In ancient times, education was closely connected with religion. People were inspired by a sense of piety to render financial aid in matters of education. The main source of educational finance in those days was grant of land made by the rulers or landed aristocracy. The Khoanga-mukhi grant of the King Dharmapala, a ruler of Kamrup, in the eleventh century A.D., records that the King made a gift of land to a Brahman from Madhyadesa. Again, king Jaypala of twelfth century A.D. made a similar grant to Prahasa, a Pundra Brahman from South Bengal. These grants were generally made for the diffusion of Brahminical learning and culture to the inhabitants of Assam. Following the earlier tradition, David Scott, the Agent to the Governor-General, North-East Frontier, set apart eleven small estates of thirty puras of rent free lands for the support of indigenous school masters; a few of them were allowed, in addition an allowance of rupees five per month for their higher qualification. In 1827, for the support of above schools a sum of


2. Ibid.

* 5,877 square yards.

3. B.P.P., 1834; 10 July, No. 211, Jenkins to Deputy Secretary Government of Bengal, 21 June; also A.S., letters issued to the Government; Vol. No. 1,1834-35; Jenkins to Deputy Secretary, Government of Bengal, 21 June, 1834.
rupees four hundred and twenty was sanctioned and this was increased in 1830 by an additional grant of Rs. 215/-. These grants continued till the year 1833.

Since 1813, the East India Company set apart for the education of the Indians a sum of rupees one lakh to be spent annually towards the revival and improvement of literature and knowledge of sciences. This grant was raised in 1833, when the Charter of the East India Company was renewed. Lord William Bentinck, the then Governor-General of India and a staunch supporter of English education, decided that the funds at the disposal of the General Committee of Public Instruction should be spent for imparting the Indian a knowledge of English literature and sciences through the medium of English language.

EARLY FINANCIAL POLICY:

In pursuance of this policy, as has already been mentioned, two Government schools were established one at Gauhati (1835) and the other at Sibsagar (1841). The amounts sanctioned for the Gauhati School was Rs. 294/- and for

4. G.C.P.I.B., Gauhati School; Matthie to Jenkins, 13 February, 1838.

5. Basu, A.N.; Indian Education in Parliamentary Papers, 1832; Part 1, P.148; also sharp, H; Selection from Educational Records, 1781-1839; Part 1, P.22, vide East India Company's Act of 1813, Section,43.


7. G.C.P.I.B., Gauhati School; Singer to Local Committer, 31 December, 1836.
Sibsagar School Rs. 260/- per month. Occasional grants were made for school houses and for their repairs; but these were so meagre that the schools could hardly subsist on these alone. Hence it had to collect funds from private individuals in the form of donations or subscriptions. In 1836, to the Gauhati School Jognoram Phukan, Sadar Amin of Gauhati, Maharaja of Cooch-Behar, and Dayaram Barua, the Choudhury of Dharampore, donated an amount of rupees one thousand each. Moreover, a subscriptions amounted to a sum of Rs.1,740/- was collected from the residents of Gauhati for the erection of the school buildings. Later, (1842-43), the Council of Education increased the grant of the Gauhati School to Rs.630/- and to Sibsagar School to Rs.2,910/-.

In 1839, with the establishment of twenty-two village schools in Kamrup, the Government had to incur an additional expenditure of rupees seventy-nine per month. The grant to a particular school was always augmented by the allotment of *rupit land; but these grants varied from school

8. B.E.P., 1842; 9 February, No. 22, Secretary, Government of India to Secretary, Local Committee of Sibsagar.


10. B.P.P., 1835; 30 March, No. 3, Bogle to Jenkins; also A.S., letters issued to the Government; Vol. No. 1, 1834-35; Jenkins to Macnaghten, 10 March, 1835.


* best cultivable land.
to school (Details in Appendix-B). Till 1843, total sum sanctioned for the establishment and support of vernacular schools in Assam stood at Rs. 4,106/-. But this meagre annual assignment and the consequent slow progress of education led the Government of Assam to tap new sources of revenue, namely, fees and fines. It was decided that every individual in Assam who availed himself of the benefits of the public seminaries for the education of children should contribute, as much as possible, for their support; and the deficit should be paid out of the general revenue. Thus, with effect from 1842, a system of voluntary payment of fees and fines at a trifling rate was introduced, but these impositions were not substantial. Naturally, therefore, the Government levied a nominal tuition fee to be paid by all pupils. Inspite of this, the means at the disposal of the Government for education remained almost the same. In 1853-54, the total amount spent from public revenue towards education was Rs. 14,460/-. Not, unoften, the Government of Bengal extended trifling financial help towards the schools.

12. A.S., File No. 397; Matthie to Jenkins, No. 15, 11 June, 1839.

13. B.E.P., 1843; 4 December, No. 14, Secretary, Government of Bengal to Officiating Secretary, Government of India.


15. R.P.I.B., 30 September, 1852 to 27 January, 1853; Appendix-G.
in the hill districts; thus in 1826, a sum of Rs. 5,400/- was sanctioned for the education of the Garos. Likewise, in 1836, Agent to the Governor-General granted rupees one thousand to the American Baptist Mission for their educational institutions.

**GRANT-IN-AID:**

A great change in the financial policy occurred when the Despatch of 1854 decided to adopt the system of grant-in-aid to ensure rapid progress of education without increasing the expenditure of the Government. In pursuance of this recommendation, the Government of India decided to grant aid to all schools which imparted a good secular education provided they were under efficient local management and the managers should agree to any condition that might be laid down for the regulation of such grants and also charge some fees from their pupils. In his minute of 30 December, 1854, Lord Dalhousie, the Governor-General of India, ordered that grant-in-aid should in no case exceed in amount the sum expended on the school by the private bodies.


19. Quoted in Misra, A; *Educational Finance in India*, p.94.
The amount and continuance of aid were to depend upon the peculiar circumstances of each school as well as district, and on the periodical reports made by the Inspecting Officers on the progress of the schools. These grants were generally made for the increase in staff and augmentation of the salaries of teachers, scholarships, buildings, text books and school equipments. As this system was not so much conducive to the spread of education in the backward areas, the despatch further declared that it would be necessary for few years to sanction additional grants by Government for the educational institutions in the districts where there was little prospect of private enterprise; when the people would come forward in the field of education, this step might be discontinued with the gradual advancement of the system of grant-in-aid.

Steps were immediately taken by the Government of Assam in both directions. In the year 1854-55, total receipts for education were Rs. 14,599/-, of which an amount of Rs. 12,866/- was spent from the Government's funds. In the next two years, the grant to Khasia Hills was raised to rupees six hundred and that to the Kacharis in Darrang under the Society for the Propagation of the Gospel to rupees five

21. Ibid., Para. 62.
hundred. In plain districts, Government spent ₹ 3,972/- for two Government schools and ₹ 8,998/- for vernacular schools. To revive the indigenous system of education, in 1857, the Government spent ₹ 275/- for rewarding the indigenous school-teachers at the rate of one rupee per mensem for every ten boys under instruction, and the continuance of the reward was to depend upon the school being subject to the inspection and general control of the Education Department and being maintained in a tolerably efficient state. They were not allowed to levy any fees.

Nonetheless, the execution of the scheme was interrupted by the Mutiny of 1857. After the transference of power to the Crown in 1858, the weakness of the grant-in-aid system was discovered; the Secretary of the State for India found in 1859 that the grant-in-aid system was unsuited to the spread of vernacular education to the masses. Very little interest was shown by the people of Assam in making the necessary local efforts for securing the aid from the Government; on the contrary, the Missionaries gladly accepted grant-in-aid from Government. Therefore, it was decided in 1859, that the means of vernacular education or elementary education should be provided through direct instrumentality

23. R.P.I.B., 1856-57; Table - VI, P.12.
of the Government. In Assam, the expenditure towards education in 1860-61 was Rs. 18,163/- as against the allotted grant for this purpose was Rs. 14,386/-; within two years an additional amount of Rs.18,955/- was spent from Government's funds. To implement the recommendations of the despatch, it was realised that a huge sum of money was required and the existing educational grants were extremely inadequate for meeting the requirements of the country. As a solution it was realised, that the voluntary local support should be obtained by imposing an educational cess from which the cost of all the schools throughout the country should be defrayed. The local cess was first imposed on a voluntary basis in 1863; and its levy was made general in 1869 in almost all states of India. But the compulsion of this levy was not made in Assam and Bengal where the Governments thought that the levy would involve a breach of faith on the part of the Government; and the fear of public agitation prevented the Government of Bengal from levying local rates for education till 1873.

Nevertheless, expenditure in education, on the whole, showed an increasing trend. In 1860, the annual grant

26. C.D., 1859; 7 April, No. 4, Para. 50.
27. R.P.I.B., 1860-61; Appendix - D., vide, tables 1 to VI.
to Khasi-Jayantia Hills was increased to Rs. 1,860/- as against rupees six hundred in 1854; and again it rose to rupees six thousand in 1862-63. In 1876, the grant-in-aid to Cherra Normal School was fixed at Rs. 4,800/- a year. In Garo Hills the Government made an annual grant of Rs. 1,224/- of which, rupees six hundred was allotted for the support of Garo pupil teachers in the central school and Rs. 624/- was granted annually for village schools established and maintained in the hills. A special grant of rupees two hundred fifty was given to Mr. Bronson, an American Baptist Missionary, for the preparation of Garo Text Books. Similar grants were made to every district of Assam; of which rupees twelve thousand was sanctioned annually to Gauhati School in order to raise it to the status of a collegiate school. Special grants were made for the execution of school buildings and these amounted to Rs. 3,600/- for Silchar, Goalpara, Tezpur Government schools, and for vernacular school building at Dibrugarh on the condition that an equal sum should be raised from local subscriptions. Thus the expenditure, both from


31. B.E.P., 1867; 27 July, No. 20, Harrison, Junior Secretary, Government of Bengal to the Director of Public Instruction.

32. B.E.P., 1865; 26 August, No. 48, Secretary, Government of Bengal to the Commissioner of Assam.

33. B.E.P., 1862; 15 September, No. 24; also B.E.P., 1867; 14 June, No. 17; also B.E.P., 1868; 30 April, No. 82; also B.E.P., 1870; 2 May, No. 1.
private and Government sources rose to Rs. 93,184/- in 1870-71 from Rs. 16,551/- in 1860-61, and Government's expenditure amounted to Rs. 59,216/- in 1870-71 from Rs. 13,473/- in 1860-61.

**DECENTRALISATION:**

In spite of this steady increase in the Government's expenditure, the existing financial relation between the Government of India and the local Government was far from being satisfactory. The distribution of the public income degenerated into something like a scramble. Moreover, the local economy led to no local advantage. Consequently, the interest in developing public funds was brought down to the lowest level. Under this system, not unfrequently, the Government of India and local Government differed on the execution of the measures involving expenditure due to division of responsibilities that was not clearly defined. In order to obviate these difficulties, it was considered expedient to entrust the local authorities to find out funds necessary for administrative improvements. Accordingly, in December 1870, under the new scheme of decentralisation of administration the

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Government of India agreed to make over to the local Government several departments of administration including education. But, this did not mean that provincial autonomy was sanctioned in the matter of education. As the resources of the provinces were limited, they had to depend on the annual assignment of the Central Government. The latter generally laid down the policy and watched its implementation. Again the Provincial Governments had to obtain previous sanction from both the Central Government and the Secretary of State for India for all schemes of educational legislation prior to their introduction.

SOURCES OF REVENUE:

Sources of revenue consisted of Imperial and Provincial grants, Local cesses and Municipal assignments. The private sources derived from fees, donations, endowments and subscriptions. From the Imperial revenues, collected from sources like, postal department, railways, central excise etc., lump sum grants were sanctioned to the states according to their demands. The Imperial budgets during the last thirty years of the nineteenth century exhibited only deficits on account of repeated famines and wars against Afghanistan, Burma and defensive preparation made against the Russian menace in the North-West Frontier. In consequence of these calamities economic sufficiency was adversely affected and

the Government of India totally stopped the grants to education.

PROVINCIAL REVENUES:

The financial burden of education, inevitably, fell on the Provincial Government, whose revenues were collected mainly from forest, excise and some other minor items. In 1871-72, the collection from Provincial revenue for education was Rs. 54,454/- whereas after ten years it rose to Rs. 1,32,921/- and at the end of 1918-19, it rose to Rs. 14,23,060/-. Statistics show that the provincial subvention to education increased enormously. In actual practice, it was found that the increase was hardly proportionate to the demand, mainly because under the decentralised scheme about two-thirds of the total revenues of the country went to the imperial exchequer and only one-third to the provincial Government from which each Government had to meet the expenses of their eight transferred heads. To meet the growing demands of education, the system of multiple sources for financing education were devised. Of these, mention may be made of the following:

LOCAL RATES:

The local taxes in rural areas took the form of a cess on land revenue and in urban areas a tax on houses.

38. R.P.I.A., 1871-72; and 1918-19; vide statistical tables.

During 1861-71, local rates were imposed in different provinces of India except Bengal on account of the legal difficulties arising out of the 'Permanent Settlement'. In 1870, the opinions of the district officers of Assam were called forth on this particular point whether the imposition of rate would be fitted into the system of annual settlement as obtained in Assam. At first objection was raised against the immediate imposition of a cess on the ryots which was supposed to be equal to one percent on the gross rental assessment. But it was expected that if the Government would also contribute a similar amount of money, then the imposition of that cess on the ryots would not be very heavy. The total amount of revenue of land for the year 1872-73, including the revenues derived from ferries, fisheries and excise (abkari) amounted to Rs. 3,60,000/-. One percent on this amount would yield a sum of Rs. 36,000/-. If this sum would be given by the Government as Government's contribution towards education, then a similar sum might be raised from the ryots paying one percent contribution towards the maintenance of primary schools. To collect this amount from the ryots, the cess should have to be entered into each man's pattah in the Collector's office. Some district officers stated that this imposition might raise susceptibilities and fears of the ryots; because they would realise that the rate of land revenue was somehow raised on the plea of educational cess. Therefore, some district officers objected to the imposition of a new
cess. Inspite of this, the Government of Bengal was pursuaded by the Deputy Commissioner of Nowgong that the annual settlement being made, there should be added an educational cess in each man's pattah at the rate of two pice in each rupee of revenue. This levy should be imposed in all mouzas where primary schools were in existence or might be established. As this plan was quite a feasible one, the Government of Bengal after six years of discussions, introduced the system in Assam in 1879. During the year 1879-80, the fund collected under this head amounted to ₹32,897/-; next year this amount rose to ₹59,678/-, and in the subsequent years the increase per year was ₹10,776/-. At the end of the period under review the fund collected from this source amounted to ₹3,98,733/-.

MUNICIPAL FUND:

In 1882, Lord Ripon the then Viceroy of India, introduced a scheme under which all Municipal act recognised education as one of the local object on which Municipal funds might be spent. The Municipalities in Assam were yet to be developed to take the leading role in education. Nevertheless, in 1874-75, the total collection under this head was rupees three hundred and eighty, after ten years it amounted to

40. A.S., Letters issued to the Government; Vol.No. 49; May to July 1873, No.6, 16 May, 1873.
41. Croft, A.; Review of Education in India in 1886; P.131.
42. R.P.I.A.,1918-1919;vide statistical tables in Appendices.
43. Croft, A.; Review of Education in India in 1886; P.132.
Rs.1,844/-.

In the subsequent years, the rate of increase per year was Rs.714/- and thus in 1918-19, the fund earmarked for education was Rs.24,277/-.  

IMPERIAL ASSIGNMENT:  
(a) Primary education:

With the beginning of the twentieth century, on the cessation of natural calamities and hostilities in the North-West Frontier on the one hand and the successful working of the state undertakings on the other the financial position of the Government of India was considerably improved and deficit budgets were over. As a result, the Imperial Government was in a position to give Provincial Governments larger grants, both recurring and non-recurring, for education. In Assam, of the special grants received for the years 1902-04, amounting to rupees two lakhs, Rs. 50,000/- were allotted in these years to Local Boards for the improvement of primary education and Rs. 1,02,209/- as the special grants for the improvement of lower primary school houses. The balance was reserved to meet the initial expenditure in connection with the establishment of training schools. Out of the recurring grant of one lakh in 1904-05, the Local Boards received an annual subsidy of Rs. 50,400/- for primary education.

44. R.P.I.A., 1918-1919; vide statistical tables in Appendices.

education and Rs. 35,000/- for school furniture and apparatus and Rs. 14,600/- was reserved to meet the cost of new Inspecting staff. Grants were also made to Local Boards for opening seven hundred new lower primary schools and for building houses for them; while a sum of Rs. 7,581/- was spent for various purposes, such as, (i) the maintenance of training classes (ii) establishment of state girl's schools at Habiganj, Jorhat and Dibrugarh (iii) grant to Garo Hills' Mission and (iv) the appointment of a new Deputy Inspector for Garo Hills and six Sub-Inspectors for primary schools. From 1906-07 to 1911-12, the total amount granted under this head for the improvement of primary education amounted to Rs. 4,69,548/- and the amount spent was Rs. 4,63,156/- as specified below:

(1) the establishment of a system of Board lower primary schools with improved buildings and equipments, (2) the encouragement of female education by the grant of capitation allowances for the attendance of girls in the boys schools. (3) the encouragement of Muhammadan education by granting capitation allowances for the teaching of Urdu in upper primary schools. (4) the secularisation of muktabas and (5) the payment of salaries to teachers of Board lower primary schools at increased rate of rupees eight in case of trained teachers and rupees five in case of untrained teachers.

47. Ibid.; 1907-08-1911-12; Vol. No. 1, Pp.68-69.
In 1918-19, the total amount of Imperial grant amounted to rupees one lakh a year was made for general improvement of primary schools under following heads:

(i) Improvement of primary schools under Local Board and Municipalities by taking over muktaps and venture schools, and increasing the staff of existing schools. (ii) Provident funds for teachers in the employment of local bodies. (iii) Reorganisations of the Inspecting staff dealing with primary education. (iv) Establishment of two training schools for primary school teachers, one in each Valley and the reorganisation of the training schools at Jaiaw in Khasi-Jayantia Hills.

(b) Secondary education:

The recurring Imperial grants for the improvement of secondary education were two in number, (i) coronation grant for the 'improvement of aided secondary English schools', (ii) Government of India's grant for 'secondary education'. The former was of Rs.30,000/- and latter of Rs.34,000/- per annum. The expenditure in 1916-17, from this grant amounted to Rs. 58,625/-. This was but a fraction of the amount which the sanctioned schemes would finally cost when they were fully implemented. Considerable increase in expenditure would be necessary in providing for the large number of new

49. Report on the Progress of Education in Assam, 1913-1917; P.46.
officers who had been enrolled in lower cadre of the Subordinate Educational Service. In 1913, the total amount of the grant allotted to secondary and training institutions stood at ₹ 3,00,000/- . The recurring grant was expended in, (a) provincialization of six high schools formerly on the aided list and the permanent provincialization of another school where provincialization was of a temporary character (₹ 16,628/-); (b) additional staff for Government high schools to meet expansion and for improvement in pay and qualifications of certain teachers (₹ 33,960/-); (c) provision clerks for high schools (₹ 3,600/-); (d) improvement of staff in the middle English schools (₹ 384/-); (e) appointment of an Assistant Inspector of schools, Surma Valley and Hill districts (₹ 3,063/-); (f) maintenance charge of a motor launch for Inspector of the Surma Valley and Hill districts (₹ 990/-).

Out of the total non-recurring grant of ₹ 4,31,871/- for secondary schools and training institutions, the whole was expended. The expenditure in respect of secondary schools was directed to the provision of additional buildings and equipments for Government schools and grant for buildings and equipments in respect of aided schools.


51. Ibid.
(e) Collegiate education:

The responsibility of the Government towards financing the collegiate education came after 1901 when the Cotton College came into existence. There were two grants for collegiate education. At the beginning, there was a recurring grant of Rs.20,000/- and in 1913, this was raised to Rs.30,000/-. The entire grant was utilised in meeting part of the cost of raising the pay of Lecturers of the Cotton College as well as in adding additional Professors to the staff. The staffing of the Earle Law College involved an expenditure from this grant of Rs. 14,700/- a year.

In 1912, there was a non-recurring grant of Rs. 3,00,000/- for colleges, secondary schools and training institutions, besides a recurring grant amounting to Rs.1,51,871/-. The entire amount of the non-recurring grants for collegiate education was expended upon Arts colleges, (i) in erecting a new Arts block for Cotton College (ii) adding its laboratory equipments and library, and (iii) making a provision for a site for European Professors' quarters and for part of the cost of erecting residences upon it. For Murarichand College, allocations were made for, (i) the acquisition of a small site, (ii) erecting temporary hostels upon it, (iii) the improvement of laboratories (iv) gas and

52. Report on the Progress of Education in Assam, 1913-1917; P. 32.
water installations and (v) temporary building for the purpose of Arts teaching.

(d) Training Schools:

In 1913, the Government of India decided with the approval of the Secretary of State for India to assist the Local Governments by larger grants from Imperial revenues to extend comprehensive system of education in the several provinces. In Assam, decision was taken to multiply and improve the training schools so that a large number of trained teachers might be available for both the public and private institutions. An additional recurring grant of rupees one lakh was also received from the Government of India in the beginning of the year 1917-18, for the improvement of the pay and the training of teachers. It was decided to utilise this grant in connection with, (i) improving the pay and prospect of vernacular school-teachers and replacing the capitation system by a system designed to operate more evenly in the reward to merit, (ii) improving the pay of ungraded masters in Government high schools and the teachers in Government middle schools and middle vernacular schools.

53. Report on the Progress of Education in Assam, 1913-1917; P.32
54. Indian Educational Policy, 1913; Para.2; also Misra, A.: Educational Finance in India, P.286.
55. A.S., E.(Edu.) A.Proceeding, January to June 1913; No. 4, March 1913.
PRIVATE FUNDS:

In the private institutions, the most important source of income was the fees levied on pupils attending the schools. The proposal for fees was first made in 1846, when it appeared that the progress of education was very slow mainly because of the limited means at the disposal of the Government for educational purposes. In a letter on 30 December, 1850, to the Court of Directors, the Government of India stated that, 'to teach each and every inhabitant of the empire was no doubt obligatory to the Government but the Government was not in a position to afford it more than to hundreds, so long as the people were not willing to assist the Government with their means.' Concurring in this view, the Court of Directors in their Despatch of 1854 recommended that some fees, however small, might be charged; for experience showed that an entirely gratuitous education was valued far less by those who received it free of cost than ones who made some payment for it; and thus the payment induced a more regular attendance and greater exertion on the part of the pupils. To give effect to this measure, it was also enjoined that grant-in-aid should be given only to such schools as would levy some fee, however small on their scholars.


58. C.D., 1854; 19 July, No. 49, Para. 54.
Hence, fees began to be charged in all higher institutions and gradually even in the lower grades of schools. In Assam, it was decided to collect fees only from those who were in affluent circumstances. Every Government official of Assam held the view that as the imposition would create a sense of value for education and would bring in beneficial results, effect should be given immediately. In his annual report for the year 1856-57, William Robinson, the Inspector of schools, wrote:

"The introduction of schooling fees into all the Government schools in the province will, I am deposed to think, be productive of much good. The measure will doubtlessly lead to a good many withdrawals at first; but the fee we propose to levy is very small; we do not expect that a single boy who attaches the least value to the tuition he receives, will be able to plead poverty as for an excuse for withdrawal. Those only will be likely to leave the schools who are utterly indifferent whether they receive any instruction or not. But on the other hand, even those who are most anxious for instruction will, I presume, be lead to attach a greater value to it when they have to pay for it, even though the payment be but a trifle. And when once a certain amount of value, however small is attached to education, it will not be long, I trust, before we may effect an improvement in the quality of the instruction imparted".

The fees charged in the high schools varied considerably. In 1864, the rate of schooling fees in Gauhati High School was one rupee and annas eight in first and second classes, one rupee in third and fourth classes, annas twelve in fifth and sixth classes, and annas eight in seventh class.

60. B.E.P., 1865; 10 May, No. 4.
These were raised when the collegiate classes were started in the school. At the Goalpara High School fees levied was one, two, three, four and six annas in the first, second, third, fourth and fifth classes respectively. In 1881-82, the imposition of fees in primary school assumed a definite shape. Hitherto, there was a compulsory cess for providing the means of elementary education. The transfer of the primary schools to Local Boards and Municipalities required more money for their expansion. It was thought that schooling fees could meet the situation. So fees were imposed at varying rates in the upper and lower primary schools. There was no fixed rule concerning the collection of fees in the lower primary schools where no pupil was prevented from reading for his inability to pay fees.

EXPENDITURE:

All expenditure incurred on education was under two broad heads, direct and indirect. The former included expenses on management of all kinds of educational institutions along with the pay of teachers; the latter on buildings, apparatus, inspection, scholarships and all other sundry expenses which had no direct connection with education, but were nevertheless necessary for efficient running of the educational machinery.

61. A.S., File No. 100, 1868-73; Deputy Inspector of schools to Inspector of schools; No.117, 14 October, 1868.

GRANT-IN-AID:

Since 1864, as has already been pointed out, monthly and special grants in money, books or otherwise were sanctioned by the Government to any school under local management, conditional upon attendance and proficiency of the scholars, qualification of the teachers and the state of the schools. The monthly grants were applied to all primary and secondary schools and, later, to the colleges in the province. After the decentralisation of educational administration in 1871, the Government of Assam with a view to meeting the additional expenditure for administration issued orders that the grant-in-aid for high schools would not exceed one half of the income guaranteed from private sources; for middle schools where expenditure was more than rupees thirty a month, the grant would not exceed two-third of the income guaranteed from private sources; for colleges it would not exceed one-third of the income guaranteed from private sources. But the system of grant-in-aid, applied to primary schools was different from that of high schools. From 1882, the earlier subsidy system was replaced by the capitation system under which pupils were examined by Inspecting Officers and a fixed payment was made for each pupil according to the standard attained by him in the examination. The monthly grant to

63. A.S., File No. 679, Rules regarding Grant-in-aid; (Vide Assam Commissioner's Office File).
each teacher on the strength of the pupils he taught varied from annas two to annas four for each pupil. A certificated teacher received a consolidated grant of rupees four per month and the uncertificated one rupees three per month irrespective of the number of students taught. The system ensured that the state-aid was not wasted by giving aid where there were no educational results. Moreover, it enabled the Education Department readily to compare the results obtained in different schools and different districts. But the system had its disadvantages, the most important being the uncertainty of the test due to variation of standards applied by the Inspectors or by accidental absence of the scholars. Besides, it tended to create antagonism between managers of the schools and the Inspecting Officers and made examination the main object of the pupils and of teachers alike. For effective working it required a very large inspecting agency. These anomalies became all the more glaring when, in 1882, a large number of Board schools were established.

CAPITATION GRANT:

With the object of inducing the village school-master to influence his pupils to remain long in school, the capitation grant to all kinds of schools under the Board was introduced in 1906. Accordingly, the teachers were paid the

64. A.S., E.(Ed.), Home B.Proceeding, 1901; August, Nos. 1370-1374.
fixed salary and a capitation grant depending upon the numbers of children in the higher classes of the schools. In fixing the salary of teachers a distinction was made between certificated and uncertificated teachers; the former was paid at the rate of rupees eight and the latter of rupees five per month. After attaining the middle or upper primary certificates, the latter would be entitled to the higher rate of pay. The monthly capitation grant earned by a school-teacher was, generally, limited to rupees four if the number of students in the three upper classes was under twenty, to rupees five if under thirty, to rupees six if thirty or over. The system was so well designed that the larger the number of pupils the teacher persuaded the larger was his pay. Though capitation system worked well for sometime, in the long run its desirability also became doubtful. Because the local bodies and the school authority utilised the grant just as an advantageous source of income at the cost of nothing to them, and the enjoyment of this advantage had naturally induced them towards falsification of school.
registers and documents and misrepresentation of the facts of the schools to the Inspectors. In 1914, Inspector of Surma Valley remarked:

"There can be no doubt that the introduction of the capitalization system has been the salvation of primary education. But it is still doubtful whether it will be very equally effective in middle schools where the numbers in the top two classes depend upon circumstances beyond the control of the teacher or the management. It is to be remembered that a large portion of the pupils attending these schools never intend passing beyond the primary stage. Moreover, the indiscriminate introduction of the system in middle schools is likely to defeat the object by helping most schools in advanced and prosperous localities which required least help, but diminishing the grants to schools in backward localities where a taste for education has to be created and where such fostering help is necessary."

The Inspector of Assam Valley also considered its unsuitability in middle schools, especially those of the aided kind. Inspite of this, the system continued till the close of the period under review.

SCHOLARSHIP AND EXAMINATION:

During the early years of British rule there was no scholarship but a system of rewards. In 1836, Mr. Stagger, the Head Master of Gauhati School planned that prize tickets of nominal value varying from one pice to four annas each be awarded to the pupils for regular attendance, progress in

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69. Ibid.
studies and general good behaviour. These rewards, he thought, should be applicable to all the classes by a reduction in the value of the books or in the amount of money. For instances, the second class rewards would be one half of the first class rewards, the third, one-third and the fourth, one-fourth and so on. These rewards were to be given in English reading and writing, grammar, arithmetic, history and geography. The system received whole-hearted support of the Government. But the prizes were not sufficient to attract pupils, hence the system of giving stipends was introduced. As the pupils had almost to be bribed to attend the schools or colleges by means of stipends, Lord Auckland decided in 1839, to introduce the system of scholarships in lieu of stipend; for he thought, 'scholarships limited in number given for a limited time to the best students upon fair and severe competition might be considered as the best stimulants to emulation to learning whereas the stipendiary system, an undiscriminating payment of allowances to students was generally unsuccessful in all parts of the country.' Inspite of this, in 1842, a stipend of rupees twelve was awarded to one Govindaram.

70. G.C.P.I.B., Gauhati School, Singer to Secretary Local Committee, 28 May, 1836.
71. G.C.P.I.B., Gauhati School; Local Committee to Southernland 18 July, 1836.
72. Sharp, H.; Selection from Educational Records; 1781-1839; part 1, p. 147.
Das for prosecuting his studies in Mohammad Mohsin Hoogly College. However, in 1854, accepting the recommendation of the despatch, the Court of Directors directed the Government of India to assign a certain number of scholarships to each of the institutions. Accordingly, the district schools of Sibsagar and Gauhati were provided with junior English scholarships, in each, at the rate of rupees eight a month. But till the second half of the nineteenth century, none of the scholars from these schools was able to secure the scholarship since the standard of qualification for scholarship was not up to the satisfaction of the authorities. They prescribed that the requisite qualification for gaining junior scholarship should embrace the subjects of grammar, geography, arithmetic, elements of history and translation from the vernacular language into English and from English to the vernacular language. The despatch also recommended graded scholarships for enabling the poor but deserving pupils to qualify themselves for a career of practical usefulness in the institutions like Engineering, Medical and other professional training centres.

73. B.E.P., 1842; 7 December, No. 59.
74. C.D., 1854; 19 July, No. 49, Para.63.
75. G.C.P.I.B., Gauhati and Comilla Schools; Secretary, Local Committee to Secretary, General Committee, 23 March, 1841.
77. C.D., 1854; 19 July, No. 49, Para.65.
In 1856, for the encouragement of the pupils of English schools the Government of Assam sanctioned eighteen scholarships at the rate of rupees four per month. Of these, six were divided among six best Bengalee scholars of the district of Kamrup, Nowgong and Darrang and the rest on the basis of examination results. Gradually, the scheme was extended to all the districts of Assam. In 1872, George Campbell revised the scholarship rules and arranged a system of scholarships for primary schools. Thereafter, scholarships varying from rupees three to rupees twenty-five per month were introduced for all grades of education from the lower primary class to the highest university degrees and professional career. Of the total expenditure on scholarships incurred in 1881-82, 18.23 percent was spent on college education and 81.77 percent on schools whereas in 1918-19, 36.75 percent on colleges, 15.67 percent on special and professional education, and the rest on school education.

EDUCATIONAL ADMINISTRATION:

On the recommendation of the Despatch of 1854, as has already been mentioned, the Directors of Public Instructions placed in charge of Education Departments in almost all the Provinces except Assam which was then an integral part of the Presidency of Bengal. However, to

79. Buckland, C.E.; Bengal under the Lieutenant Governors; Vol. No. 1, P. 530.
assist the Director of Public Instruction, Bengal, a hierarchy of Inspectorate—Deputy Inspectors, District Inspectors, Assistant Inspectors and Special Inspectors—was created in Assam. From 1855 to 1890, their salaries varied from rupees twenty to rupees two hundred per month. When the Indian Education Commission of 1882 recommended that the number of Inspecting Officers should be increased and that the pay of the subordinate Officers should be raised, a revision was made in 1895 in pay scale. In 1898, the post of the Director of Public Instruction was sanctioned for Assam on a salary of rupees two thousand per month. Expenditure on direction and inspection which was borne by the Provincial Government rose from Rs. 4,691/- in 1854 to Rs. 47,839/- in 1876-77 and to Rs. 2,35,418/- in 1918-19.

BUILDING, FURNITURE, EQUIPMENTS ETC.: Expenditure under above heads were not separately shown in the official records and, as such, there was no regular statistics of the amount spent on school buildings and repairs. Nor any concerted action/taken for inspection and report upon the buildings with a view to issuing of warnings to the managers to make good the defects, although under the grant-in-aid rules or even of recognition, an

81. A.S., E.(Edu.), A. Proceeding; January to June, 1907; No. 24, June 1907.
An institution was required to fulfill certain standards in buildings and equipment. From available official reports it appears that in the beginning the Government donated lands or buildings and also sanctioned grants for buildings. The Book Department which supplied suitable text books and apparatus to the schools met its expenditure from Imperial funds. After 1854, this system was discontinued and grants were made time to time for buildings, apparatus and furniture. But no systematic records were available till 1876. In that year, the total expenditure under this head was Rs. 1,545/- and this rose to more than 120 times in 1910. The items, under the miscellaneous head covered hostel charges and expenses incurred in connection with libraries and cost of examination etc. From 1876, the amount spent under this head was regularly kept up. In that year the miscellaneous expenditure incurred was Rs. 3,035/-; it rose to Rs. 6,283/- in 1881-82 and Rs. 2,63,053/- in 1919.

On the financial policy of the Government questions, naturally, arise firstly, how far did the Government finance the education and secondly, how far the resources distributed on various items of expenditure were sufficient to the implementation of the declared educational policy of Government? From the table 11, it will be seen that there is an increasing trend in Government's fund rather than in the private funds. From the point of the average annual
cost of educating pupils, table V shows that the average cost to the Government was much more than of private agencies. Inspite of this, the per capita expenditure on education was insignificant. Even in 1916-17, the per capita expenditure in Assam was below than that of the whole of India. During that year the cost of educating each pupil was rupees fourteen in the whole of India whereas it was rupees twelve in Assam.

Regarding the distribution of expenditure, the table III shows that in the year 1881-82, the secondary education received the lion's share and primary education practically starved. Gradually, latter received increasing attention of the Government and as the table shows that at the end of the period under review the expenditure under these two heads was not equal. But collegiate education was yet in its infancy; it was totally neglected and the highest amount spent under this head even at the close of our period stood at about one and half lakhs of rupees. Likewise, allotment for the training of the teachers was not proportionate to amount that was expended for secondary and primary education. No action was taken to train up the teachers of the secondary schools. The training that was practised in Assam was confined to the Gurus of jathsalas and the Pundits of middle vernacular schools. Apart from the Imperial assignments, the money spent for training centres was less than a half lakh of rupees whereas the money spent for
primary and secondary education was more than seven and eight lakhs respectively. The same was the case in the field of professional and technical education. Even in the year 1919, the amount spent under this head was sixty-three thousand only. The statistics show that there was neither adequate allocation of fund for education nor a fair distribution of it. Inspite of these shortcomings, it cannot be denied that a beginning was made towards an uniform system for financial administration during the period under review and which has been continuing uptill now.

...
Statement exhibiting the number of village schools in Kamrup Division with the description of value of remuneration granted to each school master in 1838-39.

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<tr>
<th>Name of Parishanas</th>
<th>Number of Schools</th>
<th>Number of Pupils</th>
<th>Remuneration to masters</th>
<th>Expenses per month</th>
<th>Annual Expenses</th>
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**GRAND TOTAL** 21 795 330 pursas of rupee and Rs. 79-6 952-8

* Vide G.C.P.I.B.; Gauhati School, Matthie to Jenkins, 13 February, 1838; also A.S., Bengal Government Papers; File No. 397, Agent to the Governor-General to Secretary, Government of Bengal; 14 June, 1839.

** One pursa of rupee or Rs. 1/- annas -/9/-.