[L & M 500—16-3-99.]

Educational 1900

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[Despatch Abstract.]

Primary Education

Addressing the Govt of India with ref. to paragraph 12 of the Home department Resol.n No 495, d 28. 10. 99, as regards the present State of —— in the Presidency & the measures taken to improve it.

BACK PAPERS.

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

FURTHER PAPERS.

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

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EDUCATIONAL.

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G.O., &c., Nos. 353-A, 353-B, 9th August 1900.

AUGUST.

Primary Education.

Addressing the Government of India, with reference to paragraph 12 of the Home Department Resolution No. 495, dated 28th October 1899, as regards the present state of—in the presidency and the measures taken to improve it.

GOVERNMENT OF MADRAS.

EDUCATIONAL DEPARTMENT.

Read—again the following paper :—

Extract from Resolution of the Government of India, Home Department, No. 495, dated 28th October 1899.

* * *

12. Passing on to primary education, the following figures, extracted from Mr. Cotton's table I, page 8, showing the percentage of increase in the different classes of institutions, are very striking :—

Primary Education.

Class of Institution.		Percentage of Increase in	
		Institutions.	Pupils.
Arts Colleges ...	Males ...	+ 13	+ 11
	Females ...	+ 150	+ 93
Secondary Schools ...	Males ...	+ 9	+ 13
	Females ...	+ 1	+ 17
Primary Schools ...	Males ...	+ 7	+ 13
	Females ...	+ 15	+ 17

It is primary education which has the chief claim on the State ; and the above figures must be regarded as unsatisfactory. The figures given in table XCIX (page 181) show how backward primary education still is throughout India. The percentage of the male population of school-going age attending primary schools is only 1·95, the lowest percentages being 8·76 in the Punjab and 6·83 in the North-Western Provinces and Oudh. In view of these figures the rate of progress is wholly unsatisfactory. The figures for expenditure given in table XXIV (page 31) also indicate disregard of the accepted attitude of Government towards primary education. The increase in total expenditure has been 15 per cent. for the quinquennium : in colleges it has been 14, in secondary schools 16 and in primary schools 15. The total expenditure on secondary schools is 114½ lakhs against 110¾ lakhs on primary schools. It has been accepted that "primary education possesses an almost exclusive claim upon local funds set apart for education, and a large claim on Provincial revenues." (Home Department Resolution of 7th September 1894). It is necessary to reiterate this statement ; for the figures for primary schools showing the number of pupils and the expenditure are alike unsatisfactory. The North-Western Provinces and Oudh and the Punjab are the provinces that specially require improvement. As Mr. Cotton shows in paragraph 115 the matter had attracted the attention of the Lieutenant-Governor of the former province. The decision of the Government of India in favour of charging fees to scholars of all classes (making only special exemptions on account of poverty) also requires to be enforced (*vide* paragraph 17 of Home Department Resolution of 23rd October 1884). The Government of India desire to receive a special report on the state of primary education from each province.

* * * * *

ow very [illegible] the present state of primary education in this presidency.

"*Primary education.*—(i) The number and strength of arts colleges and secondary and primary schools for boys and girls so widely vary that a comparison of percentages of increase cannot represent the rate of progress correctly and is misleading. In the following summary will be found the increase (+) or decrease (—) in institutions and scholars for the ten years ending with 1896-97 : the first and last rows give the total number of institutions and scholars in 1886-87 and 1896-97, respectively :—

Year.	Number of Institutions.					
	Colleges.		Secondary schools.		Primary schools.	
	For males.	For females.	For boys.	For girls.	For boys.	For girls.
	1	2	3	4	5	6
1886-87	31	...	554	193	13,358	707
	Increase or decrease in the number of institutions.					
1887-88	+ 3	...	+ 16	— 21	— 57	— 57
1888-89	— 2	...	+ 18	+ 17	+ 499	+ 27
1889-90	...	...	— 36	+ 29	+ 842	+ 6
1890-91	+ 3	...	+ 4	+ 41	+ 2,515	+ 45
1891-92	...	...	+ 24	— 26	+ 902	+ 68
1892-93	...	...	+ 14	— 10	+ 1,038	+ 12
1893-94	+ 1	...	— 54	— 11	+ 120	— 1
1894-95	...	...	— 12	— 8	— 365	— 40
1895-96	...	+ 1	...	+ 4	+ 417	— 4
1896-97	...	...	+ 15	— 3	+ 723	+ 37
1896-97	36	1	543	205	19,992	809

primary departments of those schools, general table 3 not showing pils in secon-

		Schools.		Scholars.
Colleges ...	...	+ 1	–	282
Secondary schools	...	– 37	+	18,052
Primary schools	...	+ 1,933	+	66,326

ary schools according to stages of instruction. The figures in the margin give the variations during the quinquennium under review and show that the whole of the total increase in institutions and nearly 79 per cent. of the total increase in pupils appertained to primary schools. A full account of the condition and prospects of primary education will be given in the annual report for 1899-1900, for which statistical information is being collected.

(ii) Viewing the rate of progress of primary education, however, without reference to collegiate and secondary education, the progress, it must be admitted, was slow and not at all encouraging. But it is not possible to present a better record until means can be devised to place more funds at the disposal of the department for expenditure on grants-in-aid. The primary education of boys in municipalities is a charge on municipal funds, and in most municipalities primary education is in a satisfactory condition and those bodies do not generally grudge an increase in the allotment for education when it is found to be necessary. In non-municipal areas excepting the Agency tracts the primary education of boys is a charge on local and provincial funds—on local funds up to and including the third standard, and on provincial funds for the fourth (upper primary) standard. How inadequate the funds at the disposal of the department and local boards are will be seen from the subjoined statement showing the rates at which results grants were paid to boys' schools from the respective funds for every rupee of grant earned in each district during 1899-1900 :—

strict; and there is a still greater d the local board in a... the case of grants payable from provi promise and performance established struggle for existence, owing to curtailment of their grants, it is idle to expect that new schools will be opened or, if opened, will continue to work for any length of time. Every new school in fact increases the difficulty by becoming a competitor for a share in the inadequate sum allotted for results grants and thus diminishing the rates at which grants can be paid. There is, I am afraid, no probability in the near future of any large sum being sanctioned by Government or by local boards for the extension of primary education, or of any special educational cess being imposed or of the rate of land-cess being raised, so as to provide funds for larger grants."

3. The Madras Government cannot but agree with the Government of India in regarding the existing conditions as unsatisfactory in many respects.

Mr. Stuart has made certain suggestions with a view to improving the present state of affairs and removing the discontent prevailing among managers of schools.

Two of these the Governor in Council finds himself unable on public grounds to accept. They are briefly (1) that the definite portion of the land cess now set apart for expenditure on roads and other communications should be reduced, and (2) that a fixed proportion of the revenues of local boards should be assigned for expenditure on education. Both these proposals have been from time to time considered by the Government, but in view of the unsatisfactory state of the roads in most districts, His Excellency the Governor in Council has been unable to take any steps which would have the result of reducing the amount at present spent on their maintenance and repair.

The third and fourth, however, commend themselves to him.

(3) Under the existing regulation in the grant-in-aid code, results grants for the infant, 1st, 2nd, and 3rd, standards for boys in non-municipal areas are paid from local funds, while provincial funds bear the cost of the results grants for higher standards. This distinction is, as the Director has remarked, somewhat arbitrary; it has worked badly in many district and taluk boards, and has

...ys.	16·01	
Secondary Schools for girls.	3·71	
Primary Schools for girls.	1·79	2·41

...related to primary schools for boys although the percentage of increase was only 13. The increased expenditure on primary schools for boys and girls taken together was more than four times the increase on that in colleges, though it fell short of the increase on secondary schools (inclusive of primary departments) for boys and girls.

5. I am directed in conclusion to say that, as mentioned above, the Director has promised in the report for 1899-1900 to give a full account of the conditions and prospects of primary education in this presidency. I am however to observe that no expansion of primary education commensurate with the requirements of the country is possible without a very large increase of expenditure, which it is not in the power of this Government to incur. The resources of local boards and municipalities are already so strained that when additional expenditure for plague and famine is thrown upon these bodies, they are in many cases preserved from insolvency only by grants from Provincial funds which can ill be spared. In this connection I am to refer you to my letter of the 24th ultimo, No. 1275-L., addressed to the Department of Finance. Provincial funds on the other hand are already inadequate to the needs of this presidency, and no considerable increase of expenditure on primary education will be possible without more liberal assignments of revenue under the next quinquennial contract.

M. HAMMICK,

Acting Secretary to Government.

Letter, No. , August 1900.

AUGUST.

Primary Education.

Addressing the Government of India, with reference to paragraph 12 of the Home Department Resolution No. 495, dated 28th October 1899, as regards the present state of— in the presidency and the measures taken to improve it.

Read—also the following paper:—

Letter from the Director of Public Instruction, Madras, dated 25th June 1900, No. 6091.

Order—No. 353-A, Educational, dated 9th August 1900.

Ordered that the following letter be sent to the Government of India:—

(True Extract.)

M. HAMMICK,
Ag. Secretary to Government.

Letter—No. 353-B, Educational, dated Ootacamund, 9th August 1900, to the Secretary to the Government of India, Home Department.

In paragraph 12 of the Resolution of the Government of India in the Home Department No. 495, dated 28th of October 1899, it is stated that the figures in table I on page 8 of Mr. Cotton's review, giving the percentage of increase in certain classes of institutions, must be regarded as showing that the claims of primary education are largely neglected by the State, that primary education throughout India is still very backward, the rate of progress wholly unsatisfactory, and the accepted attitude of the Government of India disregarded.

2. In answer to these remarks I am directed to quote below from a report received from the Director of Public Instruction as his figures and comments will sho[illegible]

[illegible] Council
[illegible] rector of Public Instruction will show very clearly the present state of primary education in this presidency.

"*Primary education.*—(i) The number and strength of arts colleges and secondary and primary schools for boys and girls so widely vary that a comparison of percentages of increase cannot represent the rate of progress correctly and is misleading. In the following summary will be found the increase (+) or decrease (—) in institutions and scholars for the ten years ending with 1896-97: the first and last rows give the total number of institutions and scholars in 1886-87 and 1896-97, respectively:—

Year.	Number of Institutions.					
	Colleges.		Secondary schools.		Primary schools.	
	For males.	For females.	For boys.	For girls.	For boys.	For girls.
	1	2	3	4	5	6
1886-87	31	...	554	193	13,358	707
	Increase or decrease in the number of institutions.					
1887-88	+ 3	...	+ 16	— 21	— 57	— 57
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1889-90	...	...	— 36	+ 29	+ 842	+ 6
1890-91	+ 3	...	+ 4	+ 41	+ 2,615	+ 45
1891-92	...	...	+ 24	— 26	+ 902	+ 68
1892-93	...	...	+ 14	— 10	+ 1,038	+ 12
1893-94	+ 1	...	— 54	— 11	+ 120	— 1
1894-95	...	...	— 12	— 8	— 365	— 40
1895-96	...	+ 1	...	+ 4	+ 417	— 4
1896-97	...	...	+ 15	— 3	+ 723	+ 37
1896-97	36	1	543	205	19,992	809

Year.	Number of Scholars.					
	Colleges.		Secondary schools.		Primary schools.	
	For males.	For females.	For boys.	For girls.	For boys.	For girls.
	7	8	9	10	11	12
1886-87	2,979	...	53,285	15,371	358,641	26,247
	Increase or decrease in the number of scholars.					
1887-88	+ 57	...	− 610	− 144	+ 7,246	+ 54
1888-89	+ 33	...	+ 2,464	+ 1,634	+ 23,507	+ 155
1889-90	− 26	...	− 3,051	+ 1,997	+ 25,549	− 414
1890-91	+ 162	..	− 1,639	+ 3,018	+ 63,056	+ 1,239
1891-92	+ 613	...	+ 2,933	− 1,046	+ 39,639	+ 3,793
1892-93	− 281	...	+ 4,427	+ 126	+ 32,808	+ 1,383
1893-94	− 207	...	+ 1,885	− 132	+ 2,835	− 81
1894-95	− 145	...	+ 4,780	− 491	− 7,244	+ 178
1895-96	+ 211	+ 4	+ 4,009	+ 425	+ 13,328	− 58
1896-97	+ 140	...	+ 2,951	+ 228	+ 24,599	+ 1,456
1886-97	3,536	4	71,424	19,186	5,83,964	32,922

It will be seen that while colleges for boys increased by five with 557 students and secondary schools for boys fell by 11, though with an increase of 18,139 pupils, primary schools for boys advanced by 6,634 with 225,323 pupils during the period. Thus the whole of the total increase in institutions for boys and 92·3 per cent. of the total increase in scholars therein appertained to primary schools. The figures relating to pupils in secondary schools include those relating to pupils in the ad-

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Districts.	Rate paid for every rupee earned.		
	Provincial funds.	Local funds.	
		Minimum.	Maximum.
	Rs. A. P.	Rs. A. P.	Rs. A. P.
Ganjám	0 11 0	0 9 0	1 0 0
Vizagapatam	0 8 0	0 9 7	1 0 0
Godavari	0 3 2	0 12 0	1 0 0
Kistna	0 9 2	0 8 0	1 0 0
Kurnool	0 8 9	0 5 4	0 11 0
Bellary	0 10 6	0 7 6	0 9 0
Anantapur	0 14 2	0 8 10	0 9 7
Cuddapah	0 7 3	0 6 2	0 11 3
Nellore	0 9 6	0 4 6	0 11 7
Madras	0 3 10	...	...
Chingleput	0 10 11	0 8 2	1 0 0
North Arcot	0 12 2	0 9 0	1 0 0
South Arcot	0 6 10	0 8 0	1 0 0
Tanjore	0 2 2	0 7 2	0 12 4
Trichinopoly	0 3 9	0 10 0	0 13 7
Madura	0 3 10	0 8 4	1 0 0
Tinnevelly	0 3 6	0 7 0	0 9 5
Coimbatore	0 8 0	0 11 0	1 0 0
Salem	0 9 4	0 11 4	0 13 6
Nilgiris	...	...	...
Malabar	0 5 7	0 4 0	0 8 9
South Canara	0 3 6	0 8 0	1 0 0

Remarks.
The several taluk boards in each district pay results grants at different rates according to the amount of funds at their disposal; only the maximum and minimum rates in each district are here shown.

district; and there is a still g... of d...
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3. The Madras Government cannot but agree with the Government of India in regarding the existing conditions as unsatisfactory in many respects.

Mr. Stuart has made certain suggestions with a view to improving the present state of affairs and removing the discontent prevailing among managers of schools.

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The third and fourth, however, commend themselves to him. Under the existing regulation in the grant-in-aid code, results grants for the infant, 1st, 2nd, and 3rd, standards for boys in non-municipal areas are paid from local funds, while provincial funds bear the cost of the results grants for higher standards. This distinction is, as the Director has remarked, somewhat arbitrary; it has worked badly in many district and taluk boards, and has led to an uneven distribution of

It is needless for me to comment on these figures. The p... ise of grant held out by the grant-in-aid code i... t fulfilled completely by d... disparity between ... any ir... ncial funds

led to an uneven distribution of the inadequate funds at the disposal of the sanctioning authorities. The Government intends to cancel the rule, and the educational department will now be able to assign to each taluk board such a lump grant from provincial funds as will enable the inspecting officers to assign a fairly uniform rate of grant to all schools in this presidency which are paid by results.

(4) The fourth suggestion relates to the reduction of the scale of grants fixed for the compulsory subjects and for the second language in the fourth chapter of the grant-in-aid code. If this is carried out, it will be possible to make the grants actually paid approximate more closely to those which are assigned in the code, and this will tend to remove what is now a great source of discontent among managers of schools.

4. As regards expenditure I am to explain that the percentage of increase cannot be taken as correctly representing the increased outlay on the different stages of instruction. In explanation of this remark I am to refer to clause (i) in the quotation already given in this letter in regard to the percentage of increase in strength. The statement in the margin giving the increase in expenditure in arts colleges and secondary and primary schools for boys and girls separately will illustrate my meaning. The largest increase related to primary schools for boys although the percentage of increase was only 13. The increased expenditure on primary schools for boys and girls taken together was more than four times the increase on that in colleges, though it fell short of the increase on secondary schools (inclusive of primary departments) for boys and girls. During the past few years, owing to bad seasons and the necessity for devoting considerable sums to preventive measures as regards plague, most of the local boards and municipalities in this presidency have suffered from financial pressure. It may be hoped that in the future a larger sum will be available for expenditure on education. Progress, however, in the matter must be very slow.

	1891-92 Lakhs of Rupees.	1896-97 Lakhs of Rupees.	Increase Lakhs of Rupees.	Percentage of Increase.
Colleges... ...	5·54	6·22	·68	12
Secondary Schools for boys.	13·40	15·46	2·05	15
Primary Schools for boys		18·16	2·15	13
		4·62	·91	25
girls.			·61	34

5. I am directed in conclusion to assure the Government of India that the Governor in Council will give his unremitting attention to the subject under discussion, and to say that, as mentioned above, the Director has promised in the report for 1899-1900 to give a full account of the conditions and prospects of primary education in this presidency.

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

Acting Secretary to Government.

Omit. See below. MA

[ ] omit MA

3.8.1900

3 VIII 00

I am however to observe that no extension of primary Education commensurate with the requirements of the country is possible without a very large increase

V.U

1900.

N/

HOME DEPARTMENT.

—o—

From

The Government of Fort St. George.

Draft.

Recd.
Regd.
} 1900.

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06 AUG

EDUCATIONAL DEPARTMENT.

From

M. HAMMICK, Esq., I.C.S.,

Acting Secretary to the Government of Madras,

Educational Department,

To

The SECRETARY to the GOVERNMENT of INDIA,

Home Department.

Dated Ootacamund, August 1900.

Sir,

In paragraph 12 of the Resolution of the Government of India in the Home Department No. 495, dated 28th of October 1899, it is stated that the figures in table I on page 8 of Mr. Cotton's review, showing the percentage of increase in certain classes of institutions must be regarded as showing that the claims of primary education are largely neglected by the State, that primary education throughout India is still very backward, the rate of progress wholly unsatisfactory, and the accepted attitude of the Government of India disregarded.

2. In answer to these remarks I am to state that [illegible] from a report recei[illegible]

Year.	Number of Scholars.					
	Colleges.		Secondary schools.		Primary schools.	
	For males.	For females.	For boys.	For girls.	For boys.	For girls.
	7	8	9	10	11	12
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Colleges
S[illegible]

Districts.	Rate paid for every rupee earned.			Remarks.
	Provincial funds.	Local funds.		
		Minimum.	Maximum.	
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Ganjám	0 11 0	0 9 0	1 0 0	The several taluk boards in each district pay results grants at different rates according to the amount of funds at their disposal; only the maximum and minimum rates in each district are here shown.
Vizagapatam	0 8 0	0 9 7	1 0 0	
Godavari	0 3 2	0 12 0	1 0 0	
Kistna	0 9 2	0 8 0	1 0 0	
Kurnool	0 8 9	0 5 4	0 11 0	
Bellary	0 10 6	0 7 6	0 9 0	
Anantapur	0 14 2	0 8 10	0 9 7	
Cuddapah	0 7 3	0 6 2	0 11 3	
Nellore	0 9 6	0 4 6	0 11 7	
Madras	0 3 10	...	...	
Chingleput	0 10 11	0 8 2	1 0 0	
North Arcot	0 12 2	0 9 0	1 0 0	
South Arcot	0 6 10	0 8 0	1 0 0	
Tanjore	0 2 2	0 7 2	0 12 4	
Trichinopoly	0 3 9	0 10 0	0 13 7	
Madura	0 3 10	0 8 4	1 0 0	
Tinnevelly	0 3 6	0 7 0	0 9 5	
Coimbatore	0 8 0	0 11 0	1 0 0	
Salem	0 9 4	0 11 4	0 13 6	
Nilgiris	...	...	...	
Malabar	0 5 7	0 4 0	0 8 9	
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It is needless for me to comment on these figures. The promise of grant held out by th... code is not fulfilled completely by the local board in any ... greater disparity between promise and performance ... funds. When the schools already ...lment of their grants, it is idle ...ill continue to work for ... becoming ...us

the inadequate funds at the disposal of the sanctioning authorities. The Government intends to cancel the rule, and the educational department will now be able to assign to each taluk board such a lump grant from provincial funds as will enable the inspecting officers to assign a fairly uniform rate of grant to all schools in this presidency which are paid by results.

(4) The [second reform] relates to the reduction of the scale of grants fixed for the compulsory subjects and for the second language in the fourth chapter of the grant-in-aid code. If this is carried out, it will be possible to make the grants actually paid approximate more closely to those which are promised in the code, and this will tend to remove what is now a great source of discontent among managers of schools.

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where additional expenditure for plague & famine is thrown upon these bodies, they are in many cases preserved from insolvency only by grants from Provincial funds which can ill be spared. In this connection I am to refer to your [illegible] letter No. [illegible] of the 21st ultimo, [illegible] Provincial funds on the other hand are already inadequate to the needs of this Presidency, and no considerable increase of expenditure on primary education will be possible without more liberal assignments of revenue under the next quinquennial contract.

(The recent letter re the Local Rds Bill)

K

Read a paid Extract from Resn of the Govt of India, Home dept., No. 495, 28 Aug 1895.

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Primary Education.

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		Institutions.	Pupils.
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Primary Schools	Males	+ 7	+ 13
	Females	+ 15	+ 17

It is Primary Education which has the chief claim on the State; and the above figures must be regarded as unsatisfactory. The figures given in Table XCIX (page 181) show how backward Primary Education still is throughout India. The percentage of the male population of school-going age attending primary schools is only 17·95, the lowest percentages being 8·76 in the Punjab and 6·83 in the North-Western Provinces and Oudh. In view of these figures the rate of progress is wholly unsatisfactory. The figures for expenditure given in Table XXIV (page 31) also indicate disregard of the accepted attitude of Government towards Primary Education. The increase in total expenditure has been 15 per cent. for the quinquennium: in colleges it has been 14, in Secondary schools 16 and in Primary schools 15. The total expenditure on Secondary schools is 114½ lakhs against 110¾ lakhs on Primary schools. It has been accepted that "Primary Education possesses an almost exclusive claim upon Local Funds set apart for education, and a large claim on Provincial revenues." (Home Department Resolution of 7th September 1894.) It is necessary to reiterate this statement; for the figures for Primary schools showing the number of pupils and the expenditure are alike unsatisfactory. The North-Western Provinces and Oudh and the Punjab are the provinces that specially require improvement. As Mr. Cotton shows in paragraph 115 the matter had attracted the attention of the Lieutenant-Governor of the former province. The decision of the Government of India in favour of charging fees to scholars of all classes (making only special exemptions on account of poverty) also requires to be enforced (*vide* paragraph 17 of Home Department Resolution of 23rd October 1884). The Government of India desire to receive a special report on the state of Primary Education from each province.

(Read also C. No. 845 of 1900)

Read also:- Letter from the Director of Public Instruction, Punjab, dt 25th June 1900, No 6091

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Order No Edl dt August 1900.

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