

Educational (191 /) Department.

ORDINARY MS.

G.O., No.

611

DATED

1-9-1911.

[Despatch Abstract.]

Books and publications.

Requesting the Supdt.
Govt Press to include the name of
Prof Richard Schmidt, Professor of Sanskrit
and Indian Philology at the Münster
University, Germany, in the distribution
list of Mr. Thurston's "Castes and
Tribes of Southern India".

BACK PAPERS.

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

FURTHER PAPERS.

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

[S. & L.]
[27]
17-8-02

EDUCATIONAL DEPARTMENT.
LEGISLATIVE

NOTES.

[9.]
[12]

4,000-6-5-11

From Dr Richard Schmidt

Public DEPARTMENT.

Regd 7.8.11

SUBJECT:—



Minister of Germany,
Mehlenstrasse 39.

4380

PUBLIC

Sir,

I have just received, from the Madras Government Press, a letter in reply to my asking for a copy of Volumes I to VII of the "Castes and Tribes" by Thurston, and I am informed to address the Government for the book, if wanted free of cost. Provided that there are still copies at your disposal for gratis distribution, I should be very much indebted to you, if you were so kind to send me one copy.

I have the honour to be, Sir,

Your obedient servant

Dr Richard Schmidt,

Professor of Sanskrit and Indian Philology at the Münster University.

Call 17-5-0 at 12-5-0 a
Munster.

Pub No 4380-1

For the use.

4.8.11

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Ed. 40

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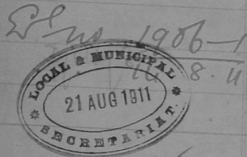
7/8/11

D^r. Richard Schmidt's letter may be forwarded to the Superintendent, Govt. Museum, w.o. for remarks as to whether the ^{former's} application for a copy of volumes I to VII of Mr. Thurston's "Castes and Tribes of Southern India" may be complied with.

PP
14-8-11

14-8-11

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S-G. M-no.

We do not know of any special reason why Prof. D^r. Richard Schmidt should receive a copy of the work in question gratis.

14-8-11

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14-8-11

For order whether Professor Schmidt's request for a copy of Mr. Thurston's "Castes & Tribes" Gratis may be rejected. Please see however in this connection, the remarks of the Honble Sir George Forbes' note on p. 2 of the notes to Govt. No. 483 E. dated 29th July 1909, in which the Govt. sanctioned the supply of this book free of cost to Mr. Rouse, Cambridge lectures in Sanskrit. D^r. Schmidt is Professor of Sanskrit and Indian Philosophy at the Münster University.

21-8-11

Before can² please let me if any spare copies are available. I propose so, but to print that - & not this

K

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S.L.C.M. 2057
Regd 24.8.11

11

C.

INDIAN TELEGRAPHS.

NOTICE.

This form must accompany any inquiry made respecting

Charges to pay.

Rs.

As.



Handed in at (Office of Origin.)	Hour.	Minute.	Service Instructions.	Words.
Madras W523	15	10	State	17

Ad 15/21

TO } Madras Educational
Ootacamund
137 Board 1250 unbound
sets Shurston's 7 Castes
in Stock
- Rasimus -

N. B.—The name of the Sender, if telegraphed, is written after the text.

Gulab Singh & Sons, Printers, Calcutta.

Submitted to the Secretary with reference to his query on the previous page.

Circled in Box No 3. 24-8-11

H.M. There are so many copies on hand that I think Professor Schmidt might have one.



has del him have a copy. Mrs. 21

20 Draft 20 19.11

NOTES.

Page 4

A draft order is submitted

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[fo. No. 611 mis. on 1-9-1911.]

READ AGAIN G.O., No. _____, dated _____ 191_____

" " " " , "

191

READ ALSO:—

C. No. 1906, From the Dr. Richard Schmidt, No. 191, dated 1906

münster, yw, Germany

39. Melchiorstrasse.

” ” ” ” ” ” 191

” ” ” ” ” ” ” 191

ORDER.

No. 611, dated 1. 9, 1911

The Superintendent, Govt. Press, will be requested to include the name of Dr. Richard Schmidt, Professor of Sanskrit and Indian Philosophy at the Münster University, Germany, in the distribution list of Mr. Thurston's "Castes and Tribes of Southern India" which was approved in G.O. No. 34 Etdy 18th January 1909.

and supply him with one copy of the

$$\begin{array}{r} 20 \\ 1-9 \cdot 11 \\ \hline 20 \\ 1-9 \cdot 11 \\ \hline \end{array}$$

To, the S. G. P. ✓
" S. G. M. ✓
Copy to Dr. Richard Schmid

Legislative Department.

H.M. A. Sir.

A draft letter on the Hon'ble Mr. Goldhale's Elementary Education Bill is circulated for approval. It is based upon the views of the majority of Hon'ble Members and is circulated in a very urgent cover in consequence of the telegram received from the Government of India to which on the return of the file from Government House I telegraphed in reply a promise to send the opinion of the Madras Government by the end of this week. For the convenience of Hon'ble Members and the Chief Secretary duplicate copies of the notes and draft are being separately circulated except to the Hon'ble Sir Murray Hamilton to whom the main file will go first.



Duplicate

for Hon'ble Mr. Krishnasami
Ayya

I have the misfortune to differ from the other members of the Council who have seen and in my position with reference to the question to which it has been subjected, but I remain substantially of the same opinion as held originally.

2. My hon. colleague would be prepared though without doubt as to the fact, to consent to the inclusion of municipal areas, but that regard the bill in its present form as a municipal area, but that regard the bill in its present form as a municipal area, but that regard the bill in its present form as a municipal area.

No. 1, EDUCATIONAL, AUGUST 1911.

I understand my Hon. colleague to be prepared to accept the Bill as regards municipalities, but not as to local board areas.

2. Mr. Gokhale has been subjected to two cross-fires. It has on the one hand been strenuously argued that the Act is certain to be a dead letter, and on the other that it will prove a source of political danger, as compulsion under the Act is likely to create political discontent. Before examining these two somewhat opposite lines of attack, it is perhaps desirable to consider the position with reference to the desirability of universal mass education and the possibility of achieving it under existing conditions.

3. I think it may be taken as axiomatic that universal mass education is the goal to be aimed at. Mr. Braithwaite would seem to be in danger of alienating the people from their ordinary avocations in life, especially the agricultural and working classes. Mr. Stone would seem to have a thinly veiled sympathy for that view. Mr. Braithwaite seems to regard the lines on which primary education has been developed in western countries as a mistake which India should avoid. I think it is enough to give them the answer that this is an attempt to mop back the Atlantic. The policy for this country has been definitely laid down for a great many years and has been so repeatedly affirmed that it is too late to throw doubt upon education in schools for boys or girls. In the Educational Despatch of 1854, the Court of Directors said: "It is one of our most sacred duties to be the means as far as in us lies of conferring upon the natives of India those vast moral and material blessings which flow from the general diffusion of useful knowledge." And again: "Our attention should now be directed to a consideration, namely, how useful and practical knowledge suited to every station in life should be best conveyed to the great mass of the people who are utterly incapable of obtaining any education worthy of the name by their own unaided efforts and we desire to see the active measures of Government more especially directed for the future to this object for the attainment of which we are ready to sanction considerable increase in expenditure." The Education Commission of 1882 regarded this despatch as definitely accepting "as a State duty the education of the whole people in India." One of the recommendations of that Commission was as follows: "An attempt should be made to secure the fullest possible provision for an expansion of primary education by legislation suited to the circumstances of each province." In the now famous resolution on Indian educational policy of 1904, the Government of Lord Curzon stated: "There are more than eighteen millions of boys who ought now to be at school, but of this only a little more than one-sixth are actually receiving primary education." Again "these figures exhibit the vast dimension of the problem and show how much remains to be done before the proportion of the population receiving elementary instruction can approach the standard recognized as indispensable in more advanced countries." Further on, they said, "They consider that primary education possesses a strong claim upon the sympathy both of the Supreme Government and of the Local Governments and should be made a leading charge upon the Provincial revenues." The standard and methods of western countries were definitely accepted as the guiding principles of Indian educational policy. In the circular letter of the Government of India, dated 22nd November 1906, they expressed a desire to abolish fees as soon as the finances of the country permitted and added the hope that the time had arrived for such a step. They said: "To insist upon the permanent retention of fees is manifestly incompatible not only with universal school attendance but with anything that approaches to it." The Government of Madras accepted these declarations of policy and were prepared to introduce the scheme of free primary education per saltum instead of gradually—vide letter dated 24th February 1908. Though universal free primary education has not been stated in terms as a definite policy of the Government of India, there can be no doubt that that goal has been steadily kept in view in the expansion of primary education. It seems, therefore, unnecessary to argue against the obvious trend of Mr. Braithwaite's letter and the Director of Public Instruction's endorsement of it.

4. I think that the present method of promoting primary education must be pronounced to be substantially a failure. The number of boys at school in the primary stage at various quinquennial periods is stated as follows in Mr. Orange's report:—

1882	...	...	...	...	...	...	2,061,000
1887	...	...	...	...	...	...	2,381,000
1892	...	...	...	...	...	...	2,680,000
1897	...	...	...	...	...	...	3,028,000
1902	...	...	...	...	...	...	3,009,000
1907	...	...	...	...	...	...	3,631,000

Mr. Gokhale states in his speech that three million nine hundred thousand may be taken as the number of boys at school in the primary stage in 1911. The apparent ratio of progress has, however, got to be reduced with reference to the growth in the population of British India during the thirty years ranging between 1881 and 1911. The entire male population of the Indian Empire with reference to the censuses of 1881, 1891, 1901 and 1911 is as follows:—

1881	...	...	...	...	...	...	101,324,656
1891	...	...	...	...	...	...	112,542,739
1901	...	...	...	...	...	...	117,804,942
1911	...	...	...	...	...	...	124,791,881

While the increase in the number of boys at school during the period from 1881 to 1911 may be taken roughly as 75 per cent., 25 per cent. out of it must be deducted as merely due to the increase in the population of the country. The ratio of boys at school to the total population of school-going age has no doubt been raised, but the increase in the number of boys for the thirty years may be roughly stated at about one million. If the population of India continue to be stationary and do not multiply at the rate at which it has done during the last thirty years, and if we take the present male population of school-going age at eighteen and odd millions on the basis of a 15 per cent. calculation, it must take nearly 250 years for the entire population of school-going age to be at school at the rate of $1\frac{1}{2}$ million for every thirty years. But as population increases in a geometrical ratio at the rate of 25 per cent., which is the increase during the last thirty years in the total population of the country, the problem of universal mass education on present lines must be hopeless indeed. If population and the number of boys at school both rose in geometrical progression at their present rates it would take at least 120 years for the whole population of school-going age to be at school. I have adopted the 15 per cent. ratio even for the four years of school attendance which Mr. Gokhale has fixed in his Bill, as Mr. Hardy's calculation of 15 per cent. for ages ranging from 9 to 11 was apparently for European countries, and the shorter longevity of life in India would probably justify the same rate for ages ranging from 6 to 10. In the review of Mr. Cotton's report of 1897, the Government of India regarded the position as by no means encouraging, and they characterised the progress as slow indeed. Nathan's report of 1902 for the quinquennium between 1897 to 1902 showed a set-back and he characterized the general rate of progress as most unsatisfactory. Then followed the Educational Resolution of 1904 and more vigorous activity. On this Mr. Orange remarks at page 98: "The rate of increase whether for the last twenty-five years or for the last five is very slow when compared with the distance that has to be travelled before primary education can be universally diffused. If the number of boys at school continued to increase even at the rate of increase that has taken place in the last five years (that is, six hundred thousand to three millions) and there were no increase in population, several generations would still elapse before all the boys of school-going age were in school." The voluntary method of persuasion must be condemned as a hopeless failure.

5. A policy of increased grants on definite lines is suggested by the Chief Secretary and accepted by my Honourable Colleague. There is no doubt that, if more money were spent on primary education, better results would follow. But no resolution for increased subsidy on the part of the Executive Government can be free from the modifications consequent on the change of personnel or the fluctuations of

Annual
increases
21 as at of
Provincial Government added to the present contribution of 9.25 lacs
as suggested in para 25 of the letter will have the continued for
40 years before the estimated Provincial subsidy of 88.35 lacs
necessary to cover the present population of school-going age
taken at 2039000 is reached. But that population ought
really be taken at 3057900 for Mr. Hardy's 15 per cent. was
for European countries & for the ages between 6 & 10 & for school boys
in India might be assumed for ages between 6 & 10. If this be
correct the period must be extended to 60 years. This again
will have to be raised to 90 years if the cost of education is
raised by 50 per cent. (See para 9 of the letter) for the estimated population

finance, or the exigencies of foreign or domestic policy. Nor has a resolution of Government the virtue of accelerating progress to the same extent as the legislative acceptance of an ideal placed before every town and village as the motive of local organization and effort.

6. The only alternative which has been accepted in modern times and been found invariably successful wherever it has been tried is the policy of compulsion. The rigour of that policy Mr. Gokhale has endeavoured to soften by the adoption of what may be called "optional compulsion". But various objections have been taken to it sometimes even from opposite standpoints:—

(a) It is argued that the measure is fraught with "political danger" as compulsion is certain to breed "discontent." Before I proceed to examine this it is interesting to notice that in 1863 Lord Lawrence observed: "Amongst all sources of difficulty in our 'administration and of possible danger to the stability of our Government, there are 'few so serious as the ignorance of the people.'" Education amongst Hindus of the higher castes has been regarded as a religious sacrament, and the reading of the Koran is a solemn religious duty amongst Mussalmans. That any gentle pressure for the diffusion of education will ever be regarded by the people of this country as the tyrannical exercise of authority is, to my mind, extremely problematic. The enormous body of opinion, larger in volume than has found expression on any other question within my knowledge, has been discounted as in no sense representative. But it is a truism in politics that the voice and vote of every man, even if he be articulate, are unnecessary to signify the general acceptance of a view and that the judgment of the thoughtful section, though selected at random from the common body, is a sufficient index to the popular feeling. Mr. Gokhale has rightly cast the initiative in the matter of compulsion upon local bodies. The sanction of the Local Government is a safeguard against hasty action. The facilities for exemption from payment of fees and even from attendance on the ground of poverty or inconvenient avocations, must minimise the chance of friction between individual disinclination and compulsion from superior authority. The Government of India have rightly pointed out in their resolution of 1904: "To the people themselves, the lack of 'education is now a more serious disadvantage than it was in more primitive days. 'By the extension of railways, the economic side of agriculture in India has been 'greatly developed and the cultivator has been brought into contact with the commercial 'world and has been involved in transactions in which an illiterate man is at a great 'disadvantage. The material benefits attaching to education have, at the same time, 'increased with the development of schemes for introducing improved agricultural 'methods, for opening agricultural banks, for strengthening the local position of the 'cultivator, and for generally improving the conditions of rural life. Such schemes 'depend largely for their success upon the influence of education permeating the 'masses and rendering them accessible to ideas other than those sanctioned by 'tradition.' The popular appreciation of the present-day need for an acquaintance with the three R's is sufficiently keen to save the masses from a sense of political oppression as the reason for compulsory attendance *was with an educational*

(b) It has, on the other hand, been argued that a law for compulsory school attendance is bound to remain a dead letter.

(i) It is maintained that school-attendance committees will exempt almost everybody for one reason or another from the obligation to attend school. I see no warrant for this assumption. The committees themselves are required to be constituted under by-laws which must have the sanction of the Local Government. It is easy to provide for an officer of the Educational Department of the rank of Supervisor or Sub-Assistant Inspector (there are 268 Supervisors and 111 Sub-Assistant Inspectors in this Presidency according to the report of 1907) being a member of each school-attendance committee so as to prevent any laxity of action on the part of those committees.

(ii) An objection has been raised of the want of competent or qualified teachers. This has always been the standing argument against compulsory education.

we may make a sort of analogy of § 3 cl. 1 of the Irish Act whereby provision is made for half the members being appointed by the local authority and the other half by the Commissioners whose place may be taken here by the Inspectors of Schools, & the Director of Public Instruction.

It is a mistake
that "in order
to not the
in Japan
1872 that
traders, and
merchants, a
trading as
in Sphero"
(see p. 17)

2

The qualification of the teacher is nothing more than a knowledge of reading, writing and arithmetic. This minimum can be found amongst many people who have never obtained the normal training school certificate. It is found necessary to employ at the present day in England large numbers of uncertificated and student teachers—please see the report of the Board of Education for 1903-1909, pages 116 and 117. When Japan inaugurated compulsory education, Sharp says: "There was a natural difficulty about teachers. The Japanese had little conception of a trained teacher. Any one who could speak a language was supposed to be capable of teaching it" (paragraph 23). "Even at the present day," he says in paragraph 452, "though primary teachers ought, by rule, to be provided with licenses, owing to the shortage in teachers, there are many who are not (21.5 per cent.) and some are preparing themselves for the licensing examination." Though licensed and properly qualified teachers are the ideal to be aimed at, I cannot agree that the lack of certificated teachers is a serious impediment to Mr. Gokhale's scheme.

(iii) Another objection is based on the ground of lack of school accommodation. Clause 7 of the Bill insists upon its provision ~~though the Director of Public Instruction~~ ~~changeably overlooks it.~~ Mr. Gokhale ~~feelingly~~ said in his speech at Madras: "If Japan may be content with verandahs for school-houses, there is no loss of dignity for the Indian school boy to be housed in such a manner." The idea of substantial school buildings according to type-designs is borrowed from western conditions of climate not applicable to this country, and this poor country may well dispense with such structures. It has been my conviction that more money has been wasted on the fattening of contractors and the Department of Public Works than is justifiable in the climatic conditions of this country. A thatched or tiled shed situated in the midst of half an acre of open ground dotted with a few trees, the whole thing costing only a few hundred rupees, is far more adapted for the needs of a school-house in this country than the more costly structures which gratify the eye of the cultured architect.

(iv) A more serious objection than all that has gone before is the shortness of the course provided by Mr. Gokhale's Bill. It is said: "it is true that Japan and Baroda began with four years, but they are finding that the period is too short. Unless we can go in for six years, the game is not worth the candle." But this argument overlooks that both Japan and Baroda have achieved solid results on a four years' basis. If they are now dissatisfied after years of trial with the old period, that is no reason why we should not begin on a modest scale leaving it to the future to extend the period when changed conditions may justify such a course. It was in the year 1908, after thirty years' experience of a four years elementary course that Japan thought it was time owing to its deficiencies to extend the elementary school course to six years. I am unable to accept the statement that a boy who has gone through a four years' course forgets everything that he has learnt in after-life even amidst the opportunities of agriculture or other business bringing him into contact with writing and correspondence, ~~as~~ ~~not even to retain a disposition to see his children educated in the three R's.~~ I quite admit that some men who have only received this modicum of education between 6 and 10 may, in after-life, forget their early acquisition. But it is a great exaggeration to assert that every man amongst those who only received a four years' training has an absolutely blank mind with reference to what he learnt in his early days. Reading, writing and arithmetic meet a man at every turn in his life whatever be his avocation. If he had a foundation in those directions in early life, the ordinary relations of life must tend to increase his knowledge without any further schooling. The value of that knowledge, small as it may be, in enabling the agriculturist, the day-labourer, and the petty trader to carry on his avocations with more intelligence and less liability to deception cannot be over-rated. He is more accessible to a knowledge of the rules of hygiene and sanitation spread through leaflets and newspaper paragraphs, and he must be regarded as altogether a happier man for the greater ability to accommodate himself to the forces of nature and the surroundings of modern life.

The period selected by Mr. Gokhale very little affects the boy-labourer of a factory who can only enter it after he is nine, and the ordinary needs of agriculture cannot be said to be dependent upon the labour of boys who are below ten years of age.

(v) That compulsion is impracticable or will be largely resisted by the people is effectively refuted by the example of Ceylon and Baroda, not to speak of the Philippines, for the conditions of the Native State and the sister island of Ceylon are in every respect similar to those of British India. It is true that their area is much

(ride 523
of the Factory
Act)

heightening

I do not therefore share the view expressed in para 16

Or under S 18 bylaws may be framed fixing the maximum provincial contribution from time to time to be divided amongst local areas whose application of the act & levy of the Educational rate is approved by the local govt.

smaller. But although that may have a bearing on the financial aspect of the question, it has none with reference to the disposition of the people to accept compulsion.

(vi) The strongest and perhaps in my judgment the only argument against the Bill is the financial one. Mr. Gokhale has endeavoured to reduce the expenditure in various ways. He proposes that the Act shall not be applied to any area in which one-third of the school-going population is not already under instruction. He reserves the discretion to the municipality or local board to apply it to a particular local area. He burdens the locality with the financial responsibility for one-third or more of the cost so as to check the too ready disposition to avail itself of the new law. He gives the Local Government a discretion to accept or not the proposition of the municipality or local board to apply the law to the locality. These appear to my mind to be very substantial limitations upon the scope of the proposed legislation. I would be prepared, if necessary, to add a limitation to the Provincial contribution in amount instead of merely in ratio. Section 18 of the Irish Education Act of 1892 provided a fixed grant "of 210,000 pounds or of such other amount as Parliament may determine, having regard to the amount of free grant under the Elementary Education Act, 1891." The distribution of this amount was determined by the fourth schedule to the Act. My present suggestion would, to a certain extent, assimilate my scheme to the scheme of increased grants without legislation accepted by my Honourable Colleagues. But my idea is to fix a statutory maximum, which may or may not be worked up to as the result of local bodies applying the Act to their special areas. I have thought it unnecessary in view to the above suggestion to examine the financial aspect for determining the possible scope of Imperial or Provincial expenditure under the Act.

7. I agree with Mr. Gokhale in claiming for compulsion greater results in the spread of education than for any other known means of action. Quoting from the report of the Royal Commission of 1886, he says: "The increase of the numbers on the 'roll is largely attributable to compulsion. Among the witnesses before us, Mr. Stewart appears to stand alone in his opinion that, provided that, required accommodation had been furnished, the results would have been much the same if attendance had not been obligatory. But to estimate fairly the influence which compulsion has had upon the great increase in the number of children attending school, we must speak of it under the three heads into which its operations may be divided. There is first the direct influence of compulsion. This is exerted over parents who are indifferent to the moral and intellectual welfare of their children, who are very eager to enjoy what advantage they can from their children's earning but who never look beyond. Secondly, compulsion exercises an indirect influence. Many parents are apathetic, yielding weakly to their children's wish not to go to school; but they are keenly alive to the disgrace of being brought before a Magistrate, a fear of which supplies a stimulus sufficient to make them do their duty in this respect. In addition, the existence of a compulsory law has considerably affected public opinion and has done much to secure a larger school attendance by making people recognize that the State regards them as neglecting their duty if their children remain uneducated." The Ceylon Commission of 1905 expressed itself as follows:—

"With the exception of one or two districts of the island, little good will be done by any system which does not enforce compulsory attendance. The parents throughout a large portion of the island exercise very little control over their children and will leave them to do as they like in the matter of school attendance. The result is that, where there is no compulsion, boys attend very irregularly and leave school very early. That compulsory attendance is desirable we have no doubt."

8. I have so far dealt with the objections to compulsion even under the limitations contained in Mr. Gokhale's Bill. But there are certain objections of detail most of which, I venture to believe, would never have been taken if the Irish Act and the Ceylon Ordinance had been perused by the critics:—

(a) The definition of parent is almost word for word the same as in section 13 of the Irish Act and pretty much as in section 4 of the Ceylon Ordinance. If there be any danger of more than one person being hit at by the definition in the same case, a slight verbal change is sufficient to prevent it.

But figures worked out of his basis of a maximum of 10% of the population of the local area as his basis

aspect in detail

further

might

16

(a) With reference to para. 13 of this letter I think the precaution suggested is exaggerated. ~~It is~~ It is enough to say that not less than half the number shall be present at the meeting, noting for the better duration of compulsory education, the importance of the subject, she may not, she of those

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(b) I don't

agree with para 17 of contention. The letter to the Local Governments. I see no danger in the power to prescribe additional subjects, if any. It was unanimously agreed by the Educational Conference of Allahabad that the teachers at present "the three R's, drawing and the village map would form the ordinary curriculum of instruction." I cannot suppose that the power to add the village map or drawing is a dangerous latitude of action in the Director of Public Instruction. It can hardly be contended that the "elements of morals" which find a place in the Elementary School curriculum of Japan are not a permissible addition by the Director of Public Instruction in India.

(b) Objection has been taken to "other subjects, if any, prescribed from time to time by the Department of Public Instruction." I am unable to appreciate the contention. Section 8, clause D, of the Ceylon Ordinance provides for the prescription of the course of instruction to be given on the recommendation of the Director of Public Instruction. Directors are not faddists who are emancipated from the control of the Local Governments. I see no danger in the power to prescribe additional subjects, if any. It was unanimously agreed by the Educational Conference of Allahabad that the teachers at present "the three R's, drawing and the village map would form the ordinary curriculum of instruction." I cannot suppose that the power to add the village map or drawing is a dangerous latitude of action in the Director of Public Instruction. It can hardly be contended that the "elements of morals" which find a place in the Elementary School curriculum of Japan are not a permissible addition by the Director of Public Instruction in India.

(c) Objection is taken to the one-mile limit of road between the school-house and the pupils' residence. This provision is modelled on clause A of section III of the Irish Act, which prescribes a two-mile distance by the nearest road. The word "road" has created no difficulty in Ireland for the last twenty years and need not in British India.

(d) Objection is taken to "other sufficient cause" in section 5, clause (b), and also to the phrase "seasonable needs of agriculture." These words are substantially reproduced from clause (b), section 3, of the Irish Act. If these words confer an undesirable latitude of discretion on the attendance committee, the power to make by-laws is sufficiently wide under section 18, and can, if necessary, be made wider to circumscribe the action of the committee.

(e) It has been said that the limit of income, which is a ground of exemption from payment of fees, will lead to inquisitorial enquiries and is an unworkable criterion in practice. I am disposed to agree with this criticism. I think it is sufficient to empower the committee to exempt individuals on the ground of poverty as in clause 2, section 9. The rules as to poverty must be different in different localities and may to some extent be defined by by-laws or left to the absolute determination of the committee.

(f) The constitution of the committee is left to by-laws under section 19. They may differ in different localities. But being subject to the sanction of the Local Government, that authority, in my opinion, may insist on the presence of a Supervisor or a Sub-Assistant Inspector on each school committee. This, in my judgment, will ensure considerable uniformity of action or at all events help to save the committees from very erratic courses of action. And if each head of a school with reference to which the committee has to act is also a member of the committee, I think we may feel pretty certain that particularly unreasonable conduct may be avoided in considerable measure.

(g) The Bill does not provide what shall be the character of the educational rate. The object of the author is apparently to leave it to the Government of India to determine its form. But I see no objection, having regard to the importance of a taxing provision not being omitted from the statute itself, to an express provision that the educational rate shall be not more than six pies in the rupee of land revenue to be added to the one anna of road-cess, or a percentage addition to the house-tax in municipal areas. I am aware that a six pies additional road-cess will bring in only about 28 to 30 lakhs from the local board areas in this Presidency. The addition to the house-tax in municipalities will bring in only a few lakhs (about three lakhs on an extra rate of 2½ per cent. with reference to the present receipt of 11-80 lakhs). If double this amount is provided out of Provincial revenues, I would consider the income which would be capable of natural expansion sufficient for many years to come. My suggestion would entail no extra machinery or new methods of enquiry for the ascertainment and the collection of the tax. The present expenditure in Madras is 34 lakhs, of which Provincial and local revenues contribute 21 lakhs. The scale I have fixed is the maximum to be worked up to.

(h) I think it would be necessary to confer certain powers on Local Governments with reference to the constitution of the school-committees in place of the existing references to the Government of India. But I do not think that any power to initiate compulsion need be conferred upon the Local Government.

(i) The provision prohibiting employment of a child that ought to be under instruction is a reproduction of section 2 of the Irish Act, and having regard to boys of nine and below not being eligible to be factory labourers, I see no objection to the enactment of clauses 14 and 15. I do not agree with the para 16.

in the same para 15

in para 1

or on half the number being members of the D.P.

I agree with para 24

(m) I see no reason to think that the fees already prescribed are too low as compared with the amount of improvement in the quality of the work which would be provided against

(j) The last three lines of clause 10, sub-clause 1, seem to me to be superfluous, clause 19 being sufficient for the purpose.

(k) Section 4 of the Irish Act speaks of attendance "in such regular manner as is specified in the order." Similar language may have to be employed in sub-clause (ii) of section 12, so as to prevent merely nominal compliance with the Magistrate's order to attend.

(l) I do not think there is any practical difficulty in determining what repeated non-compliance is within the meaning of clause 13. It may be advisable to enact a provision similar to sub-clause (iii) of section 4 of the Irish Act, that a complaint with respect to continuing non-compliance with the attendance order shall not be repeated by the school-attendance committee at any less interval than two months. But perhaps the object of clause 13 of the Bill is to limit the action of the school-committee to a single complaint for repeated non-compliance.

9. I have made the above detailed remarks with reference to the objection that almost every clause of the Bill is faulty. I do not myself share that opinion. But if there is force in the objection, it seems to me the difficulties are capable of being easily remedied.

10. The conclusion, therefore, to which I have come is that the Bill is desirable and necessary; that it is conceived in the best interests of education; that there is no reasonable probability of political or other danger arising from its enforcement; that it will largely accelerate the pace of educational progress; that allowing for laxity in the administration of the law here and there and for excessive zeal in its premature application to parts of the country, there will be an abundant return in the shape of increased interest in education amongst the great mass of the people and the educational authorities of the country. It seems to me that real political danger lies in resisting a large mass of enlightened opinion supported by European missionaries and by large numbers of Englishmen connected with the administration of the country so as to leave a standing source of irritation and bitterness and standing theme for a widespread public agitation which cannot make for the peace and good government of the country. Lord Curzon views the objects of the Bill "with unbounded sympathy" and in his words "it is one of extreme moderation." I would certainly support it.

V. K. KRISHNASWAMI AIYAR—21-8-11.

1-9-11. There is a great deal in the Hon'ble Mr. Gokhale's Bill which is attractive. The policy of extending education as rapidly as possible to the masses of this country is at the present day accepted, I suppose, by practically every one, and therefore I have not a word to say against paragraph 3 of the Hon'ble Mr. Krishnaswami Aiyar's note. We must give Mr. Gokhale credit for hedging round the root principle of his Bill, with a profusion of devices for preventing it from becoming noxious. But is this root principle, that of compulsion—compulsion of the people to get their children educated, and compulsion of Government to find the funds—is it either necessary or desirable?

2. I am quite unable to accept the conclusion at which the Hon'ble Mr. Krishnaswami Aiyar arrives in paragraph 4 of his note that "the voluntary method of 'persuasion' must be condemned as a hopeless failure." The method of persuasion has never been put to a test. If the increase in numbers of boys at school has been relatively slow during the past thirty years, the cause is to be found, not in the unwillingness of the people to accept education, but in paucity of funds available for expenditure, and in a smaller degree in deficiency of material, mainly in the matter of trained teachers, but also of school-houses. I don't believe that any real attempt at persuasion has ever been made. Schools have been opened where there has been demand, but the demand for education has never yet been fully met—

"Primary schools have increased considerably both in number and in strength, although as yet this increase does not nearly reach the point of fully satisfying the demand." [Fifth Quinquennial Review of the Progress of Education in India, 1909.]

3. Such persuasion as is even at the present day under the nominally compulsory system, a normal feature of the educational policy of Japan is and has always been

to help as appropriate in para 22.

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