

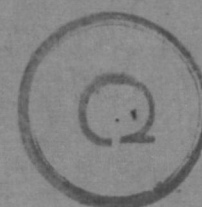
Educational (1900) Department.

ORDINARY MS.

G.O., No. 414

DATED 31-8-00

INDEXED.



12

[Despatch Abstract.]

Recording progs. L & he deptt. passing
orders on the proposals made by the
President, D & B.S. Godavari, regarding the
policy which should be adopted
by Local Boards in the matter
of their expenditure on Education, Medical
Services, Vaccination, Sanitation.

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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Government {1900} of Madras. LOCAL AND MUNICIPAL.

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order no 414 of 31.8.00
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G.O., No. 1337 L., 3rd August 1900.

AUGUST.

Expenditure on Education, Medical Services, Vaccination and Sanitation.

Passing orders on the proposals made by the President, District Board, Górávari, regarding the policy which should be adopted by Local Boards in the matter of their —.

GOVERNMENT OF MADRAS.

LOCAL AND MUNICIPAL DEPARTMENT.

Read—again the following paper:—

G.O., No. 548 L., dated 21st March 1900.

Read—the following papers:—

From A. E. CASTLESTUART STUART, Esq., President, District Board, Górávari, to the Secretary to Government, Local and Municipal Department, dated Cocanada, 16th December 1899, D. Dis. No. 427-D.B.

I have the honour to submit the consolidated revised estimate for the current year and the consolidated budget estimate for the next official year, as passed by the District Board at its meeting held on the 9th December 1899

41. Before concluding this report, I would submit for the consideration of Government whether the time has not come when it is expedient (a) to determine for District Boards the percentage of land-cess to be allotted to Grant 2 (Education) and (b) to define more strictly the policy of such Boards in respect to the application of such allotments. Until Government was pleased to require a minimum allotment for roads (G.O., No. 1686 L., dated 14th September 1895), the condition of many important lines of communication was deplorable, "Public Works" being starved by Local Boards in order that larger allotments might be provided for other purposes in which the average Local Board member and his friends were more personally interested, e.g., the multiplication of schools, the creation of appointments and the increase of salaries. The order requiring the setting apart of 50 per cent. of the land-cess for Grant 1 has remedied the evil so far as that grant is concerned, but the competition for shares of the remaining 50 per cent. among the supporters of the other four grants has been intensified. The amounts actually devoted to these four grants, and notably to Grant 2 (Education) and Grant 3 (Medical Services, Vaccination and Sanitation) depend mostly on the strength or weakness of the majority of Local Fund Board members who, at any time, happen to particularly favour one or other of these grants. Much also depends on the individuality of the Presidents for the time being of these Boards. Moreover, the constitution of these Boards is constantly changing; one member is replaced by another, one President by another, but still the competition continues. The result of this ceaseless struggle for allotments tends to uncertainty and want of uniformity even among the Taluk Boards of one district; continuity of policy becomes impossible and progress is made in one or other direction by fits and starts. A simple remedy for this undesirable state of affairs would be to prescribe a *maximum* percentage of the remaining half of the land-cess to be allotted to Grant 2 and a *minimum* percentage to be allotted to Grant 3. I make the distinction advisedly. In the present stage of civilisation in the Presidency, there is not the slightest danger that whatever maximum percentage may be fixed as the amount to be devoted to Grant 2 it would not be fully utilised; whereas it is tolerably certain that unless a *minimum* percentage to be devoted to Grant 3 were fixed, that grant would suffer still

more than it now does. The vast majority of the people of this Presidency are at present incapable of appreciating the truth of Menages' saying to Balzac—*Sanitas Sanitatum, omnia Sanitas*—and for disregard of this truth they are paying every year a very heavy tribute to fevers, cholera, small-pox and other preventible diseases. If these suggestions be approved, it would rest with Government to determine what the respective percentages should be. And this brings me to the second point submitted for consideration, viz., whether it is not desirable to define more strictly what should be the policy of local bodies in applying the allotments to Grant 2. So far back as 1894 the Government of India (Home Department Resolution, dated 7th September 1894) enunciated the general principle that "Primary education possesses an almost exclusive claim upon Local Funds set apart for education"—and article 182 of the Madras Local Fund Code declares that "the provision of improved elementary education for boys is, however, the chief duty of the Local Board, and to its promotion a very large proportion of the funds allotted to education must be devoted", but that article also recites other purposes on which such allotments may be expended. A loop-hole is thus afforded for the advocates of higher forms of literary education to obtain a considerable proportion of the allotment to Grant 2, and this so-called higher education mostly benefits classes who form a microscopic fraction of the community from whom the cesses are levied. This community consists for the most part of the agriculturists of the Presidency, the vast majority of whom are non-Brahmins, who, I believe, form merely one twenty-sixth part of the Hindu population of this province. The diversion of funds from purely elementary primary education mainly benefits Brahmin teachers and pupils and, *pro tanto*, diminishes the benefits to which the classes who pay most of the cesses are entitled. This budget for this district shows that out of a total provision for 1900-1901 of Rs. 1,28,040 under Grant 2, the provision for primary education amounts to only Rs. 73,440, whilst no less than Rs. 31,860 are allotted for secondary education (higher and lower). It is this diversion of funds—and doubtless the same exists in almost every other district for the same factors are at work—from purely primary elementary education that is resented by a considerable minority—by no means the least intelligent portion—of Local Fund members in this district. It seems expedient, therefore, that in fixing a maximum percentage to be devoted to Grant 2, the Local Fund bodies should be required to spend by far the greater portion of the allotment on purely primary, elementary education, whereby the classes who paid the bulk of the cesses would be benefited, leaving those who wished to indulge in the luxury of higher forms of literary education to pay for it themselves. This was evidently the intention of the Imperial Government, as also that of the Government of Madras; but so strong is Brahminical influence on these Boards, for the so-called "Educational party" belong mostly to this section of the population that the intention has to the extent indicated above been frustrated in this district. There are members of these Boards who would gladly see the maximum percentage of cesses to be allotted to Grant 2 fixed as high as possible, provided (a) that this education included industrial or rather mechanical education, and (b) that the *elementary* education of girls was also required to be undertaken, believing in the truth of the adage "Les races se féminisent." If races do indeed tend to take after the women, as history proves, there seems little use in attempting to elevate the masses of illiterate males whilst the future mothers of the country are neglected. By primary education for boys is generally understood such an education as teaches boys to read, write and cast accounts, but it is not apparent why technical or rather mechanical education should not fall within the scope of its operation. A majority of the District Board would not, however, accept the proposals of one of its most distinguished members, M.R.Ry. K. Perraju Garu, whose recorded minute of dissent I beg to submit at his request to Government. If, as he says, and he has a very intimate personal knowledge of this district and its people, the cry from the villages is "Give us no more of what you call educated men. Give us smiths, masons, carpenters—all of these earn their wages and thrive; but your educated man is a log in our hands: he loafs in uselessness till the means of the family are spent, and then he starves and makes others starve." M.R.Ry. K. Perraju Garu is entitled to the thanks of this district, if not of the whole Presidency, for being the echo of that cry—a cry which, in my opinion, should not be the—*vox clamantis in*

deserto, but one deserving the utmost attention. The backbone of this country is its peasantry and if, wearying of having money drawn from it to provide half-educated candidates for public employment and professions to which it does not aspire, it is beginning to demand that that money be spent to enable it to attain to a higher standard of living and material comfort, to fit it better for the production of wealth and to take its proper place in the commercial world, that demand should, I submit, be complied with.

Note by M.R.Ry. K. PERRAJU GARU, a member of the District Board of Gódávári, stating that a portion of the allotment to education should be set apart for promoting industrial education, and that the curriculum of Boards' schools should be altered so as to make literary and technical education run on equal lines.

Order—No. 548 L., dated 21st March 1900.

6. Separate orders will be passed on the proposals contained in paragraph 41 of the President's letter.

(True Extract.)

(Signed) H. TREMENHEERE,
Secretary to Government.

ORDER—No. 1337 L., dated 3rd August 1900.

In paragraph 41 of his letter forwarding the Gódávári District Board's budget for 1900-1901, the President submitted certain proposals in regard to the expenditure from Local Funds on Grant 2 (Education) and Grant 3 (Medical Services, Vaccination and Sanitation). The Government, in paragraph 6 of its order read above, stated that separate orders would be issued on these proposals. It accordingly now proceeds to pass the necessary orders.

2. The Government does not consider it expedient to determine for Local Boards the proportion of their income from land-cess which should be allotted to Grant 2 or Grant 3. The circumstances of different districts vary very much, and what is a fair proportion for one district may not be so for another. Further, there is no ground for supposing that continuity of policy would not otherwise be maintained. The heads of departments concerned submit their remarks on the budget statements of the Local Boards and these remarks are considered by Government, with which lies the final decision whether a particular allotment is sufficient or not. Any change of policy evidenced by an appreciable change in the allotment under any head of expenditure cannot escape the notice of Government, and no Board could initiate such a change unless it met with the approval of Government.

3. No cause has been shown for modifying the policy laid down for Local Boards in regard to the application of the funds allotted to education. The President is apparently under a misapprehension when he says that funds are diverted from primary to secondary education. From the accompanying statement, it will be seen that the net expenditure from Local Funds on primary education in 1898-99 was 80 per cent. of the net expenditure on education. To this direct expenditure should be added the cost of inspection and sessional schools, which is mostly concerned with primary education, and which amounted to nearly 17 per cent., thus raising the total amount spent on primary education to nearly 97 per cent. The net expenditure on secondary education was only 1.7 per cent. In Gódávári, the proportion was 98.5 and 1.5 per cent., respectively. It is thus clear that no undue proportion of the allotment to Grant 2 is now spent on secondary education.

4. The suggestion that Local Boards should be required to undertake female education does not commend itself to Government. In G.O., No. 486, Educational, dated 25th June 1891, sanction was accorded for the transfer to Government of most of the girls' schools till then maintained by Local Boards, as the charges on this account properly appertained to Provincial funds, and these Boards were required to devote the money thus saved to the extension of primary education of boys. The Government considers that the arrangement by which the charges for girls' schools are defrayed from Provincial funds should be continued, and that Local Funds should not be utilised for this purpose.

5. As regards technical education, every system of technical instruction must be based upon a system of sound general education, and the better the general education the more useful will be the technical schools. There is hardly any industrial art which does not demand a general knowledge far in advance of that imparted in primary schools or even in secondary schools. The Government is not therefore prepared to alter the curriculum of Boards' schools, as advised by the President and M.R.Ry. Perraju. As Mr. Chatterton is to be placed on special duty in connection with technical education and the development of the material resources of the country, the President may discuss with him the question of establishing a technical school in Gódávári when he visits that district.

(True Extract.)

J. H. C.
for Ag. Secretary to Government.

To the President, District Board, Gódávári.

„ all other Presidents of District Boards.

„ all Collectors.

„ the Director of Public Instruction.

„ the Surgeon-General.

„ the Sanitary Commissioner.

„ the Educational Department. *with a copy of the notes.*

APPENDIX.

Comparative statement of expenditure from Local Funds under Grants 2 and 3 in 1898-99.

Districts.	Primary Schools.					Net cost of Boards' secondary technical schools.	Net cost of inspection, sessional schools, &c.	Total net expenditure on education.	Percentage of the net expenditure on primary education to the total net expenditure on education.	Percentage of the net expenditure on secondary education to the total net expenditure on education.	Receipts from land-cess.	Percentage of the net expenditure on education from land-cess.	Net expenditure on Medical services, vaccination and sanitation.	Percentage of the net expenditure on medical services, vaccination and sanitation to the receipts from land-cess.
	Net cost of Boards' schools.		Net cost of aided schools.	Total net cost of primary schools.	Net cost of secondary schools.									
	2	3												
1	2	3	4	5	6	7	8	9	10	11	12	13	14	
1. Anantapur	8,499	3,993	12,492	—40	..	2,301	14,753	84.7	Nil.	86,913	17.0	34,611	39.8	
2. Arcot, North	15,560	14,260	29,820	382	..	6,074	36,276	82.2	1.0	2,47,603	14.7	76,278	30.8	
3. Arcot, South	21,732	14,223	35,955	2,569	..	6,333	44,857	80.2	5.7	2,72,837	16.4	1,01,195	37.1	
4. Bellary	9,496	11,027	20,523	1,506	..	3,827	25,866	79.3	5.8	1,36,355	19.0	57,195	41.9	
5. Canara, South	11,975	8,718	20,693	697	..	3,964	25,344	81.6	2.8	1,35,355	18.7	40,934	30.2	
6. Chingleput	4,846	13,726	18,572	..	..	4,730	23,302	79.7	..	1,80,644	12.9	49,918	27.6	
7. Coimbatore	16,317	14,282	30,599	257	..	7,084	37,940	80.7	0.7	2,14,402	17.7	76,444	35.2	
8. Cuddapah	12,326	7,276	19,602	156	..	3,902	23,660	82.8	0.7	1,89,426	12.5	51,347	27.1	
9. Ganjam	9,899	15,353	25,252	935	..	5,854	32,041	78.8	2.9	2,77,573	11.5	46,316	16.7	
10. Godavari	68,045	12,181	80,226	1,367	..	10,735	92,331	86.9	1.5	6,70,479	16.2	1,20,551	17.1	
11. Kistna	34,655	10,493	45,148	—129	2,376	9,668	57,063	79.1	Nil.	5,02,207	11.4	1,06,575	21.2	
12. Kurnool	11,343	8,700	15,043	2	..	4,836	19,433	77.4	0.01	1,48,616	13.1	46,461	31.3	
13. Madura	15,503	20,592	36,095	780	4,836	8,379	50,090	72.0	1.5	3,24,636	15.4	1,01,632	31.3	
14. Malabar	14,413	12,694	27,107	—1,672	..	9,623	35,058	77.3	Nil.	2,50,519	14.0	59,750	23.8	
15. Nellore	16,353	6,755	23,108	233	..	6,013	29,414	78.6	0.9	2,58,367	11.4	67,360	26.1	
16. Nilgiris, The	3,152	2,458	5,610	..	..	761	6,371	88.0	..	1,17,055	6.4	9,866	84.3	
17. Salem	27,031	7,081	34,112	938	..	4,178	39,228	87.0	2.4	1,84,360	21.3	75,491	40.9	
18. Tanjore	26,238	15,578	41,816	3,725	..	6,729	52,270	80.0	7.1	3,21,392	16.3	1,10,059	34.2	
19. Tinnevely	12,379	20,318	32,697	1,402	3,440	8,600	46,139	79.9	3.0	2,50,958	18.4	1,09,349	43.6	
20. Trichinopoly	12,352	7,469	19,821	—633	..	4,078	23,266	85.2	Nil.	1,66,384	14.0	55,286	33.2	
21. Vizagapatam	16,314	9,900	26,214	455	..	6,408	33,077	79.3	1.4	2,38,421	11.5	64,485	27.4	
Total ..	3,68,428	2,32,077	6,00,505	12,990	10,652	1,23,632	7,47,779	80.3	1.7	50,19,152	14.9	14,60,102	29.1	

* Excludes Railway Guarantee Fund. † Excludes plague charges.

LOCAL AND MUNICIPAL DEPARTMENT.

NOTES CONNECTED WITH G.O., No. 1337 L,
DATED 3RD AUGUST 1900.

For Orders—

In paragraph 41 of his letter forwarding the Godavari District Board's budget for 1900-1901, the President (Mr. Castle-stuart Stuart) submits for the consideration of Government the expediency (1) of determining for Local Boards the percentage of the income from land-cess to be allotted to Grant 2, Education, and (2) of defining more strictly than at present the policy of such Boards in regard to the application of such allotments. As regards the first question, he says that the allotments made to Grant 2, Education, and Grant 3, Medical Services, Vaccination and Sanitation, depend mostly on the strength or weakness of the majority of the Local Board members who happen to favour one or other of these grants, and on the individuality of the Presidents of these Boards, that the constitution of the Boards is constantly changing, one member being replaced by another and one President by another, that still the competition continues, that this struggle for allotments tends to uncertainty and want of uniformity even among the Taluk Boards of one district, that continuity of policy becomes therefore impossible, and that progress is made in one or other direction by fits and starts. He says that a simple remedy for this state of affairs would be to prescribe a *maximum percentage* of the income from land-cess to be allotted to Grant 2 and a *minimum percentage* to be allotted to Grant 3. The reason for making this distinction between Grants 2 and 3 is stated as follows:—"In the present stage of civilization in the Presidency, there is not the slightest danger that whatever maximum percentage may be fixed as the amount to be devoted to Grant 2, it would not be fully utilized; whereas, it is tolerably certain that unless a minimum percentage to be devoted to Grant 3 were fixed, that grant would suffer still more than it now does." As regards the second question * above referred to, the President says that though the Government of India and this Government had declared that the provision for primary education was the chief duty of Local Boards, article 182 of the Local Fund Code mentions also other educational purposes on which Local

* i.e., of defining more strictly the policy of Local Boards in regard to expenditure on education.

In this it is now shown that Mr. C. Stuart is mistaken.

(Intld.) A.T.A[RUNDEL].

The figures now worked out and the Director of Public Instruction's conclusions must be communicated to Mr. C. Stuart.

(Intld.) A.T.A[RUNDEL].

funds may be expended, and thus affords a loophole for the advocates of secondary education to obtain for it a considerable portion of the allotment to Grant 2, that this secondary education mostly benefits Brahmans who form only a small portion of the community which pays land-cess, and that therefore Local Boards should be required to spend by far the greater portion of the allotment on purely primary education, so that the classes who pay the bulk of the cess may be benefited. He then proceeds to endorse the opinion of some of the members of Local Boards that primary education should include industrial or mechanical education and that the elementary education of girls should also be undertaken by Local Boards. In this connection he submits with approval the note of dissent recorded by M.R.Ry. Perraju Garu, a member of the District Board, when his (Perraju's) resolution for setting apart a small portion of the allotment to Grant 2 for promoting industrial education in the district was rejected by the Board. In this note, M.R.Ry. Perraju strongly advises that Local Boards should take note of the industries of the land and begin to teach people the business of their life, and that for this purpose a fixed portion (say one-fourth) of the allotment to Grant 2 should be set apart, and that no time should be lost in altering the curriculum of Boards' schools and making the two branches of education—literary and technical—run on equal lines.

2. On a perusal of the remarks and suggestions referred to in the preceding paragraph, the Hon'ble Mr. Arundel has noted as follows:—"Please put the papers up again with a note giving the orders of this Government as to the expenditure of Local funds on primary and other education, and as to the policy of the Government of India and how far that policy is being carried out. Mr. Castlestuart Stuart has raised an important question and Mr. Perraju's note of dissent is excellent." The file is accordingly now resubmitted for orders.

3. The President's first suggestion is to prescribe a *maximum* percentage of the income from land-cess to be allotted to Grant 2, Education, and a *minimum* percentage to be allotted to Grant 3, Medical, Vaccination and Sanitation. In paragraph 236 of its report, dated 14th December 1882, the Committee on Local Self-government suggested, on the recommendation of the late Mr. Grigg, the then

Director of Public Instruction, that it was expedient to fix the *minimum* share of the general revenues which Local Boards should set apart for public instruction, such proportion being not less than one-sixth of the land-cess *plus* school-fees and miscellaneous educational receipts, except when Government, for special reasons, sanctioned the allotment of a smaller proportion of the cess to this purpose. That is, the *net* expenditure from Local funds on education was generally to be not less than 16.7 per cent. of the income from land-cess. The Government expressed its general concurrence in the Committee's views, but the necessary provision was not made in the Local Boards Act, V of 1884, apparently on the ground, as was stated * in connection with a minimum for expenditure on roads, that the Governor in Council had ample power to alter any distribution of funds which might be decided upon by the Local Boards and that this would form a sufficient safeguard against any misuse of the Local funds by the Local Boards. The Education Commission also recommended that Local Boards should keep a separate school-fund which should consist of a distinct share of the general Local fund, the fees levied in schools, the contribution received from Government, &c. The Government of India finding that the Local enactment did not provide for a separate school-fund stated that this would make it the more necessary for the Local Government to see that a clear understanding was come to with each Board as to the provision to be made for education. This Government, however, did not prescribe any distinct share of the Local Boards' income to be assigned to Grant 2, Education, or to any other grant, but on the other hand, it declined on many occasions to prescribe such a share as will be seen from the following extracts from Government Orders:—

(1) "The circumstances of different districts vary so much that Government consider it would be impolitic to lay down any general rule regarding the proportion of income to be devoted to any particular grant. The proposals of each Board must be taken on their own merits."

(2) "The Government do not consider it necessary to lay down any general rule as to the proportion of its income which a Taluk Board should spend on education."

(3) "Apparently Mr. Grigg is under the impression that Local Boards are bound to set apart one-sixth of their income from

* by the Select Committee in its report on the Local Boards' Bill.

Nos. 29 and 31 at page 588 of its report.

Resolution, dated 23rd October 1884, paragraph 38.

G.O., No. 366 L., dated 22nd February 1887.

G.O., No. 586 L., dated 17th March 1888, paragraph 2.

G.O., No. 1016 L., dated 8th May 1889.

G.O., No. 945, Educational, dated 31st December 1895, paragraph 3.

G.O., No. 434 L., dated 7th March 1896, paragraph 4 (3).

G.O., No. 1807 L., dated 9th September 1899.

G.O., No. 1807 L., dated 9th September 1899.

I submit, not, for reasons given in Hon'ble Mr. Stuart's memorandum (page 13).

(Intld.) H.T.[REMNHEERE].

I quite agree.

(Intld.) A.T.A.[RUNDEL].

land-cess over and above their ordinary educational receipts for expenditure under Grant 2. This is erroneous, as he will observe from G.O., No. 366 L., dated 22nd February 1887, and paragraph 2 of G.O., No. 586 L., dated 17th March 1888."

(4) "The allotments made by Local Boards (for education) represent in most cases a fair proportion of their revenues, and in several instances they have exceeded the limits within which a due regard for the interests of the other services under their charge should have confined them. The receipts of these Boards are practically inelastic, and it is thus impossible that the share of them which is allotted to any particular grant can be indefinitely increased except to the prejudice of other grants. The Government is not therefore prepared to adopt the Director's proposal that a fixed *minimum expenditure* upon education should be required of all Local Boards."

(5) "Dr. Duncan's suggestion that a *minimum* should be prescribed for expenditure on education from Local funds has already been disapproved by Government in paragraph 3 of its Order, No. 945, Educational, dated 31st December 1895."

(6) "The Government does not consider it expedient to lay down a fixed percentage of the receipts to be spent on Grants 1, 2 and 3."

4. An exception was, however, made in favour of Grant 1—Communications, as it was found that Local Boards reduced the allotments made in their annual budgets for the construction and repair of roads to sums which were clearly insufficient to keep the roads in the condition which their general importance demanded. Accordingly in its Order, No. 1686 L., dated 14th September 1895, the Government directed that the minimum that should be allotted in each district for Grant 1—Communications should be equal to half the income from land-cess *plus* the net receipts from tolls. In paragraph 5 of this order the Government admitted that all branches of the work done by Local Boards should be treated with equal fairness and consideration and that the charges under any one of them should be prevented from increasing to the detriment of the interests served by the others.

5. It is for consideration whether in these circumstances action should be taken on the lines now suggested by the President of the District Board of Gódvári. He suggests that Government should

* Vide appendix to G.O., No. 1337 L., dated 3rd August 1900.

Vide note on page 4.

(Intld.) H.T.[REMNHEERE].

Vide note on page 4.

(Intld.) H.T.[REMNHEERE].

prescribe a maximum percentage of the land-cess to be allotted to Grant 2, and a minimum percentage to be allotted to Grant 3. From the accompanying *statement, it will be seen that the total net expenditure on education from Local funds in 1894-99 was only 14.9 per cent. of the receipts from land-cess, whereas the *minimum* recommended by the Local Self-government Committee was 16.7 per cent. Excluding the Nilgiris (where the District Board's income consists, for the most part, of Government contributions and only to a very small extent of land-cess) it is observed that in six districts (Anantapur, Bellary, South Canara, Coimbatore, Salem and Tinnevely) the proportion exceeded 16.7 per cent., whereas in ten districts (North Arcot, Chingleput, Cuddapah, Ganjám, Kistna, Kurnool, Malabar, Nellore, Trichinopoly and Vizagapatam) it was below 14.9 per cent., the average for the Presidency in 1898-99. In Salem, the proportion was as high as 21.3 per cent., while in Nellore it was as low as 11.4 per cent. If a *maximum* limit should be prescribed for the net expenditure on education, it is submitted it should not be less than 16.7 per cent. or one-sixth of the land-cess, the *minimum* recommended by the Local Self-government Committee.

6. As regards prescribing a minimum percentage for allotment to Grant 3, Medical, Vaccination and Sanitation, it is to be noted that in 1898-99, the total net expenditure under this head (excluding plague charges) was 29.1 per cent. of the income from land-cess. Leaving again the Nilgiri district out of consideration, it is observed that in three districts (Bellary, Salem and Tinnevely), the proportion exceeded 40 per cent., while in eight districts (Chingleput, Cuddapah, Ganjám, Gódvári, Kistna, Malabar, Nellore and Vizagapatam) it was below 29.1 per cent., which was the average for the Presidency. In Tinnevely, the proportion was as high as 43.6 per cent., while in Ganjám it was lowest, being 16.7 per cent. If a *minimum* should be prescribed for the net expenditure under Grant 3, it may perhaps be fixed at 30 per cent. of the land-cess. But a minimum for Grant 1—Communications, having been already prescribed in G.O., No. 1686 L., dated 14th September 1895, it is for consideration whether a minimum for Grant 3 will be necessary, if Government decides to fix a maximum for expenditure on Grant 2. Such a course would, it is submitted, tie down

State should henceforth ordinarily be confined to extending secondary education in cases where there is local demand and local co-operation.

(3) The curriculum of a primary school ought, while not neglecting the preparation necessary for any pupils who may be advancing to the secondary stage, to aim principally at imparting instruction calculated to be of real practical benefit to the bulk of the children whose education will terminate with the primary course. In the high school course, there should be a bifurcation of studies, and every variety of study should be encouraged which may serve to direct the attention of native youths to industrial and commercial pursuits.

(4) The Government and Boards' secondary schools should gradually be transferred to private bodies and the improvement and extension of private institutions should be the principal care of the Educational Department.

These principles are based on the following recommendations of the Education Commission:—

(1) That Local Boards be required to give elementary indigenous education, free play and development and to establish fresh schools of their own only where the preferable alternative of aiding suitable indigenous schools cannot be adopted.

(2) That it is desirable to declare the elementary education of the masses, its provision, extension and improvement to be that part of the educational system to which the strenuous efforts of the State should now be directed in a still larger measure than heretofore.

That primary education be declared to be that part of the whole system of public instruction which possesses an almost exclusive claim on Local funds set apart for education and a large claim on Provincial revenues.

Paragraph 10 of the Resolution.

That it be distinctly laid down that the relation of the State to secondary is different from its relation to primary education, in that the means of primary education may be provided without regard to the existence of local co-operation, while it is ordinarily expedient to provide the means of secondary education only when adequate local co-operation is forthcoming; and that therefore in all ordinary cases, secondary schools for instruction in English be hereafter established by the State preferably on the footing of the system of grant-in-aid.

Paragraph 13 of the Resolution.

The different branches of public instruction should move forward together and with more equal steps than hitherto; the development of elementary education should receive more systematic attention than it had always received; and secondary education should if possible be made self-supporting. The function of the

Paragraph 20 of the Resolution.

the hands of Local Boards to an extent which may not be considered desirable in the interests of Local Self-government.

7. The expediency of defining more strictly than at present the policy of Local Boards in regard to the application of the allotment to education has next to be considered. Under section 95 of the Local Boards Act, V of 1884, every Local Board is required, subject to such rules as may be prescribed by Government, to provide for "the diffusion of education, and with this view, the construction and repair of school-houses, the establishment and maintenance of schools either wholly or by means of grants-in-aid, the inspection of schools and the training of teachers."

With reference to this provision and the corresponding provision made in the Local Boards Acts of the other provinces of India, the Government of India in paragraphs 37 and 38 of its resolution, dated 23rd October 1884, remarked as follows:—

"Under all the Acts provision more or less complete has been made for education The Governor-General in Council is content for the present to accept in this matter the conclusions of the Local Governments in reliance upon their hearty co-operation in the complete application of the principles now laid down by the Government of India with the approval of the Secretary of State..... The chief matter is that the Local Government shall see that the Boards give full effect to the policy of Government, and that they work the Grant-in-aid rules equitably and liberally, maintaining the essential principles of the Government system and encouraging the development of private enterprise in education." The important principles laid down in the resolution above referred to are as follow:—

(1) Local Boards should recognize the claims of elementary indigenous schools to aid from Local funds and fresh schools should not be started by them when the primary educational wants of the locality can be met by aiding an existing indigenous school and encouraging its improvement.

(2) The different branches of public instruction should move forward together and with more equal steps than hitherto; the development of elementary education should receive more systematic attention than it had always received; and secondary education should if possible be made self-supporting. The function of the

State should henceforth ordinarily be confined to extending secondary education in cases where there is local demand and local co-operation.

(3) The curriculum of a primary school ought, while not neglecting the preparation necessary for any pupils who may be advancing to the secondary stage, to aim principally at imparting instruction calculated to be of real practical benefit to the bulk of the children whose education will terminate with the primary course. In the high school course, there should be a bifurcation of studies, and every variety of study should be encouraged which may serve to direct the attention of native youths to industrial and commercial pursuits.

(4) The Government and Boards' secondary schools should gradually be transferred to private bodies and the improvement and extension of private institutions should be the principal care of the Educational Department.

These principles are based on the following recommendations of the Education Commission:—

(1) That Local Boards be required to give elementary indigenous education, free play and development and to establish fresh schools of their own only where the preferable alternative of aiding suitable indigenous schools cannot be adopted.

(2) That it is desirable to declare the elementary education of the masses, its provision, extension and improvement to be that part of the educational system to which the strenuous efforts of the State should now be directed in a still larger measure than heretofore.

That primary education be declared to be that part of the whole system of public instruction which possesses an almost exclusive claim on Local funds set apart for education and a large claim on Provincial revenues.

That it be distinctly laid down that the relation of the State to secondary is different from its relation to primary education, in that the means of primary education may be provided without regard to the existence of local co-operation, while it is ordinarily expedient to provide the means of secondary education only when adequate local co-operation is forthcoming; and that therefore in all ordinary cases, secondary schools for instruction in English be hereafter established by the State preferably on the footing of the system of grant-in-aid.

Paragraph 7 of the Resolution.

That it be distinctly laid down that the relation of the State to secondary is different from its relation to primary education, in that the means of primary education may be provided without regard to the existence of local co-operation, while it is ordinarily expedient to provide the means of secondary education only when adequate local co-operation is forthcoming; and that therefore in all ordinary cases, secondary schools for instruction in English be hereafter established by the State preferably on the footing of the system of grant-in-aid.

Paragraph 13 of the Resolution.

The different branches of public instruction should move forward together and with more equal steps than hitherto; the development of elementary education should receive more systematic attention than it had always received; and secondary education should if possible be made self-supporting. The function of the

Paragraph 20 of the Resolution.

the hands of Local Boards to an extent which may not be considered desirable in the interests of Local Self-government.

Paragraph 31 of the Resolution.

Paragraph 4 of the Resolution.

Paragraph 20 of the Resolution.

Paragraph 31 of the Resolution.

G.O., No. 721 L., dated 26th June 1886.

Article 182 of the Local Fund Code.

Article 183 of the Local Fund Code.

Article 184 of the Local Fund Code.

That in ordinary circumstances the further extension of secondary education in any district be left to the operation of grants-in-aid system as soon as that district is provided with an efficient high school, Government or other, along with its necessary feeders.

(3) That the standards of primary education in each province be revised with a view to the larger introduction of practical subjects, such as Native methods of arithmetic, accounts and mensuration, the elements of natural and physical science, and their application to agriculture, health and the industrial arts.

That in the upper classes of high schools there be two divisions—one leading to the entrance examination of the Universities, the other of a more practical character, intended to fit youths for commercial or other non-literary pursuits.

(4) That all Directors of Public Instruction aim at the gradual transfer to local native management of Government (and Boards') schools of secondary education in every case in which the transfer can be effected without lowering the standard or diminishing the supply of education, and without endangering the permanence of institutions transferred.

8. In 1886 certain rules were framed under the Local Boards Act, V of 1884, for the guidance of Local Boards, and these are now embodied in the Local Fund Code. The principal rules relating to education are as follow :—

(1) Local Funds may be applied to any or all of the purposes enumerated in the Grant-in-aid Code, but more especially to the maintenance of elementary, secondary and training schools, whether wholly or by grants-in-aid. Local funds may also be applied to the inspection of schools and the supply of books. The provision of improved elementary education for boys is, however, the chief duty of the Local Board and to its promotion a very large proportion of the funds allotted to education must be devoted.

(2) All moneys expended on grants-in-aid must be given according to the rules of the Grant-in-aid Code.

(3) No new school other than an elementary school shall be established by a Board without the sanction of Government, but Boards may aid or seek aid for any school without such sanction, subject to the provisions of the Grant-in-aid Code.

Article 186 of the Local Fund Code.

Pages 5 and 6 of the Grant-in-aid Code.

(4) Boards may close or transfer any school without the sanction of Government, provided that at least three months' notice of their intention is given to the Inspector of the Division to allow of a representation being made to Government by the Director of Public Instruction. Notice should also be given of the intention to reduce a school.

Under the Grant-in-aid Code the grants from Local funds are payable for the following purposes :—

(1) for teaching boys in lower primary schools and lower primary standards ;

(2) for the erection, enlargement, purchase and rent of buildings for lower primary schools and standards ;

(3) for furniture, apparatus, etc., for lower primary schools or standards.

The expenditure from Local funds is, as already stated, incurred in accordance with the provisions of the Local Fund Code and the Grant-in-aid Code.

9. In G.O., No. 486, Educational, dated 25th June 1891, sanction was accorded for the transfer to Government of most of the girls' schools till then maintained by Local Boards and these Boards were directed to devote the money thus saved to the extension of the primary education of boys. Similarly in G.O., No. 567, Educational, dated 23rd July 1891, the Government provincialized the charges on account of normal schools and directed the Local Boards to expend on primary education the full amounts which they till then devoted to the training of teachers. Thus, Local Boards have been relieved of the duty of providing for female education and for the training of teachers.

10. The President of the District Board of Gódavari complains that the provisions of article 182 of the Local Fund Code, referred to in paragraph 8 *supra*, allow of expenditure being incurred on secondary education, and that on this authority Local Boards incur a large expenditure on such education, though their principal duty is the extension of primary education, and suggests that their duty in regard to primary education should therefore be more strictly defined. From the accompanying statement, however, it will be seen that the total *net* expenditure from Local funds on *primary* education in 1898-99 was 80 per cent. of the total *net* expenditure on education, whereas that on secondary

education was only 1·7 per cent. The figures for Górávari were 86·9 and 1·5 per cent., respectively. The figures quoted by Mr. Castle Stuart as representing the allotments made in the Górávari District Board's budget for 1900-1901 for primary and secondary education, respectively, are not correct. In the first place, the provision for primary education should have included that for aided schools, and in the second place the allotment for secondary education includes the expenditure relating to the primary standards of secondary schools, which should properly be excluded in instituting a comparison between the cost of secondary and primary education. In the accompanying statement the net and not the total cost to Local Boards is taken for comparison, as this appears to be the proper course. The statement made by the President that funds are diverted from primary education to secondary education does not therefore appear to be correct. It may be that the allotment for primary education is not sufficient. It is probably on this account that the Government of India lately remarked that the progress made by primary education was unsatisfactory. It further stated that there should be no extension of secondary education. In these circumstances it is for consideration whether the policy of Local Boards in regard to expenditure on education should be more strictly defined, and if so what alterations should be made in article 182 of the Local Fund Code.

Resolution No. 495-506, dated 28th October 1899, paragraphs 12 and 9.

See Director's memorandum (page 14), and statement, column 5. If Government took over the Boards' secondary schools, it would relieve the Boards of nearly Rs. 13,000 a year—the building and books grants being reduced by so much.

(Intld.) H. T. [REMEMHEERE].

The Director of Public Instruction and the figures entirely upset Mr. C. Stuart's case. The amount spent by Local Boards on secondary education is far less than I supposed.

(Intld.) A. T. A. [RUNDEL].

* Vide Director's letter in G.O., No. 486, Educational, dated 25th June 1891.

11. The President next suggests that Local Boards should be required to allot funds for female education. But, as pointed out in paragraph 9 *supra*, these Boards have been relieved of this duty, as it was considered that the charges on this account properly appertain to Provincial funds. It is submitted that Local Boards should not be encouraged to spend money on female education, as the funds at their disposal are not sufficient for the extension of the primary education of boys, which is their legitimate* province. As it is, the Local Boards have been maintaining a few schools exclusively for girls, while in many of the others, pupils of both sexes are admitted. Thus in 1898-99, there were 17,850 girls under education

I fancy Mr. C. Stuart overlooked these 42,000 girls.

(Intld.) H. T. [REMEMHEERE].

He should be asked about this as such charges should properly fall on Provincial funds.

(Intld.) A. T. A. [RUNDEL].

[The 42,000 girls referred to were those educated in the Board and aided schools in all districts; only 5,866 relate to Górávari and all these appear to have been educated in boys' schools.]

* Note.—The budget for 1900-1901 closes with a net balance of Rs. 68,370 or 10 per cent. of the receipts available for general purposes.

† Submitted that the Director's views are sound.

(Intld.) H. T. [REMEMHEERE].

Yes.

(Intld.) A. T. A. [RUNDEL].

Pages 7 and 8.

in Boards' schools out of a total strength of 124,626 pupils. Besides these, there were 24,554 girls in the schools aided from Local funds.

12. The President's next suggestion is about the encouragement of industrial or mechanical education. If funds are available, there is nothing to prevent the expenditure of Local funds on industrial or technical education. Already there are such schools in Kistna, Madura and Tinnevely maintained from Local funds. The Górávari District Board, which has ample* funds, may perhaps be required to start a technical school in that district. The general question, however, appears to be engaging the attention of the Director of Public Instruction, for in paragraph 115 of his report on public instruction for 1898-99, Dr. Duncan states as follows:—“The views of Local Boards have been obtained on the desirability of establishing industrial schools under their management. But, pending the orders of Government on the reorganization of the School of Arts and other papers before it on the subject, I have not been able to elaborate any practical scheme for the opening and working of industrial schools in the mufassal.” Mr. Stuart, the present Director, may perhaps be asked to submit a scheme at an early date.

13. The President and M. R. Ry. Perraju are of opinion that primary education should also include technical education. This was no doubt recommended by the Educational Commission and approved by the Government of India. This Government, however, in its letter to the Government of India, dated 22nd August 1884, stated that education in primary schools should be confined to reading, writing and ciphering, and observed as follows:—“In the year 1884, and in a country where so little education of any sort has been till recently available for the masses, to ask a child under primary instruction to master the elements of science and their application to agriculture and the arts is to ask too much.” The Government of India replied that, while not disputing the correctness of the view that the work in elementary or infant classes must chiefly be confined to imparting a knowledge of reading, writing and arithmetic, it was

strongly impressed with the importance of supplying the more advanced pupils in primary schools with some positive knowledge of a useful kind by means of a judicious selection of text-books or otherwise. According to the Madras Educational Rules reading, writing and arithmetic are classed as compulsory subjects for the primary standards, while drawing, hygiene, agriculture and mensuration, which may be regarded as education of a technical character, are classed as optional subjects. It is for consideration whether any alteration is necessary in the course of studies prescribed for primary schools. This is however a question which concerns the Educational rather than the Local and Municipal Department.

14. It is submitted that the Director of Public Instruction may be consulted u. o. before passing final orders on the proposals made by the President.

(Intld.) V.R.
25-5-00.

[Local and Municipal, U. O. D No. 46,
dated 30th May 1900.]

To Director of Public Instruction u. o.
for favour of note.

(Intld.) H.T[REMEMHEERE].
30-5-00.

Note by the Director of Public Instruction.

As regards the first question, it is not for me to say how the income from land-cess is to be distributed among the different grants. That depends on the policy of Government.

If, however, Government wish me to say whether larger grants could be usefully employed on education, I have no hesitation in saying that they could, and that the extension of primary education is almost entirely dependent on the provision of more money for that purpose. We want a better class of teachers, and we can only get them by paying more for them. The provision for results grants is in very many cases not enough to pay more than 50 or 60 per cent. of the grants earned: in these circumstances the opening of new schools is impossible, as the amount of grants to be paid to such schools would simply have to be taken from the amount paid to existing schools, thus reducing the already small proportion of grant paid, and increasing the existing discontent among schoolmasters.

or by reducing expenditure on higher education?

(Intld.) H.T[REMEMHEERE].

Yes. That is where we shall have to look to by and bye.

(Intld.) A.T.A[RUNDEL].

If Government is satisfied with the present condition of primary education, well and good. If not, and if Government desire any extension of primary education, more funds will have to be provided, either by allotting a larger proportion of the land-cess to Grant 2, or by imposing a special educational cess, or by aid from Provincial funds.

The President, Gódávári District Board, says that owing to continual changes in the constitution of the Boards, continuity of policy is impossible. But the budget statements of these Boards are all referred to the heads of the departments concerned for remarks, and these remarks are considered by Government with whom lies the final decision whether the amount of any particular grant is sufficient or not. Any change in policy, evidenced by an appreciable change in the allotment under any head, could not escape the notice of Government, and no Board could initiate such a change unless the change met with the approval of Government. This seems a sufficient guarantee for continuity.

Personally, I do not think it advisable to prescribe a fixed percentage of income for each grant. The circumstances of districts vary, and what is a fair proportion for education in one district may be more or less than fair for another; and the same remark applies to the other grants. The restriction on District Boards by which they are compelled to spend at least half their income from land-cess on communications should, I therefore think, be removed, and the several allotments made, with the approval of Government, after due consideration of the general state of each district in regard to Public Works, Education, Sanitation, &c.

If, however, the percentage allotted to each grant is to be fixed, I protest † against the suggestion of Mr. Castle Stuart-Stuart that a *maximum* should be prescribed for education and a *minimum* for Grant 3. [A minimum is already prescribed for Grant 1—Communications.] The reason given for this distinction, viz., that whatever amount is devoted to Grant 2 is certain to be fully utilized, shows that the amount of that grant is never sufficient to meet the needs of education, and is a reason rather for

* I doubt this. The persistent pressure of the Director of Public Instruction, the Surgeon-General and the Sanitary Commissioner will always extort a tolerable supply of funds; while the Presidents of District Boards are no more concerned in looking after roads than in maintaining hospitals or schools. I should deprecate a change.

(Intld.) H.T[REMEMHEERE].

I fully agree with the Secretary. Moreover* demands for famine and plague come on us and would mean much distress to teachers, &c., if we had to close schools to find funds.

(Intld.) A.T.A[RUNDEL].

† And quite rightly.

(Intld.) H.T[REMEMHEERE].

(") A.T.A[RUNDEL].

Good!

(Intld.) A.T.A[RUNDEL].

increasing the grant than for fixing a maximum beyond which it cannot increase. If "the vast majority of people of this Presidency are incapable of appreciating" the advantages of a proper system of hygiene, as Mr. Castlestuart-Stuart says, it is because their general education has been so much neglected, and it is only by improving their educational position that they can be enabled to study the rules of health and to understand the necessity of observing them.

As regards the second question, it is shown in the Secretariat note appended to these papers that the amount spent by Local Boards on secondary education is only 1.7 per cent. of the total expenditure of the Boards on education. The amount spent on primary education is given as 80 per cent., but to this direct expenditure should be added the cost of inspection and sessional schools, which is almost, if not entirely, concerned with primary education, and which amounts to nearly 17 per cent. more, raising the total amount spent on primary education to nearly 97 per cent.

No new secondary school is ever opened by a District Board, and the number of Board secondary schools is now extremely small, most of them being schools formerly maintained by Government in localities where other educational agencies do not come forward, or else they are schools for special classes. The Educational Department always opposes any extension of the operations of Local Boards or Municipalities in secondary education; on the contrary, it is always on the look out to transfer such Board secondary schools as do exist to other agencies; and there is not the slightest fear that an undue proportion of the funds allotted to Grant 2 will be spent on secondary education.

Mr. Castlestuart-Stuart says that primary education should include industrial "or rather mechanical education." I do not understand what he means by "mechanical education." If he means that young boys should be instructed in an elementary knowledge of some of the mechanical arts—if, as he appears to say, he means that boys should be taught at school to be "smiths, masons, or carpenters," instead of being taught reading, writing, and arithmetic—my objection is that these are not educational subjects: that his proposal amounts to saying that he disapproves of educating the poorer classes and that he thinks they should, from an early age, be inducted into

This entirely upsets Mr. C. Stuart's case.

(Intld.) A.T.A[RUNDEL].

This is very reassuring and is what I was most concerned about.

(Intld.) A.T.A[RUNDEL].

some way of earning their living. At present we provide, or try to provide, an education which shall develop the mental powers and the powers of observation, to however elementary an extent. In the course of doing this we furnish our pupils with three useful arts—reading, writing and arithmetic; and these are the arts which we think put a boy into the best position to advance himself educationally afterwards if he has opportunity.

The elementary education thus given has not the least tendency "to provide half-educated candidates for public employment." So far as it goes, it enlarges the mind, clears the ideas, and makes a boy better fitted to learn whatever trade he may afterwards adopt; and—I have not the least doubt—it tends to increase the sum of happiness.

School is not the place to learn a trade: if young boys of school-going age are to be instructed in a trade, the time given to such instruction should not be taken from school hours, nor should the funds devoted to such instruction be taken from educational funds, which are small enough as they are.

Mr. Perraju says that literary and technical education should run on equal lines. But technical instruction, to be of any use or effect, demands a very thorough general education as a preliminary; and I doubt extremely whether any technical instruction worthy the name can be built up on the basis of such elementary education as is given in primary schools. When the Government of India in its resolution on the report of the Education Commission said that the different branches of education should move forward together, it was not referring to technical instruction at all, but to the different grades, primary, secondary, etc., of general education.

There is no place for bifurcation of study in a primary school, and the Education Commission recommended it only for high schools.

No more absurd suggestion in regard to education was ever made by a body of presumably sensible men than that of the Education Commission that the curriculum of primary education should include the elements of natural and physical science and their application to agriculture, etc. It is absurd to suppose that with the general educational qualifications of primary pupils they can learn anything of physical science that can profitably be applied to

agriculture. The chemistry of agriculture is most difficult and abstruse, and the study of it requires the most modern methods of the best laboratories.

The arrangement by which the charges for girls' schools are defrayed from Provincial funds should, I consider, be continued.

I have said above that I consider a primary school to be no place for technical instruction. The question whether the Gódavari District Board should open a technical school may be considered when Mr. Chatterton, who is to be placed on special duty in connection with technical instruction and the development of the material resources of the country, has had an opportunity of seeing whether such a school would be of any use.

Mr. Perraju's minute is interesting, and it is pleasing to find any one who takes so much interest in the improvement of the condition of the people as he does. Most of his minute however deals with questions which are economical rather than educational, and I cannot help thinking that some of his statements are made without a full consideration of the economic conditions involved. The sight of coconut fibre being used as firewood, and rattans being allowed to rot in the jungle fills him with indignation at the supposed waste of wealth. It may, however, merely mean that the labour which would have to be employed on these materials is at present more productively employed in other directions. If the Americans, who are not generally supposed to be a dull race or to be blind to their own interests, find it pays them to export raw cotton and import it back as a manufactured article, it is possible that it may also be true economy to export skins from this country and to import them again in the form of leather. It requires a much greater knowledge of the conditions of trade than I can pretend to, to decide on the prospects of success of a new industry. I do not think Local Boards with their limited funds should be allowed to make industrial experiments. Private capital is somewhat shy of new undertakings in this country and perhaps the Provincial Government might make a few experiments, to show the way, as it has already done with the aluminium industry. But if so, Government must be prepared for occasional failures.

We must leave this at present to Mr. Chatterton.

(Intld.) A.T.A[RUNDEL].

Mr. Perraju says "teach the hand and eye." We try to do so. The instruction given is elementary of course; so is the instruction in other subjects. More stress might be laid on drawing, which is a good school subject, but not much can be done till more and better teachers are provided, and here again we are faced by want of funds.

"Teach people the business of their life" at school, says Mr. Perraju; and to this I entirely demur. School is not a place for teaching business.

The charge that boys at school get the idea that manual labour is degrading is a serious one; but I cannot help thinking that Mr. Perraju is generalizing from a few prominent instances that have come under his notice.

Every system of technical instruction must rest on a preliminary system of general education, and the better the general education the more useful will be the technical schools. There is hardly any industrial art the principles of which do not demand a general knowledge far in advance of any thing that is yet given in our primary schools, or even in our high schools.

(Signed) G.H. STUART.
28-6-00.

H. M. —
(Intld.) H.T[REMENHEERE].
3-7-00.

Mr. C. Stuart has misapprehended the situation as shown by the facts and figures brought forward.

There is no ground for modifying the policy laid down by Government.

See my notes in the margin above and against the Director of Public Instruction's note. As to a technical school in Gódavari Mr. C. Stuart will have an opportunity of discussing the matter with Mr. Chatterton when the latter visits the district.

(Intld.) A.T.A[RUNDEL].
12-7-00.

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