

**Proclamation, by the Queen in Council, to the Princes,  
Chiefs, and People of India (published by the Governor-  
General at Allahabad, November 1st, 1858).**

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**Presented to both Houses of Parliament by Command of Her Majesty.**

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VICTORIA, by the Grace of God, of the United Kingdom of Great Britain and Ireland, and of the Colonies and Dependencies thereof in Europe, Asia, Africa, America, and Australasia, Queen, Defender of the Faith.

Whereas, for divers weighty reasons, We have resolved, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in Parliament assembled, to take upon Ourselves the Government of the Territories in India, heretofore administered in trust for Us by the Honorable East India Company :

Now, therefore, We do by these Presents notify and declare that, by the advice and consent aforesaid, We have taken upon Ourselves the said Government; and We hereby call upon all Our Subjects within the said Territories to be faithful, and to bear true Allegiance to Us, Our Heirs, and Successors, and to submit themselves to the authority of those whom We may hereafter, from time to time, see fit to appoint to administer the Government of Our said Territories, in Our name and on Our behalf :

And We, reposing especial trust and confidence in the loyalty, ability, and judgment of Our right trusty and well beloved Cousin and Councillor, Charles John Viscount Canning, do hereby constitute and appoint him, the said Viscount Canning, to be Our first Viceroy and Governor-General in and over Our said Territories, and to administer the Government thereof in Our name, and generally to act in Our name and on Our behalf, subject to such Orders and Regulations as he shall, from time to time, receive from Us through one of Our Principal Secretaries of State :

And We do hereby confirm in their several Offices, Civil and Military, all Persons now employed in the Service of the Honorable East India Company, subject to Our future pleasure, and to such Laws and Regulations as may hereafter be enacted.

We hereby announce to the Native Princes of India that all Treaties and Engagements made with them by or under the authority of the Honorable East India Company are by Us accepted, and will be scrupulously maintained; and We look for the like observance on their part.

We desire no extension of Our present territorial Possessions; and while We will permit no aggression upon Our Dominions or Our Rights, to be attempted with impunity, We shall sanction no encroachment on those of others. We shall respect the Rights, Dignity, and Honour of Native Princes as Our own; and We desire that they, as well as Our own Subjects, should enjoy that Prosperity and that social Advancement which can only be secured by internal Peace and good Government.

We hold Ourselves bound to the Natives of Our Indian Territories by the same obligations of Duty which bind Us to all Our other Subjects; and those Obligations, by the Blessing of Almighty God, We shall faithfully and conscientiously fulfil.

Firmly relying Ourselves on the truth of Christianity, and acknowledging with gratitude the solace of Religion, We disclaim alike the Right and the Desire to impose our Convictions on any of Our Subjects. We declare it to be Our Royal Will and Pleasure that none be in any wise favored, none molested or disquieted by reason of their Religious Faith or Observances; but that all shall alike enjoy the equal and impartial protection of the Law :

and We do strictly charge and enjoin all those who may be in authority under Us, that they abstain from all interference with the Religious Belief or Worship of any of Our Subjects, on pain of Our highest Displeasure.

And it is Our further Will that, so far as may be, Our Subjects, of whatever Race or Creed, be freely and impartially admitted to Offices in Our Service, the Duties of which they may be qualified, by their education, ability, and integrity, duly to discharge.

We know, and respect, the feelings of attachment with which the Natives of India regard the Lands inherited by them from their Ancestors; and We desire to protect them in all Rights connected therewith, subject to the equitable demands of the State; and We will that generally, in framing and administering the Law, due regard be paid to the ancient Rights, Usages, and Customs of India.

We deeply lament the evils and misery which have been brought upon India by the acts of ambitious Men, who have deceived their Countrymen, by false reports, and led them into open Rebellion. Our Power has been shewn by the Suppression of that Rebellion in the field; We desire to shew Our Mercy, by pardoning the Offences of those who have been thus misled, but who desire, to return to the path of Duty.

Already in one Province, with a view to stop the further effusion of blood, and to hasten the Pacification of Our Indian Dominions, Our Viceroy and Governor-General has held out the expectation of Pardon, on certain terms, to the great majority of those who, in the late unhappy Disturbances, have been guilty of Offences against our Government, and has declared the Punishment which will be inflicted on those whose Crimes place them beyond the reach of forgiveness. We approve and confirm the said act of Our Viceroy and Governor-General, and do further announce and proclaim as follows:—

Our Clemency will be extended to all Offenders, save and except those who have been, or shall be, convicted of having directly taken part in the Murder of British Subjects. With regard to such, the Demands of Justice forbid the exercise of mercy.

To those who have willingly given asylum to Murderers, knowing them to be such, or who may have acted as leaders or instigators in Revolt, their lives alone can be guaranteed; but in apportioning the Penalty due to such Persons, full consideration will be given to the circumstances under which they have been induced to throw off their allegiance; and large indulgence will be shewn to those whose Crimes may appear to have originated in too credulous acceptance of the false reports circulated by designing Men.

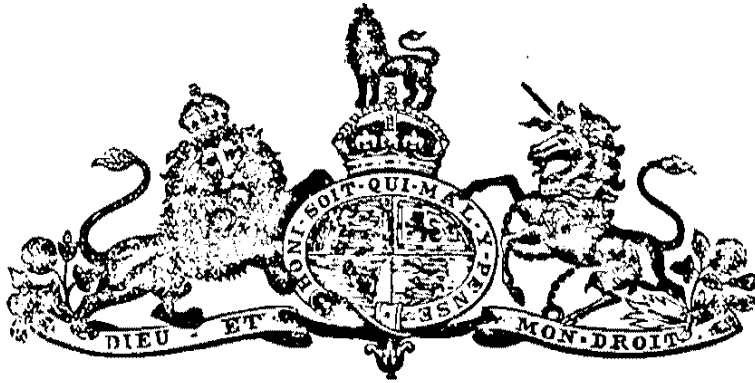
To all others in Arms against the Government, We hereby promise unconditional Pardon, Amnesty, and Oblivion of all Offence against Ourselves, Our Crown and Dignity, on their return to their homes and peaceful pursuits.

It is Our Royal Pleasure that these Terms of Grace and Amnesty should be extended to all those who comply with their Conditions before the First Day of January next.

When, by the Blessing of Providence, internal Tranquillity shall be restored, it is Our earnest Desire to stimulate the peaceful Industry of India, to promote Works of Public Utility and Improvement, and to administer its Government for the benefit of all Our Subjects resident therein. In their Prosperity will be Our Strength; in their Contentment Our Security; and in their Gratitude Our best Reward. And may the God of all Power grant to Us, and to those in authority under Us, Strength to carry out these Our Wishes for the good of Our people.

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SIMLA, MONDAY, NOVEMBER 2, 1908.

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HOME DEPARTMENT.

NOTIFICATION.

PUBLIC.

No. 2510.

*Simla, the 2nd November, 1908.*

THE following gracious Message addressed by His Majesty the King-Emperor to the Princes and Peoples of India has this day been announced by His Excellency the Viceroy in Durbar at Jodhpur, and is published for general information.

By order,

H. A. STUART,

*Secretary to the Government of India.*

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**His Majesty the King-Emperor's Message to the Princes and Peoples of India.**

1. It is now fifty years since Queen Victoria, my Beloved Mother, and my August Predecessor on the Throne of these Realms, for divers weighty reasons, with the advice and consent of Parliament, took upon herself the government of the territories theretofore administered by the East India Company. I deem this a fitting anniversary on which to greet the Princes and Peoples of India, in commemoration of the exalted task then solemnly undertaken. Half a century is but a brief span in your long annals, yet this half century that ends today will stand amid the floods of your historic ages, a far-shining landmark. The Proclamation of the direct supremacy of the Crown sealed the unity of Indian government and opened a new era. The journey was arduous, and the advance may have sometimes seemed slow; but the incorporation of many

strangely diversified communities, and of some three hundred millions of the human race, under British guidance and control has proceeded steadfastly and without pause. We survey our labours of the past half century with clear gaze and good conscience.

2. Difficulties such as attend all human rule in every age and place, have risen up from day to day. They have been faced by the servants of the British Crown with toil and courage and patience, with deep counsel and a resolution that has never faltered nor shaken. If errors have occurred, the Agents of my Government have spared no pains and no self-sacrifice to correct them: if abuses have been proved, vigorous hands have laboured to apply a remedy.

3. No secret of empire can avert the scourge of drought and plague, but experienced administrators have done all that skill and devotion are capable of doing, to mitigate those dire calamities of nature. For a longer period than was ever known in your land before, you have escaped the dire calamities of war within your borders. Internal peace has been unbroken.

4. In the great Charter of 1853, Queen Victoria gave you noble assurance of her earnest desire to stimulate the peaceful industry of India, to promote works of public utility and improvement, and to administer the Government for the benefit of all resident therein. The schemes that have been diligently framed and executed for promoting your material convenience and advance—schemes unsurpassed in their magnitude and their boldness—bear witness before the world to the zeal with which that benignant promise has been fulfilled.

5. The rights and privileges of the Feudatory Princes and Ruling Chiefs have been respected, preserved, and guarded; and the loyalty of their allegiance has been unswerving. No man among my subjects has been favoured, molested, or disquieted, by reason of his religious belief or worship. All men have enjoyed protection of the law. The law itself has been administered without disrespect to creed or caste, or to usages and ideas rooted in your civilization; it has been simplified in form, and its machinery adjusted to the requirements of ancient communities slowly entering a new world.

6. The charge confided to my Government concerns the destinies of countless multitudes of men now and for ages to come; and it is a paramount duty to repress with a stern arm guilty conspiracies that have no just cause and no serious aim. These conspiracies I know to be abhorrent to the loyal and faithful character of the vast hosts of my Indian subjects, and I will not suffer them to turn me aside from my task of building up the fabric of security and order.

7. Unwilling that this historic anniversary should pass without some signal mark of royal clemency and grace, I have directed that, as was ordered on the memorable occasion of the Coronation Durbar in 1903, the sentences of persons, whom our Courts have duly punished for offences against the law, should be remitted, or in various degrees reduced; and it is my wish that such wrongdoers may remain mindful of this act of mercy, and may conduct themselves without offence henceforth.

8. Steps are being continuously taken towards obliterating distinctions of race as the test for access to posts of public authority and power. In this path I confidently expect and intend the progress henceforward to be steadfast and sure, as education spreads, experience ripens, and the lessons of responsibility are well learned by the keen intelligence and apt capabilities of India.

9. From the first, the principle of representative institutions began to be gradually introduced, and the time has come when, in the judgment of my Viceroy and Governor-General and others of my counsellors, that principle may be prudently extended. Important classes among you, representing ideas that have been fostered and encouraged by British rule, claim equality of citizenship, and greater share in legislation and government. The politic satisfaction of such a claim will strengthen, not impair, existing authority and power. Administration will be all the more efficient, if the officers who conduct it have greater opportunities of regular contact with those whom it affects, and with those who influence and reflect common opinion about it. I will not speak of the measures that are now being diligently framed for these objects. They will speedily be made known to you, and will, I am very confident, mark a notable stage in the beneficent progress of your affairs.

10. I recognise the valour and fidelity of my Indian troops, and at the New Year I have ordered that opportunity should be taken to show in substantial form this, my high appreciation, of their martial instincts, their splendid discipline, and their faithful readiness of service.

11. The welfare of India was one of the objects dearest to the heart of Queen Victoria. By me, ever since my visit in 1875, the interests of India, its Princes and peoples, have been watched with an affectionate solicitude that time cannot weaken. My dear son, the Prince of Wales, and the Princess of Wales, returned from their sojourn among you with warm attachment to your land, and true and earnest interest in its well-being and content. These sincere feelings of active sympathy and hope for India on the part of my Royal House and line, only represent, and they do most truly represent, the deep and united will and purpose of the people of this Kingdom.

12. May Divine protection and favour strengthen the wisdom and mutual good-will that are needed for the achievement of a task as glorious as was ever committed to rulers and subjects in any State or Empire of recorded time.

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Message from His Majesty, King Edward VII, King of  
England, Emperor of India, as read out by  
His Excellency the Viceroy at  
The Delhi Darbar-----1903.

"It gives me much pleasure to send a message of greeting to my Indian people on the solemn occasion when they are celebrating my Coronation. Only a small number of the Indian princes and representatives were able to be present at the ceremony which took place in London, and I accordingly instructed my Viceroy and Governor-General to hold a great Durbar at Delhi in order to afford an opportunity to all the Indian Princes, Chiefs and peoples, and to the officials of my Government, to commemorate this auspicious event. Ever since my visit to India in 1875 I have regarded that country and its peoples with deep affection, and I am conscious of their earnest and loyal devotion to my house and Throne. During recent years many evidences of their attachment have reached me, and my Indian troops have rendered conspicuous services in the wars and victories of my Empire. I confidently hope that my beloved son the Prince of Wales and the Princess of Wales may, before long, be able to see a country which I have, always desired that they should see, and which they are equally anxious to visit. Gladly would I have come to India upon this eventful occasion myself had this been found possible. I have however, sent my dear brother, the Duke of Connaught, who is already so well-known in India, in order that my family may be represented at the ceremony held to celebrate my Coronation. My desire, since I succeeded to the Throne of my revered mother, the late Queen Victoria, the first Empress of India, has been to maintain unimpaired the same principles of humane and equitable administration which secured for her, in so wonderful a degree, the veneration and affection of her Indian subjects. To all my feudatories and subjects - throughout India I renew the assurance of my regard for their

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liberties, of respect for their dignities and rights, of -  
interest in their advancement, and of devotion to their welfare;  
which are the supreme aim and object of my rule, and which, -  
under the blessing of Almighty God, will lead to the increasing  
prosperity of my Indian Empire and the greater happiness of  
its people."

No. 882.

From

H. H. Risley, Esq., C.S.I., C.I.E.,  
Secretary to the Government of India;

To

The Secretary to the Government of Bombay,  
Educational Department.

Home Department  
Education

Calcutta, the 22nd November 1906.

Sir,

The Government of India have had under consideration the question of the abolition of fees in all primary schools which are either under public management or in receipt of grants from public funds, and they desire to be furnished with the views of local Governments upon the subject. I am therefore directed to invite a full expression of the Governor in Council's opinion upon the policy of such a measure, the means of carrying it out, and its cost. I am at the same time to explain the way in which the Governor General in Council as at present advised views the matter.

2. The abolition of fees in primary schools may be regarded both as a form of relief to certain classes of the community akin to the reduction of taxation, and as an educational measure intended to remove an obstacle to the spread of primary education. Viewed as a form of relief, it will at the outset principally affect the lower middle classes and the better-to-do cultivators, but it will as time goes on extend more and more to the poorer classes. It will also at first affect principally those provinces where education on a fee-paying basis is ~~not~~



most widely ~~extended~~ diffused, but as the standard of school attendance becomes more uniform throughout India its benefits will be more generally felt.

3. The policy of charging fees in primary schools in India rests upon paragraph 54 of the despatch of 1854; which is as follows:-

" It has been found by experience, in this and other countries, that not only is an entirely gratuitous education valued far less by those who receive it than one for which some payment, however small, is made, but that the payment induces a more regular attendance and greater exertion on the part of the pupils; and for this reason as well as because school fees themselves, insignificant as they may be in each individual instance, will in the aggregate, when applied to the support of a better class of masters, become of very considerable importance, we desire that grants-in-aid shall, as a general principle, be made to such schools only (with the exception of normal schools) as require some fee, however small, from their scholars."

The argument which is here drawn from experience in England and other countries must now be abandoned in face of the fact, that, whatever weight may once have attached to the considerations mentioned, fees have since been abolished in primary schools both in England and in an overwhelming majority of civilised countries. It was in accordance with the ancient practice of India that payments in cash or kind should be made by the pupils of schools in which arithmetic and reading and writing in the vernacular or the court language were taught; but it has also been opposed to Indian tradition to charge a fee in Sanscrit schools. Both the history of the transmission of Brahmanic learning and the practice of Buddhist schools of Burma afford striking exceptions to the proposition that the people are unable to appreciate teaching that is not bought and sold but freely given. When Government first took in hand the encouragement of vernacular education in India there was, as the

early reports show, a tendency on the part of the populace to suspect its motives, and it is possible that the charge of a fee may have helped to counteract those suspicions. But the Governor General in Council believes that the necessity for maintaining this safeguard against ~~this~~ misunderstanding has long ago disappeared.

4. The Education Commission of 1882-83 also advocated (paragraph 194) the charging of fees so far as might be consistent with the spread of education, their view being based upon (a) the financial argument as to the insufficiency of the available funds if fees were withdrawn, and (b) a reference to the broader grounds of justice to the numerous rate-payers of Northern India who, though they contribute to the cess, are not supplied with a public primary school. The latter argument --- loses its force as soon as primary education is brought within reach of all.

5. With respect to the financial reasons urged in the despatch of 1854 and by the Education Commission, the Governor General in Council apprehends that the case may be stated thus. If the Government of India have never declared that universal primary education is the end in view, yet the whole spirit of their declarations has been in favour of the fullest possible provision of primary schools. To insist upon the permanent retention of fees is manifestly incompatible not only with universal school attendance, but with anything that approaches it. They would therefore desire to abolish fees as soon as the --- finances of the country permit Government to increase the funds available for primary education to such an extent as to counteract the loss of income, which would thereby fall upon the ---- schools. The Governor General in Council hopes that this time has now arrived, but he desires to examine the question in the light of the replies to the inquiries made in this letter regarding the cost of the scheme.

6. The schools in which the abolition of fees is con-

templated are primary and middle vernacular schools for boys and for girls, whether managed by Government, by Municipal and Local Bodies, or by private persons with the aid of grants from public funds. This definition of the scope of the measure demands some explanation -

- (a) It is not intended to include the primary departments of the secondary schools. The practice in respect of the division between primary and secondary education throughout India is not uniform. In Bombay the secondary schools have no primary departments, and all pupils begin their studies in the primary vernacular schools, whereas in the other provinces the secondary schools are commonly found to possess primary departments, and it is usual for a child who intends to proceed to the secondary stage to begin in the primary department of a secondary school. It may be that some of these primary departments are separately situated and are under separate management, but if they are by their curriculum distinguished from the ordinary vernacular primary school and are preparatory to the secondary school course they should for the present purpose be reckoned as part of the secondary school system and fees should be charged as at present. If on the other hand they are indistinguishable from the ordinary vernacular schools and are in practice open to all who desire a merely vernacular education they should be reckoned as primary schools and should be free. I am to inquire whether this principle commends itself to the Governor in Council and whether its application to the Bombay Presidency presents any special difficulties.

(b) It is not intended to propose the abolition of fees in primary schools for Europeans. It appears to the Government of India that the need for such a measure, whether for the relief of parents or for the spread of education, is not established, and that it would be very much more difficult in --- European than in vernacular schools to maintain the distinction between primary schools and primary departments of secondary schools.

(c) It is proposed to abolish fees in middle vernacular schools, although these are at present included in the statistical returns under the heading of secondary schools. The Government of India have examined the history of this classification (which does not exist in Bombay) and have come to the conclusion that it cannot be reconciled with the purpose for which these schools were founded and which they still fulfil. They are confirmed in this opinion by observing that the Government of Madras, as the result of independent consideration, have also decided in future to class these schools as elementary. The history of the middle vernacular schools, which dates from a despatch of the Court of Directors of 3rd October 1849, clearly shows that they are an integral part of the machinery for the primary education of the masses through the --- medium of the vernacular, and that they are as a rule superior village schools established usually at important rural centres, entirely distinct from the system of Anglo-vernacular education leading to the Universities. They provide six or in some places seven standards above the infant class; their lower standards

are identical with those of upper primary vernacular schools; their medium of instruction is everywhere the vernacular; and they teach no English except in Madras where the teaching of English is permitted to find a place in primary schools (vide Resolution of the Government of India of 11th March 1904, paragraph 26). They provide in fact the best primary vernacular education that is given in the country, and they serve to keep up the standard of the primary schools in the neighbourhood besides supplying the normal schools with students to be trained as primary teachers. The Government of India regret to notice from Mr. Nathan's quinquennial Review (paragraphs 312 and 410) that during the period there dealt with the middle vernacular schools failed to hold their own in respect of attendance, and they consider that if these schools were penalised by being required to charged a fee while fees are abolished in the other primary schools, they will be placed at a great disadvantage. The subject of amending their classification in the statistical returns will be taken up separately hereafter; for the present the existing practice should be observed.

To sum up the remarks in this paragraph, the measure which the Government of India have under consideration is the abolition of fees in those public vernacular schools which have seven standards (or less) above the infant class, and which are under the management of Government, municipal or local bodies or are in receipt of grants-in-aid. It will be applicable to all pupils in these schools without distinction. It will not extend to the primary departments of secondary schools, nor to European schools.

7. Effect will be given to the proposal by instructing municipal and local bodies, on receipt of suitable compensation, to discontinue the charge of fees in schools under their management, and by laying it down, as a condition of the grant of aid to a primary school of the kind defined above, that no fees shall be charged, a corresponding increase being at the same time made in the amount of the grant-in-aid. A question here arises whether all aided schools should be required to abolish fees, or whether some should be allowed to retain them while foregoing the additional grant. Looking to the fact that the greater part of primary education is given in schools under private management, the Governor General in Council considers it would be impossible to leave the application of a general policy of ---- abolishing fees to the discretion of the managers, and that abolition must be insisted on as a necessary condition of their receiving any aid at all. But there may be exceptional schools in which the Governor in Council might think it advisable still to permit fees to be charged, and the Government of India would be glad to be advised as to the principles upon which such --- exceptions (if any) should be recognised. In the adjustment of grants-in-aid so as to compensate managers for the loss of fees, the Government of India would deprecate any attempt to introduce a special grant calculated upon the fees formerly charged in each school. They consider that the scale of grants should be revised as a whole, so as to afford proper support to a system based upon the rule that fees are inadmissible.

8. Girls' schools under public management usually charge no fees, except in Madras and Bengal, where there is provision for remitting the fees when required. The aided schools nevertheless levy fees, which reach an appreciable amount in Madras, Bombay, Bengal and Burma. In boys' schools the rates of fees are usually not prescribed by the Department, but are left to the discretion of the local bodies or the private managers. The Departmental rules, however, provide for the admission of a certain proportion of pupils without payment of fees, this propor-

tion being fixed in some provinces at 10 per cent., in others at 20 per cent. and in one at 25 per cent. Agriculturists in the Punjab pay no fees, and cess payers in Bombay pay half fees only. There are other provisions for reducing or remitting fees in backward localities for children of low caste or of aboriginal races, and for children belonging to a few other cast categories. Some of the education reports of recent years show how the local boards and managers use the discretion which is left to them under these rules, what rates are fixed, and what experiments are made in the abolition of fees, but most of them are silent upon these points.

9. The statistical tables record for each kind of school the total amount "expended from fees." The amounts returned for the year 1904-05 as having been expended from fees in primary and middle vernacular schools, excluding schools for Europeans, are -

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Madras .. .. .	4,97,636
Bombay .. .. .	2,81,787
Bengal .. .. .	18,33,760
United Provinces .. ..	1,63,802
Punjab .. .. .	1,03,939
Burma .. .. .	35,941
Central Provinces .. ..	26,050
Assam .. .. .	23,735
North-West Frontier Province	3,693
Coorg .. .. .	3,811
Total ..	<u>29,74,154</u>

Of this sum the amount of fees expended in schools under public management was ₹6,14,388, and in aided schools ₹23,59,766.

The amount of fees expended in unaided schools is not included in the total of 29½ lakhs given above: it was returned as a total of ₹4,17,856. These figures are given in further detail in the table appended to this letter. The Government of India

are aware that the return from which they have been compiled may not be in all cases strictly accurate, especially in respect of aided schools, where the teachers collect and retain the fees, receiving some in cash and some in kind.

10. In March 1905 an Imperial assignment of 35 lakhs was made for the improvement and extension of primary ~~xxx~~ education, and it is hoped that this may have resulted in a considerable increase in the number of children attending school. The --- average amount of fee per school in all the schools under consideration is approximately one rupee annually. It may probably therefore be estimated that an increase in the number of children attending schools since 1905 will be accompanied by an increase of one rupee a head in the fees collected, over and above the 29½ lakhs just mentioned.

11. It is not proposed to enter upon the question of fees collected in unaided schools. So long as a school does not ask for aid from public funds it must be left free to charge fees as at present. But it seems probable that in many cases unaided schools will no longer be able to charge fees if the board and aided schools in their neighbourhood cease to do so, and that if deprived of this source of income they may be unable any longer to support themselves. The Governor General in Council would not regard it as practicable to compensate such schools by a special grant intended to replace only their fee income, but it would be necessary to give them the option of coming on to the list of aided schools, and receiving aid at the full rates subject to the usual conditions. At the present rates of aid, enhanced by an allowance equal to the fees charged in aided schools, the cost of the conversion of all unaided schools into aided schools would amount to 9½ lakhs annually; but it is not to be expected that all the unaided schools will at once be converted into aided schools, and the Government of India would be glad to be furnished with some forecast of the probable effect of the proposed measure in this direction.



12. The calculations contained in the preceding paragraph relate only to the immediate financial effect of remitting the fees of those pupils who are now at school or who are being attracted to school by the expansion of the primary school system now in progress. But account must also be taken of the expansion of the primary school system which will inevitable result from the abolition of fees. This question presents considerable difficulty. On the one hand it seems probable that a considerable number of parents who now have their children educated at home by poorly paid teachers will be tempted by the abolition of fees to send their children to school. Again there may be some who are at present deterred by the fee, and are either unable to obtain the remission of fees under the rules or are unwilling to apply for it. It is possible also that the removal of the fee in the vernacular schools and its retention in the primary departments of the secondary schools may cause some further increase in the practice of sending children who will ultimately proceed to a secondary school to begin their education in a vernacular school. On the other hand it is not safe to assume that the chief or ~~the~~ only reason why the bulk of the population do not at present send their children to school is the difficulty of finding the fee. They may neglect to do so from hereditary custom or because attendance at school is thought likely to prevent a boy from learning his traditional occupation, or, again, because his services are required in the workshop or in the field. In short while the abolition of fees will remove one of the obstacles to the wider spread of primary education, the Government of India do not expect it to result at once in a great increase of the number of children at school. This may be the ultimate result; but it will come about only by slow degrees and other causes will contribute to produce it. The Government of India desire particularly to be favoured with the opinion of the Government of Bombay upon these points.

13. If fees are abolished, it will be necessary for ~~the~~ Government to be assured that the benefit really reaches the

people for whom it is intended, and it is hoped that it will be possible to take efficient measures to prevent teachers from exacting fees as heretofore. This question requires special consideration in connection with the many aided schools where payments are made by the parents in kind as well as in cash. The Government of India are not aware whether payments in kind are uniformly excluded from the returns of fees sent in by such schools, or whether an estimate of their value is in some cases included. In any case it will be necessary to discontinue them, and to allow for their discontinuance in settling the enhanced rates of grant. The presents made in kind are, however, often irregular and of an amount not stipulated beforehand, and there may be some danger of their continuance under the name of voluntary contributions. It appears probable that some vigilance and perhaps special regulations may be required in order to prevent the virtual evasion of the principle that children should receive primary education without payment.

14. Of the ulterior effects of abolishing fees, one of the most probable and most costly appears to the Government of India to be the absorption of a large proportion of the aided schools into the board school system. To attract voluntary contributions, and to encourage combination for local purposes than the board schools. The total voluntary contributions returned for primary schools reach the small amount of 5 lakhs, and experience does not warrant the belief that as Government redoubles its efforts to bring primary schools within the reach of all, private persons will, without special reasons, volunteer to bear the cost of what would otherwise be provided by Government. The Missions will doubtless still maintain their schools, and some men of wealth and local importance will continue to regard the provision of a primary school as an honourable public duty. The policy of Government will still be to encourage such institutions by grants-in-aid and by other means in their power. But to demand from a village voluntary contributions towards an

aided school differs little from asking the people to pay fees under another name. The Government of India have noticed without surprise that in the rural districts of the Central Provinces the aided schools have, with negligible exceptions, been converted into board schools, and that a similar change has recently been made in the lower primary schools in Assam. They have also been informed by the Government of Madras that of the aided schools in that Presidency 7,000 are the private ventures of the teachers and have no source of income except the fees and the grant; and that this fact has already suggested some reconsideration of their status. If fees are abolished, the chief distinction between such aided schools and board schools will disappear, for the grant will become the sole source of subsistence of the teacher, and the theory of independent management will not long survive this change. In so far as this involves the improvement of all such aided schools up to the level of publicly managed school the Government of India see no reason to regret or to hinder the progress of ~~such~~ events; but the cost may be gauged by the fact that two million children are being instructed in aided primary schools as compared with one million in publicly managed schools, and that the annual cost to the public funds of each child is on an average ₹1-5-0 in the former and ₹5 in the latter.

I am to ask that some information may be given for the Bombay Presidency regarding the description and number of aided primary schools which are in receipt of bona fide voluntary subscriptions and the circumstances in which they exist, and as to the number on the other hand which have no source of income except fees and grants. I am also to invite the opinion of the Government of Bombay as to the probability of the results described in this paragraph as likely to follow from the abolition of fees.

15. In proposing the abolition of fees the Governor General in Council would desire also, if possible, to suggest

that books and other school requisites should be supplied for the use of the children without charge. His Excellency in Council desires to be informed whether this would be in accordance with the views of the local Government and what would be its probable cost.

16. The Governor General in Council has considered the possibility of abolishing fees gradually instead of per saltum. If this were done, the first step would presumably be taken with the lower primary schools. It appears however from the following considerations to be desirable, if it is financially possible to proceed per saltum:-

- (1) The administrative measures required and the financial calculations involved in dealing with part of a school instead of a whole are more troublesome.
- (2) Greater confidence can be felt that fees will really be discontinued if they are inadmissible in all the standards of a school.
- (3) If fees in lower primary classes are abolished and those in upper primary classes remain as at present, children will be discouraged from proceeding beyond the lower primary stage. If pro rata reductions are made in upper primary classes, it would involve arrangements too complicated for simple village schools.

17. If the replies of local Governments are favourable and the probable cost is found to approximate to that which is here estimated, the Government of India, before directing any steps to be taken, would endeavour, with the sanction of the Secretary of State, to make, when circumstances permit, an assignment of funds for the immediate cost of the scheme. The future increase of the charge would probably be gradual, and would, it is hoped, be within the power of the local Government to meet from the growth of its assigned revenues. If in any case this should be

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found to be impossible, the Government of India will be prepared to consider the matter on its own merits. I <sup>request</sup> am to ~~XXXXXX~~ that the Governor in Council will now be good enough to favour the Government of India with his views upon the whole question, including any important points arising from it which the present letter may have omitted to treat. The Governor General in Council will be much obliged by an early reply.

I have the honour to be,

Sir,

Your most obedient servant,

G. B. H. Fell,

For Secretary to the Government of India.

T A B L E

Total Fees in Primary and Middle Vernacular Schools

(excluding Schools for Europeans), 1904-05

Province	Public Managed				-Aided		Unaided		Grand Total	
	Boys	Girls	Total	Boys	Girls	Total	Total			
Madras .. .. .	₹ 1,30,077	₹ 2,904	₹ 1,32,981	₹ 3,44,889	₹ 19,766	₹ 3,64,655	₹ 1,54,028	₹ 845	₹ 1,54,873	₹ 6,52,509
Bombay .. .. .	₹ 1,70,773	₹ 202	₹ 1,70,975	₹ 94,883	₹ 15,929	₹ 1,10,812	₹ 10,553	₹ 9,198	₹ 19,751	₹ 3,01,538
Bengal .. .. .	₹ 31,745	₹ 51	₹ 31,796	₹ 17,86,337	₹ 16,627	₹ 18,01,964	₹ 2,32,097	₹ 1,013	₹ 2,33,110	₹ 20,66,870
United Provinces ..	₹ 1,51,333	...	₹ 1,51,333	₹ 11,565	₹ 904	₹ 12,469	₹ 234	...	₹ 234	₹ 1,64,033
Punjab .. .. .	₹ 93,182	₹ 71	₹ 93,253	₹ 10,167	₹ 519	₹ 10,686	₹ 4294	...	₹ 4,294	₹ 1,08,233
Burma .. .. .	₹ 3,146	...	₹ 3,146	₹ 23,717	₹ 9,078	₹ 32,795	...	...	...	₹ 35,941
Central Provinces and Berar	₹ 10,647	₹ 126	₹ 10,773	₹ 15,105	₹ 172	₹ 15,277	₹ 3,926	...	₹ 3,926	₹ 29,976
Assam .. .. .	₹ 14,305	₹ 5	₹ 14,310	₹ 8,827	₹ 598	₹ 9,425	₹ 811	...	₹ 811	₹ 24,546
North-West Frontier Province	₹ 2,246	...	₹ 2,246	₹ 1,437	₹ 10	₹ 1,447	₹ 855	₹ 2	₹ 857	₹ 4,550
Coorg .. .. .	₹ 3,511	₹ 64	₹ 3,575	₹ 171	₹ 65	₹ 236	...	...	...	₹ 3,811
<b>Total..</b>	<b>₹ 6,10,965</b>	<b>₹ 3,423</b>	<b>₹ 22,96,098</b>	<b>₹ 63,668</b>	<b>₹ 63,668</b>	<b>₹ 23,59,766</b>	<b>₹ 4,06,793</b>	<b>₹ 11,058</b>	<b>₹ 4,17,856</b>	<b>₹ 33,92,010</b>