contributions.

Any students or private associations intending to take up literacy work should inform the Secretary of the appropriate Sub-divisional or Municipal

Committee about their constitution, management, etc., and on the recommendation of the Secretary, the associations will be recognized. The Central Committee will then lend them primers and charts at reduced rates and also sanction small grants-in-aid if funds are available.

Colleges and schools in the Province are expected to start literacy work with the aid of their students. Tea garden concerns, Oil companies, Mills, Factories, etc., are also expected to take up the work and finance it and pay for the primers and charts. It is also suggested that literacy work should be undertaken in all jails in the Province. The Provincial Literacy Committee will supply the necessary primers and charts.

It is also proposed that literacy work among women should be restricted in the beginning to towns and selected villages only where there will be a sufficient number of lady volunteers to undertake the work and proper accommodation to hold the classes. Classes should be held from 1 to 3 p.m. or at any other suitable time, and attempts should be made to start local ladies' Committees or existing Ladies' Associations to supervise and organize the Centres.

SIND.

A widespread campaign for adult literacy has been launched in this Province from the 1st May 1939. The following are some of the measures which have been adopted or are proposed for achieving this end:—

- (i) A census of adult illiterates in the Province;
- (ii) preparing a special teaching process suited to the mind and mood of the adult;
- (iii) preliminary propaganda to popularize the campaign among the masses by meetings, songs, speeches, processions, dramas, etc., collection of funds, enlistment of volunteers;
- (iv) preparing a plan of "post-literacy" work or a "follow on" scheme which should prevent relapse into illiteracy and consolidate the gains of the first short-duration campaign; and
- (v) setting up a permanent Literacy Board for more systematic and continuous organization of this work.

NORTH-WEST FRONTIER PROVINCE.

Night schools for adults have been opened and attached to the district board primary and middle schools in many places in the Province. In all these schools the district board teachers are working. In certain villages adult schools have been started and worked by Khudai Khidmatgar Volunteers while some night schools have been started and financed by the Rover Executive of Peshawar. Last year a considerable amount of work was done throughout the Province for the education of the adults and a large number of district board teachers and other volunteers worked at night in night schools and tried to teach the 3 R's. to the adults. With a view to giving greater impetus to adult education in the Province the Government has provided Rs. 6,000 in the current year's budget for the purpose. The Government is very keen for the removal of illiteracy. The Hon'ble Minister for Education is going to convene a conference of officials and non-officials on 7th May to discuss the measures to be adopted for the promotion of adult education and to devise a Province-wide scheme for conferring literacy on as many adults as possible.

ORISSA.

Towards the close of 1938-39 Government decided to launch a campaign against illiteracy in Orissa, which is as high as 94 per cent. In order that effective steps can be taken, they also decided that it is essential to secure the co-operation not only of all welfare societies working in the province but also of young students, boys and girls who can spend their time in imparting literacy in villages when they go home during vacations and also during their spare time when the institutions are in session.

Early this year Dr. Laubach who has been responsible for a campaign against illiteracy in the Phillipine Islands came to Cuttack, and his presence was utilized in getting ready charts and primers which would be necessary for the teaching of illiterates. During his short stay here he instructed a few teachers in the method of teaching. With the help of these teachers a training class was started at Cuttack for acquainting workers with the rapid method of teaching illiterates and workers were sent out to the interior of the province to acquaint the officers of the Education Department with this method. An outline of the method has been printed in English and Oriya and has been given wide publicity. Other methods of teaching illiterates have been devised by enthusiastic workers, and no bar has been placed upon utilizing such methods also.

All the welfare societies in the province were then approached with a view to include the promotion of literacy as one of their objects, and heads of colleges and schools were asked to enrol volunteers in sufficient numbers for the purpose. The response from the welfare societies has been encouraging, and over 500 student-workers, boys and girls, worked in their villages during the last summer vacation and succeeded in turning 1,500 men and women into literates. The Hon'ble Minister for Education was pleased to issue certificates signed by himself in recognition of their work.

While all the welfare societies have taken up the work in earnest it is worth while mentioning that the Gandhi Seva Sangha is carrying on work in 39 centres in one Police Station in district Cuttack. The Universal Education Committee at Tangi (Cuttack) under the guidance of a worker of the Servants of India Society is reported to have roused the neighbouring villages and to have attracted a large number of adult illiterates to literacy centres. Literacy work was also organized in the refugee camp at Angul.

The local bodies have also taken up the question. The Cuttack Municipality has recently formed a strong Committee for the organization of a literacy campaign in the whole area of the town. As regards education of adult illiterate women, several centres have been opened in various parts of the province. The Cuttack Women Teachers' Association have grouped themselves to start a project for mass literacy work. Three girls' schools have opened centres in various parts of the town of Cuttack to teach adult illiterate women. There are now in the province 1,168 centres at work and 27,979 adults are under instruction.

In order to organize the work on a provincial basis Government have appointed a Provincial Mass Literacy Committee. They met in August 1939 and have drawn up a comprehensive scheme of campaign. They also decided to organize a Literacy Day throughout the province on the 5th October with a view to give an impetus to workers in different parts of the

province. Government have sanctioned Rs. 5,000 towards expenses in the centres now at work in addition to Rs. 12,000 for printing the necessary charts and primers.

Charts and Readers have been printed and are being distributed to literacy centres in Orissa at a nominal price of one pice per set.

DELHI.

There are 19 adult schools in the Delhi Province. 15 schools are run by the District Board, 2 by the Notified Area Committee; one by the Delhi Municipal Committee and one by the Government. The last named constitutes the evening classes attached to the Government Commercial Institute, Delhi. The total strength of adults receiving instruction in these schools stands at 269. Rules governing the adult schools run by the District Board are as follows:—

1. The following registers shall be maintained in an adult school, just as in a day school. Plain registers shall be supplied which should be ruled before use after the manner of those used in the day school.

1. Attendance register.
2. Admission register.
3. Income and expenditure register.
4. Acquittance roll.
5. A Log Book.

2. Equipment and furniture of the day school shall be used for the adult school. Each school shall be supplied with 20 *takhties*, two slates, 20 readers and one steel trunk for depositing the material.

3. There shall be no separate allotment for contingencies for adult schools. Cost of all reed-pens, slate pencils, ink and clay for *takhties*, calculated on average attendance of the previous month shall be given on the following scale on receipt of a bill supported by vouchers:—

Average Attendance.	Lanterns.	Cost of oil.			Teachers' Allowance.		
		Rs.	a.	p.	Rs.	a.	p.
(a) 10	1	2	0	0	4	0	0 p. m.
(b) 15	2	2	8	0	6	0	0 p. m.
(c) 25	3	5	0	0	8	0	0 p. m.

In addition to lanterns one hanging lamp shall be supplied to each school.

4. No scholar below 16 years of age shall be admitted unless he is prevented from attending a day school on account of earning his livelihood during the day time. Each such admission will be made with the special permission of the District Inspector of Schools.

5. In the winter season the school time will ordinarily be from 7 P.M. to 9 P.M. and during the summer from 8 P.M. to 10 P.M.

6. Appointment of adult teachers shall be made by the District Inspector of Schools.

7. The medium of instruction shall be Urdu or Hindi just as the scholars desire. The subject of instruction shall be reading, writing and arithmetic, and all students will be required to finish the primary course in these subjects. Special stress will be laid on mental arithmetic.

8. No tuition fee shall be levied. A school with less than 10 scholars shall not be considered an adult school.

9. The pay and contingent bills (with vouchers) of an adult school shall be submitted separately from those of the day school. A monthly statement showing number on roll and average attendance should be sent along with the bills.

10. The same holidays and vacations shall be observed in an adult school as in the day school, *i.e.*, the adult school shall remain closed on Sunday while it will work as usual on Saturday. The adult school shall not be closed on a half holiday. All adult schools shall remain closed throughout October as well.

Some months back the Central Officers Board took up the question of adult education, and a definite scheme on Adult Education proposed by Mr. Mohd. Yusuf Ali Khan was under consideration. No final decision on the scheme has so far been arrived at by the Central Officers Board, and the Adult Schools continue to be run under the old scheme as described above.

The adult schools are probably no more efficient than those established elsewhere, and it is doubtful whether satisfactory results can be achieved without the appointment of a special staff to supervise adult schools.

AJMER-MERWARA.

Adult schools are generally primary schools held at night. Such schools are run by private bodies in urban as well as in rural areas. There is one Adult School run by the Municipality of Beawar. Another Adult School is aided by the Nasirabad Cantonment Board. In Ajmer city, there are no adult schools recognized by the Department. The Municipality would do well to take the initiative and start such schools in different quarters, especially in those inhabited by daily labourers. The number of Adult Night Schools managed by the Co-operative Credit Societies in the district was 12 with an enrolment of 213 scholars. Numbers have not much improved, although the teaching is gradually gaining in efficiency. A few adults from these schools appeared for the departmental Upper Primary examination for boys.

A scheme of studies has now been prepared, after careful consideration of the system obtaining in the United Provinces and the Punjab. The new curriculum is on the lines of boys' primary school course. Although such a scheme is not ideal for the education of adults yet in the absence of a regular and well thought out system of adult education it must serve for the present. About the close of the year, the question of maintaining adult schools was taken up by the District Board. So far these schools were managed by the Co-operative Credit Societies at the cost of the District Board. The District Board demanded that the co-operative societies as managers of these schools should meet half the cost of running them, which the latter refused to do. Consequently, it was decided to hand over the management of adult schools to the Education Department, and these schools will in future be managed by the Department at the cost of the District Board.

HYDERABAD.

On the initiative of the Education Department, the Adult education movement was started in the Hyderabad State with the establishment of three night schools under private agency in the City of Hyderabad in 1925-26. Four years later the movement was extended to the districts. There were at the end of October 1938, 47 Adult Schools in the State with an aggregate strength of 1,556. Of these institutions, 31 were Aided and 16 Recognized Unaided. The total expenditure on Adult Schools in 1937-38 was Rs. 8,524, out of which Rs. 2,596 were contributed by Government.

In 1933-34 Government sanctioned special Rules and Regulations as well as a special curriculum for Adult Schools. The curriculum, which was revised in 1938-39, is spread over a period of 18 months and is divided into three stages of instruction. It consists mainly of the 3 R's, but it is provided that apart from the regular course of studies in the mother-tongue and arithmetic, lectures should frequently be organized on subjects which are likely to prove attractive and instructive to adults. Another provision is that on the completion of the prescribed course of studies, the pupils may be examined by the Inspecting authorities and literacy certificates awarded to successful candidates.

Most of the Adult schools are held in Boys School buildings, instruction being given for two hours in the evening.

The progress of the movement has been slow because the public has not shown sufficient interest in it so far. Recently the Hyderabad Municipal Corporation has decided to open a Night School in each ward of the City of Hyderabad for municipal employees and others. The Education Department is also taking steps to stimulate private enterprise by offering more liberal grants-in-aid. The movement will receive further impetus when an Adult Education Committee consisting of officials and non-officials is constituted under the Board of Education on the inauguration of Constitutional Reforms in the State.

MYSORE.

There were 73 schools for adults on 31st March 1939, with an enrolment of 2,078. Classified according to languages there were 54 Kannada Schools, 17 Urdu Schools, 1 Telugu School and 1 Arabic School.

The question of Adult Schools is closely linked up with the problem of general literacy, but the aims, methods, content and conditions of work of such schools have to be different from those that obtained in the past.

An effort in the direction of disseminating useful information among adults is made by Mr. B. M. Sivaramaiya, First Grade Pleader, Nanjangud. He visited 142 places during the year and delivered 193 lectures on the following subjects:—

1. Honey and Wax.
2. Japan and its people.
3. What is Science.
4. Migration of Plants.
5. Earthquakes.
6. Air Travel.

7. The World of Energy.
8. Balloons and Aeroplanes.
9. Talkies.
10. The Work of Volcanoes.
11. The Atmosphere.
12. Sericulture.
13. Conquest of the Air.
14. Life and Science.
15. Body movement and Body control.
16. Heat and Temperature.
17. Health and Temperature.
18. The Plant Life.

These lectures were non-technical in character, so as to appeal to the masses and were greatly appreciated by the public.

Adult Education for women.

There is also a special institution for the education of adult women called "The Vocational Institute for Women" in Mysore, which is a Government Aided one serving the educational needs of adult women in the State, teaching vocational subjects particularly suited to Women's natural sphere of activities. The Institute is under the guidance of a committee appointed by Government consisting of official and non-official members. The aim of this institution is primarily to help poor women, who through poverty or other circumstances are forced to discontinue their studies and learn an art by which they can earn an honest living. In addition to needle-work in all its several branches, Fancy work and Embroidery and Weaving, the Institute also trains pupils in Domestic Science such as Cooking, House-keeping, Sanitation and Hygiene. Literary education is also given to further their cultural knowledge. The course of instruction covers a period of 2 years.

Provision has also been made for a hostel in the premises of the Institute, where lodging and boarding are given for about 30 free boarders who happen to be very poor, under the direct supervision of the Superintendent and a Resident Matron.

Provision has also been made to board and teach those women who are in a position to pay fees and for women coming from outside the State. A nominal fee of Rs. 8 per mensem is charged.

The Institute has a strength of 61 distributed as follows:—

Day Scholars	20
Free Boarders	25
Paying boarders	8
Deaf pupils	8
	8
Total	61

BARODA.

Primary education is free and compulsory in the State. Village libraries exist in most villages having primary schools. The travelling libraries serve the needs of areas that are not yet served by schools or libraries.

Compulsory primary education has been in force in Baroda since 1906. The literacy figures for the State not being as satisfactory as might be expected, the Government of Baroda directed the Education Department to launch a sustained campaign all over the State for the teaching of adults.

Work began in June 1939. In villages, elementary school teachers form the main agency through whom adult instruction is given. In towns voluntary agencies are forthcoming to supplement the efforts of the teachers. Special classes are organized for women. Tuition and school buildings are made available free of charge, and contingency grants are also given by the State at centres where public help is not forthcoming.

At present nearly 800 classes are working in the State with an attendance of more than 12,000 adults. New classes continue to be opened. Many of the classes are run by School teachers after school hours, and voluntary assistance is also forthcoming.

It is too early to pronounce an opinion on the working of the scheme, which is being closely supervised by the inspecting staff.

TRAVANCORE.*Night Schools:*

About fifteen years ago, the Education Department made rules for the organization and working of night schools by private agencies with the help of grants-in-aid from the Department. Persons of either sex who are above 16 years of age may be admitted as pupils, and a class in a night school should consist of not less than 20 and not more than 40 pupils. There should be a minimum of 100 school days in the year, and instruction should be given for not less than 2 and not more than 3 hours between 7 and 10 P.M. The scheme of work in night schools should be prepared with a view to cover the course in two years. Simple lessons in the 3 R's, stories of historical interest, and elementary lessons on Hygiene and First Aid should form the subjects of study in night schools. The Department gives a grant of Rs. 5 per mensem to a teacher in a night school who holds no other employment and Rs. 3 per mensem to a teacher who has also work in day school. Grant is also paid towards lighting charges, at the rate of Re. 1 per calendar month.

A considerable number of night schools was started; but after the first spell of enthusiasm, they began to decline. Several night schools have since been closed down or their recognition was withdrawn owing to unsatisfactory working. On the whole, experience shows, as in other parts of India, that aided night schools, organized in the same manner as ordinary primary schools, must lead to irregular working and in many cases to the existence of bogus institutions. It will be more satisfactory to attach adult education classes to suitable schools for general education, under conditions which will ensure that the adult classes will be run regularly and efficiently.

The Library Movement:

The Department of Education has steadily encouraged the growth of urban and rural libraries and reading rooms and has given annual grants towards their maintenance. When funds permitted, building grants and furniture grants have also been awarded. There are at present nearly 40 urban and rural libraries run by private agencies and recognized and aided by the Department. About 4 years ago a more comprehensive Rural Libraries Scheme was initiated directly under the management and control of the Department. Suitable departmental primary schools in predominantly rural areas, where library facilities did not then exist, were selected, and in each of these schools a rural library and reading room was established. The headmaster of the school serves as the honorary librarian, and is assisted by a local committee of three men nominated by the headmaster. He gets a monthly allowance of Rs. 3 for this work. The library and reading room is kept open between 5 and 7 P.M. during working days and between 8 and 11 A.M. and 3 and 7 P.M. during holidays, including Sundays. Each library is supplied with 1 almirah, 1 long table, 3 benches with backs and 1 or 2 lamps. A list of books suitable for rural areas is carefully prepared and supplied to each library. One or two newspapers and magazines selected by the Department have also been supplied. The use of the library and reading room is free to the men and women of the locality. This scheme, which was introduced only four years ago, has been successful beyond expectation, and the service provided by the rural libraries, which is both cheap and efficient, is greatly appreciated in the rural areas. There are at present about 80 such libraries in the State, and the cost of maintaining them is about Rs. 30,000 a year. There is insistent demand for the starting of more of such libraries and reading rooms in rural areas where they do not exist at present.

The Trivandrum Public Library, which is under the management and control of the University of Travancore, has not only a general reading room which is freely accessible to all and is very popular, but also provides for affiliation of mofussil libraries under certain conditions. For payment of a small fee per year, mofussil libraries receive, through the State Transport Service, a loan of 20 volumes per mensem from the central library, the transport charges to and fro of the parcels being borne by the University.

The University is also proposing to start short courses of extension lectures in Malayalam and Tamil on various subjects of general interest.

JAMMU AND KASHMIR.

The Government of Jammu and Kashmir appointed an Educational Reorganization Committee in 1938 to survey the existing facilities for education available in the State, to suggest measures for extending these facilities and to suggest such modifications in the system of education as might bring it into closer touch with the requirements of the present social and economic conditions of the country. One of the main recommendations of this committee was the provision of opportunities for Adult education for the masses.

The Government accepted and almost immediately acted on this recommendation, sanctioned the scheme put up by the Education Department and provided requisite funds. The scheme was formally launched on the first day of the last financial year, *i.e.*, about the middle of October 1938.

It has thus completed the first year of its existence and has now entered upon its second year. As was inevitable, the details of the scheme and its actual organization were carried out according to the special conditions prevailing in the State, and they have been gradually extended and in certain particulars, amended in the light of the practical experience gained. In a scheme which ultimately involves the education of nearly 36 lakhs of people, of whom at least one half might safely be considered to fall into an age group which is educable, there are two possible lines of approach. One possibility is to set up an organization of teachers and supervisors working independently of the existing educational institutions. This would require very large funds, and Government cannot possibly afford to spare them at a time when other equally important schemes of primary, secondary and technical education await its attention. Another possibility is the utilization of the existing machinery of the Government and the services of other private organizations and individuals in the cause of adult education. The Government of Kashmir has adopted the latter course. It placed the responsibility for adult literacy, so far as Government Departments are concerned, upon the departments of Education, Cooperation, Rural Development and Panchayat and Revenue, defining their spheres of work. There are about 1100 primary and more than 125 secondary schools for boys in the State. All these institutions have been directed to open centres for adult literacy. The Primary schools are expected to maintain one centre each and secondary schools two centres each with a reasonable enrolment. The Cooperative Department controls about 3500 credit societies spread over the whole State. In localities where there are cooperative societies and no schools, these societies are expected to open their own adult education centres. The Rural Uplift and Panchayat Department is gradually organizing Panchayats, and the duty of imparting adult education in villages not served by the Education or the Cooperative Societies has been placed on these panchayats. The Revenue Department is expected to provide some necessary facilities like light or accommodation to the adult centres wherever they exist and to organize such centres under its own auspices in places where no other department has started centres.

It has not been possible yet to open the full number of centres contemplated under this scheme. In the Education Department most of the schools have actually been running their centres. Other departments have not however so far been able to open the number of centres expected of them. The movement, however, is growing stronger, and the interest taken in the work by some of the officers of these departments and the public holds out the hope that the present year will see the scheme in full swing.

The Government has also directed that all its illiterate employees should, within a specified period, acquire literacy, and some of the departments have notified that penalties will be imposed on those who fail to do so. The various departments have provided facilities for the education of their own employees or directed them to avail of the facilities available in the centres opened for the general public. The Revenue Department has directed that all village officers like Zaildars, Numberdars, and Chowkidars should acquire literacy. The Police Department have arranged special centres wherever the number of illiterate constables is adequate, and the Education Department provides teachers for them. In other places constables attend centres functioning for the general public. The Sericulture Department in Jammu was the first to organize educational facilities for its

operatives, and to-day practically the whole labour employed by it is literate. The Sericulture Department in Kashmir has recently arranged similar facilities for its labour, and about 1500 operatives are receiving instruction in the premises during the factory hours. Both in Kashmir and Jammu the teaching is conducted by the Sericulture staff under the guidance of the officers of the Adult Education Department. The Forest Department has under consideration a scheme for the labourers working under Forest contractors. Similarly the Public Works Department is considering a scheme for the education of the labourers engaged on major works, which engage labourers for a number of months continuously. The scheme for the education of jail population, both warders and prisoners, is under the consideration of the Government.

Private organizations and individuals have also been appealed to help in the cause. It is gratifying that the response is encouraging, and more and more people are interesting themselves in this work. During the Exhibition celebrations in Srinagar city last October, an adult literacy day was organized, and the anniversary of the inauguration of Adult Education was celebrated throughout the State on 17th October 1939. On both these occasions thousands of literate people were persuaded to sign pledges agreeing to educate at least one illiterate adult in the course of the year. College and school students have been specially appealed to and are doing useful work. The former have started their own centres some of which are doing very well indeed. The latter have been mobilized under their own school teachers to work for literacy among women in their own homes. The general percentage of literacy in the State is low but it is much more so in the case of women. There is a dearth of educated women workers who might be persuaded to work among their illiterate fellow women. Add to this the fact that it is by no means easy to persuade illiterate women to collect at centres, and the difficulty of successful drive in favour of adult literacy among women becomes apparent. It is a matter of pleasure, however, that fairly satisfactory results have been achieved in the city of Jammu by women teachers and other volunteers. But an approach to women's literacy on a satisfactory scale throughout the State can at present be made mainly through schoolboys. The teachers have been directed to organize and supervise this work so that the claims of women's literacy may not be relegated to a position of secondary importance.

Government have provided funds for the distribution of reading material to adults, under instruction. The department published and distributed 56,000 books for free distribution last year.

A necessary corollary to the imparting of literacy is the provision of means for maintaining and improving it, so that the real purpose of mass education might be fulfilled namely the creation of a healthy desire and the capacity for the proper use of leisure and the extension of the sphere of their knowledge and interests. With this object the Government has established 125 libraries in the last year and sanctioned another 125 libraries in the budget for 1939-40. These libraries are located mostly in rural areas and are supplied with suitable and easy books likely to cater for all tastes. The librarians, who are mostly village school teachers, are paid a small monthly allowance and are expected not only to issue and recover books but also to organize supervised study groups for the benefit of such literates as may not be able to read books independently. On holidays the librarians must visit the neighbouring villages and in addition to their duties, as specified above, give talks to villagers on problems of

health, sanitation, agriculture and also to read from books, so as to inspire in the villagers a desire to acquire literacy for themselves.

An intensive campaign of literacy has, by way of experiment, been initiated in the town of Anantnag in Kashmir Province. The objective is to increase literacy among men to 60% and among women to 35% in the course of the year. Special facilities have been provided, and the co-operation of both officials and non-officials secured for realizing this objective. It is proposed to extend similar schemes to other towns in the State where favourable circumstances exist. It is hoped that the success achieved in these towns would prove a stimulus not only to other towns but also to villages in the neighbourhood and thus accelerate the pace of educational extension as a whole.

The work of supervision of adult literacy centres has been distributed among the officers of the various nation-building departments of the State. They have also been empowered to test the adults and certify them as literates. Their work has been facilitated by a standardized inspection form devised to help them in looking into and noting down relevant facts in regard to the centres visited. Workers at the literacy centres are entitled to an honorarium. Last year this was fixed at Re. 1 per illiterate certified to have been given literacy subject to a maximum of Rs. 20 for a Government servant and Rs. 30 for a private voluntary worker in one year.

Adults turned literate are awarded literacy certificates. The minimum standard entitling an adult to the award of a literacy certificate is reading and understanding the meaning of a paragraph in easy language, the writing of a letter or a passage to dictation and the practical manipulation of the first four compound rules in Arithmetic with reference to small sums of money. Literacy may be acquired in any one of the four languages prescribed—Urdu, Hindi, Gurmukhi and Bodhi.

Local bodies like Municipal and Town Area Committees have been made responsible for the provision of funds for expenses on light at centres situated in their jurisdiction.

APPENDIX III.

Speech by the Hon'ble Dr. Syed Mahmud, Chairman of the Adult Education Committee.

Gentlemen, we are assembled here to discuss the momentous question of educating the millions of our illiterate brethren. I need hardly emphasize the importance of Adult Education as a foundation on which must be based the development of the social, economic and political life of this ancient land of ours. As long as the masses remain steeped in illiteracy and ignorance, the economic and social upbuilding of the nation will remain a pious dream. "The liquidation of illiteracy" in the words of Lenin, "is not a political problem; it is a condition without which it is impossible to speak of politics. An illiterate man is outside of politics, and before he can be brought in he must first be taught the alphabet. Without this there can be no politics—only rumours, gossip, tales, superstitions." Realizing this, almost every province and several States during the past year have launched experiments in Adult Education, and the time has now come to take stock of the progress made and compare notes with a view to formulate plans for the promotion of this great movement on a nation-wide basis.

It is essential that we should keep before us the aims and objectives of the Adult Education Movement. In Western countries, Adult Education aims at extending and expanding the minimum school education received by the labourers and farmers; but in a country like India with her extremely low percentage of literacy and her backward socio-economic organization the objectives of this movement should be (1) to teach the illiterate adult the three R's, and (2) to impart knowledge closely correlated to his working life and give him a grounding in citizenship. These two aspects are closely interconnected as mere literacy without the broader aspects of education would not equip him to lead a better and fuller life and no sound adult education is feasible without a minimum of literacy. It is essential that these two processes should be carried on simultaneously as to a large extent they are complementary to one another.

No Government can make any appreciable headway with its schemes for the promotion of the socio-economic welfare of its people unless the people are prepared to meet the Government halfway and offer it responsive co-operation. The efforts of the Nation-building Departments will succeed and their results be maximized only when the people are able to appreciate intelligently and execute in practice the suggestions made by them. This responsive co-operation is only feasible when the people possess some amount of education. No Government can afford today to be blind to the imperative need of the expansion of primary education; but for the speeding up of the tempo of the progress of the education of boys and girls a sympathetic atmosphere and the helpful co-operation of the parents is an urgent necessity, and this cannot be achieved unless and until the parents themselves realize the importance of education. Thus adult education is no less important for the expansion and completion of our programme of primary education.

Permit me, gentlemen, to place before you some aspects of the problem in the light of the work done and the experience gained in the working of the movement in my Province for over one year.

In Bihar we have an illiterate adult population of about $1\frac{1}{2}$ crores consisting of about 67 lakhs men and 80 lakhs women. The problem of educating this huge population through paid agency was well-nigh impossible of solution having regard to our financial resources. Hence I was reduced to the necessity of appealing to the spirit of social service of my educated countrymen and of mobilizing them for this purpose on voluntary basis. I am glad to say that my appeal met with very encouraging response. The campaign was launched on the 26th April 1938 and up to the end of June 1939 it is estimated that no less than 6 lakhs of people have become literate. The magnitude of the voluntary effort may be gauged from the fact that as many as 14,259 Literacy Centres are at work conducted by 15,926 volunteer workers. In December 1938 in addition to the general work all over the Province we started an intensive campaign in two Sub-divisions and one Thana in each District as a result of which 4000 villages have become literate.

For the first six months of the campaign, in which as many as 3 lakhs were made literate, the movement did not cost a single farthing to the Provincial Exchequer but later on the movement grew in volume and complexity so much that to meet the incidental expenses on charts, books, slates, oil, lanterns and supervision, the Government gave a grant of Rs. 80,000 for the remaining six months of the financial year. A small honorarium at the rate of five annas per every adult made literate was paid to needy workers to meet their out-of-pocket expenses. This year the Government have given a grant of Rs. 2 lakhs to meet similar expenses of this movement which is steadily expanding. One of the most striking features of our work has been the organization of literacy centres in the jails where over 33,000 prisoners have become literate, and I am glad to note that this has brought about a healthy transformation in their outlook on life. Another equally interesting development has been that the Police Department also co-operated wholeheartedly in the promotion of this campaign and over 22,000 Village Chaukidars have become literate.

Among the main difficulties which have to be faced in Adult Education, the most formidable is the unwillingness of the adult pupil to attend. His apathy is partly due to the inertia of ages and lack of self-confidence, and it is no less due to the fact that his experience of the result of the present system of education is not a happy one. He sees around him that the present educational system, divorced as it is from real life and its needs, has produced a large army of people suitable for nothing else excepting the services and professions. He finds that education has made no farmer a better farmer and no artisan a better artisan, hence he fights shy of education in any form. Besides this, the present system of education has discouraged manual labour. The farmer is, therefore, afraid that education might vitiate his outlook.

The extreme poverty of the masses has generated in them a fatalistic attitude and has stifled their desire for self-improvement. Hence they look to everything in the terms of Rupees, annas and pies. If we can demonstrate to them that adult education will enable an artisan to earn more by increasing his efficiency, give employment to the unemployed and under-employed people in villages by teaching them any art or craft or will enable a farmer to grow two blades of wheat in place of one or secure for him a portion of the profits which go to the middleman in the process of marketing, all difficulties will vanish, for the illiterate adult is not blind to his

self-interest. The real problem, therefore, is to develop the Adult Education Movement in such a way as to make it helpful in increasing the earning capacity of the illiterate population and making them better citizens.

The amount of time which the adult can devote to the acquisition of knowledge is so limited that the methods of instruction must be rapid in result and suited to his mental level. It is a mistake to try to apply to Adult Education the methods and ideas pertaining to day schools as owing to the peculiar requirements and circumstances of the illiterate adults the system of Adult Education must be fashioned on new lines. Their periods of leisure not being the same it may not be possible at all in every case to get the adults together in a class every evening and teach them there. It may be necessary to teach them in the fields, in the grazing ground, at the threshing floor, or in the market place and possibly in their homes at all hours of the day and night convenient to them.

It is a common experience that industrial labourers in all seasons, and agricultural workers in summer in particular spend their evening in the liquor shops in drinking, and it is difficult to persuade them to attend the Literacy Classes. With the gradual expansion of prohibition all over the country, I have no doubt that attendance at the Literacy Classes will improve and the leisure of the illiterates will be spent in fruitful endeavour. It may thus be expected that while prohibition will help in the spread of literacy, literacy in its turn will ensure the success of prohibition. Success of any scheme of Adult Education depends to a large extent on the ability and enthusiasm of those who undertake to teach the illiterates. Proper training in the technique of adult education is therefore essential and as a preparation to the speeding up of the progress of Adult Education, the training of literacy teachers should be taken in hand and training schools started for this purpose. The Day School teachers also should be asked to join these classes and equip themselves for adult education just as they join classes for instruction in First Aid, Scouting, etc.

Very great attention should be paid to the preparation of literature suitable for Literacy Classes as the subject matter and method of exposition found in existing books for children will be of little use to adults. Besides this, the gap which exists between the spoken language and the literacy language has to be bridged. Graded series of books are therefore a necessity.

During the past year in many provinces we have seen how enthusiastically the student community has taken to the spread of adult education. It is needless to emphasize that we should harness the unbounded enthusiasm and desire for social service of our young men and make them active missionaries in the cause of the spread of enlightenment among the masses. Hence it has to be considered what help the Universities can give us in this direction. I would suggest that social service should be made compulsory for students instead of treating it merely as an extra-curricular activity. The University should impose a condition that no student would be eligible for any diploma or certificate unless he has put in some amount of actual approved social service. Besides this, it is necessary to make the study of the methods of social service a subject for instruction in our Universities. I would further ask the Government and all employers of labour to make it a rule that no illiterate person should be given employment in any capacity and even if illiterate persons have to

be employed in some cases the employers may be called upon to see that they acquire literacy within six months on pain of being discharged. Similarly, in the case of those who are already in employment, they should be given six months' time to acquire literacy.

The cost of providing a special machinery for adult education is out of the question in view of the present financial position of the Provinces; hence the fullest use should be made of the existing machinery of the Government. Unquestionably the staff of the Education Department will have to play a significant role in this movement, and it would be desirable to utilize the services of the Nation-building Departments as auxiliaries in this work. An important part of the work of the Agriculture, Industries, Public Health and Veterinary Departments consists of demonstrations and dissemination of new ideas and useful suggestions. If these Departments use the Adult Education classes as centres for their work, I have no doubt they would get much better results. The Police and Executive and other Departments are valuable allies in educating public opinion and rallying support for Adult Education. If all these Departments work in close co-ordination and mutual co-operation I have no doubt that the progress will be phenomenal.

Admittedly of greater importance than the spread of Adult Education among men is that among women. Mothers are the best teachers, and with the spread of education among women the problems of Primary Education will to a large extent be solved. The organization of Adult Education among women has its special difficulties. The purdah system stands in the way of grouping women for receiving instruction in classes. Then again the number of women teachers is extremely limited, but with this limited number a good deal of work can be done if they are properly trained.

Another important problem is to maintain the literacy acquired. Greatest care has therefore to be taken to ensure that the new literates do not relapse into illiteracy, hence provision should be made for the supply of the right type of literature for them. In Bihar, we are trying to keep up their habit of reading by the publication and supply of a fortnightly News sheet. This paper is calculated to satisfy the news hunger of the adult, and it has already proved very popular and the circulation of this paper exceeds 30,000. Another method is the organization of Village Libraries in every village. These libraries should contain a large number of small books written in a simple style on subjects of use to the villager in his everyday life. Properly organized, these libraries will be helpful in making the literacy of the adult permanent and in widening his mental outlook. In Bihar, we are starting 4000 Village Libraries in those villages which have been made literate. Each library will consist of 200 Hindi and Urdu books which have been priced at one pice each. I need hardly add that visual instruction and the radio also are admittedly most potent instruments in Adult Instruction.

As the Adult Education Movement is being developed in almost all the Provinces it is desirable that we should keep in view the necessity of promoting some uniformity in methods and organization, keeping in view the inevitable differences in local conditions. I feel that the Government of India should take the lead by forming a Central Bureau for Research into problems pertaining to Adult Education. The expert advice of this Bureau will no doubt be of great help to the workers in the Provinces.

Lastly I would refer to the financial aspect of the problem. It is true that the movement should retain its voluntary character, but adequate funds are urgently required for meeting the evergrowing incidental expenses. I am afraid that the financial position of the Provincial Governments is not such as would permit them to set apart large sums for this work. On the other hand, the Government of India holds the key to the finances of India and is in a position to help the Provinces.

May I not appeal to the Government of India to make a grant of one crore a year to the Provinces to enable them to prosecute the Adult Education Movement on a national scale and liquidate the illiteracy of the masses as quickly as possible?