

Government of Madras.
EDUCATIONAL DEPARTMENT.

Recd.

Regd.

} 1912.

Enclosures

Spare copies

G.O. No. 852, 2nd December 1911.

Elementary Education

Submitting to the Government of India certain remarks for the improvement and extension of the existing system of —.

Government of Madras.

EDUCATIONAL DEPARTMENT.

Recd.

Regd.

} 1912.

Enclosures

Spare copies

G.O. No. 852, 2nd December 1911.

Elementary Education

Submitting to the Government of India certain remarks for the improvement and extension of the existing system of —.

GOVERNMENT OF MADRAS.

EDUCATIONAL DEPARTMENT.

Read—the following papers :—

I

Letter—from the Hon'ble Mr. H. SHARP, Joint Secretary to the Government of India, Department of Education (Education).
To—the Secretary to the Government of Madras, Educational Department.
Dated—Simla, the 6th July 1911.
No.—952.

Considering that it is of pressing and imperial importance to break down illiteracy in India and to improve and extend existing systems of primary instruction, the Governor General in Council desires to assist local Governments with grants for these objects so far as funds permit. Before coming to any conclusion, however, he requires that a comprehensive working plan for the next five years, commencing from the 1st April 1912, should be prepared for each province showing—

- (a) the objects of proposed expenditure,
- (b) the capital and recurring charges separately,
- (c) the amount that can be provided by local funds and provincial revenues, respectively,
- (d) the possibilities of fresh local taxation.

I am to ask that with the permission of His Excellency in Council, such a working plan may be drawn up and forwarded to the Government of India with the least possible delay.

2. In this connection I am to invite attention to the proceedings of the Educational Conference which was held at Allahabad in February last. Those proceedings were informal, and the conference fully recognised the diversity of conditions that exists not only as between the several provinces but also as between different localities within a province. But there was a general consensus of opinion on certain points, viz. :—

- (a) that a beginning should be made with a large expansion of lower primary schools ;
- (b) that the curriculum in such schools should at present be confined generally, and until trained teachers are available, to the "three R's" with drawing and the study of the village map ;
- (c) that no distinction need be drawn between the curriculum in urban and rural schools at present, but that as far as possible the teachers should be of the same class as the scholars, residents of towns for urban, and residents of the country for rural schools ;
- (d) that, as far as possible, teachers should have completed their education in an upper primary school ;
- (e) that no teacher should be called on to instruct more than 50 scholars, and that preferably the number should be 30 or 40, and that the ideal system is to have a separate teacher for each class or standard ;
- (f) that simultaneously upper primary schools should be developed at convenient centres and that lower primary schools should grow into upper primary schools ;

(f) that simultaneously upper primary schools should be developed at convenient centres and that lower primary schools should grow into upper primary schools ;

* By lower primary schools are meant schools teaching the infant classes and the two standards next above them.

(g) that strenuous efforts should be made to train teachers in the first instance by small local training institutions, but also as funds permit by larger and more efficient central normal schools ;

(h) that no trained teacher should receive less than Rs. 12 (special rates are required in such places as Burma and the North-West Frontier Province) and that trained teachers should be placed in a graded service and be given pensions or admitted to a provident fund.

I am also to request that it may be stated, in forwarding the working plan, how far these general recommendations have been adopted.

3. As regards school buildings, the general sense of the Conference was that, if possible, buildings should at least in the first instance be hired, but that where this was not possible, or the permanent need for a school was established, substantial but simple buildings should be erected. The Government of India commend the recommendations of the Conference on this matter to local Governments, as also the suggestion that a less expensive agency than that of the Public Works Department should be employed, but His Excellency in Council considers that the provision of suitable school buildings, though extremely important, is primarily a matter for provincial or local finance.

4. The Government of India accept the general sense of the Conference that Board schools are ordinarily better than aided schools, that where possible expansion should be secured by means of Board schools, that where this is financially impossible the agency of aided schools under recognised management should be employed, but that no reliance should be placed on private venture schools. Where the agency of aided schools has hitherto been utilised a steady process of conversion to Board schools would appear to be desirable ; and in this connection attention is invited to the action taken in Eastern Bengal and Assam (as explained in the note on page 33 of the proceedings of the Conference) ; but the Government of India recognise that in this, as in other matters, uniformity is neither attainable nor desirable.

5. Concurrently with the expansion of primary schools some increase in the inspecting staff will be necessary, and provision for this will naturally form part of the working plan ; but it would seem desirable to concentrate effort on getting a staff so improved as to require less frequent inspection than hitherto.

6. The Conference formed a strong opinion as to the necessity of control by the Education Department over the inspecting staff and in all technical matters and especially in the matter of opening and closing schools. This important matter is being separately considered. It is not necessary to delay the preparation of a working plan on this account.

7. In connection with the provision of better teachers it will be important to examine the condition of secondary vernacular schools. The following figures indicate that these schools are not generally very popular :—

Province.	Number of vernacular Middle schools.		Number of scholars in vernacular Middle schools.	
	1906-1907.	1909-1910.	1906-1907.	1909-1910.
Madras	244	348	27,125	42,811
Bombay	421	400	25,067	26,749
Bengal	342	372	48,141	44,896
United Provinces	125	140	19,412	24,042
Punjab	125	140	30,067	47,847
Burma	432	403	25,225	26,334
Eastern Bengal and Assam	273	290	33,231	39,082
Central Provinces and Berar	11	14	1,527	2,308
Coorg	11	14	1,527	2,308
North-West Frontier Province	11	14	1,527	2,308
Total	2,301	2,659	210,795	254,069

It is to these schools that one must look for the material to improve and spread primary education, and the Government of India are disposed to regard it as a matter of pressing necessity to improve secondary vernacular schools and to make them as attractive as possible by scholarships and in other ways.

Some proposals to this end have been made by certain local Governments in connection with the proposals to improve secondary education, but it is thought desirable that fresh estimates should be prepared with special reference to the spread and improvement of primary education and I am to ask that they may be separately reported in reply to this letter.

8. In order to give a general conspectus of the problem, some figures have been tabulated in Appendix A. I am to ask that the five statements of Appendix B may be filled up and returned to this department as soon as the necessary information is available.

9. In conclusion I am to say that the Government of India, while desiring that the working plan should be a thoroughly practical one, descending to the location and staffing of individual schools, do not consider it necessary to delay the preparation of the general financial statement until all local details have been worked out. They hope that it will be possible for local Governments to frame and forward a general financial statement before the 1st September next. The problem is no new one. The policy is to make a sustained effort to break down illiteracy and simultaneously to build up a much more efficient system of primary instruction. To these ends they are confident that all the resources of local Governments and Administrations will, in the future as in the past, but now on a more extended scale, be energetically devoted.

APPENDIX A.
Primary Education—Boys.

Province.	Cultivated area (in square miles).	Number of Primary schools.	Average number of square miles in which are served by each school.	Male population.	Percentage of boys among males to population.	Percentage of boys at schools to population.	Total annual cost in the Province (1) of public funds under all heads of expenditure.	Total annual cost of primary education from all funds.	Percentage of column 9 to column 8.	Average time on all kinds of educational work per head of population.	Present average cost of a primary school.	Percent average cost of educating a Primary school.
1	2	3	4	5	6	7	8	9	10	11	12	13
Madras	56,526	23,103	2.9	18,841,071	11.8	3.9	Rs. 55,68,774	Rs. 20,49,892	33.3	.3	143	4.4
Bombay	51,153	10,686	4.8	13,038,354	8.3	4.4	55,99,704	28,82,490	48.0	.5	402	7.6
Bengal	65,186	35,201	1.8	26,124,320	* 7.6	3.8	62,69,832	9,45,329	15.0	.3	83	8.0
United Provinces	61,216	9,247	6.6	24,616,942	5.8	1.8	80,15,299	13,53,520	22.5	.2	170	2.5
Punjab	44,622	3,345	13.3	10,942,705	* 6.7	1.4	35,49,466	6,88,318	19.1	.3	275	5.3
Burma	36,545	5,153	7.1	5,342,032	37.4	2.4	24,60,378	5,36,378	21.8	.4	162	5.8
Eastern Bengal and Assam	40,130	17,325	2.3	15,679,409	..	3.9	33,11,754	8,12,776	24.5	.2	104	2.8
Central Provinces	43,440	3,019	14.3	6,793,832	5.9	3.1	23,15,180	3,28,256	36.7	.2	319	4.5
Coorg	445	82	5.4	100,284	12.7	3.6	43,929	17,188	40.0	.3	298	6.6
North-West Frontier Province	4,530	257	17.0	1,169,008	..	1.04	2,62,181	53,410	56.2	.1	226	5.0
Total	403,702	107,453	3.7	122,699,610	9.9	3.1	3,62,66,587	1,01,78,177	28.0	.5	154	4.2

(1) Expenditure for Primary School in Table IV.

(2) Public-Province, Local and Municipal.

Bengal and Eastern Bengal and Assam.
[Punjab and North-West Frontier Province.]

APPENDIX B, No. I.
Primary Education—Boys.

Cultivated area (in square miles).	Present number of primary schools.	Proposed number of primary schools.	Recurrent total of primary schools.	Average number of square miles of cultivated area served by each school under resultant total.	Male population.	Percentage of boys at schools to be educated in the resultant population.	Average number of boys to be accommodated in newly established schools.	Recurrent percentage of boys expected to be in attendance at primary classes to male population.	Present average annual cost of		Proposed average annual cost of		Proposed total increase.	
									Maintaining a primary school.	Educating a primary school.	Maintaining a primary school.	Educating a primary school.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15

* Throughout these tables (save No. V) only the recurring cost of schools is to be shown, i.e., maintenance of staff, contingencies, repairs, etc. The cost of buildings and equipment should be shown in Table No. V only.

APPENDIX B, No. II.
Primary Education—Boys.

Teachers in Primary schools.	Present number of		Number of years in which at least one year of training is allowed for 5 per cent. casual teachers.	Present number of Primary schools.	Proposed number of Primary schools.	Proposed number of persons to be trained.	Number of years in which, as proposed, results will be fully trained teachers.	Proposed cost of a training school.			Proposed total cost.	Proposed total increase.
	Trained teachers in Primary schools.	Persons under training for Primary teachers.						Proposed average annual cost of training school (excluding stipends).	Proposed average annual stipend per person under training.	Proposed average annual cost of a training school (including stipends).		
1	2	3	4	5	6	7	8	9	10	11	12	13

APPENDIX B, No. III.
Primary Education—Boys.

Present number of		Proposed number of			Present		Proposed		Proposed total expenditure.	Proposed total increase.	
Primary schools.	Inspecting officers mainly employed among primary schools.	Primary schools per such inspecting officer.	Primary schools.	Inspecting officers mainly employed among primary schools.	Average annual cost of inspecting officer with establishment, touring charges and contingencies.	Average annual cost of inspecting officer with establishment, touring charges and contingencies.	Average annual cost of inspecting officer with establishment, touring charges and contingencies.	Average annual cost of inspecting officer with establishment, touring charges and contingencies.			
1	2	3	4	5	6	7	8	9	10	11	12

APPENDIX B, No. IV.
Primary Education—Boys.

	Improvement and expansion of schools.		Training.	Inspection.	Total.
	1	2			
1. Present total expenditure..					
2. Proposed increase ..					
3. Proposed total ..					

APPENDIX B, No V.
Primary Education—Boys.

Expenditure on primary education from	1909-1910.				1910-1911.				1911-1912.				1912-1913.				1913-1914.			
	Capital.		Recurring.		Capital.		Recurring.		Capital.		Recurring.		Capital.		Recurring.		Capital.		Recurring.	
	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
Provincial funds ..																				
Local funds ..																				
Private funds ..																				
Imperial funds ..																				
Total ..																				
Expenditure on education from	1914-1915.				1915-1916.				1916-1917.				1917-1918.				1918-1919.			
	Capital.		Recurring.		Capital.		Recurring.		Capital.		Recurring.		Capital.		Recurring.		Capital.		Recurring.	
	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41
Provincial funds ..																				
Local funds ..																				
Private funds ..																				
Imperial funds ..																				
Total ..																				

* Local = Board and municipal.

II

Endorsement No. 1675-1, Educational, dated 18th July 1911.

Referred to the Director of Public Instruction for an early report dealing fully with all the points raised by the Government of India.

L. DAVIDSON,
Ag. Secretary to Government.

To the Director of Public Instruction.

III

Letter—from the Hon'ble Mr J. H. STONE, M.A., F.R.H.S., Acting Director of Public Instruction, Madras.

To—the Secretary to Government, Educational Department.

Dated—the 25th August 1911.

No.—Ref. on Cur. 5027.

With reference to Endorsement No. 1675-1, Educational, dated 18th July 1911, I have the honour to submit the following remarks.

2. The scheme I propose involves in accordance with paragraph 2 (a) and (b) of the Government of India letter the opening of 200 new lower primary schools in each of the five years by local boards and municipalities. This is merely an extension of the policy inaugurated this year when Government undertook to finance new schools to the extent of Rs. 1,00,000 and to provide in succeeding years Rs. 1,60,000 to maintain them and open others. The number of schools proposed, i.e., 200 per annum is the maximum which, having in view the number of villages reported by the Inspecting officers as ripe for schools and the number to be supplied this year and the probable supply of teachers, it is at all likely that we shall succeed in opening. Rupees 300 was estimated as the average cost of the schools to be opened this year; but this excluded equipment. It seemed safer to take Rs. 350 as the average cost of the schools to be opened in the next five years. The cost of this programme is therefore Rs. 3,50,000.

These schools should not necessarily be confined to rural areas. In replying to Government Memorandum No. 1957-1, Educational, dated 14th August 1911, I hope to give some indication of the proportion of them that may be in municipalities. Our rules only recognize such differences between town and country schools as are involved in the attempt to adopt curricula to local conditions—Government of India letter paragraph 2 (c).

As regards (d) in the same paragraph the qualifications of teachers are gradually rising, but it is impossible at present to hope to employ only teachers who have completed their education in an upper primary school. However, in the case of teachers of the lower primary grade there are in each district sessional schools whose aim is to improve the general educational qualifications of these men. With a view to accelerating this I propose to double the number of these schools. Since I consider them at the best a *pis aller* I have only contemplated this being done in two years out of the five. It can hardly be doubted that the cost of doing so would ultimately fall on Government and I think that this particular proposal might rank last in point of urgency.

Owing to the paucity of teachers the ideal system indicated in (e) is impossible at present. The other points mentioned in (e) are generally adopted.

As regards (f): The department is aware of the importance of developing upper primary schools and the ideal would be that each such school should be the centre of a group of lower primary schools sending their better boys to it. At present, however, all that seems feasible in rural areas is the encouragement of the development of schools with standards above the lower primary wherever circumstances favour it and I have already submitted proposals having this in view (my letter R.C. No. 6664/10, dated 23rd January 1911).

As regards (g): A scheme for the reorganization of training schools is under the consideration of Government.

As regards (h): It does not seem practicable at present to fix the minimum pay of trained teachers at Rs. 12. Rupees 8 is the minimum at present. In board schools and in the case of trained teachers, who are in the great majority in such schools, this is augmented by capitation allowances and it may be taken that the minimum does not on an average fall below Rs. 10. This must influence the rates of pay in aided schools. I do not think it is necessary at present to revise our rates. There must be large numbers of teachers in "teacher-manager" aided schools whose income as schoolmasters falls much below Rs. 10. Their condition could only be improved by a considerable increase in our rates of aid to elementary schools and to find money for this and also for the starting of new schools seems impossible.

3. *Paragraph 3 of the Government of India letter.*—The question of providing school buildings need not be taken up at once. In the first instance buildings may be hired. When the permanent need of a school has been established the erection of suitable accommodation can be taken up. Such buildings will ordinarily be provided for local board schools and consequently by an agency less expensive than the Public Works Department.

4. *Paragraph 4 of the letter.*—I agree that board schools are ordinarily better than aided schools and support the policy of conversion of aided into board schools. I trust also that the time will come when we shall not be obliged to rely on private venture schools. At present about 422,000 children are in such schools and anything but a gradual replacement of them by better ones is not to be contemplated. Since, moreover, it is the object of the Government of India to break down illiteracy, the starting of new schools in localities where they are required seems to be more imperative than the conversion of aided into board schools. In fine, quantity rather than quality should be the immediate aim.

5. *Paragraph 5 of the letter.*—The starting of new schools involves the extension of the Inspecting agency. At the Allahabad Conference it was suggested that 90 schools was the maximum which a single Inspecting officer could supervise. In Baroda 75 is the limit. Financial considerations render such limitations impossible at present in this Presidency. Even if 150 schools is fixed as the limit the number of Sub-Assistant Inspectors required would be 154. This would involve an addition of 42 to the *cadre* of Sub-Assistant Inspectors without taking into consideration at all the further additions which would be necessitated by the rapid expansion of education contemplated by the Government of India. It will be impossible in the near future to secure staffs so improved as to require less frequent inspection than hitherto. I do not propose, however, to add 42 Sub-Assistant Inspectors all at once. Rather, I would propose an alteration in the *cadre* of Assistant Inspectors which will allow of the appointment of nine Sub-Assistants at the same time redistributing the ranges in such a way as to secure greater uniformity in the number of schools. At present there are nine Sub-Assistant Inspectors doing duty as Assistant Inspectors. They are all of status little better than the Sub-Assistant Inspectors whom they are intended to control. Their pay and allowances are not such as to put them in a position of superiority. I propose therefore to add eleven Assistant Inspectors to the

Nine in place of the nine Sub-Assistant Inspectors doing duty as Assistant Inspectors plus two for the two new districts.

existing number and to fix their pay at Rs. 200 *per mensem* outside the *cadre* of the Provincial Service, but to draw the travelling allowance of that service.

This will result in there being nine vacancies in the *cadre* of Sub-Assistants, and of these one may probably be for Muhammadan and one for girls' schools. There will then remain seven additional Sub-Assistants for boys' schools. It is proposed in each of the succeeding four years to appoint eight more Sub-Assistants for boys' schools, making a total additional number of 39 such officers. At the rate of two Supervisors for each of the 39 new ranges which will then come into existence, 78 additional Supervisors will also have to be appointed. The net addition to the number of Inspecting officers will thus be 128 for boys' schools (11 Assistant Inspectors, 39 Sub-Assistant Inspectors and 78 Supervisors) as shown in Appendix B, No. III.

6. With regard to paragraph 7 of the Government of India letter it is submitted that the figure "348" relates to elementary schools with standards above the fourth both for boys and girls. Efforts are being made by the department to popularize complete elementary schools. In the higher standards of these schools, however, the employment of teachers of the secondary grade is contemplated in this Presidency. Scholarships are already awarded in these schools and special consideration is given to them in allotting teaching grants under chapter III of the Grant-in-Aid Code. This treatment seems to be sufficiently liberal for the present. With regard to the statement that it is to these schools that one must look for the material to improve and spread primary education, the Director of Public Instruction observes that the general education of teachers is carried on in the training schools so that on leaving them teachers have a general education at least equal to that which they would get in the seventh standard of a higher elementary school. The Government of India may be informed accordingly.

7. Failing the levy of an educational cess which seems to me eminently sound in principle, I fear that any additional expenditure on elementary education will fall on Government.

8. In regard to the capital expenditure shown in Appendix B, No. V, it will be seen that a recurring expenditure of Rs. 1,83,000 is proposed for the next five years. This figure represents the annual cost of three school-houses for each of the 23 districts of the Presidency, excluding Madras and the Nilgiris, at Rs. 2,000 for each building, or of as many buildings at a lower cost as it is possible to build for Rs. 6,000 per district.

9. The appendices received with the letter under reply are herewith returned duly filled up.

APPENDIX A.
Primary Education—Boys.

Province.	Cultivated area (in square miles).	Number of Primary schools.	Average number of scholars in each school.	Male population.	Percentage of literate males to population.	Percentage of boys at school to male population.	Total annual expenditure in the Province under public funds.	Total annual expenditure (1), from all sources (2).	Percentage of expenditure in column 8 to column 9.	Average expenditure per pupil in kind of education provided.	Present average cost of a pupil in primary school.	Present average cost of a pupil in secondary school.
1	2	3	4	5	6	7	8	9	10	11	12	13
Madras	66,538	22,108	2.9	18,841,971	11.8	3.9	52,68,774	25,69,822	33.3	-3	142	4.4
Bombay	51,153	10,686	4.8	13,098,354	8.3	4.4	66,92,704	28,82,490	43.0	-5	402	7.6
Bengal	65,186	35,201	1.8	26,124,320	* 7.6	3.8	62,69,832	9,45,329	15.0	-3	83	3.0
United Provinces	61,215	9,387	6.6	24,613,242	6.8	1.8	60,15,299	13,53,650	22.6	-2	170	3.6
Punjab	44,522	3,346	13.3	10,942,705	* 6.7	1.4	35,40,456	6,88,918	19.1	-3	275	5.2
Burma	26,645	5,163	5.1	6,342,633	37.4	2.4	24,50,378	6,38,378	21.8	-4	152	5.8
Eastern Bengal and Assam	40,130	17,325	2.3	15,679,409	..	3.9	33,11,754	8,12,776	24.5	2	104	2.8
Central Provinces	43,440	5,019	14.3	6,793,832	5.9	3.1	21,16,180	8,28,236	38.7	-2	310	4.5
Coorg	445	82	5.4	100,268	12.7	3.6	43,099	17,188	40.0	-3	298	6.6
North-West Frontier Province	4,520	207	17.6	1,159,366	..	1.04	2,02,181	53,420	26.2	-1	226	5.0
Total	403,702	107,453	3.7	122,692,630	9.9	3.1	3,02,66,567	1,01,78,177	28.0	-5	154	4.2

(1) Expenditure for Primary Schools in Table IV.

(2) Public—Provincial, local and municipal.

* [Bengal and Eastern Bengal and Assam, Punjab and North-West Frontier Provinces.]

APPENDIX B, No. I.
(Primary Education—Boys.)

Cultivated area (in square miles).	Present number of Primary schools.	Proposed number of Primary schools.	Resultant total of Primary schools.	Average number of square miles of cultivated area served by each school under resultant total.	Percentage of boys at schools of all ages in each of the newly established schools.	Number of boys expected to be in schools of all ages to male population.	Present average annual cost of Maintaining a Primary school.	Proposed average annual cost of Maintaining a Primary school.	Proposed average annual cost of Educating a pupil in a Primary school.	Proposed total increase.
1	2	3	4	5	6	7	8	9	10	11
66,586 + 23,698	1,000	24,098	27	18,841,971	3.9	4.6	140	3 14	149	4 1
							Rs. A.	Rs. A.	Rs. A.	Rs. A.
							35,93,356	3,50,000		

* Throughout these tables (save No. V) only the recurring cost of schools is to be shown, i.e., maintenance of staff, contingencies, repairs, etc. The cost of buildings and equipment should be shown in Table No. only.

† Excludes ten European primary schools for boys.

APPENDIX B, No. II.
(Primary Education—Boys.)

Present number of Teachers in Primary schools.	Trained teachers in Primary schools.	Present number of Teachers in Primary schools.	Proposed number of Teachers in Primary schools.	Number of years in present rate of training and present rate of existing schools will be with trained teachers.	Present number of Primary training schools.	Proposed number of Primary training schools.	Number of years in which, as proposed, resultant total of schools will be fully staffed with trained teachers.	Proposed average annual cost of each school (excluding stipends).	Proposed average annual cost of training school (including stipends).	Proposed total increase.
1	2	3	4	5	6	7	8	9	10	11
35,523	11,523	2,171	647	11	45	24	10	5,811	145	11,619
								Rs.	Rs.	Rs.
								2,78,856	1,08,354	

† For Government schools only.

Present number of		Proposed number of			Present		Proposed			Proposed total expenditure.	Proposed total increase.
Inspecting officers mainly employed among Primary schools.	Primary schools.	Primary schools.	Inspecting officers mainly employed among Primary schools.	Primary schools per such inspecting officer.	Average annual cost of such an inspecting officer with establishment, per school.	Average annual cost of each inspecting officer with establishment, including charges and contingencies.	Average annual cost per annum.				
1	2	3	4	5	6	7	8	9	10	11	12
* 23,098	371 (Includes 238 supervisors.)	(a) 62.3	24,998	499	(a) 48	Rs. A. P. 1,207 5 0	Rs. A. P. 19 5 0	Rs. A. P. 1,520 0 0	Rs. A. P. 26 0 0	Rs. 6,42,484	Rs. 1,94,580

* Excludes ten European primary schools for boys.
(c) For purposes columns 3 and 4 supervisors have been included among inspecting officers, although no regular inspection or examination work forms part of their legitimate duties. Inspectors are responsible for elementary education in their respective districts but not for manual inspections.

—	Improvement and expansion of schools.		Training.	Inspection.	Total.
	1	2	3	4	5
1. Present total expenditure		Rs. 32,49,355	Rs. 2,69,317	Rs. 4,47,004	Rs. 39,65,676
2 Proposed increase		3,50,000	1,08,584	1,94,580	6,53,164
3 Proposed total		35,99,355	3,77,891	6,42,484	46,09,731

Expenditure on Primary education from	1909-1910.				1910-1911.				1911-1912.				1912-1913.				1913-1914.				
	Capital.		Recurring.		Capital.		Recurring.		Capital.		Recurring.		Capital.		Recurring.		Capital.		Recurring.		
	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
1																					
Provincial funds	187,447	1,251,000	17,388,000	1,388,000	217,000	1,388,000	19,445,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	20,644,000
Local funds	12,143,313	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	20,644,000
Private funds	12,143,313	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	20,644,000
Imperial funds	12,143,313	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	20,644,000
Total	39,697,777	3,025,000	39,697,777	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000
Provincial funds	187,447	1,251,000	17,388,000	1,388,000	217,000	1,388,000	19,445,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	20,644,000
Local funds	12,143,313	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	20,644,000
Private funds	12,143,313	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	20,644,000
Imperial funds	12,143,313	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	20,644,000
Total	39,697,777	3,025,000	39,697,777	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000	3,025,000
Provincial funds	187,447	1,251,000	17,388,000	1,388,000	217,000	1,388,000	19,445,000	1,388,000	1,388,000	1,388,000	1,										

Order—No. 852, Educational, dated 2nd December 1911.

The Government of India will be addressed.

(True Extract.)

L. DAVIDSON,
Ag. Secretary to Government.

To the Director of Public Instruction.
 „ Financial Department, with a copy of the letter to India.

GOVERNMENT OF MADRAS.

EDUCATIONAL DEPARTMENT.

No. 853.

From

THE HON'BLE MR. L. DAVIDSON, I.C.S.,
 Acting Secretary to the Government of Madras,
 Educational Department,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
 DEPARTMENT OF EDUCATION.

Dated Fort St. George, the 2nd December 1911.

SIR,

I am directed to submit the following reply to your letter No. 952, dated 6th July 1911.

2. In the first place, I am to advert to paragraph 25 of my letter No. 613, dated 2nd September 1911, and to state that the progressive programme of educational finance therein suggested forms the basis of the comprehensive working plan for the improvement and extension of primary instruction which will be outlined in this letter.

The objects of the proposed expenditure are the opening of new lower primary schools, a substantial increase in the emoluments of trained teachers, consequential additions to the strength of the inspecting staff, special arrangements for the training of elementary teachers—not only in training schools properly so called but also through the less efficient agency of sessional schools—and the construction of school-houses. It is roughly estimated that the measures in view will involve an aggregate expenditure of 114.21 lakhs including provision for a special supervising officer. The whole of this outlay will consist of recurring charges with the exception of 6.90 lakhs for construction of school-houses and 3.75 lakhs being the initial cost of equipping the new schools which it is proposed to establish. Provincial funds will, it is anticipated, be able to contribute a total sum of 39.90 lakhs made up of the progressive incremental contribution of two lakhs *per annum* referred to in paragraph 25 of my letter No. 613, dated 2nd September 1911, 6.90 lakhs on account of school buildings and three lakhs towards the cost of sessional schools and a special supervising officer, items which, though required throughout the next five years, may conceivably not prove to be a permanent necessity. In regard to the possibilities of fresh local taxation, I am to say that His Excellency the Governor in Council continues to regard as insuperable the objections taken to the levy of an educational cess in paragraph 10 of my letter No. 613, dated 2nd September 1911.

3. In the programme drawn up due consideration has been paid to the general recommendations enumerated in paragraph 2 of your letter under reply. It is proposed to begin with a large expansion of lower primary schools. In such institutions the curriculum is substantially of the character advocated in your letter and in this Presidency no distinctions are at present drawn between urban and rural schools except such as are involved in the attempt made to adapt curricula to local conditions. The ideal kept in view is to employ as teachers only persons who have completed their education in an upper primary school or have received instruction equivalent to that course. Limitations of supply, however, make it for the present impossible to

achieve this ideal, and the same consideration militates against the provision of a separate teacher for each class or standard, but no insuperable difficulty has been found in restricting the strength of each class to 50 or less. The importance of developing upper primary schools has not been lost sight of and measures are now under the consideration of His Excellency the Governor in Council for the extension of the present policy of encouraging the creation of schools with standards above the lower primary stage wherever local circumstances are such as to favour their existence. The re-organization of training schools is another pending question which has reached a more advanced stage, a detailed scheme having been drawn up which will shortly be submitted for the approval of the Government of India. His Excellency in Council is alive to the importance of improving the emoluments of trained teachers and the working plan embodied in this letter is based on the standard of a minimum monthly pay of Rs. 12. The creation of a provident fund formed the subject of special consideration in 1910 when a scheme drawn up by a senior educational officer was reluctantly rejected as impracticable. His proposals have, however, recently come under fresh examination and His Excellency in Council trusts that, with some revision, they may assume a practical shape; but while recognizing the great importance of admitting trained teachers to the benefits of a provident fund, he is not satisfied of the advantage or feasibility of placing this class of officers in a graded service.

4. As already stated, the proposals embodied in this letter make the provision of school buildings a liability of Provincial funds. In this direction it is not intended for the present to embark upon any elaborate programme. The agency employed for actual building work will ordinarily be the engineering staff under local boards which should be a less expensive medium than the Public Works Department. As the Government of India observe, it is usually possible to hire buildings in the first instance and the erection of suitable accommodation is a step which should not follow until the permanent need of a school has been established. The provision made on this account in the proposals now submitted, viz., 1.38 lakhs, contemplates an annual addition of three or more school-houses in each of the districts of the Presidency excluding the City of Madras and the Nilgiris.

5. His Excellency the Governor in Council is in accord with the policy of converting aided institutions into board schools, but since the main object in view is the breaking down of illiteracy, the process of conversion should be slow; it is of greater importance to create new schools in localities where no educational facilities exist.

6. The scheme put forward provides for a liberal increase in the inspecting staff, the standard adopted being roughly one assistant inspector for purposes of general control in each district, a sub-assistant inspector for the actual inspection of every 150 schools assisted by two subordinates of the class of supervisor who do not conduct the regular inspections held for the purpose of grants-in-aid and are mainly concerned with the improvement of existing schools and the initiation of proposals for the opening of new schools.

7. The 348 institutions shown in the statement embodied in paragraph 7 of your letter under reply as "vernacular middle schools" established in 1909-1910 in this Presidency consist of elementary schools with standards above the fourth both for boys and girls. The local Department of Public Instruction aims at popularizing complete elementary schools and to that end pays special consideration to their needs in connection with the allotment of teaching grants and makes provision for the award of scholarships. It is not solely to these institutions however that recourse is necessary in the search for material to improve and spread primary education, since the training schools in Madras make arrangements to carry on the general education of teachers, with the result that on leaving these institutions teachers have reached a stage of proficiency at least equal to that which they would attain in the seventh standard of a higher elementary school. In these circumstances it is not thought necessary to formulate further proposals for the improvement of "vernacular middle schools."

8. The five statements forming Appendix B of your letter under reply have been duly filled up and are annexed to this letter.

9. I am to express regret that the complexity of the subject, the necessity of consulting the Director of Public Instruction and the financial scrutiny of the matters in issue have delayed the submission of this report beyond the date indicated in the concluding paragraph of your letter.

10. Having now dealt with the specific issues raised by the Government of India, I am to indicate the outlines of the scheme for the improvement and extension of primary instruction which, as at present advised, His Excellency the Governor in Council is disposed to advocate. It is proposed in each of the five years forming the quinquennium beginning with the 1st April 1912 to open 1,500 new schools of the lower primary grade. It is estimated that the actual maintenance of each school will cost Rs. 350 *per annum*, in addition to which a sum of Rs. 50 will be required for the initial equipment. In other words the total expenditure involved under this head is 82.5 lakhs. Each school should accommodate 40 pupils and the annual addition to the school-going population should thus be 60,000, a rate of increase which if continued would result in the universal education of boys between the ages of six and ten in less than 25 years.

11. According to the latest information available there are some 12,500 trained teachers in public elementary schools for boys of whom rather less than half are in schools under public management and the remainder in aided or unaided institutions. Their minimum pay in schools of the former class is about Rs. 8 and it is roughly estimated that the enhancement of this scale to Rs. 12 together with the requisite addition to the teaching grants allowed for trained teachers in aided schools will cost some Rs. 70,000 *per annum* or 3.50 lakhs for the quinquennium under consideration.

12. In regard to the training of elementary teachers a detailed scheme has been drawn up for the re-organization of training institutions at an estimated cost of 1.03 lakhs *per annum* or 5.10 lakhs during the quinquennium. It is proposed to supplement these regular arrangements by the creation of temporary sessional schools. For the purposes of this make-shift arrangement, a provision of 2.25 lakhs is contemplated. This should suffice for the establishment and maintenance of 30 sessional schools for five years at Rs. 1,500 each *per annum* including stipendiary allowances. Each of these should yield an annual out-turn of 40 partially trained men.

13. The allotment provided for the construction of school-houses is 1.38 lakhs *per annum* or 6.90 lakhs in all as stated in paragraph 2 *supra*. This would permit of the construction of three schools *per annum* in each district or a larger number, if local circumstances make it possible to effect some economy upon the maximum standard of Rs. 2,000 for a school building.

14. It is next necessary to examine the increase necessary in the inspecting agency. At present each sub-assistant inspector inspects on the average nearly 220 schools. This constitutes an unduly heavy burden, but with the assistance received from supervisors it should be possible for each officer to deal with 150 schools. It is estimated that on this standard approximately 100 extra sub-assistant inspectors with 200 supervisors will be required, while an addition of eleven will also be necessary in the class of assistant inspectors, since nine districts have hitherto been in the charge of sub-assistant inspectors, and two other assistant inspectors will be needed for the newly-constituted districts of Rámnád and Chittoor. Including establishment charges, allowances and contingencies an assistant inspector costs Rs. 3,700 *per annum*, a sub-assistant inspector Rs. 2,300 and a supervisor Rs. 660. The extra expenditure would, however, only accrue gradually and the total cost for the quinquennium thus works out to 12.91 lakhs as shown below:—

	Assistant Inspectors.	Sub-Assistant Inspectors.	Supervisors.	Total.
	LAKHS.	LAKHS.	LAKHS.	LAKHS.
First year	41	46	26	113
Second year	41	92	53	186
Third	41	138	79	258
Fourth	41	184	106	331
Fifth	41	230	132	403
Total	205	690	396	1291

15. It remains only to mention a provision of 0.75 lakh designed to meet the cost of a special officer with establishment, etc., at Rs. 15,000 *per annum* for the purpose of supervising the introduction of this scheme for the improvement of primary instruction.

16. The aggregate expenditure under the various heads detailed in the preceding paragraphs thus works out, as stated in paragraph 2 *supra*, to 114.21 lakhs.

I have the honour to be,

Sir,

Your most obedient servant,

L. DAVIDSON,

Ag. Secretary to Government.

[Appendices.

APPENDIX B, No. I.
(Primary Education—Boys.)

Cultivated area (in square miles).	Present number of Primary schools.		Residual total of Primary schools.	Average number of cultivated area which will be under school under resultant total.	Male population.	Percentage of boys at schools in each of the classes to male population.	Average number of boys to be accommodated in each of the existing schools.	Residual percentage expected to be in attendance at schools of all classes to male population.	Present average annual cost of		Proposed average annual cost of		Proposed total expenditure.	Proposed total increase.
	1	2							3	4	5	6		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
66,536	23,426	7,500	30,926	2.2	20,836,338	4.2	40	5.7	146	4 3 11	195	5 2 11	60,43,162	26,21,000

APPENDIX B, No. II.
(Primary Education—Boys.)

Present number of		Number of years in which training and allowing for 5 per cent. attrition all existing schools will be fully staffed with trained teachers.	Present number of Primary training schools.	Proposed number of persons to be trained.	Number of years in which, at present total of Primary schools will be fully staffed with trained teachers.	Proposed cost of a training school.				Proposed total cost.	Proposed total increase.	
Teachers in Primary schools.	Persons under training for Primary teachers.					Proposed average annual cost of each school (excluding stipends).	Proposed average annual cost and training person under training.	Proposed average annual cost of each school (including stipends).				
1	2	3	4	5	6	7	8	9	10	11	12	13
37,835	12,482	2,371	12	46	40	2,520	16	5,811	145	11,619	3,67,871	• 1,98,554

* For Government schools only.

APPENDIX B, No. III.

(Primary Education—Boys.)

Present number of			Proposed number of		Present		Proposed		Proposed total expenditure	Proposed total increase.
Primary schools.	Inspecting officers mainly employed among primary schools.	Primary schools per such inspecting officer.	Primary schools.	Inspecting officers mainly employed among primary schools.	Primary schools per such inspecting officer.	Average annual cost of each in such establishment, including charges and contingencies.	Average annual cost of each in such establishment, including charges and contingencies.	Average annual cost of each in such establishment, including charges and contingencies.		
1	2	3	4	5	6	7	8	9	11	12
23,488	(a) 109	215	7,560	(b) 217	143	(c) 1,217 2 0	19 2 0	1,255 0 0	27 8 0	8,50,904

(a) Excluding 21 Assistant Inspectors in charge of districts who control elementary education but do no inspection and 238 Supervisors of elementary schools who do no regular inspection work.
(b) Including 4 Assistant Inspectors and 438 Supervisors.
(c) Including Assistant Inspectors and Supervisors.

APPENDIX B, No. IV.

(Primary Education—Boys.)

Improvement and expenditure of schools.		Training.		Inspection.		Total.
1	2	3	4	5	6	7
1. Present total expenditure..	Rs. 34,18,462	Rs. 2,60,517	Rs. 4,47,004	Rs. 41,25,973		
2. Proposed increase ..	26,25,000	1,08,354	4,08,000	31,36,354		
3. Proposed total ..	60,43,462	3,68,871	8,55,004	72,62,327		

APPENDIX B, No. V.

(Primary Education—Boys.)

1909-1910.			1910-1911.			1911-1912.			1912-1913.			1913-1914.		
Capital.		Recurring.	Capital.		Recurring.	Capital.		Recurring.	Capital.		Recurring.	Capital.		Recurring.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Provincial funds ..	Rs. 15,74,476	Rs. 17,03,442	Rs. 1,22,000	Rs. 17,28,000	Rs. 8,61,000	Rs. 3,53,000	Rs. 2,38,000	Rs. 2,38,000	Rs. 14,69,000	Rs. 5,31,000	Rs. 40,48,000	Rs. ..	Rs. ..	Rs. ..
Private funds ..	Rs. 12,67,989	Rs. 12,67,000	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..
Imperial funds ..	Rs. 12,14,315	Rs. 12,14,423	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..
Total ..	Rs. 39,56,777	Rs. 41,61,870	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..

1914-1915.			1915-1916.			1916-1917.		
Increase.		Total.	Increase.		Total.	Increase.		Total.
Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.
16	17	18	19	20	21	22	23	24
Provincial funds ..	Rs. 2,28,000	Rs. 20,56,000	Rs. 61,04,000	Rs. 2,28,000	Rs. 26,54,000	Rs. 10,37,000	Rs. 87,58,000	Rs. 2,28,000
Private funds ..	Rs. ..	Rs. 8,09,000	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..
Imperial funds ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..
Total ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..	Rs. ..

* Local = Board and Municipal.

~~PLACED~~

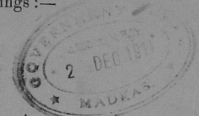
Est.

13

~~LOCAL AND MUNICIPAL~~ DEPARTMENT

Papers to be read in Proceedings :-

Again G.O., No.	, dated	19
Again G.O., No.	, dated	19
Current No. 1675	of 19 11, dated 6-7-11, from	Joint Secy to the Govt of Madras No 852
" "	" 19 " "	" "
" "	" 19 " "	" "



23P

ORDER. No 852 of 12. 11.

Order

The foot of order will be addressed.

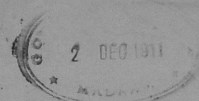
SRs

L.D.

(H.S. Lata)

Lo. an app. ✓ Defd with the copy of letter. 22/11/12
The final order with a copy of the letter to be in

14



The proof of this letter has been received from the press - compare it carefully & make the necessary correction.

Letter No 85382.12.11.

To
The Secretary to the Govt. of India,
Department of Education.

Sir,

I am directed to submit the following reply to your letter No.952 dated 6th July 1911.

2. In the first place I am to advert to paragraph 25 of my letter No.613 dated 2nd September 1911 and to state that the progressive programme ^{of} educational finance therein suggested forms the basis of the comprehensive working plan for the improvement and extension of primary instruction which will be outlined in this letter.

The objects of the proposed expenditure are the opening of new lower primary schools, a substantial increase in the emoluments of trained teachers, consequential additions to the strength of the inspecting staff.

Desp
8/12/11.
28.11.11.
S. C. P. despd.
9/1/12

P

Despatch
7/11
30-11-11

15

special arrangements for the training of elementary teachers, not only in training schools properly so called but also through the less efficient agency of sessional schools and the construction of school houses. It is roughly estimated that the measures in view will involve an aggregate expenditure of ~~104.87~~ ^{114.21} lakhs including provision for a special supervising officer. The whole of this outlay will consist of recurring charges with the exception of 6.90 lakhs for construction of school houses and ^{3.75} ~~3.75~~ lakhs being the initial cost of equipping the new schools which it is proposed to establish. Provincial funds will, it is anticipated, be able to contribute a total sum of ^{39.90} ~~39.90~~ lakhs made up of the progressive incremental contribution of two lakhs per annum referred to in paragraph 25 of my letter No. 615 dated 2nd September 1911, 6.90 lakhs on account of school buildings and three lakhs towards the cost of sessional schools and ^a ~~the~~ special supervising officer, items which

[75-00 schools @ 50 each]

2	} are to meet the progress of
4	
6	
8	
10	
30	
6.90	- school buildings
2.25	- sessional schools
7.15	- special officer
<u>29.90</u>	

P.

14

though required throughout the next five years may conceivably not prove to be a permanent necessity. In regard to the possibilities of fresh local taxation, I am to say that His Excellency the Governor in Council ^{has} nothing to add to the objections taken to the levy of an educational cess in paragraph 10 of my letter No. 613 dated 2nd September 1911.

5. In the programme drawn up ^{has been paid} ~~and~~ due consideration to the general recommendations enumerated in paragraph 2 of your letter under reply. It is proposed to begin with a large expansion of lower primary schools. In such institutions the curriculum is substantially of the character advocated in your letter and in this Presidency no distinctions ^{are} ~~are~~ at present drawn between urban and rural schools except such as are involved in the attempt made to adapt curricula to local conditions. The ideal kept in view is to employ as teachers only persons who have completed their education in an

*Continues report as
inseparable*

12

upper primary school or have received --
 instruction equivalent to that course.
 Limitations of supply, however, make it
 for the present impossible to achieve this
 ideal, and the same consideration militates
 against the provision of a separate teacher
 for each class or standard, ^{but} ~~though~~ no in-
 superable difficulty has been found in
 restricting the strength of each class to
 50 or less. The importance of develop-
 ing upper primary schools has not been
 lost sight of and measures are now under
 the consideration of His Excellency the
 Governor in Council for the extension of
 the present policy of encouraging the --
 creation of schools with standards above
 the lower primary stage wherever local cir-
 cumstances are such as to favour their
 existence. The re-organization of train-
 ing schools is another pending question
 which has reached a more advanced stage, a
 detailed scheme having been drawn up which
 will shortly be submitted for the approval
 of the Government of India. His Excellency
 in

90 no 424 3d 1-7-11 H

18

in Council is alive to the importance of improving the emoluments of trained teachers and the working plan embodied in this letter is based on the standard of a minimum monthly ~~salary~~ pay of Rs.12. The creation of a provident fund formed the subject of special consideration in 1910, when a scheme drawn up by a senior educational officer was reluctantly rejected as impracticable. His proposals have however recently come under fresh examination and His Excellency in Council trusts that, with some revision, they may assume a practical shape; but while recognizing the great importance of admitting trained teachers to the benefits of a provident fund he is not satisfied of the advantage or feasibility of placing this class of officers in a graded service.

4. As already stated, the proposals embodied in this letter make the provision of school buildings a liability of Provincial funds. In this direction it

Sum 418rd B
187.10

is not intended to embark upon any --
 elaborate programme. The agency em-
 ployed for actual building work will --
 ordinarily be the engineering staff under
 local boards which should be a less ex-
 pensive medium than the Public Works --
 Department. As the Government of India
 observe, it is usually possible to hire
 buildings in the first instance and the
 erection of suitable accommodation is a
 step which should not ~~be~~ follow until the
 permanent need of a school has been --
 established. The provision made on this
 account in the proposals now submitted,
an annual addition of
 viz., 1.58 lakhs, contemplates ~~three or~~
each year
 more school houses in each of the districts
 of the Presidency excluding the City of
 Madras and the Nilgiris.

5. His Excellency the Governor in
 Council is in accord with the policy of
 converting aided institutions into board
 schools, but since the main object in
 view is the breaking down of illiteracy,

the process of conversion should be slow; it is of greater importance to create new schools in localities where no educational facilities exist.

6. The scheme put forward provides for a liberal increase in the inspecting staff, the standard adopted being roughly ~~one~~ ^{one} assistant inspector for purposes of general control in each district, a sub assistant inspector for the actual inspection of every 150 schools ^{assisted by} ~~together with~~ ₂ two subordinates of the class of supervisor who do not conduct the regular -- inspections held for the purpose of grants-in-aid and are mainly concerned with the improvement of existing schools and the initiation of proposals for the opening of new schools.

7. The 548 institutions shown as ~~the~~ "vernacular middle schools" established in 1909-10 in this Presidency in the statement embodied in paragraph 7 of your letter under reply consist of elementary schools with standards above the fourth

both for boys and girls. The local Department of Public Instruction aims ^{at} popularizing complete ~~primary-schools~~ elementary schools and to that end pays special consideration to their needs in the allotment of teaching grants and makes provision for the award of scholarships. ^{It is not solely} ~~but does not afford~~ to these institutions that recourse ^{however} is necessary in the search for matter to improve and spread -- primary education, since the training schools in Madras make arrangements to carry on the general education of teachers with the result that on leaving these institutions ^{the} ~~the~~ teachers have reached a stage of proficiency at least equal to that which they would attain in the seventh standard of a higher elementary school. In these circumstances it is not thought -- necessary to formulate further proposals for the improvement of 'vernacular middle schools'.

8. The five statements of Appendix B of your letter under reply have been duly filled up and are annexed to this letter.

9. I am to express regret that the complexity of the subject, the necessity of

22

of consulting the Director of Public Instruction and the financial scrutiny of the matters in issue have delayed the submission of this report beyond the date indicated in the concluding paragraph of your letter.

10. Having now dealt with the specific issues raised by the Government of India, I am to indicate the outlines of the scheme for the improvement and extension of primary instruction which as at present advised His Excellency the Governor in Council is disposed to advocate. It is proposed in each of the five years forming the quinquennium beginning with the 1st April 1912 to open 1,500 new schools of the lower primary grade. It is estimated that the actual maintenance of each school will cost Rs.350 per annum, in addition to which a sum of Rs.50 will be required for the initial equipment. In other words the total expenditure involved under this head is 82.5 lakhs. Each school should

$$\begin{array}{rcl}
 1^{st} \text{ Year. } 1500 \times 400 & = & 6.00 \text{ lacs.} \\
 2^{nd} \text{ Year } 6 \text{ lacs.} + (1500 \times 350) & = & 11.25 \text{ " } \\
 3^{rd} \text{ Year } 6 \text{ " } + (1500 \times 350) & = & 16.50 \text{ " } \\
 4^{th} \text{ Year } 6 \text{ " } + (1500 \times 350) & = & 21.75 \text{ " } \\
 5^{th} \text{ Year } 6 \text{ " } + (1500 \times 350) & = & 27.00 \text{ " } \\
 \hline
 & = & 82.50
 \end{array}$$

23

accommodate 40 pupils and the annual addition to the school-going population should thus be 60,000, a rate of increase which, if ~~continued~~ ^{continued}, would result in the universal education of boys between the ages of six and ten in ~~some 25~~ ^{less than 25} years.

11. According to the latest information available there are some 12,500 trained teachers in public elementary schools for boys of whom rather less than half are in schools under public management and the remainder in ~~unaided~~ ^{unaided} institutions. Their minimum pay in schools of the former class is about Rs.8 and it is roughly estimated that the enhancement of this scale to Rs.12 together with ~~the~~ ^{the requisite} addition ~~of Rs.4000~~ ^{of Rs.4000}

~~to~~ ^{to} the teaching grants allowed for trained teachers in aided schools would cost some Rs.70,000 per annum or 5.50 lakhs for the quinquennium under consideration.

12. In regard to the training of elementary teachers a detailed scheme has been

(20 years without allowing for increase in population)

Office Note. This paragraph is very meagre. Neither in the original printed note nor elsewhere can I find any data sufficiently accurate from which to work out the details of the total 5.50 lakhs. Please examine this more thoroughly and at once. It is desirable that this ~~part of the letter~~ ^{part of the letter} should be ~~revised~~ ^{revised}.

Note added to Office. Note that short 20 per cent is about right. No more details need be given.

been drawn up for the re-organization of training institutions at an estimated cost of 1.06 lakhs per annum or 5.40 lakhs during the quinquennium ~~1950-51 to 1954-55~~². It is proposed to supplement these regular arrangements by the creation of temporary sessional schools. For the purposes of this make-shift arrangement a provision of 2.25 lakhs is contemplated. This should suffice for the establishment and maintenance of 30 sessional schools for five years at Rs.1,500 each per annum including stipendiary allowances. Each of these should yield an annual out-turn of 40 partially trained men.

15. The allotment provided for the construction of school houses is 1.55 lakhs per annum or 6.90 lakhs in all as stated in paragraph ~~2~~² ~~HERE~~. This would permit of the construction of three schools per annum in each district or a ~~materially~~² larger number if local circumstances make it possible to effect some economy upon the maximum standard

25

of Rs.2,000 for a school building.

14. It is next necessary to examine the increase necessary in the inspecting agency. At present each sub assistant inspector inspects on the average nearly 220 schools. This constitutes an unduly heavy burden, but with the assistance received from supervisors it should be possible for each officer to deal with 150 schools. It is estimated that on this standard approximately 100 sub assistant inspectors with 200 supervisors would be required, while an addition of ~~xxxxxx~~ eleven would also be necessary ⁱⁿ the class of assistant inspectors since nine districts have hitherto been in the charge of sub assistant inspectors, and two other assistant inspectors will be ~~required~~ needed for the newly constituted districts of Ramnad and Chittoor.

Including establishment, allowances and contingencies an assistant inspector costs Rs.5,700 per annum, a sub assistant inspector Rs.2,300 and a supervisor Rs.660. The

3
or 5

26

extra expenditure would, however, only occur gradually and the total cost for the quinquennium thus works out to 13.91 lakhs as shown below:-

	Assistant Inspectors. Lakhs.	Sub Assistants. Lakhs.	Supervisors. Lakhs.	Total. Lakhs.
1st year.	.41	.46	.26	1.13
2nd "	.41	.93	.53	1.86
3rd "	.41	1.58	.79	2.58
4th "	.41	1.84	1.06	3.31
5th "	.41	2.50	1.53	4.03
	2.05	6.90	5.96	13.91

15. It remains only to mention a provision of 0.75 lakh designed to meet the cost of a special officer with establishment, etc., at Rs.15,000 per annum for the purpose of supervising the introduction of this scheme for the improvement of primary instruction.

16. The aggregate expenditure under the various heads detailed in the preceding paragraphs works out as stated in paragraph 2 ^{has} ^{114.21} ~~116.21~~ lakhs.

I have etc.

27-11-11

GOVERNMENT OF MADRAS.
EDUCATIONAL DEPARTMENT.
No. 853

From THE HON'BLE MR. L. DAVIDSON, I.C.S.,
Acting Secretary to the Government of Madras,
Educational Department,
To THE SECRETARY TO THE GOVERNMENT OF INDIA,
DEPARTMENT OF EDUCATION.
Dated Fort St. George, the 2nd December 1911.

SIR, I am directed to submit the following reply to your letter No. 952, dated 6th July 1911.

2. In the first place I am to advert to paragraph 25 of my letter No. 613, dated 2nd September 1911, and to state that the progressive programme of educational finance therein suggested forms the basis of the comprehensive working plan for the improvement and extension of primary instruction which will be outlined in this letter.

The objects of the proposed expenditure are the opening of new lower primary schools, a substantial increase in the emoluments of trained teachers, consequential additions to the strength of the inspecting staff, special arrangements for the training of elementary teachers—not only in training schools properly so called but also through the less efficient agency of sessional schools—and the construction of school-houses. It is roughly estimated that the measures in view will involve an aggregate expenditure of 114.21 lakhs including provision for a special supervising officer. The whole of this outlay will consist of recurring charges with the exception of 6.90 lakhs for construction of school-houses and 3.75 lakhs being the initial cost of equipping the new schools which it is proposed to establish. Provincial funds will, it is anticipated, be able to contribute a total sum of 39.90 lakhs made up of the progressive incremental contribution of 4 lakhs per annum referred to in paragraph 25 of my letter No. 613, dated 2nd September 1911, 6.90 lakhs on account of school buildings and 2 lakhs towards the cost of sessional schools and a special supervising officer, items which though required throughout the next five years may conceivably not prove to be a permanent necessity. In regard to the possibilities of fresh local taxation, I am to say that His Excellency the Governor in Council continues to regard as insuperable the objections taken to the levy of an educational cess in paragraph 10 of my letter No. 613, dated 2nd September 1911.

3. In the programme drawn up for consideration has been paid to the general recommendations enumerated in paragraph 2 of your letter under reply. It is proposed to begin with a large expansion of lower primary schools. In such institutions the curriculum is substantially of the character advocated in your letter and

Pen
Please correct & strike off
& send 2 signature copies very
urgently.

7-12-11
a copy shd. go to
Financial office
for
10/10

GOVERNMENT OF MADRAS
EDUCATION DEPARTMENT
The Hon'ble Mr. J. A. DAVIDSON, I.C.S.
Acting Secretary to the Government of Madras
Educational Department
The SECRETARY to the GOVERNMENT of INDIA
DEPARTMENT OF EDUCATION
Date: 1st May 1911

I am directed to inform you that the following is the result of the survey conducted by the Department of Education, Madras, in the year 1910.

1. In the year 1910, the total number of primary schools in the Madras Presidency was 1,013, and the total number of pupils was 1,01,300. The total expenditure on primary education was Rs. 1,01,300.

2. The objects of the proposed expenditure are the opening of new primary schools, the improvement of existing primary schools, the training of primary school teachers, and the improvement of the primary school system generally. The proposed expenditure is Rs. 1,01,300.

3. The proposed expenditure is to be met from the Madras Government's revenue.

APPENDIX B, No. I. (Primary Education—Boys.)

Calculated area (in square miles)	Present number of primary schools	Proposed number of primary schools	Resultant number of primary schools	Average number of pupils per school	Percentage of population to male population	Average number of pupils per school	Resultant percentage of population to male population	Present average annual cost of primary school	Proposed average annual cost of primary school	Resultant average annual cost of primary school	Proposed total expenditure	Proposed total increase
1	2	3	4	5	6	7	8	9	10	11	12	13
66,635	23,425	1,500	30,425	22	30,836,338	4.2	40	5.7	146	4	3	11
											69,43,453	Rs.
												Rs.

APPENDIX B, No. II. (Primary Education—Boys.)

Present number of primary schools	Proposed number of primary schools	Resultant number of primary schools	Present number of pupils	Proposed number of pupils	Resultant number of pupils	Present average annual cost of primary school	Proposed average annual cost of primary school	Resultant average annual cost of primary school	Proposed total expenditure	Proposed total increase
1	2	3	4	5	6	7	8	9	10	11
37,635	12,465	2,371	12	6	46	2,820	14	5,811	3,61,871	• 1,98,354

* Per Government schools only.

APPENDIX B, No. III.

(Primary Education—Boys.)

[illegible]

(a) Excluding 21 Assistant Inspectors in charge of districts who control elementary education but do no inspection and 238 Supervisors of elementary schools who do no regular inspection work.

(b) Excluding 23 Assistant Inspectors and 438 Supervisors.

APPENDIX B, No. IV.

(Primary Education—Boys.)

	1	2	3	4	Total.
		Improvement and expansion of schools.	Training.	Inspection.	
1. Present total expenditure ..		Rs. 34,15,422	Rs. 2,69,517	Rs. 4,47,504	Rs. 41,25,873
2. Proposed increase ..		25,25,000	1,08,354	4,05,000	31,38,354
2. Proposed total ..		60,40,422	3,77,871	5,50,904	75,69,227

APPENDIX B, No. V.
(Primary Education—Boys.)

Expenditure on Primary education from	1909-1910.				1910-1911.				1911-1912.				1912-1913.				1913-1914.			
	Increase.		Total.		Increase.		Total.		Increase.		Total.		Increase.		Total.		Increase.		Total.	
	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
Provincial funds ..	..	15,74,476	..	17,03,443	..	17,38,000	2,38,000	8,61,000	3,53,000	..	25,59,000	..	6,31,000	..	..	..	..	..	..	..
Local funds ..	..	11,61,989	..	11,67,660	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Private funds ..	..	12,14,913	..	12,91,428	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Imperial funds ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Total ..	..	39,50,777	..	41,61,870	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Expenditure on Primary education from	1914-1915.				1915-1916.				1916-1917.				1917-1918.				1918-1919.			
Provincial funds ..	Increase.		Total.		Increase.		Total.		Increase.		Total.		Increase.		Total.		Increase.		Total.	
	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.	Capital.	Recurring.
Local funds ..	..	2,38,000	..	8,09,000	..	61,04,000	..	25,54,000	..	10,37,000	..	87,58,000	..	32,51,000	..	12,65,000	..	1,29,00,000	..	..
Private funds ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Imperial funds ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Total ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..

* Local = Board and Municipal.

Handwritten: 15,74,476

Handwritten: 8/8

Handwritten: 30 7

Province	Cultivated area (in square miles)	Number of Primary schools	Average area of cultivated area served by each school	Male population	Percentage of literacy of males to population	Percentage of boys at school to population	Total expenditure in the Province on primary education under all heads of expenditure	Total expenditure on primary education in public funds	Percentage of expenditure to column 8	Average expenditure on all kinds of education per head of population	Present average cost of educating a child at a primary school	Present average cost of educating a child at a primary school
1	2	3	4	5	6	7	8	9	10	11	12	13
Madras	69,830	23,108	2.9	18,841,971	11.8	3.9	59,68,774	20,69,822	38.3	3	142	44
Bombay	51,153	10,686	4.8	19,008,354	8.3	4.4	66,59,704	28,82,400	43.0	5	402	76
Bengal	65,185	35,401	1.8	20,124,850	* 7.6	3.8	62,69,832	9,46,329	15.0	3	83	30
United Provinces	61,215	9,267	6.6	24,610,622	* 6.3	1.8	60,15,259	13,63,630	22.5	2	170	35
Punjab	44,622	3,345	13.3	10,842,705	* 6.7	1.4	35,59,455	6,88,013	19.1	3	275	52
Burma	26,545	5,163	5.1	5,842,033	37.4	2.4	24,59,378	5,36,373	21.8	4	152	58
Eastern Bengal and Assam	40,180	17,335	2.3	16,679,499	...	3.9	33,11,564	8,12,775	24.5	2	104	23
Central Provinces	43,440	5,010	14.3	6,703,852	5.9	3.1	23,16,180	8,23,236	35.7	2	319	45
Coele	445	82	5.4	100,258	12.7	3.6	43,023	17,188	40.0	3	238	66
North-West Frontier Province	4,550	267	17.0	1,160,409	...	1.04	29,213	63,430	26.2	1	256	50
Total	408,702	107,423	3.7	122,669,630	9.9	3.1	3,62,95,487	1,01,78,177	28.0	5	154	42

Appendix A.
(Primary Education—Boys.)

Province	Cultivated area (in square miles)	Number of Primary schools	Average area of cultivated area served by each school	Male population	Percentage of literacy of males to population	Percentage of boys at school to population	Total expenditure in the Province on primary education under all heads of expenditure	Total expenditure on primary education in public funds	Percentage of expenditure to column 8	Average expenditure on all kinds of education per head of population	Present average cost of educating a child at a primary school	Present average cost of educating a child at a primary school
1	2	3	4	5	6	7	8	9	10	11	12	13
Madras	69,830	23,108	2.9	18,841,971	11.8	3.9	59,68,774	20,69,822	38.3	3	142	44
Bombay	51,153	10,686	4.8	19,008,354	8.3	4.4	66,59,704	28,82,400	43.0	5	402	76
Bengal	65,185	35,401	1.8	20,124,850	* 7.6	3.8	62,69,832	9,46,329	15.0	3	83	30
United Provinces	61,215	9,267	6.6	24,610,622	* 6.3	1.8	60,15,259	13,63,630	22.5	2	170	35
Punjab	44,622	3,345	13.3	10,842,705	* 6.7	1.4	35,59,455	6,88,013	19.1	3	275	52
Burma	26,545	5,163	5.1	5,842,033	37.4	2.4	24,59,378	5,36,373	21.8	4	152	58
Eastern Bengal and Assam	40,180	17,335	2.3	16,679,499	...	3.9	33,11,564	8,12,775	24.5	2	104	23
Central Provinces	43,440	5,010	14.3	6,703,852	5.9	3.1	23,16,180	8,23,236	35.7	2	319	45
Coele	445	82	5.4	100,258	12.7	3.6	43,023	17,188	40.0	3	238	66
North-West Frontier Province	4,550	267	17.0	1,160,409	...	1.04	29,213	63,430	26.2	1	256	50
Total	408,702	107,423	3.7	122,669,630	9.9	3.1	3,62,95,487	1,01,78,177	28.0	5	154	42

(1) Expenditure as for Primary Schools in Table IV.
(2) Public—Provincial local and municipal.

(Bengal and Eastern Bengal and Assam.
(Punjab and North-West Frontier Province.

Appendix B, No. I. (Primary Education—Boys.)

Cultivated area (in square miles).	Present number of Primary schools.	Proposed number of Primary schools.	Resultant total of Primary schools.	Average number of square miles cultivated areas which will be served by each school under resultant total.	Male population.	Percentage of boys at schools of all classes to male population.	Average number of boys to be accommodated in each of the newly established schools.	Resultant percentage of boys expected to be in attendance at schools of all classes to male population.	PRESENT AVERAGE ANNUAL COST OF		PROPOSED AVERAGE ANNUAL COST OF		Proposed total expenditure.	Proposed total increase.
									Maintaining a Primary school.	Recreating a pupil in a Primary school.	Maintaining a Primary school.	Recreating a pupil in a Primary school.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
66,536	23,426	7,500	30,926	2.2	20,386,338	4.2	40	5.3	146	4-3-11	195	5-2-11	60,48,482	26,25,000.

* Throughout these tables (see No. V) only the recurring cost of schools is to be shown, i.e., maintenance of staff, contingencies, repairs, etc. The cost of buildings and equipment should be shown in Table No. V only.

Appendix B, No. II. (Primary Education—Boys.)

Teachers in Primary schools.	PRESENT NUMBER OF		Number of years in which at present rate of recruiting for 5 per cent existing schools will be fully staffed with trained teachers.	Present number of Primary training schools.	Proposed number of Primary training schools.	Proposed number of boys annually trained.	Number of years in which, as proposed, all Primary schools will be fully staffed with trained teachers.	PROPOSED COST OF A TRAINING SCHOOL.			Proposed total cost.	Proposed total increase.
	Trained teachers in Primary schools.	Persons under training for Primary teachers.						Proposed average annual stipend for each training school (excluding stipend.)	Proposed average annual stipend under training.	Proposed average annual cost of a training school (including stipend.)		
1	2	3	4	5	6	7	8	9	10	11	12	13
37,825	12,495	2371	12.	46	40	2520.	16	5811	145	11,619	36,7871	108,354

* For Govt. Schools only.

Appendix B, No. III.
(Primary Education—Boys.)

PRESENT NUMBER OF			PROPOSED NUMBER OF			PRESENT		PROPOSED		Proposed total expenditure.	Proposed total increase.
Primary schools.	Inspecting officers mainly employed among Primary schools.	Primary schools per each inspecting officer.	Primary schools.	Inspecting officers mainly employed among Primary schools.	Primary schools inspecting officer.	Average annual cost of such an inspecting establishment, touring charges and contingencies.	Average annual cost per school.	Average annual cost of each inspecting officer with establishment, touring charges and contingencies.	Average annual cost per school.		
1	2	3	4	5	6	7	8	9	10	11	12
23,426	109 including 21 assistant inspectors in charge of districts and who do not claim any salary but do receive 2500 rupees a month as honorarium of education officers who are not receiving salaries in the present of the Government. The total amount of honorarium is Rs. 5,25,000.	215	7,500	217 including 23 assistant inspectors and 2000 rupees a month.	143	1217-2-0 including 2000 rupees a month and 2000 rupees a month.	19-8-0	1217-3-0 1258-0-0	27-7-0	850,904	408,000 44,000

Appendix B, No. IV.
(Primary Education—Boys.)

PRESENT NUMBER OF			PROPOSED NUMBER OF			PRESENT		PROPOSED		Proposed total expenditure.	Proposed total increase.
Primary schools.	Inspecting officers mainly employed among Primary schools.	Primary schools per each inspecting officer.	Primary schools.	Inspecting officers mainly employed among Primary schools.	Primary schools inspecting officer.	Average annual cost of such an inspecting establishment, touring charges and contingencies.	Average annual cost per school.	Average annual cost of each inspecting officer with establishment, touring charges and contingencies.	Average annual cost per school.		
1	2	3	4	5	6	7	8	9	10	11	12
1	2	3	4	5	6	7	8	9	10	11	12
1. Present total expenditure	...	...	34,19,452	2	...	2,59,517	3	4,147,904	4	41,25,873	5
2. Proposed increase	...	...	26,25,000	...	...	1,08,354	...	403,000	...	31,36,354	...
3. Proposed total	...	...	60,43,452	...	...	3,67,871	...	8,50,904	...	72,72,227	...

33

A

Please send proof in triplicate. The papers have been carefully edited.

B

Proof returned corrected. Please strike off and send number of copies as indicated.

C

As the matter is clear manuscript and has been carefully edited, proof need not be sent. Please print and supply number of copies as indicated.

Type may be released after usual interval at once.

Type may be released after usual interval.

Clerk.

Clerk.

Clerk.

Supdt.

Supdt.

Supdt.

(b) Three copies of proof of all notes should be sent for approval, except when instructions are given to the contrary.

SPECIAL INSTRUCTIONS.

Pres
Please send 2 signature copies
of the letter to the Govt of India
V. S.

TO BE FILLED IN BY THE PRESS.

Diary.	Initials of Press official.
Received in Press on.....	2-12-11 <i>SA</i>
First proof furnished on.....	14-12-11 <i>SA</i>
Call for revised proof received on.....	
Revised proof furnished on.....	
Corrected proof received for striking on.....	6-1-12 <i>SA</i>
Final copies supplied on.....	22/1/12 <i>SA</i>

Account of copies.	Complete copies.	Notes.	Issue copies.
Supplied to Secretariat for Record.....			
" " " Issue.....			
For Volumes.....			
For E. T.....			
Total			