

Law (1921) Department.
(Education)

Ordinary SERIES.

G.O. No. 1499

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INDEXED

[Despatch Abstract.]

Education-primary---Summary showing steps taken in various
provinces for expansion of--recorded.

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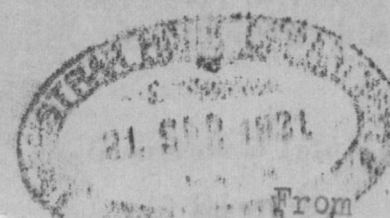
Government of India,

Department of Education and Health.

(Education)

Simla, the 16th September 1921.

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29/9/21



H. Sharp, Esq., C.S.I., C.I.E.,

Secretary to the Government of India,

To

The Secretary to the Government of Madras,

Law (Education) Department.

Expansion and improvement of Primary Education.

Sir,

With reference to the correspondence ending with

(C) your letter no. 2544-A-I, dated the 6th June 1921,

I am directed to forward for the information of the
local Government a summary showing the steps that
have been taken in the various provinces to give
effect to the suggestions made by the Government of
India in their letter no. 750, dated the 2nd September

1918, for spreading elementary education among the
male population in India.

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I have the honour to be,

Sir,

Your most obedient servant,

J. D. J.

Secretary to the Government of India.

c.m.

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SUMMARY OF LOCAL GOVERNMENT'S REPLIES REGARDING EXPANSION OF ELEMENTARY EDUCATION AMONG THE MALE POPULATION IN INDIA.

Government of India's scheme—

(i) Efforts should be made to double the present number of pupils in boys' Primary schools in ten years.

(ii) Of the additional expenditure thus involved one-third should be met by local bodies and the rest by Government.

(iii) Local bodies should 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. They will not be required to make provision for the training of teachers and the inspecting staff.

Madras.—The local Government in reply refer to their proposed Compulsory Elementary Education Bill. It is impossible to say within what period their proposals under the Bill will produce specific statistical results, but they represent the maximum financial effort which for the present can be expected either from the tax-payers or from the Government for this particular object.

Under the Madras Bill the local bodies will be empowered, subject to Government sanction, to raise money by taxation, Government contributing to Municipalities and Taluk Boards a sum not less than that raised by taxation.

The Madras Elementary Education Bill has since been passed.

Bombay.—Primary schools and training of teachers.—The Director of Public Instruction's scheme of 1919 for the rapid expansion of Primary Education in rural areas contemplated the opening of 1,500 schools annually for providing every village with a population of 200 and over with a school in six years. A scheme for the training of 1,300 additional teachers has already been introduced in the Bombay Presidency. At the time the scheme was put forward the subsequent great increase in the cost of living, and consequently in salaries, was not foreseen, and it was found impossible for financial reasons to proceed with it beyond utilising the available balance of Rs. 5,76,416 out of a recurring provision of six lakhs for new Primary schools. For similar reasons it has been found impossible to go further in the current year.

(2) Municipal and rural areas.—Application of compulsion to local bodies in the matter of Primary Education is not feasible in the Bombay Presidency, at least in the case of District Local Boards until their resources improve. The local Government are meeting 88 per cent. of the cost of schools maintained by such Boards. Compulsory education in Local Board areas will be possible if the new Councils agree to fresh legislation coupled with fresh taxation. A few Municipalities have taken advantage of the recent Act which permits them to make Primary Education free and compulsory within their areas, but the great majority have not seen their way to provide the necessary funds for this purpose without increased taxation which they are unwilling to impose.

Bengal.—Extension of Primary Education in municipal areas.—The local Government contemplate a complete survey of the Municipalities in Bengal with a view to ascertaining the conditions and resources of each municipality and the extent to which it is prepared to bear the cost of providing for a complete system of primary education. As regards the Presidency town a scheme for the improvement and extension of Primary Education has been approved by the Calcutta Corporation. The scheme is estimated to involve, approximately, an expenditure of Rs. 20½ lakhs capital and 4½ recurring. The local Government will contribute Rs. 16 lakhs spread over 5 years towards the capital expenditure. The Corporation will bear the remainder of the capital cost and the whole of the recurring cost. A sum of Rs. 3 lakhs was provided in the last year's education budget.

2. Extension of Primary Education in rural areas.—The local Government have revived, with the help of an allotment of Rs. 1,20,000 from the recurring Imperial grant of Rs. 5½ lakhs, the *panchayati* union scheme initiated by the late Government of Eastern Bengal and Assam. There are altogether 7,580 *panchayati* unions in the Presidency, of which 2,874 have been provided with union primary schools, while 2,580 are already in possession of good primary schools, so that 2,126 unions have yet to be provided for. The scheme aims at opening, annually, 120 new *panchayati* union schools for boys, but this number will decline every year unless more funds are forthcoming. The local Government are of opinion that the District Boards should share with Government the cost of expansion of Primary Education in rural areas, but they do not intend approaching the Boards till they know their financial resources under the Reforms Scheme and are in a position to determine their own share of the funds required. Meanwhile they are contemplating a survey of the existing facilities for Primary Education in each district, on the basis of which a 10 year's programme of expansion, and an estimate of cost, will be prepared in consultation with the District Boards. Proposals for the financing of the scheme will then be worked out and laid before the Minister.

United Provinces.—The local Government refers to its Resolution of 8th November 1918 in which it has formulated a three years' programme of Elementary Education under which District Boards are expected to effect an increase in the number of pupils of about 60 per cent., the local Government meeting the whole additional cost. The local Government remarks that its scheme goes beyond in some respects the scheme foreshadowed by the Government of India. Further, attention is invited to the United Provinces Compulsory Primary Education Bill, which has since been passed into Act, under which Municipal Boards will be empowered to introduce compulsory Primary Education in Municipal areas and to raise further taxation for this purpose.

Punjab.—The local Government cordially agrees with the principles underlying the Government of India's scheme. It has anticipated the action suggested by the Government of India and had already embarked on a well-considered scheme for the expansion of Primary Education in the Punjab. Under this scheme it is proposed to raise within a period of five years the existing number of vernacular primary schools in the rural areas by 1,463, i.e., from 4,613 to 6,076, and the number of vernacular middle schools by 122, i.e., from 173 to 295. The Government will contribute Rs. 8 lakhs towards the recurring expenditure, which is estimated to be about Rs. 12 lakhs in the fifth and successive years of the programme, the remaining 4 lakhs being met by District Boards. The non-recurring expenditure for the whole scheme will exceed Rs. 50 lakhs but for the present it is proposed to limit expenditure on the erection of primary schools, the middle schools being left out of consideration. Government proposes to set aside a sum of Rs. 2 lakhs annually for the next five years for building and equipment grants to District Boards, the latter contributing Rs. 1¼ lakhs for the same purpose. It is considered that if the rate of progress suggested in the five years' programme 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.

Taxation.—Provision is also made for imposition of new taxation by District Boards, either in the form of a special educational cess, or in a more general form, on the well-to-do rural population who do not pay local rate, but benefit by the institutions maintained by the Boards.

The Punjab Primary Education Act of 1919.—The local Government also makes mention of this Act which is applicable to boys only. It says that the provision of even more efficient schools, which will now be created, may not result in a proportionate increase in the number of pupils. This, the local Government believes, can only be effected by compulsion.

Distribution of cost between provincial and local funds.—The local Government agrees to the Government of India's proposal in this respect.

Burma.—The local Government observes that the increase in the number of boys receiving Primary Education has been already steady and continuous since 1912-13 and if maintained will result in the doubling of the number of such boys

in Burma within the period contemplated by the Government of India. But the local Government emphasises that the attainment of this objective is comparatively much more difficult in Burma than in any other province because the standard of literacy and the proportion of children of school-going age already under instruction in registered schools are so much higher in Burma than elsewhere in India.

The local Government has already tackled to a large extent the question of improving education in the monastic schools. It observes in this connection that when the problem of the assimilation of these schools in the educational organisation and of the improvement of their teaching staff has been solved the position in this province in respect of Primary Education will have been established on a very solid basis.

The inspecting staff and the training of teachers.—The local Government recognizes the necessity of improvement in these directions. It has already considerably increased the inspecting staff. As regards training of teachers, it says that the local Government recognizes the necessity of making the supply of qualified teachers for vernacular schools adequate to the needs of the schools, and the Education Department will be required to keep this aim steadily in view.

Special requirements of Burma.—The local Government further observes that while the policy of the Government of India in the matter of educational expansion will be steadily followed in this province, the local Government is strongly of opinion that the special need of the moment in Burma is not expansion in education so much as improvement in the quality of the instruction imparted, and a reorganisation of system such as will insure continued improvement and facilitate subsequent expansion on the most improved lines. Should the policy of the Government of India be attended with success, and the number of boys attending primary schools throughout India be doubled in the course of ten years, the percentage for the whole of India of such children in relation to the total population of boys between the ages of 7 and 12 will be below the corresponding percentage in Burma at the present moment. Thus the problem of Elementary Education in Burma is at an entirely different stage from the problem as it exists in India and so far as Elementary Education is concerned Burma is far in advance of any other Indian province or State. In the opinion of the local Government, therefore, the educational reforms most needed in the immediate future in the province are in the direction of reorganisation rather than expansion and the schemes framed by the Government of India require much modification both of kind and degree before they can be applied to Burma. The ratio of development of Secondary and Higher Education to Elementary Education in India is excessive. In Burma it is deficient. The right policy before Burma is to rectify this ratio and improve all round. It is on this that the efforts of the Government are being concentrated.

Bihar and Orissa.—In August 1916 the local Government issued a circular to District Boards on the subject of the improvement and expansion of Primary Education and asked the Boards to work out programmes of development based on certain instructions. The object was (a) that in districts where only 25% of the boys of school-going age were actually at school, the percentage should be raised to 50, (b) that in districts where more than 25% but less than 40% were at school the percentage should be doubled, and (c) that in districts where the percentage was 40 or more it should be raised to 75 or 80. Instructions were also issued that the number of teachers should be raised, so that no teacher should have to teach more than 30 pupils or two classes and it was pointed out that in estimating the extent to which a material increase in the number of schools was required, the density of population should be taken into account as well as the distance which boys could be expected to walk in order to attend school.

In April 1918 forms were drawn up in which the programmes were to be submitted. These were examined at conferences held during the cold weather of 1918-19 and after further scrutiny detailed individual instructions were issued to each Board during the year 1920. These instructions included suggestions as to :—

- (1) the number and size of schools, (the first endeavour of the local Government is to provide a suitable number of schools and in calculating

the number of teachers, one teacher to twenty-five students is taken as the standard in normal areas), and

- (2) the training of teachers and the provision of trained teachers. [The chief aim of the Government is to increase the number of trained teachers. A normal programme aims to provide in ten years (a) two trained teachers for every Upper Primary school, (b) one trained teacher for every Lower Primary school, and (c) in areas where Infant schools are included one trained teacher for every Infant school.]

Instructions were also given regarding the construction of school buildings and regarding advanced Primary Education. On this point the local Government recommended Boards, subject to the existence of sufficient local demand, to work up to a standard of one Middle Vernacular school for every 125 square miles and one Upper Primary school for every 25 square miles.

The ultimate result of the instructions, when and if they can be carried out, will be, at the end of the ten years, that (i) in place of the 32% of children of school-going age now at school 60% of the whole will be, or might be, at school, while in no District will less than half the number of children be receiving education, (ii) the total number of Primary schools in rural areas will have increased from 17,346 to 23,047, (iii) the total number of teachers will have risen from 20,879 to 46,181, and (iv) there will be 21,258 trained teachers instead of only 6,345 as at present. The extra recurring cost at the end of the period will amount to 23½ lakhs or an average increase in recurring expenditure of 2.35 lakhs for each year of the period.

The local Government refer to their Primary Education Act of 1919, which deals with the subject of free and compulsory education in urban and certain rural districts.

Central Provinces.—The local Government enumerate the steps which they have already undertaken or proposed since the receipt of the Government of India's Resolution of 1913 for the improvement of Primary Education in the Central Provinces. These are the opening of a large number of new schools, strengthening of the inspecting staff, increasing the supply of trained teachers and raising their salaries, and finally revising the school curriculum. It has, however, now become clear to the local Government that the increase in the number of pupils does not keep pace with the increase in the number of schools and the local Government have accordingly decided to enable local Bodies to apply compulsion in defined areas subject to certain restrictions, and steps are being taken to frame legislation to give effect to this decision. When compulsion is applied funds will no doubt be available for further expansion both from general revenues and from local services. The present, however, is not the time for speculating as to what funds may be available for a ten years' programme, and the results of the contemplated legislation for compulsory education can not yet be foreseen. In the circumstances, the local Government think it better to devise schemes for the economic expenditure of such funds as are available than to estimate the cost of scheme the financing as well as the success of which will depend on the reception accorded to the proposed legislation.

Assam.—According to the local Government's estimate the cost of doubling the enrolment in the time proposed would be many times the present cost. It is therefore obvious that, unless the provincial financial settlement under the new conditions is on very much more generous lines than anything which has yet been suggested, it will not be feasible for the local Government to undertake more than a small proportion of the 1917 programme. And even were funds available, it is impossible to hazard a conjecture whether the new Government, the constitution of which is still unsettled, will be prepared to devote them to this scheme rather than to the schemes for the expansion of secondary and collegiate education, and various other schemes and developments which require money and for which strong claims will be urged.

Coorg.—The pay of all subordinate officials and establishments in Coorg is being revised. The pay of teachers will also have to be raised in the near future. This will throw a very heavy burden on the finances of the province while there

are no immediate prospects of an increase in its revenues. Under the circumstances it is impossible to entertain the proposals drawn up by the Educational Conference, at its meeting held at Mercara in January 1920, involving as they do additional non-recurring expenditure of 2 or 3 lakhs and recurring charges amounting to 1½ lakhs. Every effort will be made to expand education in the province in accordance with its means. A proposal is under consideration to establish a 1st grade college in the Civil and Military Station of Bangalore. If this materialises Coorg students will share in the benefits.

The Provincial Council which it is hoped to establish in Coorg should be able to assist in framing the future educational policy and to indicate measures for financing it.

North-West Frontier Province.—Steps have already been taken to prepare a programme of expansion with the object, so far as funds are available, of doubling the number of boys attending primary schools within a period of ten years. It is anticipated that this programme will be ready in next August. The programme provides for the opening of a minimum of 500 new District Board Primary schools at the rate of 50 a year (and more if possible) within the ten years commencing in the years 1919-20. It is anticipated that the new schools will attract a school-going age population of over 20,000.

Inspecting staff and training of teachers.—The local Administration recognises the necessity of improving its inspecting staff and the supply of trained teachers. It has already taken some steps in the latter direction and proposes to increase the number of inspecting officers as necessity arises.

Cost.—The total cost of the whole scheme for the expansion of vernacular education, including middle vernacular, is estimated as below :—

Recurring expenditure—Rs. 2,33,723, in the tenth year of the programme.

Capital expenditure—Rs. 9,87,300 for the whole programme.

It is observed that the local Administration is unable to contribute from its own resources anything beyond the merest fraction towards this expansion on the lines proposed, and it would be useless to call upon District Boards to increase their fixed educational allotments. Under the circumstances the expansion of vernacular education to any considerable extent must depend upon assistance from the Imperial Government and an appeal is made to the Government of India to allot grants sufficiently large to cover at least the annual expenditure set forth in the preceding paragraph. The scheme was framed in 1919 and, owing to lack of funds, has not yet been commenced.

Delhi.—The programme of expansion of Primary Education in the province involves the provision of 27 new urban and 84 rural Primary schools. The initial outlay has been put at Rs. 16,650 and the recurring expenditure at Rs. 45,600. In addition, it was proposed to provide 18 existing Municipal and District Board schools, at present in hired premises, with buildings at a cost of Rs. 45,000. In accordance with this programme 10 Municipal Board and 45 District Board schools have been opened and 3 existing Municipal Board schools and 5 existing District Board schools have been provided with their own buildings. In addition 9 aided Indigenous schools have been converted into District Board Primary schools and 16 Primary schools have been raised to Middle standard.

2. Imperial grants.—Towards this programme, the Government of India sanctioned in April 1918 a capital grant of Rs. 50,000 and recurring grant of Rs. 40,000. This is considered adequate for the time being.

3. Free education.—In addition to the above measures, Primary Education in the Municipal schools in Delhi has been made free from July 1918 and a grant has been made to the Municipal Committee to assist it in meeting the cost involved. Free education is provided within the areas of the Notified Area Committee and the Imperial Delhi Municipal Committee.

4. Teachers.—The pay and prospects of District Board teachers have been improved from 1st October 1920. The increased expenditure has been met by a grant from Government.

5. Conclusion.—The programme at present contemplated covers the period of five years commencing with the financial year 1917-18.

It is not possible to predict the state of advancement likely to be reached in ten years. Much depends upon what is done in the Punjab, and how far the new schools to be started during the next few years are attended.

6. Compulsory education.—The question of rendering Primary Education in the city compulsory is also one that may conceivably arise in a few years, and it may necessitate a very considerable modification of the programme if compulsion on a large scale ever becomes a practical measure.

NOTES.

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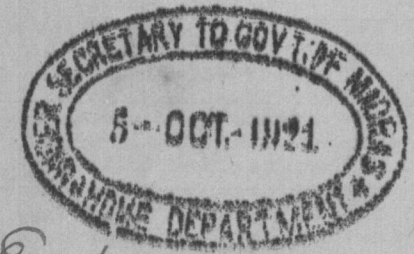
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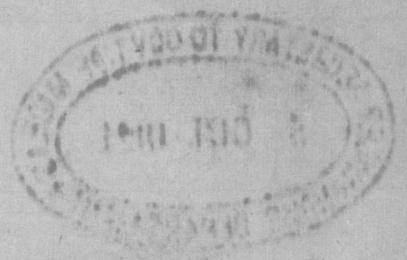
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