

Home (191 *9*) Department.

Education
Ordinary SERIES.

G.O. No.

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11-6-19

INDEXED

[Despatch Abstract.]

Vernacular education

Communicating to the Director of Public Instruction
a copy of the Punjab Government's circular regarding ----- in
areas administered by the district boards of that Province.

BACK PAPERS.

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

FURTHER PAPERS.

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6-385/B Home
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For the Reg.

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Government of India,
Department of Education.
(Education)

Delhi, the 20th February 1919.

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.

Sir,

I am directed to forward for the information of the Governor
in Council a copy of the Punjab Government circular
memo. No. 261/S, dated the 24th August 1918, together with its
enclosures on the subject of the improvement and expansion
of vernacular education in the areas administered by District
Boards.

I have the honour to be,
Sir,
Your most obedient servant,

Offg. Secretary to the Government of India.

c.m.k.

C. M. No. 261-S.

FROM

• THE HON'BLE MR. J. A. RICHEY, M.A.,

*Under-Secretary to Government, Punjab,
Home (Education) Department,*

TO

ALL DEPUTY COMMISSIONERS IN THE PUNJAB.

Dated Lahore, 24th August 1918.

Home.

Education.

SIR,

I AM directed to address you on the subject of the improvement and expansion of vernacular education in the areas administered by district boards. The Lieutenant-Governor believes that this matter is of such importance in the present conditions of the Punjab that not even the pre-occupations arising out of the war nor the restrictions imposed by it on Provincial finances should delay the adoption of a vigorous forward policy in the matter of vernacular education. Indeed Government has, during the past year, taken various measures for the initiation of such a policy, the most important of which are—

- (i) the formulation of a programme for the expansion of vernacular education in rural areas (my letter No. 260 of June 16, 1917, to the address of Divisional Commissioners);
- (ii) the introduction of a Compulsory Primary Education Bill into the Punjab Legislative Council.

The policy may be summarised as the provision of adequate facilities for vernacular education where such do not exist, and the introduction of the principle of compulsion by local option where such facilities have been provided.

2. The first measure naturally precedes the second and I am, therefore, directed to lay before you the proposals of Government for realising the ideal which was formulated in the following words in paragraph 6 of my letter of June 16, 1917:—"Ultimately board schools should be established at every centre where an average attendance of not less than fifty children may be expected; provided that a distance of two miles by the nearest route should ordinarily intervene between two board schools."

The letter proceeded to give directions for the preparation by inspecting officers of the Education Department of district maps showing the existing conditions and the ultimate needs of each district in the matter of vernacular education. These maps have since been prepared and have undergone careful scrutiny and comparison in my office. Where necessary, deductions or additions have been made in the number of projected schools in order to bring the proposals for all districts to a common standard.

The maps in their final form constitute a record, permanent in so far as it is possible for such a record to be in view of the fluctuations of the population, of the ultimate requirements of the province in the matter of vernacular education. It is proposed to have copies of the maps made for the use of Commissioners, district boards and educational officers.

3. In paragraph 8 of the letter of June 16, 1917, it is stated that "the question of providing funds for systematic annual progress towards the fulfilment of this programme is being separately considered by Government; as also the most suitable system by which such funds may be distributed to district boards."

A Committee on District Board Educational Finance met in October 1917, and considered these questions. A copy of the proceedings of this Committee, which dealt with many matters of the greatest importance to district boards, will be found attached to this letter (Appendix A).

The resolutions with which this letter is primarily concerned are—

(a) Resolution I read in conjunction with Resolutions XI, XII and XIII, which deal with programmes; and (b) Resolutions VI, VII, VIII, IX, and the Appendix, which deal with finance.

It will be seen that the Committee recommended—

- (a) that progress should be made towards the fulfilment of the ultimate programme by a series of five-year programmes to be administratively sanctioned by district boards on the understanding that Government will pledge itself to meet a fixed proportion of the cost of every approved programme;
- (b) that district boards should be graded in accordance with their financial position and capacity; and that the proportion of the cost of each board's programme to be met from Provincial revenues should be determined by the grade assigned to the board. A detailed explanation of the scheme will be found in the Appendix to the Committee's proceedings.

4. In accordance with recommendation (a) District Inspectors were asked to submit programmes for (i) the improvement and expansion of vernacular education in their districts during the period 1918-19—1923-24; (ii) capital expenditure on equipment and buildings during the same period.

These programmes have been checked in my office and in a few cases modified in order to introduce a comparatively uniform rate of expansion, and to correct any wide divergencies in the estimated cost of the component items (e.g., the cost of converting an aided elementary school into a board school, the equipment needed for a middle school, etc., etc.). A reasonable amount of latitude has, however, been allowed, and the programmes are substantially in the form submitted by District Inspectors.

5. In accordance with recommendation (b) (see paragraph 3 *supra*) district boards have been graded for the purpose of Provincial grants.

In determining the grade of each board a number of factors have been taken into consideration by the Lieutenant-Governor, e.g.—

- (a) the proportion of its net income (excluding Government grant and income from school fees) which the board spends on education;
- (b) the local rate levied by the board and its present liabilities and financial resources, actual and potential;
- (c) its normal annual surplus under present conditions;
- (d) the actual amount of money required for the fulfilment of its five-year programme;
- (e) the claims which the rural population have established for special support from Government, e.g., by the assistance rendered in the present war.

Taking two-thirds as a liberal estimate of what Government should at this stage contribute towards the recurring expenditure for the Province as a whole, the proposed contribution in individual cases varies from 50 per cent. in prosperous districts, such as Lahore, Karnal, Montgomery and Lyallpur, to 60 per cent. in Siālkot and all other districts not specifically mentioned, 70 per cent. in Hissar and Ludhiāna, 80 per cent. in Attock, Miānwali, Rohtak, Gurgaon, Kāngra and Dera Ghāzi Khan, while in recognition of the comparative poverty and the exceptional services of the rural population in Jhelum and Rāwalpindi, the Lieutenant-Governor has decided that Government should bear the whole recurring cost of the five-years' programme in those districts.

The present expenditure by Government on educational grants to district boards is Rs. 12,66,359.

It is calculated that to give effect to the proposals on the above lines will involve an expenditure by Government of three lakhs in the first year rising to eight lakhs in the fifth and successive years of the programme, and Government is willing to make provision accordingly provided the district boards will contribute on the above percentages an aggregate equal roughly to one-half of the Government subsidy.

There are four sources from which a district board can find the additional funds required for its educational programme:—

- (a) The ordinary income of the board, by diversion from other heads of expenditure when its allotment for education is low in comparison. Twenty-five per cent. may be taken as a fair proportion of a board's net income to be devoted to education.
- (b) Enhancement of the local rate, when the rate levied by the board is less than the maximum.
- (c) The normal annual surplus of the board.
- (d) New taxation under section 31 of the District Boards Act, either in the form of a special educational cess, or in a more general form as has recently been imposed by the Attock District Board on the well-to-do rural population who do not pay local rate, but benefit by the institutions maintained by the board.

NON-RECURRING EXPENDITURE.

6. The programme for your board for capital expenditure on equipment and buildings will be found at Appendix D.

It will be seen that the cost of this programme is large; indeed the aggregate cost of the programmes for the whole Province exceeds fifty lakhs.

Under present conditions the Local Government cannot undertake to meet a similar proportion of the cost of these programmes within a period of five years, nor is it probable that more than a few district boards are in a position to guarantee their share of the non-recurring cost.

Moreover, there are practical difficulties in the way of embarking on any large building schemes at the present time. Over half of the non-recurring expenditure is on account of middle schools and the construction of these should be deferred, except in very urgent cases, while prices of materials remain abnormally high. The erection of primary schools—materials for which can as a rule be obtained locally—in accordance with the programme need not be deferred.

If the scheme is generally accepted Government will be willing to set aside a provision of 2 lakhs annually for the next 5 years for building and equipment grants and will be prepared within that limit to meet $\frac{2}{3}$ of the cost in the case of boards graded at 70 per cent. or more for recurring expenditure and half of the cost in other cases.

The money will be allotted to meet most urgent needs. The total contribution of boards by this calculation would therefore be about 1½ lakhs, but where the boards are in a position to extend the building programme at their own cost they should be encouraged to do so.

It is also probable that in many cases villages in which it is proposed to establish new primary schools will themselves be willing to provide up to half of the cost, and this has been the common practice in the past in Lyallpur and Ferozepore. Such contributions would of course be excluded from the district board share referred to above. Another alternative would be that suggested by the District Board Finance Committee in Resolution No. X that private persons should be encouraged to erect school buildings of approved design and rent them to the boards.

7. The provision for non-recurring expenditure made by your board during the present year and its requirements during the 5-yearly period should be indicated in your reply to this letter.

RECURRING EXPENDITURE.

8. (a) The ultimate programme for your district board is embodied in the map which is returned herewith, comments on which will be found in Appendix B to this letter. If changes have been made by this office in the number of proposed schools, corresponding alterations should be made in the maps, which should then be returned to me. Copies of the map in its final form will be supplied for use in your office.

(b) The five-year programme of your district board will be found in Appendix C. It may be summarised as follows:—

Board.

NUMBER OF INSTITUTIONS.						COST IN FIFTH YEAR.				
Existing.		Ultimately needed.		Proposed to open in 1918-23.						
Vernacular Middle.	Primary.	Vernacular Middle.	Primary.	Vernacular Middle.	Primary.	Improvement of existing schools.*	New Vernacular Middle school.	New Primary schools.	Provident etc.	Total.

* It may be explained that the proposals include (a) provision of assistants in larger primary schools (b) annual increments to the teaching staff, (c) replacement of untrained by trained teachers. (d) conversion of aided elementary into board schools.

The Lieutenant-Governor has assigned the grade of _____ to the _____ district board; that is to say, Government is prepared to meet _____ per cent. of the annual cost (amounting in the fifth year to Rs. _____) of the above programme if the board is prepared to find the remaining _____ per cent. (i.e., in the fifth year Rs. _____).

9. I am accordingly to invite an early consideration of the programme by the district board and to request that a reply may be sent to the following question before 15th October:—

- (i) Does the board approve the five-year programme, jointly prepared by your district educational officer and this department, as a reasonable measure of advance towards the fulfilment of the ultimate programme?
- (ii) If the Local Government will meet the proportion of the annual cost mentioned in paragraph 8 (b) of this letter, is the district board prepared to meet the balance from its own resources?
- (iii) If the answers to questions (i) and (ii) are in the affirmative how much of the first year's programme is the board prepared to carry out during the present year 1918-19? What would be the cost involved this year?

N.B.—(a) It must be remembered that even if a commencement is made in October, only a third of the first year's estimate will be required.

Any new schools already opened this year, i.e., since the programme was prepared, will naturally reckoned as part of the first year programme and entitle the board to a proportionate grant from Provincial revenues.

10. Before coming to a decision on these questions the board should realise—

- (a) that there are two essential conditions to the issue of the Government grant, namely, those laid down in Resolution VI of the District Board Finance Committee (Appendix A);

A comment on the scale of salaries in force under the board will be found in Appendix E.

- (b) that acceptance by the board of the five-year programme and the financial liabilities it entails will commit the board to its completion in five years, but will permit of variations in the rate of progress from year to year as the board may think advisable;
- (c) that the proposals apply to boys' schools only. The suggestion of the Committee that during the first year girls' schools also should be included in the programmes could not be adopted, as many District Inspectors omitted them from their calculations;
- (d) that acceptance by the board of the five-year programme, towards the cost of which Government will contribute, is not in any way intended to discourage the board from proceeding more rapidly with the expansion of education, if its finances permit it to do so without further help from Government.

11. In conclusion I send for your information a summary (Appendix F) showing the present position of vernacular education in the whole Province, and the ultimate and five-year programmes for its improvement and expansion.

From this summary it will be seen that if the rate of progress suggested in the five-year programmes is maintained, it should be possible to bring facilities for vernacular education within a reasonable distance of all boys of school-going age in a period of fifteen years, and the Lieutenant-Governor trusts that this ideal will be kept steadily in view and that by close co-operation between the Government the boards and the rural population it will be achieved.

I have the honour to be,

SIR,

Your most obedient servant,

J. A. RICHEY,

Under Secretary to Government, Punjab,
Home (Education) Department.

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APPENDIX A.

Proceedings of a Committee which met on October 29th, 30th and 31st to discuss District Board Educational Finance.

The constitution of the Committee was as follows :—

Hon'ble Mr. P. J. Fagan, C.S.I. (*Chairman*).

Hon'ble Mr. O. F. Lumsden, I.C.S.

Hon'ble Rai Bahadur Bakhshi Sohan Lal.

Hon'ble Khan Bahadur Syed Mahdi Shah.

Hon'ble Mr. J. A. Richey.

C. M. King, Esq., C.I.E., I.C.S.

H. D. Watson, Esq., I.C.S.

E. R. Abbott, Esq., I.C.S.

Rai Bahadur Kunj Behari Thapar.

H. G. Wyatt, Esq.

Rai Bahadur Lala Sundar Das Suri.

Mr. Watson was unavoidably absent the first day, Rai Bahadur Kunj Behari Thapar the second day and Mr. Abbott the third day. The other members attended all three days.

The Committee first discussed the system of budgetting adopted by district boards with a view to explaining the lapses under the head of Education.

It appeared that there was no measure corresponding to 'administrative sanction' in Provincial procedure. Consequently projects were often entered into the budget which were only inchoate, *e.g.*, the opening of new schools, the situation of which with the arrangements for staffing, accommodation, etc., had not been previously thought out by the District Inspector. In such cases the provision made was apt to lapse.

It was generally agreed that a system of administratively sanctioned schemes was desirable. It was also agreed that with a view to economy of time and trouble, and in order to make the policy of each board consistent, whatever changes might take place in its personnel, it was desirable that these sanctioned schemes should take the form of five-year programmes to be carried out by boards in annual instalments as finances permitted.

It was agreed that in these programmes the improvement of existing schools was of no less importance than the provision of new schools; and that these programmes should also include the systematic provision of buildings for well-established primary schools.

The following resolution on the above points was carried unanimously :—

Resolution I.—The Committee was of opinion that for the satisfactory preparation of district board educational budgets and for the prevention of needless lapses at the end of the financial year, it is essential that each board should have a definite programme of educational expansion, development and improvement including both recurring and non-recurring expenditure. This programme should be prepared and sanctioned administratively for a period of five years in advance. It will be convenient to prepare the programme in two parts (i) existing schools, (ii) new schools.

2. The position of the District Inspector, as both a departmental officer and the local executive officer in educational matters, was then discussed.

Mr. Abbott suggested the appointment of local educational officials by district boards. Mr. Wyatt said that this dual system, which was in force in England, led to considerable friction between the two authorities.

Mr. King would have the District Inspector in charge of vernacular education only, which was in need of more effective supervision.

Mr. Wyatt did not consider that a complete divorce between vernacular and Anglo-vernacular institutions was possible.

The question of the relations of vernacular and Anglo-vernacular education was postponed for future discussion.

Mr. Richey suggested that the position of the District Inspector in a district should correspond to that of an Inspector in a Division, *i.e.*, that subject to the orders of the Inspector and the board he should be responsible for the condition of education of all kinds in his district. He pointed out that it was merely a question of time, when such a change would become inevitable. He believed that in some districts educational development already justified the change. It would be necessary for the status of the District Inspector to be considerably enhanced to make this practicable.

It was generally agreed that except in larger municipal areas where this might be desirable in view of the possible introduction of compulsory education, the appointment of a local educational officer was not necessary.

The following resolution was adopted unanimously :—

Resolution II.—The Committee recommends that in districts where the present state of educational development justifies the measure, the status of the District Inspector should be assimilated to that of an Assistant Inspector.

It was generally agreed that it was desirable to lay down some uniform policy for district boards in the matter of Anglo-vernacular education.

Mr. Richey pointed out that under the present system by which Anglo-vernacular education was left to private enterprise, Anglo-vernacular schools were practically confined to urban areas. No bodies of managers sufficiently well-to-do to start aided schools were found in rural areas. The agriculturist therefore if he desired a higher secondary education for his children was obliged to send them as boarders to town schools, at a cost he could ill-afford. Incidentally this was one of the chief causes of the educational backwardness of Muhammadans, who were in the main agriculturists. He thought at the present time it was particularly desirable that the rural population should not be handicapped in this way.

Mr. Wyatt feared that the extensive provision of facilities for English education in rural areas might lead agriculturists to desert the land.

The Chairman said that he had found a distinct demand among the better class of agriculturists for English as the *Shahi Zaban*.

Rai Bahadur Lala Sundar Das Suri quoted the recent letter of the Government of India on the report of the Decentralisation Commission which specifically stated the responsibility of Government for all Anglo-vernacular education as soon as finances permitted. Section 4 of paragraph 22 of Indian Educational Policy (1913) also justified the opening of more Government schools. Mr. Abbott thought that the suggested addition of an English side to vernacular middle schools would go far to solve the difficulty.

Rai Bahadur Bakhshi Sohan Lal feared that the English taught under these conditions would be of an inferior quality.

After some discussion it was generally agreed that this experiment was deserving of trial; and that the parents desiring the addition of English might well be called upon to meet the initial expenditure (for library, accommodation, etc.), that might be required for the new classes.

The following resolution was accepted by the majority :—

Resolution III.—The Committee recommends that English may be introduced under suitable arrangements as an optional subject in vernacular middle schools.

Mr. Wyatt accepted the resolution on the understanding that the experiment would throw no extra charge on the district boards concerned.

The question of the future of the existing district board Anglo-vernacular schools evoked a long discussion. (It was agreed at the outset that the Committee would leave the question of municipal schools out of consideration for the time being.)

There appeared to be two alternatives (a) for Government to take over all the district board Anglo-vernacular schools, (b) for Government to encourage district boards to open such schools.

It was generally felt that the present system under which Government discourages district board activity in the matter of Anglo-vernacular education, while district boards are forced by the pressure of local opinion to open Anglo-vernacular schools from time to time since private enterprise is not forthcoming, was in need of revision.

Mr. King was strongly of opinion that Anglo-vernacular education apart from the experiment suggested in the preceding resolution, should be a matter for the Local Government.

Mr. Abbott supported Mr. King and said that district boards did not wish to be saddled with Anglo-vernacular education. Even at present they relied on Inspectors to make the appointments and transfers of the teachers, indeed this was inevitable since the number of Anglo-vernacular schools under each board was too few for transfers to be effected when desirable. This was simply a negation of local self-government. Moreover district boards found it difficult to resist the pressure of the wealthier parents who wished a vernacular middle school to be converted into an Anglo-vernacular institution even when the board felt that a vernacular school would better meet the needs of the neighbourhood. Government would be in a better position to select the centres for Anglo-vernacular schools and to resist local pressure.

Rai Bahadur Bakhshi Sohan Lal and Rai Bahadur Lala Sundar Das Suri both strongly supported the proposal to provincialise board Anglo-vernacular schools. The former would have a Government Anglo-vernacular middle school established in each tahsil, other such schools being left to private enterprise. The latter laid stress on the fact that provincialisation was in accordance with the Government of India's policy.

Khan Bahadur Syed Mahdi Shah on the other hand would prefer to leave the provision of Anglo-vernacular middle schools to district boards, since he doubted whether Government would move as fast in the matter as the Lyallpur board was likely to do. He pointed out that the members of district boards were often managers of high schools and so should be competent to run Anglo-vernacular education.

Mr. Lumsden wished to know the financial liability that would be incurred by Government if it took over board Anglo-vernacular schools, and pointed out that the Government of India's letter on the Decentralisation Commission's report, which had been quoted in support of this measure, admitted that it might not be at present possible for financial reasons.

Mr. Richey explained that there would at first be no additional cost to Provincial revenues, Government simply taking over the cost of maintenance from district boards and reducing its educational grant to the district board accordingly. It would, however, be liable for all the annual increase in cost of these institutions, and for providing new Anglo-vernacular middle schools where needed.

Mr. Watson enquired as to the feasibility of provincialising these Anglo-vernacular middle schools as they contained large primary departments.

Mr. Abbott said that the Sialkot district board treated the lower primary departments as separate schools; and Mr. Richey said that Government had handed over the lower primary departments of several Government High schools to municipalities.

The following two resolutions were then adopted, the first unanimously, the second by a majority of the Committee, the minority in each case assenting to the principle of the resolution and merely dissenting as to the wording:—

Resolution IV.—The Committee recommends that Government take over the existing Anglo-vernacular middle schools (excluding their lower primary departments) which are at present financed and managed by district boards subject to such financial adjustment as may be found necessary in order to protect both Government and district boards from financial loss.

An amendment proposed by Bai Bahadur Lala Sundar Das Suri, substituting for the words from 'subject to' the words 'provided that Government assume immediately the entire financial responsibility for the transfer, was rejected by a majority:—

Resolution V.—The Committee recommends that with the exception of the experiment advocated in the III Resolution the connection of district boards with Anglo-vernacular education should not be extended beyond its present limits; provided that it is understood that in the absence of the necessary local private enterprise Government accepts responsibility for the expansion and extension of such education.

The following gentlemen, the Hon'ble Rai Bahadur Bakhshi Sohan Lal, the Hon'ble Khan Bahadur Syed Mahdi Shah and Rai Bahadur Lala Sundar Das Suri were prepared to support this resolution with the addition of the word 'immediate' before 'responsibility.'

Mr. Lumsden would qualify the proviso by the addition of the word as soon as financial conditions allow.

The method of distributing grants at present was described by Mr. Richey, who had submitted an alternative system for the consideration of the Committee. He pointed out that two factors should determine the Provincial grants to a board—

- (i) the provision that could be made by the district board from its own resources,
- (ii) the educational needs of the district.

The second factor would be dealt with when the educational programmes of district boards were considered, and was comparatively easy of assessment from the figures at the Department's disposal.

The first factor was the crux of the whole question. It was no use making the Provincial grant simply proportionate to the provision made by the district board. In the case of a board such as Attock with a more or less stable income, whose percentage of expenditure on education was already high, such a system meant that further expansion was impossible.

He suggested that it might be possible to grade boards with regard to their income, so that to a board such as Attock the Government grant should cover 100 per cent. of the cost of development, while to a rich board it might be as little as 50 per cent. But he did not know if such grading was possible.

Mr. King said he thought it would be quite possible.

Rai Bahadur Lala Sundar Das Suri urged that the grants should be based on salaries since the improvement of these was of the greatest importance.

Mr. Wyatt, while quite admitting the importance of giving teachers good salaries, saw no reason why that which should merely form a condition of earning a grant should form the basis for its calculation. The needs of the district for education as shown in their programmes should be the primary basis.

Mr. King pointed out that it would be quite simple for Government to lay down a minimum scale of salaries which boards should be required to introduce as a condition of receiving Provincial grants. He felt sure that the few boards who had not introduced satisfactory progressive scales of pay would be quite ready to do so with the aid of Government grants.

Rai Bahadur Lala Sundar Das Suri then expressed himself as quite ready to accept another basis for calculation, if good salaries were thus made a condition of grant.

The difficulty of grading the boards was solved immediately by a suggestion from Mr. Abbott that the Finance Department had just made some such grading for the purpose of the consolidated grants.

Mr. Lumsden explained the system on which this grading had been calculated, and it was unanimously agreed that it would form a satisfactory basis for educational purposes also.

There was considerable discussion as to the actual percentages of expenditure to be met by Government in the case of the various grades. It was finally decided on the proposal of Mr. King to leave the actual grading, including the percentages, to the Education Department to settle, it being generally agreed that the lowest grade should not be below 50 per cent., while the highest might be from 75 per cent. upwards.

It was agreed that the total Provincial grants in any one year should form the basic grant for the next year, as under the present system, but considerable discussion arose as to amount of the original basic grant. It was finally decided that the grant for the current year should form the basic grant.

The following resolution was then adopted unanimously:—

Resolution VI.—The Committee recommends that the following system be adopted in future for the allotment of Provincial grants to district boards for recurring expenditure:

All district shall be graded in respect of their financial position and capacity. To each grade will be assigned a fixed percentage.

The maximum future grant for a particular district in each year will be the sum of—

- (i) the basic grant, i.e., a sum equal to the aggregate of the recurring grants which it received in the preceding year;
- (ii) an additional grant calculated by applying the grade percentage to the excess of the budgetted educational expenditure of that district for that year over the actual expenditure of the previous year; educational expenditure being understood as including that incurred on contributions to provident funds for teachers, and also the up-keep of buildings.

The actual grant made to a district board within the above maximum will be subject to the following conditions:—

- (i) that the salaries of the teachers employed by the district board shall be on a scale approved by the Education Department;
- (ii) that the budget of the district board is in general accordance with a programme framed in advance such as that recommended in Resolution I.

Resolution VII.—The Committee recommends that the basic grant should be payable in a lump sum as soon as possible after the commencement of the financial year; and the additional grant as soon as the Divisional Inspector certifies that it is payable.

Mr. Wyatt pressed for the inclusion of buildings as an item on which recurring grants should be spent. He laid stress on the fact that school buildings were now provided haphazard by district boards when they happened to have a surplus, but not according to any fixed programme.

It was pointed out by the President that the programmes suggested in Resolution I included non-recurring expenditure.

On the other hand the resolutions, with regard to recurring grants (Resolutions VI and VII), were not intended to cover building grants.

Mr. Lumsden stated that it would be necessary to show in the schedule what part of the new grants proposed were for non-recurring and what for recurring expenditure. But he said that fixed annual grants to be used for non-recurring expenditure were not unknown. He instanced the Malaria Department and a recent proposal of the Medical Department.

It was generally agreed that this type of grant would exactly suit the needs of the Department in this matter.

The following resolutions were passed unanimously :—

Resolution VIII.—The Committee recommends that such special assistance, as the Local Government is prepared to give to district boards for the construction of educational buildings, should not fall short of a definitely recognized minimum, and should be so regular and continuous in amount as to enable them to be in a position to follow a definite programme of development in that respect.

Resolution IX.—For the distribution of grants for non-recurring expenditure the principle of grading recognised in Resolution VI should be adopted. The maximum grant to be given to a particular district in each year should be calculated by applying the grade percentage of the board to the sum budgeted by it for expenditure on educational buildings in that year. It is assumed that the budget will be prepared in general accordance with a previously approved building programme.

—There was some discussion as to the agency by which buildings should be constructed and as to the type of building to be used.

Rai Bahadur Kunj Behari Thapur and Khan Bahadur Syed Mahdi Shah would see more use made of hired buildings. It was pointed out that buildings procured on rental are generally unsuitable.

Mr. Wyatt laid stress on the value of decent buildings for school purposes and Mr. Watson and Mr. Richey supported him.

Finally the following resolution was adopted :—

Resolution X.—The Committee recommends that as far as possible the adoption of the system under which district boards rent school buildings erected by private persons according to approved designs should be encouraged.

Mr. Richey submitted statements showing the results obtained from the maps which Government had asked Inspectors to have prepared. These results showed that many of the maps had been most carelessly prepared and were entirely unreliable. He suggested that in view of the time already wasted by inspecting officers in this matter, some working calculation of the number of new schools immediately needed might be reached by taking a population basis say of one school to 1,200 of the male population.

Mr. King stated that population alone could not be a sufficient guide. He contrasted Hissar with Amritsar, and stated that in the former district a much lower proportion of population to school would be necessary as there were small scattered villages. He would prefer an estimate based on the interval between villages.

A reference to the census table, however, showed that in some districts, e.g., Montgomery, a very small collection of houses constituted a village.

Khan Bahadur Syed Mahdi Shah entered a protest against the development of any district being limited by a programme. He did not see why the Province should be levelled.

Mr. Wyatt pointed out that the programmes were merely intended to fix a minimum limit not a maximum. They would level up not level down. There was no intention of preventing a rich board from developing as far as it could providing the funds were available. He emphasised the need for a programme which took all factors into consideration.

It was generally agreed that the maps and proposals received would not serve as programmes, and that new five year programmes in accordance with Resolution I should be called for.

The President pointed out that the programmes would include the development of existing schools, and asked if there were any points in this connection to which the Committee should call attention.

Mr. Richey suggested that two teachers should be required for a five-class school.

Mr. King would also have a limit of 40 pupils to a teacher.

Both these proposals were accepted.

Mr. Watson suggested that some rules should be made with regard to the style of buildings to be erected.

The following resolutions were then adopted unanimously :—

Resolution XI.—The Committee recommends that the five-year programmes for Educational development and expansion, which are recommended in Resolution I, shall be drawn up by Inspectors in consultation with district boards. It was considered that in framing these programmes the following points should be kept in view—(1) the number of villages and the average distance between them, (2) population, (3) the percentage of population of school-going age at present attending school.

Resolution XII.—The Committee recommends—

(i) that as a general principle in no primary school containing five classes, and in no primary school with an average attendance of 40 or more pupils should there be less than two teachers ;

(ii) that suitable instructions be issued by the Education Department for the general guidance of district boards as regards air-space, window-space, materials, situation and general plan to be adopted in the construction of educational buildings.

The question was raised whether these programmes should contain proposals for new girls' schools.

Mr. King wished to see co-education developed in primary schools. It had been very successful in some places.

Rai Bahadur Lala Sundar Das Suri and Khan Bahadur Syed Mahdi Shah would prefer not to encourage it.

Rai Bahadur Kunj Behari Thapar suggested that a separate programme for the development of female education was desirable. The need for such a programme to be drawn by Inspectresses, in consultation with boards was generally admitted, and the following resolution passed unanimously :—

Resolution XIII.—In the foregoing resolutions the Committee confined itself to the subject of male education but it also decided to record a suggestion that the subject of female education be taken up and considered by Government on general lines analogous to those suggested for male education. In the meantime proposals in regard to female education should be included in the programmes to be prepared by district boards.

Mr. King stated that he had instituted a number of such committees and found them do useful work. He thought the system should be adopted, where possible, of entrusting repairs to such bodies.

He usually handed over the necessary sum to the Committee and the work was very well and economically done. The audit department, however, demanded voucher which villagers could not supply.

It was unanimously resolved that :—

Resolution XIV.—The Committee recommends that the system of entrusting the repairs and maintenance of school buildings to local village committees should be encouraged and that difficulties arising from the existing system of audit should as far as possible be removed.

Appendix.

Explanation of the proposed system for distributing Provincial grants for vernacular education to district boards.

(i) Each board shall prepare a five-years programme for development and expansion, i.e., for the improvement of the existing schools and for opening new schools. This programme will include the provision of buildings where necessary. (Resolution I.)

• It will also include for the first year only proposals with regard to girls' schools. Subsequently these schools will be dealt with in a separate programme (Resolution XIII). Each district board will submit its programme to Government for approval, showing its total cost, and with a statement that the board is willing to bear its share of the cost involved in carrying the programme into effect during the next five years. The share to be borne by the district board and Government, respectively, will be determined in the following manner.

(ii) All boards will be grouped into three or more grades according to their financial position and capacity. The grading will be based on that recently drawn up by the Financial Secretary when determining the consolidated grants.

To each grade will be assigned a percentage, which will indicate that proportion of the cost of its approved educational programme, will be met by grants from provincial revenues.

For example if a board is in the grade of 75 per cent. then it will have to meet one-quarter only of the cost of its approved programme, and provincial revenues will provide the remainder.

(iii) All grants given to a board in one year for recurring expenditure shall become *ipso facto* a part of its basic grant and shall be continued to it in future years.

The basic grant to a board shall for the convenience of its finances be paid soon after the commencement of each financial year.

(iv) Additional grants for development and expansion shall be made annually to district boards and shall bear such relation to the new educational expenditure of a district board as is indicated by its grade percentage, e.g., in the case of a board on the 75 per cent. grade whose new expenditure is Rs. 10,000 in one year, the additional grant that year from provincial revenues will be Rs. 30,000, provided that this expenditure is in general accordance with the approved programme of the board. Educational expenditure will include contributions to provident funds for teachers and repairs to educational buildings.

(v) The 'new expenditure' of a district board will be calculated twice as follows :—

(a) for the purposes of the Provincial budget, the revised estimates of the board for the current year will be deducted annually in November from its budget provision for educational expenditure for the ensuing year. The difference will be 'new expenditure' and provided that this is in accordance with the approved programme, the proportionate grant will be entered by the Education Department in its schedule for the Finance Committee;

(b) for the purposes of issuing the grant the 'new expenditure' of the board shall be the excess in its revised estimates for educational expenditure during the year for which the grant is due, over the actuals for educational expenditure in the preceding year.

The additional grant will therefore ordinarily be paid in December when the revised estimates of the boards have been received.

The above is an outline of the system. For a better appreciation of its financial effects, the following account of the necessary initial steps may be useful.

On receipt of the five-year programme from district boards (for the preparation of which suggestions will be issued by the Education Department) the total expenditure involved in carrying them out, and the proportion thereof to be met from provincial revenues, taking into account the grading of each board, would be calculated. Should this sum exceed the amount which provincial revenues can bear, proportionate reductions would be made in the programmes, taking into account the comparative needs of the various districts for increased educational facilities.

The programmes, when finally approved by Government, would be returned to district boards for 'administrative sanction.' Government by approving a programme will thereby assume the responsibility for finding that percentage of its cost, for which it is liable, during the next five years.

A district board, by administratively sanctioning a programme, thereby undertakes to meet its share of the expenditure, as finances permit, during the next five years.

The financial liability of both boards and Government are therefore strictly limited to the provision of funds for the programme which has been mutually agreed upon; but this does not in any way preclude a district board from spending more money on education, should it so desire, nor Government from giving further grants for the purpose should provincial finances render this possible.

It is just possible that the aggregate of the budgetted 'new expenditure,' of district boards for any one year entail a larger grant in the ensuing year than the Finance Committee allot for the purpose. In this case as in the case of the programmes, district boards would be asked to postpone some proportion of their projects to the ensuing year, or to meet the cost of them from their own resources.

X

- No change.*

Reduce from to

Increase from to

- No change.*

Reduce from to

Increase from to

With the approval of the board, after the programmes have been reconsidered, the district inspector should kindly make such changes as are required, omitting or adding schools at the sites found most suitable, and resubmit the map in as clear and neat a form as possible to this office. It is hoped in this way to have a permanent record for the province.

DISTRICT BOARD.

RECURRING CHARGES.

213 DPI-100-12-11-18-SGPP Lahore.

APPENDIX D.

FIVE-YEAR PROGRAMME

DISTRICT BOARD.

NON-RECURRING CHARGES.

BUILDINGS.										EQUIPMENT.															
VEINACULAR MIDDLE SCHOOLS.										PRIMARY SCHOOLS.				MIDDLE DEPART- MENTS AND HOSTELS.				PRIMARY SCHOOLS.							
Extension.		New Buildings.		Hostels.		Extension.		New Buildings.		Extension.		New Buildings.		Number of new in- stitutions.		Cost.		Number of new in- stitutions.		Cost.		Number of new in- stitutions.		Cost.	
Number of projects.	Cost.	Number of projects.	Cost.	Number of projects.	Cost.	Number of projects.	Cost.	Number of projects.	Cost.	Number of projects.	Cost.	Number of projects.	Cost.	Number of projects.	Cost.	Number of new in- stitutions.	Cost.	Number of new in- stitutions.	Cost.	Number of new in- stitutions.	Cost.	Number of new in- stitutions.	Cost.		
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	Rs.		Rs.		Rs.		Rs.		Rs.		Rs.		Rs.		Rs.		Rs.		Rs.		Rs.		Rs.		
															</										

APPENDIX E.

THE following suggestions are offered for consideration when framing salary scales for board school teachers. A salary scale, to be satisfactory, should offer to every duly qualified teacher (besides a sufficient starting salary), a reasonable prospect of regular periodical promotion up to a minimum limit, on satisfactory work and conduct, with a further prospect of rising after a due interval to a higher limit by regular gradation—allowance being made for retarding or accelerating promotion according to the merits of the teacher. A scale for vernacular teachers already accepted in some districts is as follows :—

Junior Vernacular Teachers	...	{	Class A Rs. 15-1-20
			" B " 20-2-30
Senior Vernacular Teachers	}	...	{
Gurmukhi Giani			
Maulvi Alam			
Munshi Alam			" A " 20-2-30
			" B " 35-3-50
Shastri	}	...	
Maulvi Fazal			
Munshi Fazal			
Gymnastic Certificated Teachers	...		

To start at Rs. 26 the 3rd grade in Class A above.

Rs. 20-2-30, with a few special posts, and extra increments for those who have profited from the special courses held by the Adviser on Physical Education.

(Increment to be ordinarily annual; but promotion from class to class on special selection after satisfactory previous service. On an average, five years might be expected to intervene between Classes A and B.)

Where annual, or sufficiently regular, increment is not ensured by an incremental scale of this kind, it is important so to proportion the number of posts in each grade that promotion shall be regular and rise to a reasonable maximum without excessive breaks or delay.

Since the data provided by District Inspectors with their five-year programmes was in some cases incomplete, I should be glad if with your reply to this letter a statement could be sent showing —

- (1) the scale of grades and classes for teachers' salaries,
- (2) the number of posts in each grade,
- (3) the interval which may ordinarily be expected to elapse between promotions and between the year of first appointment and the attainment of maximum grades.

Special remarks on

Board Salaries.

Abbreviated Summary, Numerical and Financial.

Districts.	Male rural population (approximate).	EXISTING VERNACULAR SCHOOLS.		TOTAL ADDITIONAL NUMBERS CONTEMPLATED (AS IN MAPS).*		COMPLETED FIVE-YEAR PROGRAMME.							Total recurring charge.	RESULTANT NUMBER OF SCHOOLS AFTER 5 YEARS.	
		Middle.	Primary or Elementary.	Middle.	Primary.	New Schools.			Recurring cost in 5th year.					Middle.	Primary.
						Middle.	Primary.	Improvement of existing Schools.†	Maintenance New Middle Depart-ments (column 7).	Maintenance New Primary Schools (column 8).	Additional Provi-dent fund (pre-Schools).				
		3	4	5	6	7	8	9	10	11	12	13	14	15	
AMBALA DIVISION.	Hissar	432,209	164	19	211	5	75	13,773	5,880	21,600	2,174	43,427	10	289	
	Rohat	374,365	142	11	158	2	40	18,359	2,032	11,520	2,808	33,711	9	182	
	Gurgaon	366,181	152	9	103	4	50	15,926	4,460	14,400	1,909	36,676	10	202	
	Karnal	425,789	109	17	219	3	8	19,371	3,670	14,400	2,077	39,518	8	159	
	Amhala	344,961	173	11	213	2	65	19,958	2,350	18,720	2,276	43,304	11	238	
JALANDHRA DIVISION.	Simla	10,611	12	...	6	...	5	3,433	...	2,320	330	6,083	...	17	
	Kangra	401,109	220	13	146	3	55	22,435	4,200	15,120	2,308	44,063	9	276	
	Hoshiarpur	491,745	256	21	181	5	50	26,392	6,180	18,750	2,585	48,907	10	306	
	Jullundur	410,060	191	5	125	5	40	24,850	6,180	15,000	2,543	48,573	20	241	
	Ludhiana	268,014	118	2	82	1	40	25,100	1,290	12,600	1,909	40,299	15	158	
Lahore DIVISION.	Ferozepore	510,937	190	21	253	10	85	25,100	12,400	23,375	2,922	66,867	13	275	
	Lahore	451,985	144	16	276	5	80	21,713	7,180	24,000	2,816	55,659	12	224	
	Amritsar	407,705	192	7	133	5	50	27,697	5,720	12,600	2,621	48,438	11	242	
	Gurdaspur	465,846	252	20	223	15	75	14,527	14,700	23,500	2,713	54,440	20	327	
	Sialkot	504,104	225	14	236	5	79	38,680	6,480	23,700	3,524	67,354	20	304	
RAJASTHANI DIVISION.	Gujranwala	501,980	177	19	292	8	100	25,180	9,640	25,000	3,217	62,989	16	277	
	Gujrat	390,615	188	10	88	4	38	18,058	5,280	17,400	2,181	42,919	9	221	
	Shahpur	370,706	186	13	145	5	50	28,396	6,180	13,750	2,383	46,708	10	236	
	Jhelum	254,876	126	7	49	3	40	18,190	4,590	10,570	1,835	35,185	8	166	
	Rawalpindi	239,087	135	9	92	7	47	21,722	9,574	12,408	2,316	46,320	10	182	
MULTAN DIVISION.	Attock	270,403	110	5	115	...	57	25,149	...	13,750	2,259	43,083	6	167	
	Mianwali	175,836	120	6	35	4	16	13,090	5,780	4,800	1,287	24,957	7	136	
	Montgomery	287,063	119	5	100	3	30	17,090	3,410	7,500	1,576	29,576	8	149	
	Lyallpur	473,574	321	10	200	5	65	24,535	6,850	16,900	2,618	50,753	13	386	
	Jhang	283,918	167	7	93	4	40	14,498	5,180	12,000	1,715	33,893	9	197	
Dera Ghazi Khan	Multan	388,423	164	9	141	3	50	18,306	3,610	13,750	1,969	37,635	7	214	
	Muzaffargarh	305,768	150	5	68	2	30	22,964	2,470	8,400	2,141	35,975	7	180	
	Dera Ghazi Khan	261,981	125	7	75	4	50	14,516	5,180	16,800	1,956	36,652	7	175	
Total	10,045,720	173	4,613	298	4,060	122	1,453	5,71,856	1,50,508	4,17,933	61,961	12,01,383	294	6,076	

* Representing roughly the number required to bring Primary education within reach of all boys of Primary school-going age.
 † Including cost of conveyance of Aided schools and increases of pay and establishment.

202 DPI-100-11-11-18-SGPP Lahore.

Subject.
 Elementary
 Vernacular Education.

No. 385/B, from the S. of S., 200, 20.2.19

The Punjab Govt.'s circular

Letter re: the improvement & expansion of vernacular education in the areas administered by the Dist. Boards in that province may be forwarded to the D.P.S. for perusal and for remarks, if any. On return of the file, it may be forwarded to T & M for perusal and then circulated.

Home (Sd) no
 80-38576-1

10-3-19
 C. S. S. S.

No. 211 + 24. 4. 19

of 85.852-381
 2.12.11

for 706 Report on
 please refer for 1912-13

A Annual ed. survey of elem. sch. including the preparation of maps and the location of schools in villages to supply the needs of all populous areas throughout the province was entered upon in Sir Alfred Bourne's time. On subsequent policy has been, owing to financial causes not the least important of which was the lack of funds, been more or less unsystematic and regulated more by immediate needs than by a long-period forecast.

I consider that long period forecasts are

NOTES.

Page 2

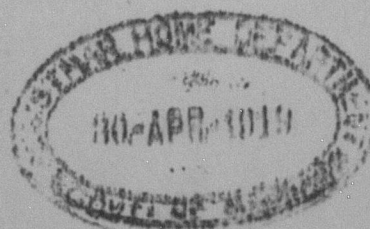
Education and, essential to the systematic advance of elementary education in particular. Furthermore that these forecasts are essentially matters which the local boards and inspecting officers should make.

There are involved therein two main points: the first is the educational needs of the area and the second the ability of the area to finance the projects which will meet these needs. The survey of the educational needs of an area and the formulation of definite programmes for meeting these needs are matters that will come under the purview of the local authorities who are to be established under the Ed. Bill, and I am not in favour of taking any ^{general} action pending the introduction of this Bill. Meantime the preliminaries can be prepared. The Board of Education, England, in Circular No 1096, issued ~~last month~~ last month (March) a memorandum containing for the consideration of local educational authorities draft suggestions for the arrangement of schemes under the Ed. Act of 1918. From the extracts from this memorandum that I have seen (I have not yet received the complete ~~document~~ circular) it would appear that something of the same kind - but ~~more~~ more restricted and less

(Not available in office)

ambition in its scope - should be done by this Department on the formation of the Educational Authorities under the new Bill - when it becomes law. The second point that is raised is one of finance; it affects in the main "Local & Municipal" and must I presume await settlement, pending the settlement of the question of the relation of ~~Local~~ Provincial finance to Imperial finance. The division of ^{geographical} areas into groups, framed according to the ability of the several groups to meet the cost of schemes necessary for carrying out schemes of public utility - such as is proposed in the Punjab, is not new. It is a well recognized system of allocating public funds and has been advocated before today in this Assembly. In years we have recognized, in educational matters, the principle of giving special assistance to those who are financially unable to provide for themselves - witness the payment of the net cost of schools - the ~~Andhra~~ ^{Andhra} District. The gradation of areas in some manner as suggested in the Punjab, has however not been done in India ~~before~~ ^{before} so far as pertains to Educational matters.

M. J. 27.4.19



17
Home (Eds)

The D.P.S. w/o note may perhaps be sent for the perusal of L.M. and then ~~be prepared to~~ circulate

7.5.69

9/5/69

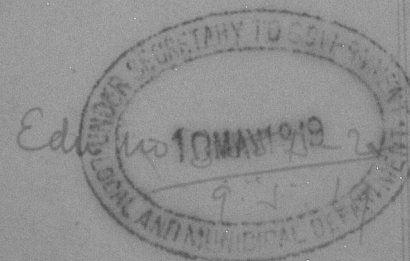
We have already prepared programmes for India's information but when the matter came to a head for allotment of funds, India hung the matter up. It is not programmes we want but an ascertainment of what funds are available in what local areas.

For this, I agree with the D.P. that nothing can be done till the draft bill becomes law.

The only urgent matter is training of teachers. Even if a single new school be not opened there is ample room for several more training institutions to replace casualties in existing schools. The D.P. should give continuous attention how to develop training

9/5/69

L.M.



NOTES.

18 Page 5

L.M. Dept

The file may, it is submitted, be perused and returned to Home (Edn) no. with thanks.

H.B.
10/5-19

12.5.19

H.B.
13/5/19

maybe sub? to H.M. for perusal

C.R.
14.5.19

15/5/19

H.M.

15.5.19

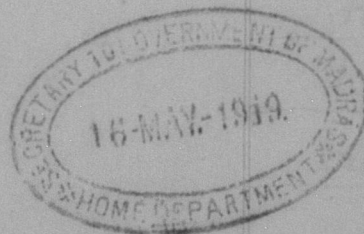
Can a copy of the Punjab Govt's

16/5/19

As spare copies of the Punjab Govt's Circular Memo are not available, the Registrar of the Dept. of Education may be asked to furnish two copies. The following draft I.O. is for aff. Ed 385B-3/2-5-19
Sd/-

With refer. to the Govt. of India letter No. 200, dt 20th Feb. 1919, in the Dept. of Education, I am to request that

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NOTES.

Page 6

That this Govt. may be furnished with
two spare copies of the Punjab Govt's
Circular No. 261/S, dt/ 24th Aug: 1918,
together with its enclosures, on the subject
of the improvement and expansion of
vernacular education in the areas administered
by District Boards?

Yours truly

To Richard Henry
Blaker Esq., D.S.O.,
Registrar, Dept: of
G.O.S. Education,

4-5-19

2075/14

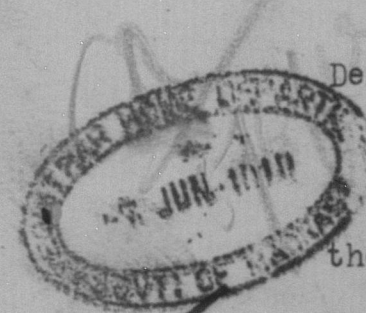
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7-6-19

DEPARTMENT OF EDUCATION.

D.O.No. 148-R
Edn

Simla, the 29th May 1919.

Dear Sir



As requested in your d.o.letter no.385 B-3, dated
the 21st instant, I send herewith two copies of the
Punjab Government's circular no.261-S, dated the
24th August 1918 with its enclosures; on the subject
of the improvement and expansion of vernacular
education in the areas administered by District
Boards.

Yours truly
R.H. Baker

Lo-385/B.
24.2.19

A draft order communicating
a copy of the Punjab Govt's circular
ss Subd. - (Vide Secy's orders at p.5 ante)

~~11~~
7.6.19

~~11~~
11.6.19

Sectt. II-10 (a)—b,002 - 13 1-19 (6)

Home DEPARTMENT.

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

191

READ ALSO:—

ORDER.

No. 729, dated 11. 6. 1919

MoS.

A copy of the Punjab
Govt.'s Circular No: 261/S, 2/
24th Aug: 1918 with enclosures
on the subject of the improve-
ment and expansion of
vernacular education in the
areas administered by the
Dist. Boards of that Province,
received from the Govt. of
India, is communicated to
the D. P. I. for information.

To the D.P.I. (with envelope) 7.6.69

11. true

When given for copying
When copied
When examined
When signed

191

13/1

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.

PAPERS NOT FILED UP, BRING HEART FOR DISPATCH
IN ORIGINAL.

N.B.-

- A = Copy in full.
- B = Not to be copied.
- P = Copy abstract only.
- Q = Copy heading only.