

Government of Madras.

HOME DEPARTMENT.

(EDUCATION)

G.O. No. 1110, 23rd October 1916



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School going age

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N.P

ORIGINAL.

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GOVERNMENT OF MADRAS

HOME DEPARTMENT

(Education)

READ—the following papers :—

I

Letter—from the Hon'ble Sir E. D. MACLAGAN, K.C.I.E., C.S.I., Secretary to the Government of India, Department of Education (Education).

To—the Secretary to the Government of Madras, Home (Education) Department.

Dated—Simla, the 8th August 1916.

No.—758.

I am directed to forward for information a copy of a letter No. 498, dated the 21st February 1916, from the Government of Bombay regarding the method of calculating the population of school-going age for the purposes of the provincial educational reports. It will be observed from general table I, appended to these reports, that the population of school-going age taken at 15 per cent of the total population. The Government of India, as at present advised, are inclined to think that in order to avoid all controversy in the matter it is desirable that this percentage should be dropped altogether in the educational tables and that it will suffice if the total population only is given and the percentage of those at school calculated upon the total population. But before arriving at a final decision they desire to invite the views of local Governments on the subject.

ENCLOSURE.

Letter—from P. W. MONTE, Esq., Acting Secretary to the Government of Bombay, Educational Department.

To—the Secretary to the Government of India, Department of Education (Education).

Dated—Bombay Castle, the 21st February 1916.

No.—498.

I am directed to say that the officer appointed to compile the General Administration Report of the Government of Bombay for the year 1914-15 has represented to Government that the percentage of children actually at school to the total school-going population in the Presidency as worked out in general table I appended to the annual report of the Director of Public Instruction for the year 1914-15 gives a misleading idea of the state of education in this Presidency. He has pointed out that the figures as given in the aforesaid table are 42.2 per cent for males and 9.8 per cent for females; that this means that if these figures are correct, nearly half the male population of school-going age of the Presidency is at school and nearly 10 per cent of the females; that the experience of district officers is against such a deduction; and that the suspicions that these figures must be incorrect are confirmed by an examination of the figures of literacy given in the Census report for 1911 as shown below.

2. It appears from subsidiary table II (A) at page 81, volume VII, of the Census report that the number of males from 5 to 15 years of age per 10,000 of the total male population is 2,845, and the number from 15 to 20 years is 843. Assuming the school-going age in this Presidency to be from 5 to 16, it would not be far wrong to take 2,400 as the approximate number of males of school-going age per 10,000 of the male population or 24 per cent. As the total male population in the Presidency is 10,250,000, the number of males of school-going age on the above basis is 2,400,000. The total numbers of male scholars in secondary and primary schools among public institutions and in elementary private institutions as given in general table I appended to the report of the Director of Public Instruction for 1914-15 aggregate (57,994+551,987+27,008=) 636,989 or 637,000 in round figures. The percentage of males actually at school to the total male population of school-going age would thus be about 25.8, a figure which is much more in accordance with the literacy figures of the Census report, which shows that the percentage of literacy for males from 15 to 20 years is 17.2 and that for females from 10 to 15 years 11.7.

3. The incorrectness of the percentages appearing in the annual report of the Director of Public Instruction in this Presidency is due to the fact that, while the proportion of males of school-going age to the total male population in the Bombay Presidency is actually about 24 per

cent as worked out above, the second foot-note to general table I appended to the report states that it is to be taken at 15 per cent. This note appears to have been prescribed in 1883 on the recommendation of a sub-committee of the Indian Education Commission [vide Home Department (Education) Resolution No. 9-338-53, dated the 29th October 1883]. In paragraph 21 of this sub-committee's report, which formed an accompaniment to the resolution just quoted, it is stated that in reference to general table I the sub-committee had come to the conclusion that the accepted proportion of 15 per cent would represent the population of school-going age with fair accuracy, while in paragraph 45 of the report of the Education Commission itself the following observations occur :—

"In European countries, it is usual to take the children of school-going age at one-sixth of the entire population, so that, in round numbers, one child should be at school for every six persons of the population. It would, however, be misleading to apply the same ratio to an oriental country, where the great bulk of the population, estimated at 65.5 of the whole, is agricultural. Moreover, the poverty of the country must form an important consideration. Not only is the duration of the school-going age necessarily shorter than in Europe, but, as a matter of fact, millions of peasant families depend on the labour of their children in order to raise sufficient food to keep them alive during the year. The ratio of one child at school to each six persons of the population implies a standard of comfort and civilization unknown in India. Again, education in most European countries is compulsory by law; but having regard to the poverty and actual educational requirements of the great bulk of the population of India, the Commission declined even to enter into the question of a compulsory Education Act, which must at least be preceded by the provision of adequate school accommodation. We have adopted 15 per cent as on the whole affording the best estimate of the children of school-going age."

It would thus seem that the 15 per cent basis was adopted on the authority of the Education Commission.

4. The expression "school-going age" is strictly applicable only in those countries which have a system of compulsory education. In such cases the school-going age is the period during which education is compulsory; and the percentage of children who are actually at school is a test of the efficiency with which the principle of compulsion is applied. In a country like India the expression can only be applied roughly to such period as corresponds more or less to the period of compulsion elsewhere. It is generally believed that the majority of children receiving primary education in this country do not stay at school for more than four or five years, say, from 6 or 7 to about 11; and this might be called the "school-going age." In paragraph 2 of the above "school-going age" is taken as twelve years from 5 to 16, and the percentage of the above the "school-going age" is taken as twelve years from 5 to 16, and the percentage of the population of this age to the total male population works out to 25.8 so far as this Presidency is concerned. The Government of India have fixed this percentage at 15, from which it would seem that they have taken only about half of the period mentioned above. The anomaly is that against this period of perhaps six years applying properly only to the primary stage of education every possible sort of student is taken into account in calculating the number of persons actually at school, as general table I includes colleges, secondary schools, training and other special schools, as well as all kinds of advanced and elementary private institutions, such as Koman schools, which give no education in the strict sense at all. The Governor in Council considers that if every conceivable kind of student is to be reckoned on the credit side, it is evident that that if every conceivable kind of student is to be reckoned on the credit side, it is evident that a far higher proportion than 15 per cent should be assumed in estimating the total population of school-going age. If, on the other hand, the latter percentage is to be retained, then it should be stated what period of life this covers, and the boys and girls of that period only should be reckoned. As remarked in paragraph 3 above, however, the expression "population of school-going age" has real significance only in relation to compulsory education and can have but an artificial value in India in any case.

5. Finally, I am to remark that, when the Elementary Education Bill introduced in the Governor-General's Council by the late Hon'ble Mr. Gokhale was under discussion, the figures obtained from the municipalities showed on the 15 per cent basis an absurdly high percentage of boys at school, in some cases cent per cent or more, and in his letter No. 4665, dated the 7th August 1911 (which formed an accompaniment to this Government's letter to the Government of India in the Legal Department, No. 2590, dated the 26th August 1911), the Director of Public Instruction in this Presidency commented upon the correctness of the conventional assumption. Of course a town may attract boys from outside who do not really belong to its census population, but even so it was evident that 15 per cent was too narrow a basis if every student is to be reckoned on the other side. It was, however, presumed at that time that the percentages laid down by the Government of India had some statistical basis, and the point was therefore not pursued further. The examination of the figures contained in the Census Report of 1911 and a further discussion of the method of determining the percentages in general table I as explained above prove that these percentages as worked out at present are entirely misleading.

6. In the circumstances set forth above I am to request that the Government of India may be moved to consider the point raised above and to issue such orders as may be deemed necessary in the matter.

II

Endorsement No. 2988-1, Home (Education), dated the 17th August 1916.

Referred to the Director of Public Instruction for early remarks.

P. RAJAGOPALA ACHARIYAR,
Secretary to Government.

To the Director of Public Instruction.

III

*Letter—from the Hon'ble Mr. J. H. STONE, M.A., C.I.F., F.R.H.S., Director of Public Instruction.**To—the Secretary to Government, Home (Education) Department.**Dated—Madras, the 21st September 1916.**No.—Ref. on Cur. 6881.*

With reference to Government Endorsement No. 2988-1, dated the 17th August 1916, referring for remarks the letter of the Government of India No. 758, dated the 8th August 1916 (herewith returned) on the subject of the method of calculating the population of school-going age for the purpose of the provincial educational reports, I am of opinion that the percentage of those at school calculated upon the total population may give a rough means of comparing the extent to which education is being carried on in different provinces. What seems to me to be wanted is information of the proportion of children in school at different stages, e.g., primary, secondary and higher. This could only be got by means of more detailed Census figures relating to all ages, say from 5 to 25.

In this connection I have the honour to enclose a copy of Mr. R. Littlehailes' note on the subject giving reasons why, if any percentage is adopted, it should not differ from 15.

ENCLOSURE

Note by Mr. R. Littlehailes, Special Officer, Office of the Director of Public Instruction, Madras, dated 21st April 1916.

Percentage to be taken for children of school-going age and correction for growing population.

The reports on Public Instruction in the Baroda State give a table showing the number of pupils of each age reading in primary schools. Beyond this there is nothing of importance on the subject. The tables in the Baroda reports are analogous, though not entirely similar to general table X of the last (sixth) Quinquennial Review of the Progress of Education in India.

2. Sir Harold Stuart wrote on the subject in the Census Report of 1891, indeed every Census officer writes on it, though neither Mr. Francis nor Mr. Molony treated it at length. The Government of India Census officer treats the question or has it treated by a special actuarial officer, mainly in connection with age returns. In 1911 Thomas G. Auckland, Actuarial Adviser to the Board of Trade, wrote a special actuarial report in addition to the general report of Mr. Gait on the age of persons in India, and the returns contained in this report—they will be found at the end of Chapter V of the Census of India Report (Part I)—are the most recent available and they are the ones to be used now on any calculations based on age returns.

3. The school-going population is ordered by the Government of India to be taken at 15 per cent of the total population, and no alteration can be made on this figure without the sanction of the Government of India. This figure was no doubt fixed on analogy with the practice of the English Board of Education where 15 per cent of the total population is taken to be of school-going age. In Baroda the presumption is that boys between the ages of 7 and 12 should go to school. In England the ages are 5-14.

4. In order to determine the percentage of the total population (male or female) which ought to be in school, the first thing is to fix the length of a school course and the second the normal age at which this school course begins and at which it ends. Reference to the tables of the Census which give the age distribution according to each sex will inform us of the number of persons per 100,000 who are of each age or age-group. This gives us directly the percentage of persons who should be reading in school. To this percentage should be added the persons who should be reading beyond the elementary stages of instruction in order to obtain the total percentage who should be in all schools, elementary as well as secondary.

5. Let us assume that the normal school course is for five years, i.e., from the infant standard to standard IV, and that the ordinary pupil should be reading in school from the age of 5 to the age of 9 inclusive. The percentage of pupils of these ages to the whole population is given below for Madras:

Ages.	Males.				Females.			
	1901.	1911.	Mean 1901-11.	Graduated numbers.	1901.	1911.	Mean 1901-11.	Graduated numbers.
0-4	15.1	14.9	15.0	15.3	15.4	14.9	15.1	14.9
5-9	14.5	13.0	13.7	12.4	14.0	12.8	13.4	12.6
10-14	11.3	11.0	11.1	11.2	9.8	9.7	9.7	11.3

6. Every boy and every girl from ages 5-9 should be attending school, so that, so far as elementary education is concerned and accepting my presumption as stated above regarding the five years' course, then the correct percentage of population of school-going age is—using the graduated figures—12.4 for boys and 12.6 for girls. If we consider that all children of ten years of age should also be attending school—thus making the course a six years' course (from five years to ten years, inclusive)—the above percentages are to be increased by 2.3 and 2.4, respectively, becoming then 14.7 for boys and 15.0 for girls.

7. If now we presume that, in addition, about one person in a hundred should receive a higher schooling, say from the age of 11 to the age of 15, both ages inclusive, then the above percentages are to be raised by 1.1 and 1.1 respectively, becoming then 15.8 for boys and 16.1 for girls.

8. It is clear that, until the length of the school course and the age of the normal pupil when he should begin the course and when he should end the course are fixed, no estimate of the percentage of school-going population can be arrived at. But given the length of the course and the age of beginning and ending of the course, reference to the Census returns gives us at once the percentage of pupils of school-going age. The presumption that one in a hundred pupils should receive a higher education is open to correction. An estimate could also be made on the assumption that a certain number of pupils should read to the middle school course and then stop and a certain number to the school final examination and then stop.

9. It appears to me to be impossible to make any general correction for increasing population. We know only the general variations in population as indicated from past returns; these do not of necessity foretell the future tendencies of increase or decrease; nor do they allow for local tendencies, the total population of an area may be the increase and yet the population of certain localities in that area may be decreasing. Again, the Census returns indicate that there are—as there must always be in India owing to its inherent peculiarities of plague, famines, etc.—large variations in the age distribution and that, though the population may as a whole be on the increase, it may have in any period decreased within a specified set of ages. A comparison of the Census returns for two consecutive censuses gives sufficient evidence of this.

I have almost come to the conclusion that we cannot vary the figure from 15 per cent with any advantage at present.

Order—No. 1110, Home (Education), dated 23rd October 1916.

The following reply will be despatched to the Government of India.

(True Extract)

P. RAJAGOPALA ACHARIYAR,
Secretary to Government.

GOVERNMENT OF MADRAS

HOME DEPARTMENT

(Education)

No. 1111

From

THE HON'BLE DIWAN BAHADUR

P. RAJAGOPALA ACHARIYAR AVARGAL, C.I.E.,

Secretary to the Government of Madras,

Home (Education) Department,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,

DEPARTMENT OF EDUCATION.

Dated Fort St. George, the 23rd October 1916.

SIR,

I am directed to reply to your letter No. 758, dated the 8th August 1916, on the subject of the method of calculating the population of school-going age for the purposes of the provincial educational reports.

2. In accordance with the recommendation made in 1883 by a sub-committee of the Indian Education Commission, the population of school-going age is, for purposes of comparison, taken at 15 per cent of the total population. The correctness of this percentage has been disputed on different occasions by educational authorities. The Governor in Council considers that, until the length of the school course and the age of the normal pupil for beginning the course and ending it are fixed, no accurate estimate of the percentage of school-going population can be arrived at. He is, therefore, inclined to accept the view of the Government of India that, to avoid controversy in the matter, it is desirable to drop altogether the percentage now in use, and that it will suffice if, in future, the total population only is given in the educational tables and the percentage at school calculated upon the total population. I am, at the same time, to point out that such a method of calculation will provide only a rough means of comparing the extent to which education is being carried on in different provinces. This Government consider that the value of the educational

reports will be enhanced if particulars are given as to the proportion of children in school at different stages, e.g., primary, secondary and higher. For this purpose, however, it will be necessary to have detailed Census figures relating to all ages from 5 to 25. In the Census reports till now published the figures as to the age are given only in five yearly blocks or totals, and I am to suggest that detailed figures as to each age from 5 to 25 may with advantage be entered in future reports.

3. I am also to enclose for the perusal of the Government of India a copy of a note written on the subject by Mr. R. Littlehailes, an officer of the Indian Educational Service in this Presidency.

I have the honour to be,

Sir,

Your most obedient servant,

P. RAJAGOPALA ACHARIYAR,

Secretary to Government.

ANNEXURE.

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3. The school-going population is ordered by the Government of India to be taken at 15 per cent of the total population, and no alteration can be made on this figure without the sanction of the Government of India. This figure was no doubt fixed on analogy with the practice of the English Board of Education where 15 per cent of the total population is taken to be of school-going age. In Baroda the presumption is that boys between the ages of 7 and 12 should go to school. In England the ages are 5—14.

4. In order to determine the percentage of the total population (male or female) which ought to be in school, the first thing is to fix the length of a school course and the second the normal age at which this school course begins and at which it ends. Reference to the tables of the Census which give the age distribution according to each sex will inform us of the number of persons per 100,000 who are of each age or age-group. This gives us directly the percentage of persons who should be reading in school. To this percentage should be added the persons who should be reading beyond the elementary stages of instruction in order to obtain the total percentage who should be in all schools, elementary as well as secondary.

5. Let us assume that the normal school course is for five years, i.e., from the infant standard to standard IV, and that the ordinary pupil should be reading in school from the age of 5 to the age of 9, inclusive. The percentage of pupils of these ages to the whole population is given below for Madras:

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6. Every boy and every girl from ages 5—9 should be attending school, so that, so far as elementary education is concerned and accepting my presumption as stated above regarding the five years' course, then the correct percentage of population of school-going age is—using the graduated figures—12.4 for boys and 12.6 for girls. If we consider that all children of ten years of age should also be attending school—thus making the course a six years' course (from five years to ten years, inclusive)—the above percentages are to be increased by 2.8 and 2.4, respectively, becoming then 14.7 for boys and 15.0 for girls.

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8. It is clear that, until the length of the school course and the age of the normal pupil when he should begin the course and when he should end the course are fixed, no estimate of the percentage of school-going population can be arrived at. But given the length of the course and the age of beginning and ending of the course, reference to the Census returns gives us at once the percentage of pupils of school-going age. The presumption that one in a hundred pupils should receive a higher education is open to correction. An estimate could also be made on the assumption that a certain number of pupils should read to the middle school course and then stop and a certain number to the school final examination and then stop.

9. It appears to me to be impossible to make any general correction for increasing population. We know only the general variations in population as indicated from *post* returns; these do not of necessity foretell the *future* tendencies of increase or decrease; nor do they allow for *local* tendencies, the total population of an area may be the increase and yet the population of certain localities in that area may be decreasing. Again, the Census returns indicate that there are—as there must always be in India owing to its inherent peculiarities of plague, famines, etc.—large variations in the age distribution and that, though the population may as a whole be on the increase, it may have in any period decreased within a specified set of ages. A comparison of the Census returns for two consecutive censuses gives sufficient evidence of this.

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HOME (EDUCATION) DEPARTMENT.

NOTES CONNECTED WITH G.O. Nos. 1110-11, HOME (EDUCATION),
DATED THE 23RD OCTOBER 1916.

[SUBJECT.—*Method of calculating the population of school-going age.*]

From the Government of India, dated the 8th August 1916, No. 758.

From the Director of Public Instruction, dated the 21st September 1916, No. 6881.

The inaccuracy of the present method of calculating the percentage of school-going population on the 15 per cent basis was brought to the notice of this Government by the correspondence in the "Hindu" of the 24th April 1915—vide notes recorded in G.O. No. 586, Educational, dated the 4th June 1915. The subject was also mentioned at the conference of inspectors held at Ootacamund in June 1914 but was reserved for special investigation later on—pages 25 and 26 of G.O. No. 178, Educational, dated the 17th February 1916. Apparently the question has been further investigated by the Director of Public Instruction and the opinion expressed in his letter in current file is the result of that investigation. Submitted that the Government of India may be replied to on the lines of the Director's remarks. Mr. Littlehales' note may also be forwarded to the Government of India for information.

2. A draft order and letter are submitted for approval.

P.R.—3-10-16.

N.K.—7-10-16.

C. RAMANUJA ACHARIYAR—8-10-16.

P. RAJAGOPALA ACHARIYAR—15-10-16.

P[ENTLAND]—22-10-16.

Issue.

P.R.—23-10-16.

[G.O. Nos. 1110-11, Home (Education), dated 23rd October 1916.]

GOVERNMENT OF MADRAS
HOME DEPARTMENT
(Education)



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To—the Secretary to the Government of Madras, Home (Education) Department.

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ENCLOSURE.

Letter—from P. W. MONIE, Esq., Acting Secretary to the Government of Bombay, Educational Department.

To—the Secretary to the Government of India, Department of Education (Education).

Dated—Bombay Castle, the 21st February 1916.

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the total male population of school-going age would thus be about 25.8, a figure which is much more in accordance with the literacy figures of the Census report, which shows that the percentage of literacy for males from 15 to 20 years is 17.2 and that for females from 10 to 15 years 11.7.

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"In European countries, it is usual to take the children of school-going age at one-sixth of the entire population, so that, in round numbers, one child should be at school for every six persons of the population. It would, however, be misleading to apply the same ratio to an oriental country, where the great bulk of the population, estimated at 65.5 of the whole, is agricultural. Moreover, the poverty of the country must form an important consideration. Not only is the duration of the school-going age necessarily shorter than in Europe, but, as a matter of fact, millions of peasant families depend on the labour of their children in order to raise sufficient food to keep them alive during the year. The ratio of one child at school to each six persons of the population implies a standard of comfort and civilization unknown in India. Again, education in most European countries is compulsory by law; but having regard to the poverty and actual educational requirements of the great bulk of the population of India, the Commission declined even to enter into the question of a compulsory Education Act, which must at least be preceded by the provision of adequate school accommodation. We have adopted 15 per cent as on the whole affording the best estimate of the children of school-going age."

It would thus seem that the 15 per cent basis was adopted on the authority of the Education Commission.

4. The expression "school-going age" is strictly applicable only in those countries which have a system of compulsory education. In such cases the school-going age is the period during which education is compulsory; and the percentage of children who are actually at school is a test of the efficiency with which the principle of compulsion is applied. In a country like India the expression can only be applied roughly to such period as corresponds more or less to the period of compulsion elsewhere. It is generally believed that the majority of children receiving primary education in this country do not stay at school for more than four or five years, say, from 6 or 7 to about 11; and this might be called the "school-going age." In paragraph 2 above the "school-going age" is taken as twelve years from 5 to 16, and the percentage of the population of this age to the total male population works out to 25.8 so far as this Presidency is concerned. The Government of India have fixed this percentage at 15, from which it would seem that they have taken only about half of the period mentioned above. The anomaly is that against this period of perhaps six years applying properly only to the primary stage of education every possible sort of student is taken into account in calculating the number of persons actually at school, as well as all kinds of advanced and elementary private institutions, such as Koran schools, which give no education in the strict sense at all. The Governor in Council considers schools which give no education in the strict sense to be reckoned on the credit side, it is evident that if every conceivable kind of student is to be assumed in estimating the total population a far higher proportion than 15 per cent should be assumed in estimating the total population of school-going age. If, on the other hand, the latter percentage is to be retained, then it should be stated what period of life this covers, and the boys and girls of that period only should be reckoned. As remarked in paragraph 3 above, however, the expression "population of school-going age" has real significance only in relation to compulsory education and can have but an artificial value in India in any case.

5. Finally, I am to remark that, when the Elementary Education Bill introduced in the Governor-General's Council by the late Hon'ble Mr. Gokhale was under discussion, the figures obtained from the municipalities showed on the 15 per cent basis an absurdly high percentage of boys at school, in some cases cent per cent or more, and in his letter No. 4665, dated the 7th August 1911 (which formed an accompaniment to this Government's letter to the Government of India in the Legal Department, No. 2590, dated the 26th August 1911), the

Director of Public Instruction in this Presidency commented upon the correctness of the conventional assumption. Of course a town may attract boys from outside who do not really belong to its census population, but even so it was evident that 15 per cent was too narrow a basis if every student is to be reckoned on the other side. It was, however, presumed at that time that the percentage laid down by the Government of India had some statistical basis, and this point was therefore not pursued further. The examination of the figures contained in the Commission's report has enabled me to make a further discussion of the method of determining the percentages in general table I as explained above, prove that these percentages as worked out at present are entirely misleading.

6. In the circumstances set forth above I am to request that the Government of India may be moved to consider the point raised above and to issue such orders as may be deemed necessary in the matter.

Endorsement No. 2988-1, Home (Education), dated the 17th August 1916

Referred to the Director of Public Instruction for early remarks.

P. RAJAGOPALA ACHARIYAR

Secretary to Government

To the Director of Public Instruction.

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

To—the Secretary to Government, Home (Education) Department.

*Dated—*Madras, the 21st September 1916.

No.—Ref. on Cur. 6881

With reference to Government Endorsement No. 2938-1, dated the 17th August 1916, referring for remarks the letter of the Government of India No. 758, dated the 8th August 1916 (herewith returned) on the subject of the method of calculating the population of school-going age for the purpose of the provincial educational reports, I am of opinion that the percentage of those at school calculated upon the total population may give a rough means of comparing the extent to which education is being carried on in different provinces. What seems to me to be wanted is information of the proportion of children in school at different stages, e.g., primary, secondary and higher. This could only be got by means of more detailed Censuses, figures relating to all ages, say from 5 to 25.

In this connection I have the honour to enclose a copy of Mr. R. Littlehailes' note on the subject giving reasons why, if any percentage is adopted, it should not differ from 15.

ENCLOSURE

Note by Mr. R. Littlehales, Special Officer, Office of the Director of Public Instruction, Madras, dated 21st April 1916.

Percentage to be taken for children of school-going age and correction for growing population.

The reports on Public Instruction in the Baroda State give a table showing the number of pupils of each age reading in primary schools. Beyond this there is nothing of importance on the subject. The tables in the Baroda reports are analogous, though not entirely similar to the general table X of the last (sixth) Quinquennial Review of the Progress of Education in India.

Mr. Harold Stuart wrote on the subject in the Census Report of 1891, indeed every Census officer writes on it, though neither Mr. Francis nor Mr. Molony treated it at length. The Government of India Census officer treats the question or has it treated by a special actuarial officer, mainly in connection with age returns. In 1911 Thomas G. Auckland, Actuarial Adviser to the Board of Trade, wrote a special actuarial report on Indian age returns. The general report of Mr. G. Auckland on the age of persons in India, and the returns contained in it, are to be found at the end of Chapter V of the Census of India Report (Part I) — the most recent available and are the ones to be used now on any calculations based on age returns.

3. The school-going population is ordered by the Government of India to be taken at 15 per cent of the total population, and no alteration can be made on this figure without the sanction of the Government of India. This figure was no doubt fixed on analogy with the practice of

Please say whether
Mr. R. Littlehead's note
should be separately
attached to the letter
instead of printing
it as an enclosure

fixed on analogy with the practice of
*Shomes he printer
 the Gov. to make it
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 otherwise they will be
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the English Board of Education where 15 per cent of the total population is taken to be of school-going age. In Baroda the presumption is that boys between the ages of 7 and 12 should go to school. In England the ages are 5-14.

4. In order to determine the percentage of the total population (male or female) which ought to be in school, the first thing is to fix the length of a school course and the second the normal age at which this school course begins and at which it ends. Reference to the tables of the Census which give the age distribution according to each sex will inform us of the number of persons per 100,000 who are of each age or age-group. This gives us directly the percentage of persons who should be reading in school. To this percentage should be added the persons who should be reading beyond the elementary stages of instruction in order to obtain the total percentage who should be in all schools, elementary as well as secondary.

5. Let us assume that the normal school course is for five years, i.e., from the Infants Standard to Standard IV, and that the ordinary pupil should be reading in school from the age of 5 to the age of 9, inclusive. The percentage of pupils of these ages to the whole population is given below for Madras:

Ages.	Males.				Females.			
	1901.	1911.	Mean 1901-11.	Graduated numbers.	1901.	1911.	Mean 1901-11.	Graduated numbers.
0-4	..	..	15.1	14.9	15.0	15.3	15.4	14.9
5-9	..	..	14.5	13.0	13.7	12.4	14.0	12.8
10-14	..	..	11.9	11.0	11.1	11.2	9.8	9.7

6. Every boy and every girl from ages 5-9 should be attending school, so that, so far as elementary education is concerned and accepting my presumption as stated above regarding the five years' course, then the correct percentage of population of school-going age is—using the graduated figures—12.4 for boys and 12.6 for girls. If we consider that all children of ten years of age should also be attending school—thus making the course a six years' course (from five years to ten years, inclusive)—the above percentages are to be increased by 2.3 and 2.4, respectively, becoming then 14.7 for boys and 15.0 for girls.

7. If now we presume that, in addition, about one person in a hundred should receive a higher schooling, say from the age of 11 to the age of 15, both ages inclusive, then the above percentages are to be raised by 1.1 and 1.1 respectively, becoming then 15.8 for boys and 16.1 for girls.

8. It is clear that, until the length of the school course and the age of the normal pupil when he should begin the course and when he should end the course are fixed, no estimate of the percentage of school-going population can be arrived at. But given the length of the course and the age of beginning and ending of the course, reference to the Census returns gives us at once the percentage of pupils of school-going age. The presumption that one in a hundred pupils should receive a higher education is open to correction. An estimate could also be made on the assumption that a certain number of pupils should read to the middle school course and then stop and a certain number to the school final examination and then stop.

9. It appears to me to be impossible to make any general correction for increasing population. We know only the general variations in population as indicated from past returns; these do not of necessity foretell the future tendencies of increase or decrease; nor do they allow for local tendencies, the total population of an area may be the increase and yet the population of certain localities in that area may be decreasing. Again, the Census returns indicate that there are—as there must always be in India owing to its inherent peculiarities of plague, famines, etc.—large variations in the age distribution and that, though the population may as a whole be on the increase, it may have in any period decreased within a specified set of ages. A comparison of the Census returns for two consecutive censuses gives sufficient evidence of this. I have almost come to the conclusion that we cannot vary the figure from 15 per cent with any advantage at present.

Order—No. 1110, Home (Education), dated 23rd October 1916.

The following reply will be despatched to the Government of India.

(True Extract)

P. RAJAGOPALA ACHARIYAR,
Secretary to Government.

(EDUCATION)

G.O. No. 1110, 23rd October 1916

School-going age

Furnishing the Government of India with the views of this Government on the method of calculating the population of — for the purposes of the provincial educational reports.

No. 1110, HOME (EDUCATION), 23RD OCTOBER 1916
The Government of India in this Department are directed to consider the views of the Government of Madras on the subject of the percentage of the population of school-going age to be taken for the purpose of the provincial educational reports. The Government of Madras have submitted a report on this subject dated 10th October 1916, in which they have stated that the percentage of the population of school-going age to be taken for the purpose of the provincial educational reports should be 15 per cent. The Government of India are directed to consider the views of the Government of Madras on this subject and to report thereon to the Government of India.

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GOVERNMENT OF MADRAS
HOME DEPARTMENT
(Education)

No. 1111

From THE HON'BLE DIWAN BAHADUR
P. RAJAGOPALA ACHARIYAR AVARGAL, C.I.E.,
Secretary to the Government of Madras,
Home (Education) Department,

To THE SECRETARY TO THE GOVERNMENT OF INDIA,
DEPARTMENT OF EDUCATION.
Dated Fort St. George, the 23rd October 1916.

Sir,
I am directed to reply to your letter No. 753, dated the 8th August 1916, on the subject of the method of calculating the population of school-going age for the purposes of the provincial educational reports.

2. In accordance with the recommendation made in 1883 by a sub-committee of the Indian Education Commission, the population of school-going age is, for purposes of comparison, taken at 15 per cent of the total population. The correctness of this percentage has been disputed on different occasions by educational authorities. The Governor in Council considers that, until the length of the school course and the age of the normal pupil for beginning the course and ending it are fixed, no accurate estimate of the percentage of school-going population can be arrived at. He is, therefore, inclined to accept the view of the Government of India that, to avoid controversy in the matter, it is desirable to drop altogether the percentage now in use, and that it will suffice if, in future, the total population only is given in the educational tables and the percentage at school calculated upon the total population. I am, at the same time, to point out that such a method of calculation will provide only a rough means of comparing the extent to which education is being carried on in different provinces. This Government consider that the value of the educational reports will be enhanced if particulars are given as to the proportion of children in school at different stages, e.g., primary, secondary and higher. For this purpose, however, it will be necessary to have detailed Census figures relating to all ages from 5 to 25. In the Census reports till now published the figures as to the age are given only in five yearly blocks or totals, and I am to suggest that detailed figures as to each age from 5 to 25 may with advantage be entered in future reports.

3. I am also to enclose for the perusal of the Government of India a copy of a note written on the subject by Mr. R. Littlehales, an officer of the Indian Educational Service in this Presidency.

I have the honour to be,
Sir,
Your most obedient servant,
P. RAJAGOPALA ACHARIYAR,
Secretary to Government.

Annexure

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No. 1111 Home (Education) 1916
The Hon'ble Diwan Bahadur P. Rajagopala Achariyar Avargal, C.I.E., Secretary to the Government of Madras, Home (Education) Department, Fort St. George, Madras.
The Secretary to the Government of India, Department of Education, Fort St. George, Madras.
Dated Fort St. George, the 23rd October 1916.

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Furnishing the Govt of India with the views of their Govt on the method of calculating the population of the for the purposes of the provincial educational reports.

” ” ” ” ” 191

C. No. 2900, From the Govt. of India, No. 450, dated the 8th August 1916

” ” ” ” ” ” ” ” 191

No. 410, dated 23 - 10 - 1916.

LETTER:- No 11118 / 23.10.16

The Secy.to the Govt.of India,

Department of Education.

(with enclosure)

I am directed to reply to your letter No.758, dated the 8th August 1916, on the subject of the method of calculating the population of school-going age.

400 Pear 5000
 13 1/2 lbs. Red 1000
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 rec. 10.16

for the purposes of the Provincial Educational Reports.

In accordance with the recommendation made in 1883 by a sub-committee of the Indian Education Commission, the population of school-going age is, for purposes of comparison, taken at 15 per cent of the total population. The correctness of this percentage has been disputed on different occasions by educational authorities. The Governor in Council considers that, until the length of the school course and the age of the normal pupil for beginning the course and ending it are fixed, no accurate estimate of the percentage of school-going population can be arrived at. He is, therefore, inclined to accept the view of the Government of India that, to avoid controversy in the matter, it is desirable to drop altogether the percentage now in use, and that it will suffice if, in future, the total population only is given in the educational tables and the percentage at school calculated upon the total population. I am, at the same time, to point out that such a method of calculation will provide only a very rough means of comparing the extent to which education is being carried on in different provinces. This Government consider that the value of the reports will be enhanced if particulars are given as to the proportion of children in school at different stages, e.g. primary, secondary and higher. For this purpose, however, it will be necessary to have detailed census figures relating to

page 2 C.F.

Para 8, page 10 of C.F.

page 1 of C.F.

page 6 C.F.

School going age.

3

all ages from 5 to 25. In the census reports till now published the figures as to age are given only in five yearly blocks or totals, and I am to suggest that detailed figures as to each age from 5 to 25 may be entered in future reports.

3. I am also to enclose for the Government of India a copy of a note written on the subject by Mr. R. Littlehales, ^{Secy. of the} ~~Minister~~ ^{Minister} of the Government of India. The percentage is adopted, it should not differ from 15 so far as this Presidency is concerned.

Prudery.

N.K.
7-10-16.

C.R.
8-10-16.

15/10/16

ORDINARY.

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(a) If a paper is marked to be printed urgently, the Superintendent of the section concerned should sign the Press slip. The Superintendent should exercise a careful discretion in the matter.

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(b) For rules regarding printing of notes, see rule 315 of the office Manual.

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INSTRUCTIONS FOR THE PRESS.

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(c) Signature copies of letters to the Secretary of State or to the Government of India should be printed on hand-made paper.

(d) This slip should be returned by the Press to the Secretariat when proofs are furnished; it will be sent back to the Press when proofs are returned corrected and should be finally returned to the Secretariat when struck-off copies are supplied.

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TO PRESS, MADRAS OOTY.

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