

Home (1918) Department.

Education

Ordinary SERIES.

G.O. No. 1351

DATED 19-10-18

[Despatch Abstract.]

Elementary education.

Recording letter from the Government of India communicating
certain suggestions for spreading ----- among the male population.

Home (E.S.)
C. 2296
10-9-18
12
Circular
10-9-18
No. 750
2

FROM

THE HON'BLE MR. H. SHARP, C.S.I., C.I.E.,
Offg. Secretary to the Government of India,

TO

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

Department of Education.
Education.

Simla, the 2nd September 1918.

SIR,

I AM directed to communicate the following suggestions as to the policy which it may be desirable to adopt for spreading elementary education among the male population.

2. In the Resolution dealing with Indian education, issued by the Government of India on the 21st February 1913, it was stated that it was the desire of the Government of India to see the number of boys' schools and of the pupils whom they contained approximately doubled in the not distant future.

3. When the Resolution on education appeared it was criticised in the Imperial Legislative Council by the late Mr. Gokhale for its lack of a financial policy, without which, he considered, the programme would have no proper chance of realisation. The Hon'ble Member in charge of Education thereupon promised to obtain from local Governments and to publish definite proposals for the expansion of elementary education during the next three years. From the proposals subsequently received it appeared that local Governments desired to spend Rs. 14,00,900 non-recurring during the three years and a recurring grant which would total during the three years Rs. 3,91,10,300. Imperial funds were invited to contribute to the non-recurring allotment Rs. 2,31,46,700 and to the recurring grant a portion which in the third year would have amounted to Rs. 1,56,54,200 per annum. Meantime, in addition to certain grants previously made, the Government of India, in 1913-14 and succeeding years, distributed from Imperial funds Rs. 3,29,00,000 non-recurring and Rs. 1,24,00,000 annually recurring for purposes of education. A considerable fraction of these sums has been or will be spent on primary education. The number of pupils in primary schools for boys has risen from 4,768,043 in 1912-13 to 5,188,411 in 1916-17 (the latter figure being, for purposes of comparison, an under-statement, by reason of the exclusion in 1914-15 of the statistics of certain Native States). Thus some progress has been made. But the intervention of the war checked the full realisation of the programme.

4. The Government of India have, for some time past, been satisfied that a keen demand exists over large areas for a more rapid realisation of their declared policy than has been possible during a period of financial stringency and that the country, as a whole, is prepared for a solid advance towards mass education. They have, therefore, during the last two years, been constantly occupied with the consideration of this important question, and during the

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autumn of 1917 they found themselves in a position to formulate proposals. It had in some quarters been urged that the need for expansion should be met by the enforcement of compulsory education on the children in areas which desire to enforce such compulsion, and the Government of India have since permitted the introduction, in Provincial Legislative Councils, of several Bills which follow the general lines of Mr. Gokhale's Bill of 1911 in providing for the compulsion of individuals in areas where the local bodies concerned apply for the introduction of this class of measure and the local Governments approve. The Government of India were, however, of opinion that the adoption here and there of measures of compulsion in certain local areas was not in itself calculated to effect a general spread of education among the lowest and most backward classes and might actually result in some inequity towards those classes by confining the efforts of local bodies and of the Government to more advanced areas which were ready for the application of individual compulsion. It appeared to the Government of India that it was essential that there should be a fairly uniform speeding up of the general spread of elementary schools and that this should be effected not by a general compulsion on all the children concerned—which is at present impracticable—but by a general compulsion on all local bodies throughout the country to provide facilities for the extension of primary education so as to carry out the plan put forward in 1913 of doubling, within a reasonable time, the number of boys under this form of instruction.

5. Holding these views the Government of India evolved a scheme which, broadly speaking, provided (1) that efforts should be made to double the present number of pupils in boys' primary schools in ten years, (2) that of the additional expenditure involved one-third should be met by the Imperial Government, one-third by Provincial Governments, and one-third by local bodies, and (3) that local bodies should be under the obligation to establish and maintain the facilities requisite for carrying out the above scheme, and should, where necessary, be empowered to raise further taxation for the purpose.

In order to render the scheme effective it was recognised that it would be necessary to provide an additional number of trained teachers and an additional inspecting staff. It was not suggested that any part of the additional expenditure entailed under these heads should be thrown on local bodies, and it was contemplated that this expenditure should be met in equal portions by the Imperial and the Provincial Governments.

6. Since the above scheme was formulated the situation has considerably changed. The new position envisaged by the discussions on constitutional reforms, and in particular the proposed grant of larger powers to local bodies and the bestowal of a large measure of autonomy on Provincial Governments together with the more complete separation of Imperial and Provincial finance, have rendered it impossible to proceed with the scheme which was originally contemplated, and the Government of India regret the inevitable delay which has thus been occasioned. But they would deprecate a further postponement of the consideration of the question pending the complete introduction of the new measures. The Report on Indian Constitutional Reforms has now been published. Far-reaching measures of devolution are proposed in financial and in other matters. The local Governments will therefore appreciate the very large openings now presented for the development of elementary education, and they will recognise the effect which the larger powers, which it is now proposed to give to local bodies and to local Legislative Councils, should have towards stimulating a material advance in the education of the people. The proposed expansions of the franchise will furnish in themselves a special incentive to an early extension of elementary education and the unavoidable delay which has already occurred in the promulgation of a scheme of extension affords a special ground against a further postponement of a consideration of the question. The responsibility for carrying out the proposed extension of primary education will rest with the reformed Provincial administrations and local bodies and the introduction of a system of educational development will constitute one of the first of the serious and responsible duties which will fall to the lot of these bodies. It is, therefore, of importance to have definitely in view a programme of action which can be introduced at the earliest possible moment and the Government of India accordingly take the opportunity of bringing this question to the special attention of local Governments.

It must, at the same time, be recognised (and indeed it is an essential condition of Provincial autonomy) that circumstances may well differ in various provinces and that a rate of progress which would commend itself in one may be found impracticable in another. It is not, therefore, essential that a single uniform system should be adopted throughout the country and it is not the intention of the Government of India to propose that this should be done. In laying the whole question before local Governments they would be glad to hear from them how far, speaking broadly, they would regard the programme of 1917 as being generally feasible in their respective provinces under the new conditions, it being recollected that under these conditions Provincial Governments can no longer expect grants from the Government of India, while on the other hand their own resources are likely to be larger and to expand more rapidly than in the past. It is hardly necessary for the Government of India to lay stress on the paramount importance of educational development and the need for a well considered scheme of advance. It is with a view to furnishing local Governments with the basis for such a scheme that the proposals put forward in this circular are communicated to them, and it is hoped that the suggestions now made may lead to the adoption throughout India of definite schemes of educational expansion among the masses of the people, which may attain the objective which the Government of India placed before themselves in 1913.

I have the honour to be,

SIR,

Your most obedient servant,

H. Sharp.

Offg. Secretary to the Government of India.

NOTES.

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Home (Education) Dept.

C.No.2296-A From the Govt. of India, Dept. of Edn.
No.750 dated 2-9-1918.

Subject.- Expansion of elementary education.

The Govt. of India bring to the notice of local Govts. a scheme drawn up by them in 1917 for doubling the present number of pupils in boys' primary schools in ten years and enquire how far it would be feasible to give effect to the scheme in the Madras Presidency under the new conditions that will be created on the introduction of the reform proposals recently published. They also desire that a definite scheme of educational expansion should be drawn up which can be given effect to later when the provincial administration is reformed and reconstituted. The scheme of 1917 referred to above has not hitherto been communicated to the local Govt.

2. As regards the first point, it is submitted that on the 31st March 1917 there were 1,070,942 male pupils in all the public elementary schools in this Presidency, representing 5.2 % of the male population according to the census of 1911. India's desire is that provision may be made for imparting elementary education to a similar number of pupils in addition within the next 10 years. If the scheme is spread ^{evenly} over a period of ten years, 107,094 pupils on an average will have to be brought newly under education every year. In the 5 years' programme relating to the expansion of elementary education, furnished to the Government of India with this Govt's letter No.853 dated 2-12-11, and the 3 years' programme, forwarded in the beginning of 1914 (Letter No.45 dated 10-1-14), it had been proposed to open

Stat. Ques to 39 of Vol II of Public
Instruction Report for 1916-17

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para 10

N
para 5

$$\begin{array}{r}
 \times \\
 1,070,942 - 1916-17 \\
 828,831 - 1911-12 \\
 \hline
 5 \quad 242,111 \\
 48,422
 \end{array}$$

newly 1,500 schools every year with an average strength of 40 pupils and thus to make provision for 60,000 new pupils every year. On an examination of the actual progress in this direction during the last quinquennium, 1911-12 to 1916-17, it is observed that the average rate of increase per annum of male pupils in the public elementary schools was 48,422. It will thus be seen that, should sufficient funds be forthcoming, there may not be much difficulty in adopting the scheme for doubling the present number of boys within 10 years, under which 107,094 pupils will have to be newly provided for every year.

3. The question of the cost involved has next to be considered. An attempt is made in the following paragraphs to give a rough idea of the additional cost involved by the Govt. of India's scheme. In the calculations below it has been assumed that the rate of progress will be evenly spread throughout the 10 years.

In connection with the examination of Gokhale's bill in 1911 the average cost of educating every pupil in an elementary school was taken at Rs. 6½ per annum. The average cost of education per head in the elementary schools under the local bodies was also Rs. 6½ in 1916-17. Accordingly this scale has been adopted in the calculations made recently for the purposes of the elementary education bill, as the intention is to open the new schools mainly through the agency of local bodies. At this rate, the cost of educating 107,094 pupils every year will be Rs. 6,96,111, or roughly 6.96 lakhs. This will go on increasing annually in arithmetical progression. The ultimate recurring cost to be incurred in the 10th year will then be 69.6 lakhs. This estimate is based, as pointed out above, on the present actual cost. Recently however, the Govt. have raised the minimum monthly pay of qualified

para. 9 of letter no. 6138 2.9.11.

Stat (25) p 299 Vol II of Public Instruction Report, 1916-17

Each of the 100 schools
2.1.18

Each of the 100 schools
2.1.18

Each of the 100 schools

Each of the 100 schools

Each of the 100 schools

Each of the 100 schools

Each of the 100 schools
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Each of the 100 schools
2.1.18

Each of the 100 schools
2.1.18

Each of the 100 schools
2.1.18

RR
for no 170 + for no 1203
12.2.18 11.9.18

please see D.P.'s note on p. 89
notes to for no 1203
11.9.18

RR
x p. 37 notes to for 170
12.2.18
@ para. 5 p. 89 notes to do
69.60
3.77
73.37

para. 10 of letter no 853
2.12.11

no. of pupils 1,070,942
no. of schools 1,070,942 / 40 = 26,774
no. of teachers 26,774 x 2 = 53,548

+ Average annual cost of training
a teacher (8 pends calculated
Rs. 84 p. 9) - page 89 letter no
45.8.10.1.14
increase in rate of 8 pends
(now fixed at Rs. 8 1/2 p. m)
132
(a) 132 x 5,355 = 706,860

teachers from Rs.10 to Rs.11 and Rs.12 in boys' and girls' schools respectively. It is also possible that with the help of Imperial recurring grant of 5.50 lakhs, this minimum may be raised to Rs.12 throughout. As it is now proposed to double within 10 years the existing number of male pupils, it may be taken for the present purposes that the existing number of teachers will be doubled and that the additional cost on account of the enhancement of the minimum pay of the teachers for the new schools will be approximately the same as that for the existing teachers. On this basis, an additional expenditure of about Rs. 3,77,145 (2,34,841 plus 1,42,304) or 3.77 lakhs will have to be incurred. The total cost in the 10th year will then be 73.37 lakhs.

4. Besides the above, indirect expenditure will have also to be incurred on the training of teachers for employment in the new schools and on the ~~strengthening~~ strengthening of the inspectorate so as to provide for the efficient supervision of these schools. Assuming that each school which is estimated to provide on an average for 40 pupils employs 2 teachers, the total number of teachers actually needed for training is 53,548. The number to be trained every year will then be 5,355 on an average. As provision is to be newly made for the training of teachers and as the present programme is only for a period of 10 years, no provision need be made for any wastage among these teachers. The cost of training these teachers at an average of Rs.132 per head per annum amounts to Rs.14,13,720 in the 10th year. In the first year, however, an expenditure of only Rs.7,06,860 will be incurred, as there will be only one batch of students.

5. As regards the addition to the inspectorate

para 69 draft letter at (R)

para 79 draft letter (R)

x	R
average pay (49600)	110 p.m.
Establishment	37
Travelling allowance	63
	<u>210</u>

it may be noted that according to the recent scheme prepared by the local Government under which supervisors are to be abolished and the schools directly supervised by sub assistant inspectors (or Deputy Inspectors) of schools, the jurisdiction of a sub assistant has been taken to range from 80 to 100 schools. On this basis, the new schools (26,774 in number) may require 300 sub assistants roughly for their inspection and 30 officers will have to be appointed every year. The average cost of a sub assistant inspector in the scheme for the reorganization of the inspectorate referred to above amounts to Rs.210 per mensem on an average. The employment of the 30 additional sub assistant inspectors will thus result in an additional outlay of Rs.75,600 per annum. The expenditure will go on increasing annually in arithmetical progression and will stand at Rs.7,56,000 in the tenth year. Thus the total recurring annual cost to be met at the end of the 10th year will be 95.07 lakhs as shown below:-

	Lakhs.
Maintenance of schools. ----	73.37
Training of teachers. -----	14.14
Additions to the inspectorate. -----	7.56
Total. -----	<u>95.07</u>

6. In addition to the above, capital expenditure will have to be incurred on the construction of buildings for the new schools. The cheapest design recently prepared by the P.W.D., for a school to accommodate 50 pupils is expected to vary in cost from Rs.1600 to Rs.2400. Taking the mean of the two ^{figures} ~~figures~~, all the 26,774 school buildings may cost about Rs.535,48,000/- and if this expenditure is evenly spread over 10 years the amount to be spent annually will be Rs.53,54,800, Besides the amount required for equipment at Rs.50 per school

Rs.2,000 - this is also the figure adopted in the previous programmes.

7. It may be noted incidentally in this connection

228 as settled p. 1. 11.2.11

241 as settled p. 2. 11.2.11

para. 10 of letter no. 853 2.12.11

para. 5 of letter no. 45 10.1.14

107,094 x 375
40

100.40.
14.14
7.56
122.10

para 5 - p. 2, cf.

that in the programmes for the expansion of elementary education furnished to the Govt. of India in 1911 and 1914, it has been assumed that each school would on an average provide instruction for 40 pupils and that the cost of each such school (with two teachers on Rs. 15 and 12) would be Rs. 375. The cost in ^(supplies) those programmes ~~was~~ ^{was} calculated accordingly. The above scale appears rather lavish. The cost of educating 107,094 pupils ^{every year} according to this method amounts to 10.04 lakhs per annum and will stand at 100.40 lakhs in the tenth year. The total recurring cost, both direct and indirect, will, if this figure ^{be} adopted, be 122.10 lakhs at the close of the decennium.

8. We have next to consider the important question of the incidence of the cost. In this respect the original idea of the Govt. of India in 1917 was that the expenditure on the maintenance of the new schools should be apportioned equally among the Imperial Govt., the Provincial Govt., and the local bodies and that the additional outlay on training and inspection should be met in equal portions by the Imperial and the Provincial Govts. Since then, the reform proposals have been published and the Govt. of India as a result thereof, now state definitely that no grants can under the altered conditions, be expected from the Govt. of India. Thus the outlay on any expansion of education should be shared only by the local Govt. and the local bodies and that on training of teachers and additional inspecting staff should be met solely by the Provincial Govt., if local bodies are to be relieved of this charge as suggested by the Govt. of India.

In the notes connected with the draft elementary education bill now under consideration separately,

p. 19 the first note by the
D.P.S. & R.S. at (C)

p. 3 - do

to be newly con-
stituted.

the proportion of expenditure between local bodies and the Govt. has been ^{assumed to be} ~~assumed to be~~ one half for each. The amount to be raised by each authority has not yet been definitely determined. Under the provisions of the bill, the Govt. besides contributing an equivalent amount to that raised by local bodies in aid of the general expansion of education, are expected to meet (1) the administrative expenses of District Education Councils, (2) expenditure for provision of additional trained teachers and (3) grants-in-aid. Presumably the cost of the additional inspecting staff will have to be added to this category. On the assumption that the above proposals will be finally accepted, the recurring expenditure on the maintenance of the new schools which is expected to amount to Rs. 73.37 lakhs at the end of the tenth year will have to be divided equally between the Govt. and the local bodies. The other items of expenditure on training and inspection aggregating 21.70 lakhs at the cost of the tenth year will have to be borne by the Govt. The total amounts that will have to be met by the Govt. and the local bodies during the period of 10 years ^{are} ~~is~~ shown in the statement below:-

Year.	Expenditure.			Amount to be borne by	
	On schools.	On training of teachers.	on additions to inspecto- rates.	(Local bodies)	(Govt.)
	Rs. (Lakhs)	Rs. (Lakhs)	Rs. (Lakhs)	Rs. (Lakhs)	Rs. (Lakhs)
1st year.	7.34	7.07	.75	15.16	3.67
2nd year.	14.67	14.14	1.51	30.32	7.33
3rd "	22.01	14.14	2.26	38.41	11.00
4th "	29.35	14.14	3.02	46.51	14.67
5th "	36.68	14.14	3.78	54.60	18.34
6th "	44.02	14.14	4.53	62.69	22.01
7th "	51.36	14.14	5.29	70.79	25.68
8th "	58.70	14.14	6.05	78.89	29.35
9th "	66.03	14.14	6.80	86.97	33.01
10th "	73.37	14.14	7.56	95.07	36.68

9. The Govt. have been providing annually an incremental grant of 2 lakhs and this may be taken in deduction of the above amounts falling to their share, if this grant is to be continued in future years. The additional amount to be provided in the various years will then be as follows:-

<u>Year.</u>	<u>Total amount required.</u>	<u>Incremental grant.</u>	<u>Balance.</u>
	Rs. in lakhs.	Rs. in Lakhs.	Rs. in lakhs.
1st year.	11.49	2	9.49
2nd , ,	22.99	4	18.99
3rd , ,	27.41	6	21.41
4th , ,	31.84	8	23.84
5th , ,	36.26	10	26.26
6th , ,	40.68	12	28.68
7th , ,	45.11	14	31.11
8th , ,	49.54	16	33.54
9th , ,	53.96	18	35.96
10th , ,	58.39	20	38.39

10. As regards the portion debitable to local bodies, it is observed that the levy of a sur tax of ~~12x~~ 12½ % on property and profession taxes in municipal areas, an additional land cess of 3 pies in rural areas and a sur tax of 25 per cent on house tax in Unions is expected to bring in an additional income of about 22 lakhs. It may not be necessary to adopt this rate in full till the 7th year. From the 7th year onwards, however, the income at this rate will be insufficient and in the 9th year this rate will have to be increased by one half.

11. The non-recurring portion relating to the construction of buildings ^(Rs 35,48,000 for all the four years) may also have to be divided equally between provincial and local as

page 301 print note by the
D.O. P.S.G. (G)

para 6 - page 4 ante

local bodies may not be able to find the entire amount from their own funds. ^{N.L.} The rate of expansion and the division of cost assumed in the above paragraphs will have to be modified with reference to the decisions that will be arrived at in connection with the education bill.

12. The Govt. of India also desire that a definite scheme of educational expansion should be drawn up which can be given effect to later when the Provincial administration is reformed and reconstituted. It is not clear whether a financial programme is referred to or whether the Govt. of India require a detailed scheme to be drawn up showing the localities in each district and the order in which schools should be newly started in each year. Apparently the latter is intended. In regard to this point, it is submitted that with the help of a Special Officer employed in 1912, taluk maps ~~were~~ ^{were} prepared indicating the population of each village and the number and kind of elementary schools which cater for its needs. Since the preparation of these maps, new schools have been started in many villages and it may not be difficult to find which villages need schools ^{at present}. As regards the order in which the new schools should be opened, local bodies and inspecting officers of the educational department will have to be consulted and the D.P.I. asked to formulate a definite programme. It may be noted in this connection that the local boards in the United Provinces have been called upon to prepare programmes with the object of doubling the the number of scholars ~~XXXXXXX~~ attending primary schools with five years and if necessary for this purpose, doubling the number of schools.

It is, however, submitted that it may not be possible to proceed further until definite information

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on p.10 of papers at (E)

MM

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27.9.18

5861 of
81815

information is ready as to the amount that can be made available for the expansion of education in each year. It is therefore for consideration whether the consideration of the present letter from India may lie over. ~~pending discussion on similar question in connection with the Bill~~ In the meanwhile, the file may be sent to Financial for perusal and a copy of the Govt. of India's letter may be sent to the D.P.I. U.O.

3.10.18

CA
3.10.18

The above note sums up the present position so far as information in the possession of Educational is concerned. But of course the figures shewn therein as necessary for expansion are only approximate; while the financial possibilities of the future are yet undetermined and the figures are only illustrative.

2. The programme of 1917 is in short to double in ^{ten} years' time the number of boys under primary instruction. The Government of India enquire how far in this presidency the programme is generally feasible; and while so enquiring suggest the importance of having ready a definite scheme of educational expansion.

3. The crux of the whole problem is funds. We are already investigating in the draft bill possible sources of provision of funds. The matter is not definitely settled. But it is clear that the rate of expansion will clearly depend on the funds rendered available under the new bill when it becomes law.

4. The reply we can give to the circular at present is that we are already engaged in investigating measures for a wide expansion of primary education, that legislation will be necessary providing amongst other things power to levy an education cess and that the amount of expansion which we hope will reach the standard indicated by India will depend on

Box 3
Cue 5.10.18

Scott. II-8 (b) -29,004-15-1-17.

13 Page 10

NOTES.

the funds ultimately available. The Government are anxiously considering the question and will try as far as possible to meet the suggestions advanced in the circular.

5. A copy of the circular may go for information to the Financial Department and to the D.P.I.

H. G.

May 5/10/18

the
letter
to
return

H. 18 (a) 2-18

45 on 10/10/18
21.10.18
23.10.18

Box 100 no 34
Cir 12.10.18
Rel 14.10.18

Our proposals for the future development of elementary education in this Presidency will be contained in our Elementary Education Bill and they will supersede all previous proposals or programmes such as those to which the Government of India's letter refers. When submitting the Bill to the Government of India a reference may be made to the present letter. No separate reply seems to be necessary.

7/10/18
6.10.18

H.M.3 has expressed a desire to see the reply to the Govt. of India in this case. Submitted that as no reply is to be sent to India, the file may be sent to the H.M. for perusal. On return the papers may be recorded.

[File sent to Financial for perusal and returned on 10.10.18]

Sd/- 1351 8/19.10.18
Mis 'Recorded.'

8.10.18

8.10.18

11/10/18

13/10/18
15/10/18

Very Urgent

Financial dep^t

With reference to the letter from the Govt. of India No. 750 Educ. & 2nd Sep. 1918 regarding programme for the extension of primary education, it is understood that Home (Educ.) have made certain calculations in regard to the extra cost involved. Sub^d that Home (Educ.) may be requested to be so good as to send the file to this dep^t for reference and return.

In the A.S.

The file can be returned to Home (Educ.) as soon as it is rec^d from that dep^t - a copy of the notes being taken
bsh.

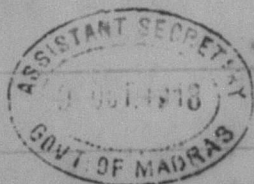
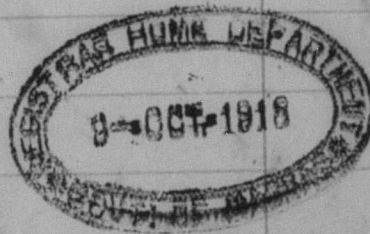
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8.8.18.

Home lto.

The file may be sent to Encl. for perusal. It is linked. It was originally marked for perusal by Encl.

CR
9.10.18

The calculations are very rough & only intended to show that a separate bill to the arcular was not possible
L L luy



me (8.11) C.O.
N. 2477A-1
9.10.18

Final repl.

The case may, it is subd, be
returned to Home (Edwards)
after personal

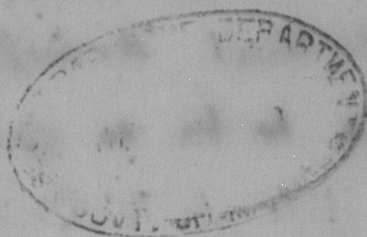
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~~AD~~ Home u/a.

Note

A copy of the
notes has been
taken
bsk.



Now Circulate
the main file to
H.M. please
Cg
10/10/18

When given for copying
When copied
When examined
When signed

191

READ AGAIN G.O. No.
191

DATED

CURRENT No.

ENCLOSURES TO G. No.

ORDER OF GOVERNMENT

A A A A A A A

LETTER OF GOVERNMENT

STATEMENT WITH LITTO.

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IN ORIGINAL.

H.B.-

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