

Edd (1915) Department.

Ms SERIES.

G.O. No. 947 Edd

DATED 30-8-15

[Despatch Abstract.]

Elect Education and local boards

Recording notes on the subject
of — discussed at the Collector's
Conference.

BACK PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

Subject 23.—EDUCATION AND LOCAL BOARDS.

Mr. Braidwood's views on the subject are stated in the following terms:—

I would suggest, for the consideration of the Conference, that the supervision of education should be entirely removed from the local boards. Education is a matter for experts. There is no point in making presidents of taluk boards responsible for appointments, punishments, etc., of masters in board schools. The educational officers can do this and their recommendations are almost always accepted. Inspectors of schools should be able to prevent abuse of their powers by their subordinates.

2. The finances of the local boards can also be relieved by being entirely freed from bearing the cost of education. Some such relief is absolutely necessary unless fresh taxation is imposed. Expenses under every head are going up and local boards cannot adequately discharge the duties imposed upon them.

3. As an alternative increased taxation must be imposed without the consent of the local board.

Secretariat note.

If Mr. Braidwood's proposal is intended to convert the separation which already exists between the educational and administrative departments into a complete divorce, it is one that requires very serious consideration.

2. The stages of the separation so far accomplished may be briefly noted. Prior to the educational despatch of 1854 there were tahsildari and collectorate schools, and the control of education was to a very large extent in the hands of the district officer. The despatch of 1854 was responsible for the constitution of a separate department for education, which gradually developed into "a system of working more or less distinctively its own", though the despatch itself imposed on the principal officials in every district the duty of aiding the extension of education.

3. The result of the operation of the system so introduced was reviewed by the Indian Education Commission of 1883, who examined the extent to which officers outside the department co-operated and exercised influence in spreading education. They seem to have found Madras the worst of the provinces in this respect and mention that in Madras there was no regular inspection of schools by "other officers of Government". In Bombay all district officers from the Collector to the mamlatdar were required in the course of their regular tours to pay frequent visits of inspection to the primary schools situated within their respective charges and they were occasionally present at the annual examinations of the schools by deputy inspectors; in Bengal the District Magistrate was in entire charge of primary education and he distributed and administered the primary grants under the general authority of the Director; similar arrangements were in force elsewhere. The Commission strongly recommended that it should be laid down as a duty of revenue officers to visit the schools within their jurisdictions, adding:—

The influence of the district officer at any rate is so great and the advantages of showing the people that he interests himself in their education are so manifest, that it is very desirable that his official connection with all the schools in his district should be definitely declared in accordance with the existing rule in Bombay.

4. In the quinquennial review for 1892-93 to 1896-97 Mr. J. S. Cotton remarked that in Bombay the revenue officers systematically visited the schools, wrote minutes in the visitors' books and sent copies to inspectors; and declared this to be "most valuable, both on account of the influence of the officers and the real and living knowledge they possess of the state of the people and their wants." The Government of India in a resolution thereon invited the attention of the Provincial Governments to the recommendations made by the Education Commission and pointed out that revenue officers had in no way been relieved of their duties in regard to education by the transference of the schools to other bodies and that it must be regarded as all the more

Letter no. 331 Sol
2.8.00

G.O. no. 468 Sol
20.9.00

please see rule 49 of the
Madras Inspection Code

para 92 - page 29 of the
Review.

* G.O. no. 744 Sol
5.11.08

para 60 of G.O. 800 Sol
2.12.08

cf. page 11 of notes with
G.O. no. 59 Sol
2.2.11

page 14 ibid

Recommendation no. 2 on
page 5 of G.O. no. 59 Sol
2.2.11

Recommendation no. 4 ibid

para. 3 of letter no. 60 Sol
2.2.11

page 18 of G.O. 394 Sol
1.5.13

papers at (R)

incumbent upon them to attend to them when the direct charge had ceased. The Madras Government, while admitting the desirability of this course, pointed out to the Government of India that Madras Collectors were so much occupied with their other duties that beyond occasional attendance at prize-givings they could not be expected to do much in the way of inspection and examination, though more might be done by divisional officers in this direction. A circular was also issued to the latter effect. At the same time provision was made in the Inspection Code that inspectors and inspectresses should make it a part of their duty to confer on educational matters with Collectors and other officers.

5. The quinquennial review for 1897-98 to 1901-02 again reiterated the Education Commission's recommendation and pointedly said that the duty of the district officer and his subordinates in encouraging the progress of education was a very important one, since the district officer, owing to his influence with, and his intimate knowledge of, the people, was in a position to render the most valuable aid to the cause of education.

No further local orders appear to have issued. On the other hand the concern of the local boards, and incidentally of the Collectors and divisional officers, with education, was largely diminished in 1907 and 1908 by the provincialization of the establishment of supervisors and the cessation of payment of teaching grants to elementary schools through local boards.

6. The next public declaration of the importance of the district officer's association with the education of the area in his charge was made by the Royal Commission on Decentralization. The Commission observed as follows in this connection:—

In a country like India it is specially important to prevent any system of Government by professional experts. . . . It is a distinct weakness in an oriental country that there should be no local officer to whom the people can go with general grievances, and that they should come to regard the Government as a mere collection of scattered and independent departments. It appears necessary, therefore, to have a local co-ordinating authority, and this function should be assigned to the divisional commissioner.

The following extract from the evidence before the Commission given by Sir Herbert Risley is also to the point:—

My experience is that a district officer who takes a genuine interest in education is in a position to exercise valuable influence on both high schools and colleges at his headquarters. The extent of his influence must of course depend to some extent on his personal qualities, but his experience in affairs and his administrative training will always be of use to those institutions, and it seems desirable that some means should be devised of giving him a recognized status in relation to them. I suggest that this might be done by making him a member of the governing body of a college or of the managing committee of a high school. In the case of normal schools he would make occasional inspections and would watch the effect of their working on the quality of teachers in primary schools.

The Commission accordingly recommended that the Commissioner (Collector in this Presidency) should have the power to call for information from inspectors of schools, to express views and to stop any action of the Educational Department within his division which he considered undesirable, and that no new Government college, secondary school or training or technical school should be started and no alteration should be made in the status of an existing institution of any of these kinds without the Collector and Commissioner being consulted.

7. The Government agreed that Collectors were in a position to assist educational officers with valuable advice and that it was desirable to bring the district staff into closer touch with the Educational Department and they accordingly accepted the recommendations of the Royal Commission noted above; but no definite instructions to district officers have yet issued beyond the statement contained in paragraph 60 of the resolution on educational policy (1913) in which the Government of India have stated that they wish generally to utilize to the full the support and enthusiasm of district officers.

8. Lastly, in proposing the re-organization of the inspecting staff, the Director of Public Instruction, Mr. Stone, admitted that the co-operation of the Educational Department with other departments of the Government, on which educational

development so much depended, had hitherto been much less complete than was to be desired; and the proposal to employ district inspectors was stated to be a step to remedy that defect.

* Including the inspector of European and training schools.

† Messrs. Douglas (nearly two), Melville (nearly four), Ransford and Green (just over five years' service).

Mr. Champion (nearly seven) and Messrs. Yates and Grieve (about nine years).

9 As matters now stand there are ten * inspectors of schools. Of these, seven only have received a European education themselves. Of these, again four † have less than six years' experience of the country and none so much as ten years.

10. The educational budget amounts to Rs. 77.69 lakhs. With the expenditure of this very large sum of money the general administration, as represented by the Collectors, has little or nothing to do. An industrial school costing nearly a lakh might conceivably be erected at a Collector's headquarters without his being informed: large grants might be given to schools whose tone he considered thoroughly bad: expensive sites might be acquired through his agency when he could acquire equally suitable ones at half the price.

11. Meanwhile a curriculum has grown up which is Greek to many Collectors. Instead of reading, writing and arithmetic the boys are taught action songs, civics, nature study and space and number work. The first thing to be done with them when they come into an office often is to teach them to write. The following extract from a recent report of the Collector of Ganjam in relation to a scheme for the education of the Savaras is particularly relevant to the proposition that education is a "matter for experts":—

It is essential for the success of the scheme that the management of the school (for the education of the Savaras) should be entirely in the hands of the Agency officers. The educational Department should have nothing at all to do with the scheme. To put the matter quite plainly, we do not want to have educational officers coming round and writing voluminous notes of inspection recommending "concentric methods" and "heuristic methods", the "direct plan", "correlated schemes" and other similar shibboleths of the department. The past history of the department's relations to Savara and Khond education makes it practically certain that in its hands the present proposals will prove another dismal failure. The most important of the proposals which were approved in G.O. No. 251, Educational, dated 7th May 1901, and of those approved in G.O. No. 367, Educational, dated 31st May 1905, still remain a dead letter, and for this neglect the Educational Department is responsible.

12. Apparatus multiplies exceedingly. One high school has Rs. 25,000 worth, mostly paid for by Government. The most ordinary school may be condemned by an inspecting officer, if the master draws circles on a blackboard with chalk and a piece of string instead of a blackboard compass. Some of the apparatus leads itself only too readily to ridicule, e.g., Phillips' picture of the Hindu offering his wife a pigeon for dinner under the shade of a plantain tree (which the author calls a banyan), while a Raja on an elephant prances by. Expensive collections of geological specimens are generally of stones found in Europe.

13. Education is doubtless in one sense a matter for experts, but the views of the expert should not be allowed to run counter to common sense, which it is the function of the Collector and the members of the local boards, as representatives of the parents and financial supporters of the schools, to supply. What is not reported on is not done, and it is for consideration whether more instead of fewer duties in regard to education should not be imposed on local boards and their presidents.

14. To divorce the local boards from any share in the management of schools would materially curtail the scope of their operations and interests and would also be in violation of the precept that he who pays the piper should call the tune. District boards are seldom averse to accepting the well-considered opinions of the educational experts; cases of frictions are rare and, when they arise, can usually be referred back, not to any question of principle, but to some point of patronage, in regard to which each party has his own axe to grind.

15. The legal position of local boards may next be indicated.

In the first place sections 44 and 45 of the Madras Local Boards Act, 1884, confine to presidents of local boards the power of appointing and punishing their servants. The Act provides for delegation, but only in favour of vice-presidents.

* This quotation from memory is not quite accurate. The letter from shows that he is moving it to his lady to play with. The picture has other absurdities, however, e.g. two men carrying a full grown tiger, "captured in the chair".

Secondly, under section 95 of the Act, as it now stands, local boards are bound to devote a portion of their funds to education.

16. On the general question raised an expression of opinion was recorded by the Local Self-Government Committee of 1882, which adduced the following arguments in favour of the policy of handing over the control and management of Government primary and middle schools in rural areas to local boards:—

In connection with the subject of board schools, all or nearly all Government middle schools should, in our opinion, be made over to the control of the district boards, who should have the full option of transferring the school to union or private agency or to the direct control of the taluk board. The transfer of the schools of this class and of the inferior departments of superior schools is now being gradually effected, and is, it is noted, in direct accord with the suggestions of the Government of India in their letter No. 930 of the 31st May 1882. There is no reason to fear that the management will suffer. On the other hand, these schools will unquestionably be maintained on a more economical basis than is now the case, whilst their standard will be fixed more in accord with the wishes of the people.

17. Again, the Royal Commission on Decentralization in paragraph 75 of their report held that local boards should have charge of middle vernacular as well as of primary education, provided that their duties in the latter respect were fully discharged. This recommendation was accepted by the Madras Government in the following terms:—

The principle is already observed in this Presidency that primary education should be the first and most important charge upon local funds set apart for educational purposes, and this Government agree that local boards should also be invested with the charge of middle vernacular education in so far as their funds permit. As a matter of fact, taluk boards already hold such charge, and no objection is ever raised to their maintaining the higher elementary schools which in Madras correspond to middle vernacular schools.

18. With reference to the possible need for increased taxation mentioned in paragraphs 2 and 3 of Mr. Braidwood's note, it may be mentioned that Government have now under consideration a proposal to amend the Madras Local Boards Act, 1884, so as to provide for the levy of land-cess at enhanced rates.

Item 10-12 592d 2.2.11

para. 5 of letter No. 602d 2.2.11

Handwritten notes at the bottom of the page, mostly illegible due to fading and bleed-through.

A
Teaching grants

Elementary
Schools

Sanctioning of grants. b

Under Rule 18 of the Grant-in-aid Code, the inspecting officers assembled in conference scrutinize the applications for aid, then draw up a consolidated list, for each district separately, of all the elementary schools proposed for aid and submit the same to the Director, through the Inspector of the circle, together also with a list of schools not recommended for aid with reasons for rejection.

The conference also proposes either reduction or enhancement of grants admissible in special cases. — Rule 16 of the Code.

The sanctioning authority — the Director in the case of ~~Govt~~ schools aided from Govt funds and Presidents of local boards or Chairmen of municipal Councils in the case of those aided from funds of local bodies — consider the recommendations of the inspecting officers & determine what schools should be admitted to aid — Rule 19.

A consolidated list of schools to be aided is then published by the Director.

The Collector's intervention in this matter may come in more usefully after the Inspector has considered the list of ~~aided~~ schools proposed for aid.

The conference does not seem to be the ~~proper~~ stage at which the Collector can intervene. Good deal of detail work is done here. Even in the case of schools aided by local bodies, no representative ^{of them} seems to attend the conference, though separate lists appertaining to them are separately sent to them with the recommendations of the Conference.

It may be arranged that the consolidated list should be submitted to the Director by the Circle Inspector through the Collector, who might offer remarks thereon if any or a separate list may be forwarded to the Collector simultaneously by the Inspector.

Secondary Schools

Applications for aid are made to the Inspector & the Director, after considering the recommendations of that officer, determines what institutions shall be admitted to aid and what amount shall be fixed for each school. The allotment is fixed once in three years.

* Under Rule 29 a date
is fixed for application

* Apparently the Inspector consolidates
the applications for aid in his circle
before submitting them to the Director with
his recommendations

This list ^{for each District} may be submitted through the
~~Director~~ Collector concerned to the Director.
There are not likely to be many secondary
schools for each District. ~~except in~~

Colleges

The amount of grant is fixed by the
Director (Rule 40 of the Code). The inspector
has very little control over these &
does not ordinarily inspect ~~the~~ Art. 136 of
the Inspection Code. The Colleges receiving aid
submit a financial statement to the
Director direct before first May in each
year.

The Director, ~~or~~ or under his orders the
Inspector, may be required to make a
reference to the Collector as to the general
tone of the College before sanctioning
the grant.

Special Edⁿ Schools

~~These~~ Schools, which teach Bookkeeping
Commercial Subjects, & painting &c, ~~are~~
~~directed~~ are allotted grants by
the Director. In these cases also

the Inspector should be consolidating his recommendations & these may pass thro' the Colr. to the Director.

In the case of Training Schools, the Inspector of European & Training Schools receives the applications & consolidates them. These lists may be prepared for each district & submitted thro' the Collector.

B - Building Grants.

A preliminary application is made by the institution to ascertain whether the Director is prepared to consider the application; & then if he is agreeable detailed plans, specifications & estimates are submitted. Applications are submitted thro' the Inspector except in the case of first grade Colleges. It seems sufficient if the preliminary applications alone are looked into by the Collector; he need not be troubled by the details of later applications.

The Inspectors may pass the preliminary applications through

Rule 52.
of the Code

the Collector to the Director. In the case of the first grade Collyers, the Director may refer the applications to the Collector in the first instance before declaring his intention to aid.

C. Furniture, Books, & appliances

The same procedure may be adopted here as in the case of building funds.

Budget

Under art 69 of the Inspection Code, Inspectors & Inspectresses submit to the Director by the 1st of August, a budget estimate of the receipts & charges for the institutions under their direct management, and after the budget has been finally passed, the details of the provision for each institution are communicated to the Inspector, who is required to see that funds are properly appropriated.

It does not appear that the Inspector ~~has~~ submits any estimate of the requirements of aided schools. The estimate for these seems to be fixed by the Director himself with reference to the averages of previous years and the new claims that might have been recorded.

It also seems that after the lump grant has been finally fixed in the Budget, ~~the~~ allotments for building & furniture ~~as~~ grants for each circle are distributed by the Director to be utilized by

the Inspector in sanctioning grants, which are within his competence to sanction.

In other respects, it does not seem likely that any district estimates are framed, except perhaps in the case of teaching grants to elementary schools.

Unless the framing of budget estimates is systematized and unless each inspector is required to submit a complete estimate of the requirements of the circle under various heads, it does not seem possible now to suggest how the Collector can usefully intervene.

It may probably be suggested that the Director may be asked to circularize Collectors, before framing his ~~sub~~ budget, asking them for general remarks on the needs of the D. He may give them at the same time an extract from the data ^{for the District} on which he would ordinarily frame his estimate, i.e., what was paid in the District under teaching grants to various grades of schools, under building grants, under subsidies to local bodies, &c. The Collector may then indicate which should desirably be raised & which

lowered. This enquiry may be started in sufficient time to admit of replies being received before the regular budget is framed by the Director. Their aid to private schools is the more important and covers a comparatively much larger sum than the amount required for departmentally managed schools. The latter need not therefore be separately submitted to the Collector.

Reports

Under art. 79 of the Inspection Code, only occasional reports in pursuance of orders of the Directors are submitted by the ~~the~~ inspectors. No regular annual reports seem to be submitted by them, except the Inspector of Training Schools. Unless it were so, the Collector will not have an opportunity of expressing his views on the general condition of education in the District. Probably he can do so if the budget estimates are circulated to him.

NOTES. Miscellaneous

Page 14 15

In the following respects also
Collector's specific opinions may
be insisted on:—

- (i) Establishment of new Secondary
Schools or Colleges under the
management of Govt. (those
~~to~~ under the control of local
bodies may come to the Collector's
notice in other connection)
- (ii) Construction of buildings or
acquisition of lands for folk
institutions. (These may
come to his notice now
at a very late stage. An
early consultation will
be more useful.)
- (iii) Recognition & withdrawal
of recognition of Secondary ^(Training)
Schools in the district. (Elementary
Schools are now recognized
by the Inspector himself
& it does not seem necessary
to trouble the Collector
with ref. & them except possibly
in very special cases)
- (iv) admission of certain classes
as backward for purposes of

1 Budget as for D.P.W.

2 ~~for~~ Administration

3 ~~for~~ Police

4 Consultation with
Goverment

Illustration of men

1 India and others

of the Indian Army

art. 4 of the
Inspection Code.

art. 15 of the
Grant-in-aid
Code

part in aid Code & Ed. Rules.
 The Director is now empowered
 to add & modify these lists.
 The consequences are far
 reaching entailing large
 expenditure of state funds.
 The Collector will be more
 competent to advise in
 the matter than any other.
 The Director will therefore
 be well advised in consulting
 him invariably).

~~For~~ The reports of inspection of secondary
 schools by inspectors may pass
 this to the Collector & the D. P. I.
 or ~~or~~ duplicate copies of them
 may go to the Collector simultaneously
 with that to the Director. (The
 Collector will then have an
 opportunity of expressing his
 views about the school to
 the Director.)

^{24.8.15}
 The general conclusion was in
 favour of writing to the district
 inspectors. These proposals are on
 the right lines and may be
 put up when the time comes

eg

24.8.15

Submitted that these notes may be

$\frac{947 \text{ Ed mis}}{30 - 8.15}$

"Recorded" for future reference

Spring ©

$\frac{26.8.15}{208/15}$

$\frac{94.4}{28.1.15}$

21. 1.8/1.2

18
Returned with thanks.

H. B. Ash

B.O.

11-10-15.

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191 .

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