

Eol (1915) Department.

Ins SERIES.

G.O. No. 775 *Eol*

DATED 15-7-15

[Despatch Abstract.]

Legislative Council

Recording notes on a Resolution proposed to be moved in the — by the Hon'ble Mr. A-S Krishna Rao recommending the payment as grant of half the net cost of maintaining elementary schools.

NOTES.

NOTES CONNECTED WITH RESOLUTION ON MATTERS OF
GENERAL PUBLIC INTEREST.

[SUBJECT.—*Payment of half the net cost as grant in aid to private elementary schools providing free education.*]

The Hon'ble Mr. A. S. KRISHNA RAO :—

XIII
~~XIV.~~ This Council recommends that the Governor in Council be pleased to
“make grants in aid of the elementary schools under private management, equal to half
“the cost of maintenance of such schools, whenever education therein is imparted free of
“charge.”

EDUCATIONAL DEPARTMENT.

Elementary schools are aided under the rules in Chapter III of the Grant-in-Aid Code now in force which was introduced in 1906. Prior to 1906 grants were awarded

Paragraph 9 of Director's letter on page 3 of G.O. 373, Educational, 3rd June 1905. upon the results of an examination, at certain rates known as the standard scale, being so much per pupil, according to the

standard on the one hand and the subject upon the other with special rates for special classes of schools and for special classes of pupils, together with the offer of an additional merit grant. This system was known as the “results grants” system. It was replaced in 1906 by the present system under which the grant towards the

Paragraph 6, page 10 of G.O. 356, Educational, 21st May 1906. maintenance of an elementary school is a combined “capitation” and “staff” grant, the amount payable being liable to

increase or reduction according as the general condition of the school showed an improvement or the reverse at the annual inspection. Articles 15 and 16 of the Grant-in-Aid Code specify the rates of the capitation and the staff grant admissible to a school. These are—

Capitation grant.—Annas 8 per year for each pupil in average daily attendance, and Re. 1 per year for each girl or pupil belonging to the backward classes or castes (to be granted at the discretion of the sanctioning authority).

Teacher grant.—Rupees 36 per year for each untrained teacher; Rs. 42 per year for each trained teacher of the lower elementary grade; and Rs. 48 per year for each trained teacher of the higher elementary grade.

Per contra for inefficiency the grant may be reduced by the Inspectors' Conference by not more than 25 per cent.

P.R.—17-5-15.

Efficiency grant.—Grant to be increased by 50 per cent. by the Inspectors' Conference for schools that have attained a high standard of efficiency.

Also in cases where it is obvious that sufficient funds from other sources are not forthcoming.

P.R.—17-5-15.

Special grants.—Special increases may be granted with the sanction of the Director of Public Instruction to higher elementary schools, to schools employing trained teachers of secondary grade and to girls' schools.

2. The effect of this system of grant is exemplified below. Taking the case of a school with 60 pupils in four standards of which ten are either girls or pupils of the backward classes and with two teachers the receipt and expenditure stand thus:

Receipts.		RS.	Expenditure.		RS.
Article 15 of the Code.	Capitation grant Rs. $\frac{1}{2} \times 50 +$		Salary 20×12	..	240
	1×10	.. 35	House-rent and con-		
	Staff grant Rs. 42×2	.. 84	tingencies, 8×12	96	
Rule 84 (i) of Educational Rules.	Fees As. 6×50 (roughly)	.. 19	Total	..	336
This can be taken at one anna a month.					
P.R.—17-5-15.	Total	.. 138			
Article 16 of the Grant-in-Aid Code	Efficiency grant of 50 per cent..	60			
	Grand total	.. 198			

Balance Rs. 336—198 or 138.

[It is assumed that fees will be levied at the rate prescribed in rule 84 (i) of the Educational Rules and that backward class pupils will be exempt from payment of any fees as in schools under public management.]

From the above it will be seen that towards the estimated cost of Rs. 336 of an elementary school, the Government contribute Rs. 35 + Rs. 84 + Rs. 60 or Rs. 179, while the management meets Rs. 138 or if the school does not earn the efficiency grant, the Government contribute Rs. 119 and the management Rs. 138.

If the school gets the efficiency grant the proposal would involve a reduction of the aid from Rs. 179 to Rs. 168, i.e., by Rs. 11.

P.R.—17-5-15.

adopting the proposal made in the resolution cannot be ascertained as it is not possible to gauge how many schools will avail themselves of the concession and give free education. It is not unlikely that many schools will be prepared to offer free education; there is no doubt that such as have an endowment or as are under the management of well-to-do proprietors will be willing to provide education free if the Government undertake to pay half the cost. There seems, however, to be no doubt that the adoption of the resolution would involve large additional cost.

Very many managers will go in for the abolition of school fees when they know that the burden will fall not on them but on the Government.

P.R.—17-5-15.

3. The system of paying grants on the net cost does not seem to have hitherto been adopted in the case of elementary schools. When in 1906 the present system of teacher and capitation grants was introduced, the rate was fixed so as to secure to the school grants approximately equal to those earned by them under the old system. A request with almost similar effect was made by the Missionary Educational Council of South India in its memorial to the Director of Public Instruction, dated the 20th March 1914. This was discussed by His Excellency the Governor at a conference with the representatives of the Council. Please see pages 21—23 of G.O. No. 997, Educational, dated the 22nd August 1914, notes on pages 8—12 and paragraphs 3—5 of the proceedings on pages 20 and 21 of notes to that Government Order. It was pointed out by the Council that, except under certain circumstances, the grant paid under the Code was considerably less than half the net cost of the school even with the levy of fees from pupils therein. The special circumstances referred to were—

- where the salaries to teachers were low,
- where the number eligible for higher rate of capitation grant was large,
- where there was large fee income, and
- where the full additional grant for efficiency was obtained.

The aim of the Council was to secure half the net cost as grant for elementary schools; and towards this object several proposals for enhancing the existing rates of grants were made, and not a direct payment bearing a specified proportion of the net cost of the school. None of these could be accepted by the Government, the chief reason being want of sufficient funds.

4. The main object of the resolution is the promotion of free elementary education. As regards this the Government of India, in paragraph 10 of their Resolution No. 301-C.D., dated the 21st February 1913, on educational policy, stated—

“The time has not yet arrived when it is practicable to dispense wholly with “fees without injustice to the many villages, which are waiting for the provision of “schools. The fees derived from those pupils who can pay them are now devoted to “the maintenance and expansion of primary education, and a total remission of fees “would involve to a certain extent a more prolonged postponement of the provision “of schools in villages without them. . . . liberal provision is already made for “giving free elementary instruction to those boys whose parents cannot afford to pay “fees. Local Governments have been requested to extend the application of the “principle of free elementary education amongst the poorer and more backward “sections of the population. Further than this it is not possible at present to go.”

For the extent of scope for expansion of elementary education attention is invited to table No. 56 on page 66 of volume II of the Public Instruction Report for 1913—14. There are as many as 264 villages in the Presidency with a population of over 2,000 which are still unprovided with schools and there are 6,027 villages with a population of 2,000 to 1,000 which have no schools of their own, though they have schools in proximity to them.

5. In pursuance of the policy referred to above various steps have been adopted for the extension of free elementary education among the poorer and more backward sections of the population chiefly with the aid of the Imperial subsidies recently made to this Government. Important among these are—

G.O. 715, Educational, 5th August 1913.

Ibid.

(iii) the admission of panchamas

Ibid.

G.Os. 643, Educational, 9th July 1913; 567, Educational, 15th July 1913 and 715, Educational, 5th August 1913.

(i) the enlargement of the list of backward classes or castes;

(ii) the raising of the capitation grant for backward pupils from As. 10 to Re. 1;

and other backward pupils free into all public schools instead of only into schools intended for them; and

(iv) the provision of slates and books where their absence was urged as a very potent obstacle to larger attendance at schools.

It cannot be said that with the measures above detailed all the poorer and backward sections of the population would have been reached so that funds could be spared for other objects. Till recently it was not even possible to pay grants to elementary schools at full rates. It was only during the last year that steps were taken to remedy this defect; and there are other measures calculated to improve and expand elementary education which are necessary and should be carried out, before free education, irrespective of the position and condition of parents, was thought of. The aim of the Government is to render education free only to those classes who need it and who are unable to pay for it. The resolution would extend this concession to all classes.

P.R.—17-5-15.

P.R.—17-5-15.

With other pressing demands and with

limited resources, it will not be possible to give effect to measures such as those proposed in the resolution. Note to rule 34 (i) of the Madras Educational Rules gives discretion to teachers of elementary schools to dispense entirely with the payment of fees or accept any fees which parents might be willing to pay. Where the management is better circumstanced it is open to it to provide education free. But with the policy as above described, the Government cannot take that into consideration in assessing the grant payable to school so long as the concession of non-payment is made available even to the classes of people who could afford to pay.

6. In these circumstances it is for consideration whether the resolution may be opposed. The file may be sent to the Director of Public Instruction u.o. for any remarks he may wish to make.

7. Orders are solicited as to who should be in charge of the resolution.

C. RAMANUJACHARI—15-5-15.

Will the Director of Public Instruction please look into this and offer his remarks?

2. It is not solely a matter of increased expenditure. That itself is serious enough when we are hampered so greatly for want of funds and when we could ill-afford to throw away money. But it is also a question of efficiency. The present grant-in-aid rules (rules 15 and 16) appear to be framed with the object, among other things, of encouraging efficiency and discouraging inefficiency. Hence the higher teacher grant allowed for qualified men and also the provision for a 50 per cent. increase of grant in the case of efficient schools and a 25 per cent. decrease in the case of inefficient ones. To see what would be the effect of repealing the existing rules and substituting the half net cost proposed by the Additional Member I have worked out the results in the case of three types of schools, a low type (the teacher-manager type) with 30 students, 20 of whom may be taken to be in the infant standard and ten in the first standard, single teacher being unqualified; a medium type with 60 pupils, of whom 25 will be in the infant, 20 in the first and 15 in the second standard, there being two teachers, one qualified and the other unqualified; and an efficient type with 90 pupils, of whom 30 will be in the infant, 25 in the first, 20 in the second, and 15 in the third standard, there being three teachers, two of whom will be qualified and one unqualified. In making the calculation of aid it is assumed that the low type will suffer by a decrease of 25 per cent. for inefficiency, the medium type will neither suffer deduction nor get increase, and the good type will get an increase of 50 per cent. as provided for by the rules. The figures are worked out in the accompanying statement; the result is as follows:—

		RS.
Low type.	Net cost	99
	Grant	38½
Medium type.	Net cost	205
	Grant	108
High type.	Net cost	326
	Grant	247½

3. The good school, under the existing rules, can get more than half the net cost, the medium one gets about half the net cost, and the weak one less than half the net cost. If all fees are abolished and half the net cost is in all cases given as grant, the result will be as follows:—

(1) The low type; the net cost will be 114; the grant will be Rs. 57, or 18¾ more than it now is.

(2) The average type; the net cost will be Rs. 252; the grant will be Rs. 126, or Rs. 18 more than it now is.

(3) The good type; the net cost will be Rs. 414; the grant will be Rs. 207, or Rs. 40½ less than it now is.

The three cases are of course hypothetical, but they illustrate my point that, as the rules now stand, the efficient schools are better off than they would be under the proposed rule which would be an incentive to inefficiency.

P. RAJAGOPALA ACHARIYAR—17-5-15.

To the Director of Public Instruction.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

The existing rules tend to encourage efficiency and to discourage inefficiency. The adoption of the resolution would not be for the good of elementary education as certain managers would be content, and more than content, to receive a grant in aid equal to half the cost of the maintenance, and would make no attempt to improve the condition of their schools. The energetic and capable manager would be in the same position as the lazy and indifferent one. For example, take two schools A and B having the same number of standards and practically the same strength, and with teachers of similar qualifications (say, two teachers each, one trained, the other untrained). School A is inspected and reported upon most favourably, school B most unfavourably. The cost to the management of each school is exactly the same, and each receives a grant equal to half the cost of the maintenance. Apart, therefore, from financial considerations I am of opinion that the resolution should be opposed.

H. S. DUNCAN—18-5-15.

EDUCATIONAL DEPARTMENT.

His Excellency the Governor—

I think that the resolution should be opposed.

P. RAJAGOPALA ACHARIYAR—18-5-15.

P[ENTLAND]—19-5-15.

Statement illustrative of paragraph 2 of the Secretary's note on Resolution No. XIV, page 4.

I. Low type with one teacher (unqualified) and with 30 pupils (20 in the infant standard and 10 in the first standard).

Receipts.		Expenditure.	
	RS.		RS.
Capitation grant, $\frac{1}{2} \times 30$	15	Salary, 8×12	96
Staff grant	36	Rent and contingencies	18
	51	Total	114
Fees	15	Net cost	99
Total	66	[Deduct 25 per cent. for inefficiency	12½]
		Grant at existing rate	38½

II. Medium type with two teachers (one qualified and the other unqualified) and with 60 pupils (25 in the infant standard, 20 in the first standard and 15 in the second standard).

Receipts.		Expenditure.	
	RS.		RS.
Capitation grant, $\frac{1}{2} \times 60$	30	Salary, 18×12	216
Staff grant, $42 + 36$	78	Rent and contingencies, 3×12	36
Total	108	Total	252
Fees	47	Net cost	205
		Grant at existing rate	108

III. High type with three teachers (two qualified and one unqualified) and with 90 pupils (30 in the infant standard, 25 in the first standard, 20 in the second standard and 15 in the third standard).

Receipts.		Expenditure.	
	RS.		RS.
Capitation grant, $\frac{1}{2} \times 90$	45	Salary $(12 + 10 + 8) \times 12$	360
Staff " $36 + 42 + 42$	120	Contingencies, $4\frac{1}{2} \times 12$	54
Fees	88	Total	414
Efficiency grant, 50 per cent.	82½	Net cost	326
		Grant at present rate	247½

System of giving grants-in-aid to Elementary schools under private management.

One of the best features of the grant-in-aid system is the award of merit grants on a scale that is higher than the normally assessed grants and I think I am right in stating that Mr. Stone would be very reluctant to part with these grants. The assessed grant may be diminished by 25 per cent for a bad school and increased by 50 per cent for a good school so that a good school may receive up to twice as much grant as a bad school of equal size and equivalent staff. The most serious objection to the merit grant system is that the standard of reference is not uniform throughout the Presidency, depending as it does upon the recommendations of the Sub-Assistant Inspector; no two Sub-Assistant Inspectors have exactly the same standard of reference for the normal or for the excellent school. That is however an objection that need not carry much weight since it would be injudicious if not impossible to endeavour to fix a uniform standard of reference for the whole Presidency, local conditions and possibilities being thereby ignored. Another objection that has been ^{fully} ~~voiced~~ voiced is that the system offers opportunities for corruption and bribery by a Sub-Assistant Inspector being offered directly or indirectly inducements to recommend to the Conference of inspecting officers that a certain school should be awarded the merit grant over that normally assessed. The danger of this is almost infinitesimal; all newly appointed Sub-Assistant Inspectors are educated men being graduates and licentiates in teaching, their recommendations are open to check by the ~~superior~~ superior inspecting officers and the relations of

Good
100
50
150

Educational officers to school managers is perhaps more open than is the relation of officers of other departments to the private persons with whom they come into contact.

The present system of awarding grants in Madras under Articles 15 and 16 of the Grant-in-aid Code is commended by Mr. Sharpe in his quinquennial (1907-1912) report on the Progress of Education in India as being the simplest in the whole of India. It is based upon three main principles, viz., the qualifications of the teachers, the school attendance and the general efficiency of the school qua school and no other system is likely to combine all the good features of the Madras system within itself in such a simple manner as our present Code does. The proposed system would permit a school manager to pay a high salary to an unqualified teacher and if the manager asserts that a qualified teacher is not obtainable then the department will be called upon to pay one-half of this man's salary. No additional aid will be able to be awarded for efficiency and in the present state of educational development in this country some stimulus ~~for~~ for efficiency in Elementary schools is highly desirable.

But the greatest difficulty in adopting the proposal would be the practical one of determining what the actual cost of running any school is. There according to the latest published returns 15,445 aid Elementary schools for Boys in this Presidency divide as follows:-

3,915 are under Mission management.

1,116 are under other than Mission management.

10,414 are teacher manager schools.

The practical difficulty of fixing the actual

annual expenditure of a teacher-manager school is not to be ignored. The teacher-manager lives at present on teaching grants and a few annas weekly in the shape of fees, or where this is not forthcoming fees in kind are sometimes received. Being probably the village post master and letter writer he manages to eke out his scanty livelihood with trifles that are earned with this work. And two out of every three of our aided Elementary schools are of this type.

The present rules meet the needs of all Elementary schools except Higher Elementary schools and it is very doubtful whether these ~~xxxx~~ latter should not be granted more favourable terms than they *have* at present. But a discussion of this is outside the present reference, I take it.

Financially, the mover of this resolution has so to speak "struck a snag". A reference to the statistical facts ^{as} ~~are~~ contained in Volume II of the most recently published Report on Public Instruction, *In* the Madras Presidency, that for 1913-14, from which all my figures are excerpted will indicate that the acceptance of the resolution would result in a net gain to Provincial Funds of Rs.87,760 annually on account of Aided Elementary schools for Boys. The deficit would have to be borne by the funds of the managers i.e. by teacher-managers ^{1/3} Mission managers and Indian Managers. This deficit would amount to the respectable amount of Rs.5,12,748 which is made up of the aforementioned Rs.87,760 plus the fees now collected which total Rs.4,24,988 .

Of the total expenditure on these schools public funds meets 33 per cent in Elementary schools

		with class above the IV
"	49	up to the IV
"	58	below the IV
"	54 1/2	all elementary schools for boys

Expenditure of Aided Elementary Schools for Boys (in Rupees)

Grand Revenues	Local Receipts	Fees	Endowments	Subscriptions	Other Sources	Total	Balance
46,827	—	37,962	1,000	6,391	61,714	1,58,671	above
2,82,452	10	1,09,188	810	9,648	2,04,529	6,30,570	with
8,72,224	324	2,77,838	1,479	40,236	3,30,778	15,49,388	in
12,01,503	44	4,24,988	3,289	56,275	5,56,998	23,38,619	
			59,814 80				
12,57,069		4,24,988	6,56,562			23,38,619	
11,69,309						11,69,309	
87,760							

Educational Department.

In the calculation of eventual additional cost to Government by the adoption of the proposal, the receipts from endowments and subscriptions should have been excluded to arrive at the net cost (assuming that the whole of the receipts from other sources represents the portion contributed by the management). These amount to .59 lakh. The total net cost of all aided elementary schools will then be 22.80 lakh, (23.39 - .59) and half the net cost will be 11.40 lakh. The amount of grant now paid from public funds will then be in excess of the amount above calculated by 1.17; and the amount debitable to Provincial funds alone will also be the same, taking that local boards and municipal councils will continue to contribute exactly the same amount as grant as they contribute at present and not .87 as stated in the above note. The amount of deficit to be made good by the management would then be 5.43 (11.40 minus 5.97, amount now contributed) and not 5.12 as stated in the above note.

201 - Prov. fund
 .56 - funding local bodies

22.57
 11.40
 1.17

13 10

2. In the above note it has been assumed that education will be given free in all aided elementary schools and the calculation has been made accordingly. It is problematical how many of the schools will adopt the policy of free instruction when the concession proposed is granted

CR
24/5/15

1656 £03
5.15

progs placed below

This resolution appears to have been withdrawn by the Additional Member informally without any mention of the fact in the Leg. Council. The papers may be

Order 775 Edm
15.7.15

Recorded.

CR
13.7.15

Chall
14.7.15

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2
noted Louisiana

had deep lot go into of house all

— several of us saw museum since

25

also put up with all

and something in the year

between 10
over

18
18.5.9

18
18.5.9