

GREAT BRITAIN, INDIA OFFICE.

Copy of resolution of government  
of India on state-aided education.

1888

EAST INDIA (EDUCATION)

RETURN to an Address

London.

C O P Y

OF

R E S O L U T I O N

G O V E R N M E N T O F I N D I A

ON

S T A T E - A I D E D E D U C A T I O N .

India Office,  
26 July 1888.

J. A. GODLEY,  
Under Secretary of State for India

*(Sir Roper Lethbridge.)*

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COPY OF RESOLUTION OF GOVERNMENT OF INDIA ON  
STATE-AIDED EDUCATION.

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No. 199.

EXTRACT from the Proceedings of the Government of India in the Home  
Department (Education), under date Simla, 18th June 1888.

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READ—

Despatch from Her Majesty's Secretary of State for India, No. 43, dated the 23rd  
April 1885, directing the preparation of a general annual Education Report.

Despatch to Her Majesty's Secretary of State for India, No. 64, dated the 15th  
March 1887.

Letter to the Honourable Sir Alfred Croft, No. 124, dated 18th May 1887.

Read also—

Letter from the Honourable Sir Alfred Croft, No. 2, dated 1st April 1888, sub-  
mitting the General Report in question.

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R E S O L U T I O N .

In the Resolution, No. 10—309, dated 23rd October 1884, recorded in the Home Department, the Governor General in Council reviewed the Report of the Education Commission, and laid down for the future guidance of Local Governments and Administrations the broad lines of the educational policy which the Government of India desired to pursue. That Resolution met with the general concurrence of Her Majesty's Secretary of State, who, in expressing his approval, communicated the following instructions to the Government of India: "In order to stimulate the efforts of the various authorities in the promotion of education on the lines now laid down, it would, I think, be well if your Excellency in Council would direct the preparation of a general annual report, embracing the important features of the several provincial reports (including Madras and Bombay), and transmit copies of the same to the Secretary of State, with a Resolution by the Government of India reviewing such general report."

2. For reasons into which it is unnecessary to enter here it was found desirable to postpone the preparation of the first General Report required by the Secretary of State until last year, when the work was entrusted to Sir Alfred Croft, K.C.I.E., Director of Public Instruction in Bengal. It was at first anticipated that the Report would be completed in three months; but after entering on the undertaking Sir Alfred Croft found it necessary to collect from Local Governments information of various kinds which was not supplied in the departmental reports, but without which the special report called for would lose much of its value. Considerable time elapsed before all the information was collected; and it was not until last April that the Report was submitted to Government. In his letter of the 1st April 1888, cited in the preamble, Sir Alfred Croft explains the cause of the delay; and the Governor General in Council, while regretting the delay, very readily believes that it was not due to any want of industry or attention on the part of the writer of the Report. The Report as now submitted is an able and full exposition of the educational condition of British India; and the Governor General in Council desires to thank Sir Alfred Croft for the careful manner in which he has carried out his instructions.

3. These instructions were devised to secure a report which should be a compendium of the information supplied by the different Local Governments, as regards the condition of education in each province, the methods and organisation by which it is imparted, and the extent to which effect is being given to the recommendations of the Education Commission. Sir Alfred Croft has carried these instructions into effect by writing an introductory chapter, giving an outline of the history of education from 1881 (the year for which statistics were supplied to the Education Commission) to 1885; and by then presenting a comprehensive view of the state of education in each province from the statistical, financial, and administrative points of view.

The Governor General in Council does not think it necessary to make any examination of the merely introductory portion of the Report, and the following remarks are, therefore, directed to presenting a general view of the present state of education in India, with such references to the earlier statistics as may be necessary to illustrate the progress made. As the statistics for 1886-87 are now in the possession of the Government of India, they will be quoted with a view to supplement the information furnished in the Report, and to bring that information up to date.

4. Education in British India is conveyed through the medium of two classes of institutions: Public Institutions and Private Institutions. A Public Institution is defined to be "a School or College in which the course of study conforms to the standard prescribed by the Department of Public Instruction, or by the University, and which either is inspected by the Department, or regularly presents pupils at the Public Examinations held by the Department or the University." A school or college not coming within the above definition is called a Private Institution.

As may be inferred from the preceding definition, the information available regarding Private Institutions is neither exhaustive nor reliable. Such information as exists is set forth in Chapter VIII. of the Report; and shows that the instruction imparted in private schools is, as a rule, less systematic and efficient than that imparted in similar schools controlled by the Department. It is not intended in this Resolution to dwell at any length on the character or progress of the education conveyed in these private schools; but in order to present a general view of the condition of education in India, it is desirable for the moment to ignore the difference between the two classes of institutions, and to combine the statistics of attendance at both.

5. Proceeding on this plan, it will be seen that in 1881-82, the earliest date touched by the Report, there were in British India 94,989 institutions of all grades, attended by 2,451,989 pupils. Between 1882 and 1885 there were considerable fluctuations, both in the number of institutions and of students attending them; the most marked fluctuation being exhibited in the Province of Bengal, where over 14,000 rudimentary schools, attended by more than 120,000 pupils, were excluded from the public class without apparently being enumerated in the private class of schools. But, notwithstanding this, the total of institutions stood in 1885-86 at 122,367, and the attendance at 3,325,080. The following year the institutions numbered 127,116, and the pupils 3,343,544. The broad fact which emerges from a comparison of these statistics is, that in the five years ending with 1886-87 the number of educational institutions of all sorts in British India increased by one-third, while the number of pupils increased by a still larger proportion.

6. The progress of education within the last five years, which the preceding figures evidence, has been marked; but, viewed with reference to the population as yet untouched by our educational agencies, the progress made still leaves a great deal to be desired. In Western countries it is commonly assumed that children of a school-going age form 15 per cent. of the population. In paragraph 94 of the Report Sir Alfred Croft seems inclined to hold that for India that proportion is somewhat less than the reality. Assuming, however, that the conventional 15 per cent.

is correct for India, it appears from a consideration of the census statistics that only one child out of every ten of a school-going age is actually under instruction. This low percentage is due to the extreme backwardness of female education. The case in regard to males is not nearly so bad; for while of females of a school-going age not one in fifty (less than 2 per cent.) is at school, there are 19 males out of every hundred, or nearly one-fifth of the male population of a school-going age, under instruction of some form or other. In the opinion of the Government of India, the proportion of the male population under instruction cannot, having regard to the circumstances of the country, be considered otherwise than satisfactory.

7. Passing from the consideration of the educational statistics in their widest aspects to "the question" of the general character of the instruction imparted, it is at once apparent that to the enormous mass of children the instruction conveyed is of the most elementary kind. Broadly speaking, the system of education administered in British India operates through three grades of institutions: Primary Schools, Secondary Schools, and Colleges. The Primary School aims at teaching the elements of reading and writing, and such simple rules of arithmetic and land measurement as will enable the peasant in a purely agricultural country to look after his own interests. This is not a very ambitious programme; but at the present time it meets the wants of 94.5 per cent. of the entire school-going population. The Secondary Schools, in which an advanced instruction in the vernacular and a substantial knowledge of English are conveyed, claim an attendance of 5.1 per cent. of that population, while the remainder (about  $\frac{1}{2}$  per cent.) supplies students to all the colleges which impart the highest English education, or teach the various professions of Law, Medicine, and Engineering.

8. The preceding remarks, made with a view to indicating the relative extent of rudimentary and advanced education in India, will be more significant and intelligible if supplemented by a citation of the statistics of actual attendance at the various classes of schools. Beginning with the lowest or primary class, it appears from the Report that in 1881-82 there were 86,269 public primary schools, attended by 2,156,242 children (2,070,963 boys and 85,279 girls). There were also private schools of this class, the precise number of which is not apparent; but it probably did not exceed 4,000, attended by some 50,000 children. The grand total of primary schools, public and private, five years ago, may therefore be taken at 90,000 in round numbers, attended by 2,200,000 children. In 1885-86 the number of schools had increased to 111,117, and the attendance to 2,811,934. The returns for 1886-87 show that there were in that year 114,303 schools, and 2,806,472 pupils, the decrease in attendance being chiefly due to a temporary cause, the operation of which has now diminished, namely, the disturbed condition of Lower Burma. These totals show that on the whole there is an increasing appreciation of that form of education which is most useful and essential for the great mass of the people.

9. Incidental reference has been made to the number of girls attending primary schools in 1881-82; and, before passing on to the statistics of secondary and collegiate education, it may be well to indicate here the progress which, during the last five years, has been made in this the elementary stage of female education. So far as can be gathered from the Report there were in 1881-82, excluding private elementary institutions for which separate statistics are not available, 2,678 elementary schools for girls, which were attended by 85,279 pupils. In 1885-86 the number of schools for girls had increased to 5,210 (including 873 private schools), and the attendance to 134,749 (12,251 pupils in private schools). In 1886-87 the number of girls' schools had reached 6,281 (including 1,767 private schools), and the attendance 149,922 (including 17,205 pupils at private institutions). It is interesting to note that for every Mahomedan girl at school there are from three to four Hindu girls, which is in accordance with the proportion which the two great creeds bear to each other both in the general and in the school population. These figures are, indeed, insignificant when compared with the total female population of a school-going age; but they seem to the Governor

General in Council to be satisfactory as indicating the fact that steady, if slow, progress is being made. It must be remembered that it is difficult to overrate the obstacles to be overcome in promoting female education in India.

10. Secondary education is the connecting link between Primary or Elementary and Collegiate or University education. It is imparted in two classes of school, the middle and the high school; the instruction conveyed in the latter being of a more advanced character than that imparted in the former. While the middle school has always a vernacular basis, thereby touching the primary system, the high school concerns itself mainly with education through the medium of English alone, and reaches the collegiate course.

In 1881-82 there were 3,932 secondary schools for Boys, attended by 215,731 pupils (149,265 attending the English and 66,466 the vernacular side). In 1885-86 the schools numbered 4,083 and the pupils 394,508 (264,918 receiving a purely English education); while in 1886-87 there were 4,160 schools and 404,189 students, of whom 271,654 were in the exclusively English division. It thus appears that during the last five years the number of male pupils receiving a purely English education introductory to a university course has increased by about 80 per cent.; while the number of boys receiving a superior mixed English and vernacular education has doubled. It should also be added that there were, in 1886-87, 7,678 advanced private schools, attended by 77,379 students learning Persian, Arabic, Sanskrit, or some other Oriental classic. It may, the Governor General in Council considers, be confidently stated that the progress of secondary education in India during the last five years has been very satisfactory, and that it is now established on a sound and prosperous footing.

Among females the progress of the higher or secondary education is, of course, much less marked than among males. The secondary schools for girls, which in 1881-82 numbered only 190, attended by 6,366 pupils, had in 1885-86 increased to 349, attended by 23,904 pupils, and in 1886-87 to 357 schools, attended by 24,904 pupils. These figures are only satisfactory because of the promise, slight though it be, which they afford of better things.

11. The third and highest division of the Indian educational system is the Collegiate Section, comprising Arts, Law, Medicine, Engineering, and Teaching. By Collegiate education is to be understood the education of those students who, having successfully passed through the secondary course, are studying in a College, affiliated to the University, one or other of the courses prescribed by the University for its higher examinations. In 1881-82 the number of Colleges in India was 85; and the attendance consisted of 7,582 students. In 1885-86 the number of Colleges had increased to 110, and the attendance to 10,538. In the following year, the latest for which statistics are available, there were 114 Colleges, attended by 11,501 students. In 1881-82 there were 67 Arts Colleges (English and Oriental), attended by 6,037 students; in 1885-86, 86 Colleges, attended by 8,127 students; and in 1886-87, 89 Colleges, attended by 8,764 students. Law Colleges numbered in 1881-82, 12 with 739 students; in 1885-86, 16 with 1,371 students; and in 1886-87, the same number of Colleges with 1,602 students. In 1881-82 there were three Medical Colleges, with 476 students; in 1885-86, also three Colleges with 584 students; and in 1886-87 the number of Colleges had risen to four, and the number of students to 654. Engineering Colleges, which in 1881-82 numbered three with 330 students, rose in 1885-86 to four with 447 students; and in 1886-87, while the number of Colleges remained the same as in the previous year, the number of students increased to 474. There was also a College for professional teaching in the Madras Presidency in 1885-86 and 1886-87; the number of students were nine in the former year and seven in the latter. The history is thus, from a statistical point of view, one of progressive development.

12. The advance made in the number of schools for special instruction other than training schools has been satisfactory. Medical Schools, the course of study in which is not so advanced or thorough as in Medical Colleges, were eleven in number in 1881-82, and were attended by 830 pupils. The number

rose

rose by 1885-86 to 16, with 1,227 pupils, and in 1886-87 to 18, with 1,388 pupils. Law Schools had not been established in 1881-82; but four years later there were four such schools, attended by 45 pupils. In 1886-87 the schools fell to two, but the students rose to 90. There were only nine Engineering and Surveying Schools in 1881-82, with 310 pupils; but in 1885-86 there were 15 with 558 pupils, and in 1886-87, 14, attended by 616 pupils. Reference will be made in a later portion of this review to the subject of technical education.

13. The foregoing remarks have had reference to education generally; but there are two classes in India for whose education it has been at different times suggested that special measures are required. These classes are the children of Europeans and Eurasians, and Muhammadan children. The subject of the education of the children of the domiciled European and Eurasian communities was excluded from the deliberations of the Education Commission, because it had already received the serious consideration of the Government of India. The conclusion arrived at was, that contributions from private sources towards the maintenance of European schools should be supplemented by grants in aid from Government, regulated by the educational progress made by each school, and without reference to denominational distinctions. A School Code embodying these principles was prepared under the circumstances detailed in paragraphs 247-250 of the Report of Sir A. Croft. This Code has been extended to the North Western Provinces and Oudh, the Punjab and the Central Provinces, while portions of it have been introduced into the Code in force in Madras.

14. The records of attendance of European and Eurasian children show that the working of this grant-in-aid system has been productive of satisfactory results. In 1881-82 the number of pupils at school, excluding those at private institutions, was 18,750; in 1885-86 it had risen to 22,634, and in 1886-87 to 23,031. As the Bengal Code at present stands, the grants are dependent on the results of the annual examination of individuals. The Governor General in Council does not regard this plan with unalloyed satisfaction, inasmuch as in his opinion experience tends to show that the system under which grants in aid are made to depend on examination of each individual student in the school results in pupils being "crammed" for examination, instead of being properly grounded in their studies. Such a system, especially when applied to pupils whose studies have not yet taken any particular direction, in other words, have not been specialised, must, in the opinion of his Excellency in Council, produce a very undesirable effect on the education imparted in this class of schools. The Bombay Code appears to recognise this; and as a remedy it provides for the concession of fixed grants for periods of years. The remedy may not be all that the case requires; in the present condition of education in India it is impossible to establish a system in which pecuniary considerations shall not influence the teaching or the examination of the pupils; but it is undoubtedly a step in the right direction; and its adoption in other provinces has, therefore, been recommended by the Government of India.

15. Special recommendations for the education of Muhammadans were made by the Education Commission; and the Governor General in Council, in Home Department Resolution, No. 7-215-25, of 15th July 1885, reviewed the suggestions which had been made for the special treatment of this class. The Commission had proposed a differential treatment of the Muhammadan community in respect to education, which the Government of India found itself unable to approve. In its Resolution, just referred to, the Government of India pointed out that if the Muhammadans desired to succeed in the competition of life with their Hindu fellow-subjects, the way lay in taking advantage, in the same manner as other classes do, of the high education provided by the Government. The Governor General in Council is glad to think that the Muhammadans have themselves adopted this view of the subject. In 1881-82 there were 447,703 Muhammadan pupils; in 1885-86 they numbered 748,663, and in 1886-87, 752,441. The great increase in the first-mentioned period must not, however, be taken as showing that children not previously at school were brought under instruction. The

increase is chiefly due to the extension of the State system of education, so as to include schools which were previously outside it. The percentage of Muhammadans to total pupils, which in 1881-82 was only 17·8, stood in 1886-87 at 22·5, practically a ratio identical with the proportion which the Muhammadan population (45 millions) bears to the total population (199 millions) of British India, according to the census of 1881. But if this steady and marked advance of the Muhammadan community in regard to education be a gratifying feature of the educational statistics for the past five years, a closer examination of the figures shows much room for improvement. Although the total number of Muhammadans under instruction compares favourably with the total number of Hindus, the number of the former receiving education of an advanced type is very small relatively to the number of Hindus under similar instruction. Out of a total of 2,303,812 Hindus attending all classes of schools, private and public, in 1886-87, 316,493 were in the secondary stage, while 9,634 were attending college. On the other hand, out of a total of 752,441 Muhammadans under instruction during the same year, only 58,222 were attending secondary schools, and only 587 attending college. Thus, while one out of every seven Hindu students was receiving the higher education, only one out of 13 Muhammadan students had passed beyond the primary stage. To this condition of things, especially regarding collegiate education, his Excellency in Council would earnestly invite the attention of the Muhammadan community, and would impress on them the necessity of their taking advantage more largely of the educational facilities within their reach. The fact that the attendance of Muhammadans at secondary schools has since 1881-82 risen from 20,000 to over 58,000 students shows, indeed, that progress is being made; but the progress might be more rapid.

16. Passing from the statistics of attendance at the various classes of Indian Schools and Colleges, to the expenditure on education, we find that in 1881-82 the total expenditure on public instruction in India was, in round numbers, 186 lakhs of rupees. Four years later (in 1885-86) the total had risen to 240 lakhs; and last year it stood at a little over 252 lakhs. At the beginning of the five years the Government bore 73 lakhs of this expenditure, while Local and Municipal funds contributed 32 lakhs; the balance of 81 lakhs, consisting of fees, subscriptions, endowments, &c., falling on the public. In the year 1885-86 the share of the Government is shown at 80 lakhs; that of Local and Municipal bodies at 48; and that of the public at 112 lakhs. The share assigned to Local bodies, however, is not entirely the proceeds of local taxation, but includes an item of  $4\frac{1}{2}$  lakhs contributed by Government; so that in effect the share of Government at this period stood at about  $84\frac{1}{2}$  lakhs. Next year the shares are shown at  $85\frac{1}{2}$  lakhs for Government, 49 lakhs for Local and Municipal Boards, and  $117\frac{1}{2}$  lakhs for the public. But of the 49 lakhs expended by Local bodies,  $6\frac{1}{2}$  were contributed by Government; so that there has been a progressive increase in the Government expenditure. The Governor General in Council considers that the growth of the share borne by Local bodies should for the future exhibit a more marked increase than it has done since 1885; and that there should be a tendency to decrease rather than to increase in the share which now is defrayed from the Public Treasury.

17. The Government of India recognises its responsibility to provide, so far as its finances permit, facilities for the education of the people. But in educational, as in all other matters, it is the policy of the Government of India to avoid entering into competition with private enterprise: it pioneers the way; but, having shown the way, it recognises no responsibility to do for the people what the people can and ought to do for themselves. When, therefore, local effort or private enterprise shows itself able and willing to supply the educational wants of the people in any locality, it is the policy of Government to retire from the field of direct instruction, and to help, by reasonable subventions of money, the operations of independent institutions. Under this policy it is the aim of the Government also, wherever there is vitality of private effort, to restrict official action to the maintenance of a few schools, in which the system of instruction and discipline shall afford a standard for the emulation of private or aided institutions in the neighbourhood.



hood. In pursuance of this policy, the expenditure from Provincial revenues on Government educational institutions should not ordinarily increase in proportion to the total expenditure, but should, rather, be a constantly diminishing quantity, provided that there is the assurance that the ground abandoned by the Government shall be occupied by local effort.

An accompaniment to the gradual substitution of aided for Government schools should, in the opinion of the Government of India, be a contraction in the number of pupils educated in the institutions still maintained by Government, more especially the High Schools and Colleges. If the Government High Schools and Colleges are to afford a standard for the emulation of other institutions, it is essential that the number of pupils attending them shall be so limited as to secure to each individual that share of personal attention which is the first requisite of a sound system of education. In giving effect to these views, it is not the wish of the Government of India that the existing accommodation in Government High Schools and Colleges should not be utilized to the fullest extent; but it is from this point of view desirable that further expenditure in expanding or increasing the number of such institutions should be incurred by Government only under exceptional circumstances.

18. Passing from the progress of education in its general aspects, the next subject which claims notice is the machinery maintained by Government for imparting instruction in colleges, and for testing the results of the teaching that is given in the schools. At present there is no distinction or line of demarcation between the European Professorial Staff and that engaged on inspection: the same officer may be engaged at one period of his service in the College lecture hall, teaching philosophy or the higher mathematics; at another period in the camp, inspecting Primary village schools. Gradually, however, it has come to be recognized that the qualities required for the one set of duties are not those required for the other, and that the usefulness of the metaphysician, or the expert in physical science, is impaired, not improved, by testing the knowledge of peasants' children in the rudiments of reading, writing, and arithmetic. The Government was gradually coming to the opinion that changes in the form of the Educational Department were demanded by circumstances; and accordingly the subject formed one of the questions which were referred to the Public Service Commission.

Their opinion, briefly stated, is that the time has come when the system of a close Educational Service, the members of which would be content to enter as young men on small pay, and be ready to take up any duties the Department may assign to them, should be largely modified or entirely discontinued. They have given expression to the view that a close Educational Service in its present form is no longer called for; and while they recommend the maintenance in each Presidency and large Province of a College, with a staff of Professors capable of teaching up to the highest European literary standards under a European Principal, they consider that the recruitment of Inspectors from Europe should be considerably reduced, and their place taken by local agency. Upon these points, the Government of India has now asked for the advice of Local Governments and Administrations. Without desiring to prejudice the question, the Governor General in Council is disposed to concur in the necessity for keeping the inspecting agency separate from the teaching staff. Experience seems to show that the work of inspecting, at all events, primary and middle schools, can be very thoroughly and satisfactorily performed by local agency; and as material becomes available in India for this purpose, the reduction of the more expensive graded lists of the superior branch of the Education Department as at present maintained, must of necessity be gradually carried out. Of late years native agency has been utilised to a considerable extent for purposes of inspection; and proposals to further substitute it for officers recruited in England for the graded list of the Department are now under the consideration of the Government of India.

19. In regard to the question of substituting local agency for European Professors, and Principals of Central Colleges, a different set of considerations arises; and the Governor General in Council does not feel assured that

that the possibility of dispensing with European Professors and Principals of such Colleges of the different Presidencies and Provinces is at present a question for practical discussion. On the question of the recruitment of such Professors for short terms of years, instead of recruiting them as at present for a long period of pensionable service, His Excellency in Council will await the further views of Local Governments; but, so far as he can at present see, he is inclined to the view that it will be advisable to recommend to the Secretary of State that this system of temporary appointment should be, at all events, tried to a moderate extent. It is very possible that obstacles may be found to exist in the way of the recruitment of specialists of high position for temporary employment in India without securing to them the benefits of leave and absentee allowances. It must also be admitted that a temporary residence in India of even five years effects a wrench from English connections and associations, and may affect the prospects of a specialist's ultimate employment in England. There is, on the other hand, in the opinion of the Governor General in Council, no room for doubt that a Professor permanently settled in India has never the opportunity, nor sometimes the inclination, to keep himself abreast of the times: and that as education advances in India, the necessity for the employment of Professors who are recognised as specialists in the subjects which they are employed to teach will become more and more necessary. Whether the Government in India will be able to induce specialists of a high class to accept temporary employment in India or not can only be tested by experiment.

20. Passing from the Professorial and Inspecting Staff to the class of school teachers, it is to be observed that the importance of maintaining properly conducted training schools in order to provide teachers of unquestionable character was insisted on in Home Department circular, No.  $\frac{10}{382-391}$ , dated 31st December 1887. The statistics of attendance at these schools deserve notice. In 1881-82 there were in British India only 97 schools for training masters, attended by 3,563 pupils, and 16 institutions for training mistresses, attended by 519 pupils. In 1885-86 the numbers were 108 training schools for masters, attended by 1,333 pupils, and 27 for mistresses, attended by 616 pupils. It is true that some advance was maintained in 1886-87, when there were 112 training schools for masters, with 4,444 pupils, and 28 for mistresses, attended by 672 pupils; but it is obvious that the progress made has not been great. In a later portion of this Resolution allusion will be made to the orders which have been issued by the Government of India on this important part of the Educational question, and here all that need be said is that the Governor General in Council trusts that all Local Governments and Administrations will continue to give their special and sustained attention to the subject. At the present time, when there is reason to insist on the maintenance of a stricter system of discipline than has been in force in most Indian schools of recent years, it is more than ever necessary that the men entrusted with the education of the youth of the country should be of unquestionable character, trained to habits of teaching, and capable of maintaining by their personal influence and other means a high standard of discipline and morality in the schools over which they preside.

21. Paragraphs 104 to 125 of the Report under notice deal with the question of the transfer to Local and Municipal Boards of the administrative control over Primary and Secondary Education. It is to be understood that this administrative control is always exercised in accordance with rules prescribed by Government and subject to the general supervision of the Department of Public Instruction. In some Provinces this transfer has been of a fuller character than in others. For instance, in the Madras Presidency the Government has, according to Sir Alfred Croft's inquiries, almost retired from the direct management of Primary and Secondary Schools; while in Bombay almost all Primary and about two-thirds of the Secondary Schools have been subordinated to these Boards. In the Punjab also the transfer has extended, practically, to all Primary and Secondary Schools previously managed by the Department. In Bengal, on the other hand, while the transfer of rural schools is as full as in the Provinces mentioned,

mentioned, the case seems different in regard to schools situated in Municipalities. The information furnished in the report as to the extent to which transfers have been made in the North-Western Provinces and Oudh is not precise; but it is understood that the policy adopted there is not different from that followed elsewhere, though as full effect may not have yet been given to it. This qualified transfer of control over education from Government to Local Boards has been accompanied, as shown in paragraphs 16 and 17 above, by no decrease of the Government contributions towards education. The charges on Provincial revenues were not immediately diminished, though it is to be hoped that, gradually, local taxation for the support of schools will, to a large extent, relieve the general tax-payer. The effect of this establishment of local control should, however, manifest itself not only in such relief to the public finances, but also in the more efficient discharge of those duties of inspection and general supervision which Members of Local Boards will now share with the officers of the Department.

22. In paragraph 12 above, reference was made to industrial schools. Upon this subject the Government of India in 1886 circulated a Memorandum to all Local Governments and Administrations, in which the position of industrial schools was set forth, and it was shown that hitherto little progress of a substantial character had been made in promoting technical education. Since then the subject has received much attention both from the public and the various Local Governments. Technical education has been brought into prominence by the pressure of two sets of considerations, which, though cognate, are not identical. In the first place, it had been observed that the object of the Education Despatch of 1854, that "useful and practical knowledge suited to every station in life" should be "conveyed to the great mass of the people" of India, was not being attained by a State education too purely literary, and leading too exclusively to literary culture. It was accordingly recommended by the Education Commission, and accepted by the Government of India as a reform to be desired, that a secondary school course should be introduced, which should fit boys for industrial or commercial careers. This recommendation, however, though in the right direction, was wanting in the precision necessary in a working rule; and to give it the requisite definiteness, it was suggested in the Memorandum of the Home Department, referred to above, that drawing and the rudiments of the sciences should be taught in all but the most elementary schools, and that generally throughout the educational system the study of natural science and the cultivation of the faculty of observing and reasoning from observation and experiment should be encouraged. In other words, it was suggested that studies which may incline to the application of natural science and to scientific research should not be neglected in favour of literature.

23. The second class of considerations which have forced this question into prominence is concerned with the need of industrial occupation for a population rapidly outgrowing the means of support supplied by a too conservative system of agriculture. It is also concerned with the need for scientific methods to develop the material resources of India and to improve its agriculture; its products and manufactures, so that they may better hold their place in the markets of the world, where competition is carried on with an intensity of purpose which has been compared to the conditions of warfare. But technical education in this latter sense (that is in the sense of industrial education) is a matter not so easily dealt with as the technical education of the general preliminary character referred to in the preceding paragraph; and it therefore seems desirable that if the present impulse in its favour is to be successfully directed, the conditions of the question should be clearly understood.

24. Technical education proper is the preparation of a man to take part in producing efficiently some special article of commercial demand. It is the cultivation of the intelligence, ingenuity, taste, observation, and manipulative skill of those employed in industrial production, so that they

may produce more efficiently. And thus technical education of the special, as contradistinguished from the preparatory kind, is an auxiliary of manufacture and industrial capital. In India at the present time the application of capital to industry has not been developed to the extent which in European countries has rendered the establishment of technical schools on a large scale an essential requisite of success. But the extension of railways, the introduction of mills and factories, the exploration of mineral and other products, the expansion of external trade, and the enlarged intercourse with foreign markets, ought in time to lead to the same results in India as in other countries, and create a demand for skilled labour and for educated foremen, supervisors, and managers. It may be conceded that the effect of these various influences on an Asiatic people is very gradual, and that it would be premature to establish technical schools on such a scale as in European countries, and thereby aggravate the present difficulties, by adding to the educated unemployed a new class of professional men for whom there is no commercial demand. Still, a large field is open for the action of Government and public liberality in the direction of promoting special technical education suitable to the immediate requirements of the country and capable of expansion with its growing necessities.

25. The practical conclusion, then, which the Government of India draws from the foregoing premises is, that it should support technical education as an extension of general education in the sense indicated above; and, furthermore, that it should promote and countenance such technical education of a special character as may be applied to the service of existing industries, which will profit by the aid of scientific research, scientific method, and higher manipulative skill.

The field of operation being thus defined, it would seem necessary to begin with industries which are in some degree centralised, which are growing into importance with the new growth of trade and manufactures, and which are capable of improvement by the application of scientific principles to materials and processes. At the centre of such industries a technical school will be useful. To the great railway workshops and factories may with undoubtedly great advantage be attached schools of drawing and design, and of practical instruction in the scientific principles of the handicrafts there carried on. And probably in large stations and municipal towns there will be a demand which will repay those who acquire in local industrial schools superior skill. If caution at the beginning secures success; if capital is tempted by degrees to launch itself in commercial enterprises and the development of the material resources of the country; if a larger demand for the products of skilled labour springs up, then larger developments of special technical education may be fostered in complete harmony with the sound principle that supply should follow demand.

The subject is of such extreme importance, and the insignificance of what has been attempted in India is so conspicuous, that the Governor General in Council is deeply impressed with the necessity for action in whatever way may be practicable and sound. Some Local Governments have indeed recently taken practical measures to promote technical education, and these measures have been viewed with much satisfaction by the Government of India. But as it is desirable that the steps best calculated to promote technical education should form the subject of continuous inquiry and discussion, the Governor General in Council suggests that Local Governments and Administrations should on a convenient but early opportunity take action in two ways. Impressed with the existing want of information at hand as to the extent, character, and circumstances of important local industries in every province of India, His Excellency in Council would, in the first place, suggest that in each province an Industrial survey should be completed. In the second place, he would recommend that, with a view to turning the knowledge acquired by such a survey to the best account in the light of the abundant information contained in the Report of the Royal Commission

Commission on Technical Education, each Government and Administration should form a committee of educational experts and professional men, who should make suggestions from time to time for the auxiliary supply of appropriate means of technical education; for such modifications of the State system of public instruction as may aid and encourage industries and industrial employment up to the full measure of such requirement at each provincial centre as may be found to exist; and when the circumstances are opportune, for the establishment of a Technological Institute, for the enlargement of the provincial schools of Art and Design, and for the larger co-operation of the University in the promotion of the object in view.

In furtherance of these suggestions, much valuable aid can be rendered by the various Provincial Departments of Land Records and Agriculture upon which the Resolution <sup>6</sup>/<sub>346-350</sub> of 8th December 1881 laid the duty of promoting new industries, and of leading the people to a fuller knowledge of agricultural science.

26. The subject of discipline and moral training in schools and colleges is regarded by the Governor General in Council as one of the most important questions connected with education in India at the present day. The provisional views of the Government of India on the subject are expressed in the letter No. <sup>11</sup>/<sub>382-391</sub> from the Home Department, dated 31st December 1887, a copy of which has been submitted to Her Majesty's Secretary of State for India.

The replies of Local Governments and Administrations to the Home Department letter of the 31st December last have not yet been received; and it is therefore premature to make any forecast of what the final orders of the Government of India will be. But the points on which the existing system needs improvement and change may be inferred from the suggestions which His Excellency in Council made for the consideration of Local Governments. These suggestions were:—

- (1.) The provision of efficient training schools and colleges for teachers and the employment as teachers only of those who have given satisfaction during a course of training:
- (2.) The extension of a system of teaching having a direct bearing upon personal conduct:
- (3.) The repression of breaches of discipline in accordance with certain well-defined rules:
- (4.) The introduction of conduct registers:
- (5.) The extension of the hostel or boarding-house system to the fullest extent that the public finances or private liberality will permit:
- (6.) The introduction of a system of monitors to be made responsible for the conduct of the scholars while in, and as far as possible while out of, school:
- (7.) The exclusion from school of boys who have not reached a certain class by a certain age:
- (8.) The introduction of inter-school rules defining the conditions under which students should be allowed to pass from one school to another:
- (9.) The opening of playgrounds and gymnasia.

His Excellency in Council also suggested that while the moral supervision by Principals and Professors over students in colleges could best be rendered more effective by the example and personal qualities of the Principal and Professors, it might be possible to supplement this influence by the adoption of rules in support of authority, and the direction which the rules might take was indicated to Local Governments and Administrations. The Governor General in Council now awaits the replies to these suggestions.

27. It is true, as has been observed in the letter under notice, that, in the case of colleges even more than in the case of schools, doubts have been expressed as to the possibility of introducing distinct moral teaching where there is no religious instruction ; and in their Report the Education Commission point, as a means of meeting the difficulty, to the establishment of aided colleges in which religious teaching can be fully recognised. It is clearly stated in the circular letter from the Home Department that the Governor General in Council entirely approves of the views of the Education Commission on this point, and would gladly see an increase in the number of aided colleges and schools, in which religious instruction may be freely given. But His Excellency in Council also observed that, though there is greater difficulty in introducing moral teaching into State than into aided colleges, the difficulty does not seem to have been hitherto seriously faced by Education Departments generally ; and until failure follows an earnest effort at imparting moral instruction in colleges, he is unwilling to admit that success may not be secured.

In pursuance of this opinion attention has again been called to the proposal made by the Education Commission, that an attempt should be made to prepare a moral text-book, based upon the fundamental principles of natural religion, such as may be taught in all Government and non-Government Colleges. The Government of India and the Secretary of State entertained doubts as to the wisdom of this recommendation at the time when the proposals of the Commission were under consideration, but circumstances have since occurred which have suggested to both authorities the desirability of making the attempt. Communications have therefore been recently made to Local Governments with the object of ascertaining the best method by which a moral text-book can be prepared, and the Governor General in Council has received suggestions on the subject from independent persons interested in the progress of education in India. The subject is still under consideration, and it is unnecessary to allude further to it here.

(True Extract.)

*A. P. MacDonnell,*  
Secretary to the Government of India.



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