

Home (1918) Department.
Education

Ordinary SERIES.

G.O. No. 113

DATED 1. 2. 18

INDEXED

[Despatch Abstract.]

Legislative Council.

Recording notes connected with a resolution on the subject of the reduction of fees in schools and colleges moved by the Hon'ble Mr. B. Venkatapati Raju at the meeting ~~for~~ of the ----- held on the 20th November 1917.

BACK PAPERS.

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

FURTHER PAPERS.

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

Resolution no IX

2

NOTES.

Reduction of School fees & College fees

NOTES CONNECTED WITH A RESOLUTION ON MATTERS OF GENERAL PUBLIC INTEREST

[For the Meeting of the 20th November 1917.]

[SUBJECT.—*Reduction of school and college fees.*]

The Hon'ble Mr. B. VENKATAPATI RAJU :—

XXI. This Council recommends to the Governor in Council that the Government be pleased to take necessary steps for securing the reduction of fees of the students both of schools and colleges to facilitate the wider spread of education.

HOME (EDUCATION) DEPARTMENT.

The Additional Member apparently refers only to arts colleges and secondary schools. There is no prescribed scale of fees for elementary schools except for schools under public management containing the fifth and higher standards. The existing scales of fees were fixed in G.Os. No. 271, dated the 21st May 1910, No. 268, dated the 6th May 1911, and No. 636, dated the 14th May 1917, and are reproduced in rule 99 of the Madras Educational Rules. The managers of private institutions are not bound to adopt these rates. The following statement compares the scale of fees per annum levied in the various classes since 1891. In the Presidency College slightly increased rates are levied.

Class.	(a) 1891.	(b) 1894.	(c) 1910.	(c) 1912.
B.A.	Rs. 72	Rs. 84	Rs. 112	Rs. 112
Intermediate	60	68	88	88
Sixth form	38	38	38	42
Fifth „	34	34	38	42
Fourth „	30	30	20	22
Third „	22	22	20	22
Second „	18	18	20	22
First „	14	14	20	22
Preparatory classes (infant to fourth class)	25½	25½	28	35

* With effect from July 1911.

(a) G.O. No. 938, dated 30th December 1891.

(b) G.O. No. 968, dated 17th December 1894.

(c) G.O. No. 271, dated 21st May 1910.

The reasons which induced the Government to raise the scale of fees in secondary schools and colleges in 1910 are fully set out in the notes on pages 7-10 of Notes to G.O. No. 397, dated 11th July 1910. The University Commission and the Government of India insisted on an improvement in the quality of instruction given in colleges and secondary schools and to cover the increased cost involved in the adoption of the necessary measures, to effect this, it became imperative to raise to some extent the income from fee receipts.

2. At the meeting of the Legislative Council held on the 6th April 1910 the Hon'ble Mr. Perrazu moved a resolution opposing the proposal to increase the rates of fees in secondary schools. The opposition was chiefly based on the ground that the measure would arrest the progress of secondary education in the Presidency and that owing to the poverty of parents many pupils would be withdrawn from the schools. The Hon'ble Mr. M. Hammick met the objections in the following terms :—

“ Now, Sir, I suppose nobody in this Council will question the desirability of making education, especially in the higher grades, self-supporting, or as nearly so as possible, by means of payment by pupils in the shape of school fees. It is obviously

desirable that this should be so not only that the public funds available may thus go further, but also that the private funds which supplement pupils' payments may go further also. We, as a Government, have to take care of the application of further funds and must make provision to that end. I may say that at the present time this consideration is of great importance, when these very gentlemen, who object to the Government considering whether the time has not come when pupils in higher schools may not be called upon to pay a trifle more for their education, are urging upon us universal free education—that is, mind you, education paid for from public funds. I say, Sir, that especially at this time is Government bound to see whether some step cannot be taken towards making the higher grade of education less dependent upon public assistance than it is at present. Has not the time come when the wealthier men in this country should do more than is done for the endowment of secondary education, and when parents should recognize more than they do their responsibilities in this matter, and when the Government, as the guardian of the ratepayers' money, should surely take a very small step towards diverting the direction of the public assistance to education towards the elementary schools rather than towards the upper grade institutions?

“Now, Sir, as part of the policy laid down by the Government of India after full consideration of the matter in all its bearings, we are bound in the interests of the community that the education given in secondary schools is sound. We are bound to see that proper subjects are taught and that these schools are kept up to a proper standard. We have to see that due provision is made for the instruction, health, recreation and discipline of the pupils, that teachers are suitable as regards character, number and qualification. We have to see that our schools are sufficiently diversified in character to promote diverse types of secondary education corresponding with the needs of practical life. Now, Sir, all this means money. It means that the cost of the secondary schools all through the country will be very much greater in the next decade than it was in the past, and the simple question before this Council is whether it is not right, whether it is not just, that part at all events of this additional cost should be met by those who are to profit by the improvements we are carrying out. Is the heavy additional expenditure entailed by the improvements of the staff of our schools, of the buildings, of the play-grounds, of the apparatus, to be all paid for by the general tax-payer? Or are we right in carefully considering whether some of the additional expenditure cannot properly be met by the pupils themselves, so as to leave more money in the educational budget available to meet the crying needs of the education of the poor of the country? This is really the whole point before the Council.

“The Government has no desire to see any step taken which will work injuriously to the spread of education or harm the finances of existing schools. The result of introducing the committee's rates will be that the total cost of going from the first form through a secondary school to the sixth form in six years would in a public-managed school be raised by Rs. 36 or an increased average yearly payment of Rs. 6 or As. 8 a month. I do not think the Council need be under any apprehension that this small increase will reduce the number of pupils in the schools. I do not myself believe this small rise in fees will have any such effect. I would again state to the Council the policy that has been consistently followed by the Madras Government in this matter, it cannot better be stated than it was in the order of 1891. The Government then said: ‘The expediency or rather the necessity of making education as far as possible self-supporting by means of fees paid by the students cannot be questioned. As stated by the Education Commission of 1882, economy in the application of the funds, private and public, available from other sources for the furtherance of education demands that the fee revenue of schools shall be sedulously fostered and increased, so far as this is consistent with the continued spread of education.’ This is our present view and it is with this view that we have taken into consideration the question of raising to a very small extent the standard rates of fees used in calculating the grants from public money in aid of secondary education. I do not think, Sir, I need say more. I have, I think, shown to the Council that our educational expenditure is rising so rapidly that every additional

rupee proposed to be spent on higher education must be more carefully thought over, that as far as possible our public money should be devoted first towards the spread of elementary education, and secondly to the improved training of masters. I have shown that the requirements now demanded (and properly demanded) from secondary schools must result in making the education at those schools very much more costly than it has hitherto been. I have shown that these standard fees in no way prevent liberal philanthropic men from assisting the cause of higher education by grant of scholarships or endowments. I have shown that the Government appointed a representative committee to consider the matter, a committee which unanimously supported the Government in their proposals, and I think I have finally shown that even if we adopt the rates worked out by that committee, there is no reason to fear any setback to the progress of higher education in this country, but rather we may hope that the increased efficiency of these schools under the new conditions will make the higher education given far sounder and more valuable than is at present the case. Also there is no reason to suppose that public funds will not be spent to a greater extent than has hitherto been the case. In these circumstances Sir, I ask this Council to oppose this resolution. I do so because I am quite convinced that it would be a very serious mistake at this time to hesitate to take measures to increase the fee revenue of our secondary schools.”

The resolution was eventually lost.

3. The following statement compares the number of colleges and secondary schools for boys, their strength and the expenditure incurred on them during a few selected years:—

Year.	Number of institutions.	Number of pupils.	Total expenditure.	Expenditure from Provincial funds.
<i>Colleges.</i>			RS.	RS.
1910-11	29	3,730	8,55,225	2,70,278
1913-14	29	6,972	10,74,522	3,23,103
1916-17	31	7,573	13,08,366	3,65,900
<i>Secondary Schools.</i>				
1910-11	349	93,074	23,68,077	1,89,653
1913-14	332	115,425	23,69,782	2,93,868
1916-17	345	136,141	38,05,772	3,13,121

Year.	Expenditure from			
	Local funds.	Municipal funds.	Fees.	Subscriptions and other sources.
<i>Colleges.</i>				
1910-11	..	10,460	2,68,055	3,06,432
1913-14	..	..	6,15,008	1,36,411
1916-17	..	16,475	7,10,454	2,15,537
<i>Secondary Schools.</i>				
1910-11	23,261	4,933	18,29,901	3,20,329
1913-14	3,343	..	21,95,612	3,76,959
1916-17	77,229	20,066	28,11,933	5,33,423

4. The following percentages are worked out from the above figures:—

Year.	Colleges.		Secondary schools.	
	Percentage of expenditure from			
	Provincial funds.	Fee receipts.	Provincial funds.	Fee receipts.
	PER CENT.	PER CENT.	PER CENT.	PER CENT.
1910-11	31	31	8	77
1916-17	28	54	8	74

5. From the above, it will be seen that the fears entertained in 1910 that an increase in the rates of fees would affect the progress of education have proved groundless. Compared with the growth in expenditure on secondary schools, there has been proportionately a decrease in fee receipts. In the case of colleges, however, the percentage of fee income has risen from 31 to 54.

6. The following statement compares the expenditure in colleges and secondary schools in Madras and some of the major provinces in 1915-16, the latest year for which statistics are available regarding other provinces :—

Province.	Total expenditure.	Expenditure from Provincial funds.		Fee income.	
		Amount.	Proportion to column 2.	Amount.	Proportion to column 2.
(1)	(2)	(3)	(4)	(5)	(6)
<i>Colleges (for all classes).</i>					
	RS.	RS.	PER CENT.	RS.	PER CENT.
Bengal	17,78,940	6,95,046	39	9,07,887	51
Bombay	7,20,045	2,67,440	37	3,52,355	49
United Provinces	11,37,467	3,86,227	34	3,59,926	31
Punjab	5,54,882	2,19,521	39	2,41,608	43
Madras	12,81,239	3,56,836	28	7,58,937	59
<i>Secondary schools for boys (Non-European).</i>					
	RS.	RS.	PER CENT.	RS.	PER CENT.
Bengal	65,11,302	6,20,254	9	48,54,915	74
Bombay	24,91,847	6,42,018	26	13,19,057	53
United Provinces	22,39,923	7,18,787	32	10,45,141	46
Punjab	22,34,844	4,51,479	20	12,53,067	56
Madras	35,69,438	3,06,827	8	26,07,446	73

7. The figures given in the statement in paragraph 3 supra do not include the grants paid by Government from time to time for buildings, equipment and the provision of playgrounds. There is a special Imperial recurring grant of Rs. 96,000 for the provision of hostels—G.O. No 204, dated 2nd March 1912. In 1912 the Government approved the proposal of the Director of Public Instruction to utilize a sum of Rs. 80,000 in paying increased grants-in-aid to managers of private secondary institutions to enable them to raise the pay of their teachers—G.O. No. 293, dated 4th April 1912. Recently the Government of India have sanctioned an additional recurring grant of 4 lakhs towards the pay and training of teachers in elementary and secondary schools. A portion of this grant (Rs. 41,000) is to be set apart for secondary schools with a view to increase the pay of the staff. A scheme for the establishment of a provident fund for the benefit of teachers is under the consideration of the Government. The extra cost to Government on account of the scheme is estimated at Rs. 2,18,411—G.O. Nos. 1162-63, dated 10th September 1917. The demand for trained teachers is increasing every year and recently the Government have sanctioned the opening of additional training classes at various centres, the cost being met from the Imperial grant of 4 lakhs. The demands of teachers for better pay are insistent and it is not clear how their claims can be met if the fees are to be lowered as proposed by the additional member. It is doubtful whether the managers of aided institutions would welcome the proposal as at least half the cost entailed in the lowering of the fee rates would have to be made good by them. As it is, the managers find it very difficult to make both ends meet. The Educational Conference which met in March 1916 has made a number of recommendations with a view to increase the grants now paid to aided institutions and these are under consideration. It may be mentioned in this connexion that subsequent to the memorial of the Missionary Council of Aided Education disposed of in G.O. No. 208, dated 11th April 1911 (which however related to the rate of fees levied in the Presidency College), no representations have been made to Government that the existing scale of fees presses hard on the school-going population.

8. In order to enable poor students of real merit to continue their studies the Government have instituted a liberal system of scholarships. At present there are 204 and 46 Government scholarships tenable in secondary schools and Arts colleges, respectively. The Educational Conference which met in March 1916 has made the following recommendation :—

“For the purpose of granting fee concessions to indigent pupils of marked ability expenditure by managing bodies on scholarships up to a limit of 10 per cent

of the fee income reckoned at standard rates be considered as legitimate expenditure for the purpose of assessing the grants that might be paid to a school provided that the scheme for the award of scholarships or fee concessions has received the approval of the Director of Public Instruction.”

The file dealing with the recommendations of the Conference is now in the Local and Municipal Department and when the recommendation is given effect to, the interests of poor students will be adequately safeguarded.

9. In the above circumstances it is submitted that the resolution may be opposed. Orders are solicited as to who should take charge of it, whether it should be discussed in Council and whether any further information is required.

N.K.—14-11-17.

C. RAMANUJA ACHARIYAR—14-11-17.

First to Director of Public Instruction u.o. if he can add anything useful to the above.

R. RAMACHANDRA RAO—14-11-17.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

I have nothing to add to the note.

J. H. STONE—15-11-17.

HOME (EDUCATION) DEPARTMENT.

The file may now be circulated to His Excellency for orders.

C.R.—15-11-17.

For orders on paragraph 9 above.

R.R.—15-11-17.

OFFICE OF THE PRIVATE SECRETARY TO
HIS EXCELLENCY THE GOVERNOR.

Returned. I understand that the matter was discussed at Council yesterday.

T. E. MOIR—17-11-17.

Extract from the Proceedings of a Meeting of the Council of the Governor of Fort St. George assembled for the purpose of making Laws and Regulations under the provisions of the Act of Parliament, 5 & 6 Geo. V, Ch. 61.

The Council assembled at the Council Chamber, Fort St. George, at 11 a.m. on Tuesday, the 20th day of November 1917.

RESOLUTION *RE* REDUCTION OF SCHOOL AND COLLEGE FEES.

The Hon'ble Mr. B. VENKATAPATI RAJU :—" I beg to move :—

'IX. This Council recommends to the Governor in Council that the Government be pleased to take necessary steps for securing the reduction of fees of the students both of schools and colleges to facilitate the wider spread of education.'

"Your Excellency, educating the people is one of the most important duties of the State. Education is the highest service which the present generation can give to the future. As Mr. Wendell Phillips states, 'Education is the only interest worthy the deep controlling anxiety of the thoughtful man.' His Imperial Majesty King Emperor George V, in his visit to India, observed that education was one of the first needs of this country and graciously made an annual grant of fifty lakhs for its improvement. His Excellency Lord Chelmsford is of the same opinion. Not the least of the proofs of His Excellency's earnestness in that direction is the conference of Directors of Public Instruction recently held at Delhi and the most statesmanly speech he made in opening it though the result of its deliberations is most disappointing, and though in the nature of things that great champion of India's aspirations Sir Sankaran Nair, could not make his progressive views go far in that official body impervious to popular notions, however strong and reasonable they may be.

"When the question of school fees came for discussion, Mr. Hornell who represented Bengal, proposed they should be raised! And what made him think that the people could pay higher fees? He knew there were some students who paid large sums to their private tutors! I cannot for a moment think that he did not know what bad logic it was to generalise from a few cases. But the fee question is inseparably associated as much with the responsibility of the Government about the education of the people as with the people's ability or inability to pay more for the education of their children.

"When India was governed by the East India Company, Sir Thomas Munro pleaded 'that the amount spent by the Government on education, would be amply repaid by the improvement of the country and the growing prosperity of the people and the State, that the general part of the middle and lower classes were then (in 1826) unable to defray the expenses incident upon the education of their offspring, while their necessities required the assistance of their children as soon as their tender limbs were capable of the smallest labour'.

"This is as faithful a description of the state of people now, as it is of the people of nearly a century back. In 1822 Sir Thomas Munro obtained information from the Collectors that there were 12,498 schools in this Presidency with 1,88,650 students including 4,540 girls. Of those institutions 740 were colleges known then as *pathshalas*, and the school fees if any were ranging from one anna to four annas a month and never exceeding eight annas. We have in 1915-16 public elementary schools about 28,151 for boys with 1,201,273 of pupils and 340 secondary schools with a strength of 130,353 and 13 colleges with 8,378 students. It would not do to say that the education is spreading fast and wide. Measure the present state of education in the country with the century of British rule which has since elapsed. Measure it with the progress made in various other civilized countries. Measure it with the number of men skilled in handicrafts or manufactures. Measure it with the many who find that education is beyond their means. Do that and say whether the progress is commensurate with all these. If the educational policy of Sir T. Munro had been acted up to all these years, a far better account could have been given of the spread of education in the country. We do not agree with the observation of Lord Curzon that 'ever since the cold breath of Macaulay's rhetoric passed over the field of the Indian languages and Indian text-books, the elementary education of the people in their own tongue has shrivelled and pined.' We hold that western education was a boon in so far as it secured the solidarity of the Empire and trained the people in understanding their rights, liberties and duties and responsibilities and dispelled ignorance and prejudices.

"Why should the state of education be now as it is? The answer is not far to seek. The present high rate of school fees is mostly responsible. Look back on the scale of fees in 1822 and on the scale today. Are the masses richer now to be able to pay the fees today? Granting they are, are they as many times richer as school fees of today are heavier, than the fees of that period? Is it not the duty of every one to foster the love of knowledge, so ungrudgingly instilled in the minds of the people by the British Government? When there is such a rage in the country for western education, is its spread to be checked by raising the fees frightfully high as being disproportionate to the means of the people?

"Fees are raised all over India. When that is felt as a great hardship, why should things be made harder for the people of our Presidency by raising the fees higher than in the other provinces? On what principle is it done? Are we richer than they?"

2 RESOLUTION RE REDUCTION OF SCHOOL AND COLLEGE FEES.

(Mr. Venkatapati Raju.)

[20TH NOVEMBER 1917.]

"When we compare the average annual fee paid in the Arts Colleges in 1907-12 with the fee of today, we find the following enhancements:—

"In Madras from 65.9 to 85, In Bombay from 68.8 to 72.5, Bengal from 54.3 to 64.7, the United Provinces from 66 to 71.5, the Punjab 55.5 to 61.9, Eastern Bengal and Assam 47.6 to 50.2, the Central Provinces 46.8 to 49.6.

"While in Burma and the North-Western Province there is a reduction from 87.2 to 82.8 and from 59.9 to 49.88 respectively. The average increase in all is from 60.7 to 68.3 and in India the increase is by 12.5 and in our Presidency by 29.4.

"If we go back to 1896-97, we find that the average fee levied in Madras was 55.7, whereas in the whole of India it was 51.8. Thus we notice that during the last twenty years, the fee in this Presidency has been increased by over 53 per cent. It should take one's breath away to notice the increase here.

"To return now to the secondary schools. The average annual fee per pupil in the Madras Presidency was in 1896-97 Rs. 13-4, in 1901-02 Rs. 14-9, in 1906-07 Rs. 15-6, in 1911-12 Rs. 17-7, while the average fee for the whole of India is Rs. 14-7. The increase of fee in the secondary schools in our Presidency during the last twenty years is over 32 per cent. What wonder then, that out of the total expenditure of Rs. 25,59,000 in 1912, so much as Rupees 17,82,000 were realized from fees alone?

"Here is a statement of the contributions from school fees and public funds in the various provinces:—

"In the Madras Presidency 66 per cent—13 per cent, Bombay 49 per cent—33 per cent, Bengal 62 per cent—19 per cent, the United Provinces 40 per cent—43 per cent, the Punjab 57 per cent—32 per cent, Burma 48 per cent—43 per cent, Eastern Bengal 70 per cent—17 per cent, the Central Provinces 26 per cent—61 per cent, North-West Province 37 per cent—47 per cent, Coorg 34 per cent—66 per cent."

"If this is our position in comparison with the other provinces, there is a thing in which we are unique. While in the rest of India the fees rise as the student goes higher, from 8 annas in the lowest class of the secondary school gradually to Rs. 3 a month in the highest class, in this province the student pays Rs. 22 a year in the first three forms and Rs. 42 in fourth, fifth and sixth forms. The old fee of Rs. 20 for the third form has been raised to Rs. 22, and the enhanced rate made uniform for the two lower classes which were formerly paying less than Rs. 20; and in the three higher forms, the annual fee of Rs. 38 for the sixth form has been raised to Rs. 42 and that is made the rate for the two forms below. Here is originality indeed! In defence of this scale, it has been said that it is meant to be an effective check on ill-advised promotions. If the fact, that a student paid a higher fee in a higher class, was an inducement for indiscriminate promotions, what about the greater chances of undeserved promotions from the third form where the fee is Rs. 22, to the fourth form where the fee is twice that? How strong should be the temptation to go wrong there? There is the Inspector of Schools to exercise effective control in the matter of promotions. Whatever that may be, is the guardian to be punished for the suspected weakness of the teacher or the avarice of the manager? Or will the rate of the sixth form be fixed for all the six forms to make the check ideally perfect? How far the present scale of school fees has proved a check on unmerited promotions, can be seen best from the promotion of passes in the Secondary School Leaving Certificate examination to the strength of the class. It is indeed hard for us outside the Educational Department to see how the percentage of passes depends upon the amount of school fees paid. The scale of fees has not produced, nor ever can, what is claimed for it.

"Certainly the managers of schools hail any increase in fees to make their schools more and more than self-supporting and may even go to the length of saying that enhanced fees would not affect the strength of schools. As a matter of fact, there was a fall in the strength in our Presidency, while there was a rise in the strength in all other provinces. In 1906-07, 216 out of every ten thousand of school-going age were at school; in 1911-12 the number fell to 193. But it is not much to the point to inquire whether the present scale of fees has led to any fall in the strength of schools. If the institutions have the strength they have, it is due to the hold that western education has on the people, despite the fact that in pursuit of it as the one thing which is believed to give them respectable means of livelihood, many families have been ruined. That many fortunes have been wrecked in what the nature of examinations in this Presidency has proved but a wild goose chase, is not a fact which can be got at from public statistics but we of the people, who have so much to do with them every day, know it best. It is far more deplorable that many who are educating their boys, are doing so at a cost that is really ruinous to them, than that so many are too poor to educate their boys, or than if there had been a considerable fall in the strength of the schools.

"Let us now examine the recommendation of Lord Curzon's Indian University Commission of 1902. It is most unfortunate to the country, that the Commission should have held, that 'fees must not be fixed so low as to tempt a poor student of but ordinary ability to follow a University course which it is not to his real interest to undertake.' Could this recommendation be made in any other civilised country? It is a fact of common knowledge, that many poor students in India managed to get help for their boarding, clothing and schooling and after brilliant University career, attained to positions of the greatest distinction in the country and that a great number of them did very well in life. But that was in days when school fees were much lighter than now. To do anything which throws obstacles in the way of the people getting as much knowledge as they desire, is a grievous blunder. To ignore that there may be and have been numerous intellects among the poor, is woeful ignorance. If at the present day of

RESOLUTION RE REDUCTION OF SCHOOL AND COLLEGE FEES.

20TH NOVEMBER 1917.]

(Mr. Venkatapati Raju.)

feverish enthusiasm in the country to acquire western education, when even the submerged classes are striving for educating themselves, the old facilities for education are given, there may yet rise Sir Muthuswami Ayyars from the poor. In his minute of dissent, Dr., now Sir, Gurudas Banerjee said: "The person to judge of the real interest of a student is himself or those who are directly interested in him and not the University, and it is not justified in imposing restrictions such as a prohibitive fee for the sole purpose of preventing him from entering it when he is otherwise qualified." Dr. Gurudas rightly asserts that 'youths of ordinary ability are often found to develop considerably their mental powers later and by slow degrees.' Sir Isaac Newton was a most unpromising boy till he was eighteen years of age. Dr. Gurudas recommends that every facility should be provided in India to produce men who by adding to their own knowledge and culture raise the position of the communities to which they belong. The Commission is afraid that by lowering the college fees there would be undue competition amongst institutions and consequent impairing of the efficiency. Dr. Gurudas has met the objection by saying that conditions of efficiency should be prescribed instead of fixing any minimum fee for educational institutions.

"If the Government endorse the view of the University Commission, that education is not for the poor, I do not understand why they are doing so much more for the poor students in European schools. The following figures from the quinquennial report for 1907-1912 are very interesting as showing that the Government give special treatment to European schools.

"The average fee paid by the scholars in European schools in the Punjab is Rs. 108 a year, the United Provinces Rs. 107 a year, Bengal Rs. 99 a year, Burma Rs. 85 a year, Bombay Rs. 59 a year, Eastern Bengal and Assam Rs. 55 a year, the Central Provinces Rs. 51 a year."

"The average fee for the above is Rs. 76, while in Madras it is only 25.

"In the administration report for 1912-13 the Madras Government says that it is improbable that there is any large number of European and Anglo-Indian children not attending any school but in Madras city there has been a tendency to discontinue studies at an early age on the part of the poorer section of the community and with the help of the Imperial grants, inducements were held out to parents to send their children and keep them at school by the grant of clothing and of a free meal a day. This policy was continued year after year, and contributions from Provincial funds were increased to nearly 39 per cent while realizing only 17 per cent of the total expenditure from fees, while so much as 66 per cent or more of the total expenditure was realized from fees in the other secondary schools. These figures I give here not that I grudge the concessions to the European and Anglo-Indian communities, but that it is just to show the same solicitude for the education of the other poor students also.

"The advocates of the enhancement of school fees say, that it is necessary for maintaining the efficiency of the institution, and the results of the examinations are said to be the test of the efficiency of teaching. If that is to be accepted as true, I do not know how to account for the fact that Madras, though it occupies the proud position of levying the highest fees, occupies the lowest place in the matter of results in public examinations. Here is a comparative statement of the results for India:—

"In 1911-12, 70 per cent matriculated in Calcutta, 50 Bombay, 51 The Punjab, 42 Allahabad, 23 Madras."

"For the Intermediate Examination in Madras 2,448 appeared in 1906-07, but only 1,578 appeared in 1911-12!—a fall of full 870 in the number of applicants! And what was the percentage of passes? 44 as against 69 in Bombay and 48 in Bengal. In subsequent years we find that things are worse though the number of examinees increased considerably.

"In 1912-13 only 33 per cent passed, 1913-14 only 39 per cent passed, in 1914-15 only 28 per cent passed, in 1915-16 only 24 per cent passed."

"The average percentage of passes in the Intermediate throughout India is 426. Where are we before that with our 24 per cent for the last year? Nor are the results of the Secondary School Leaving Certificate examination better! Here is testimony of facts to the soundness of the explanation that higher fees secure efficiency of teaching, and the results of examinations are a test of that efficiency.

"Coming to the colleges, we find that, as the standard of fees fixed, is the minimum, they fix the fees just as they like, the fees for the Intermediate and B.A. classes ranging respectively between Rs. 32 and 40 in the Nizam's College and Rs. 88 and 112 in the Maharaja's College, Vizianagram, with an admission fee of Rs. 12 on occasions.

"This is how we stand in comparison with the rest of India! It was feared, that any increase in the fees in secondary schools was liable to cause a considerable outcry, and a representation? Committee was appointed in 1909-10 in Madras. The result was, that the fees were quietly increased by 22 per cent! And this in spite of the fact, that secondary education is the basis of all professional and other kinds of education besides being a qualification for public service. The best or the only explanation for all this is the misfortune of our Presidency.

"Regarding elementary education, I do not see, why any fees should have been levied there, the income realized being comparatively small. To find the money to make it free and compulsory, let there be an education cess, if necessary, after economizing the expenditure in the various departments of the State; and the cess will be paid more cheerfully than the railway cess of 3 pies in the rupee, compulsorily levied in some districts. I would recommend that the fees levied in this Presidency should not exceed the average for India. The following scale would be fair and it should be made the maximum in any recognized institution:—

"For the first form As. 8 a month, second Re. 1 a month, third Rs. 1-8-0 a month, fourth Rs. 2 a month, fifth Rs. 2-8-0 a month, sixth Rs. 3 a month, Intermediate class Rs. 4 a month, with an additional rupee for laboratory fees, B.A. class Rs. 5 with additional laboratory fee."

(Mr. Venkatapati Raju ; Mr. Yaqub Hasan.) [20TH NOVEMBER 1917.]

"It may be objected, that the income of the institutions would fall to an extent that may necessitate the closing of many of them. That would not be the result. There would be considerable additions to the strength of every institution. Taking the first three forms, we get an average income of Rs. 40 a month, and few teachers of the first and second forms are paid more than Rs. 35 a month. While a full sixth form of 40 will pay Rs. 120 a month, that is, the manager will get far more from the class than he pays the teacher. Putting down the average salary of the teacher at Rs. 80, there is a saving of Rs. 40 a month. In many schools the sixth form is put in divisions, the class in the Maharaja's College, Vizianagram, being put in eight divisions. And what should be the saving there a year with the reduced fee? Rs. 3,840.

"The fees for the F.L. and B.L. classes in the Madras Law College are Rs. 150 and Rs. 200, respectively, while in the Trivandrum College they are 108 and 126. The Madras Medical College charges Rs. 125 a year for both the L.M. & S. and M.B.C.M. classes, and the College of Engineering charges Rs. 140. I would suggest Rs. 120 a year in the Law College and Rs. 96 in the other professional colleges.

"My Lord, I have not said all that I desired to, lest I should exceed the time limit. With the average income of only Rs. 30 per head, India is decidedly the poorest country in the world. Yet no country thirsts more for knowledge: no country needs it more. We prize western education as one of the greatest boons conferred on India by England. From time out of mind, education has been given free in this country. Even to-day Sanskrit is taught free upwards to the highest philosophy. High scholarship is no doubt desirable, but what India wants is a far wider diffusion of knowledge than depth of knowledge in a few cases. Lower the fees and bring western education within reach of as many people as desire to have it. The people are doing their best in the cause of education. The Hindu University is a monument of the new awakening in India.

"Then there are the princely endowments of Sir Palit and Sir Rash Bihary Ghose and Sir Ratan Tata. The Fergusson College has been founded to give the cheapest and best education. In our Presidency Maharajas, Rajas and zamindars are contributing generously for the spread of education. Let the Government recognize the growing thirst of the people for western education by making it less costly. Let the educational policy of Sir Thomas Munro be the policy to-day. Sometimes going back is the best way to go forward. Let us go back to the days of lighter school fees and education will go forward with a swing.

"Dr. Davies said: 'It will be the millennium of education when every State, recognizing the unspeakable importance of mental culture, shall bind themselves by statutes to train up the minds of those who are destined to defend their rights and to advance their interests.' With these noble words of Dr. Davies, I commend the resolution for the acceptance of the Council."

The Hon'ble Mr. YAQUB HASAN:—"Your Excellency, I beg to second this resolution. There is a widespread suspicion, not altogether unfounded I am afraid, that the Government have placed artificial barriers in the way of education to prevent it from being spread too widely, and the way such questions, as one raised in this resolution, are met by Government only goes to strengthen that suspicion. One of the barriers in the way of education is rightly considered to be the heaviness of fees in schools and colleges. Government have often on such occasions stated, and I anticipate that they will state it on this occasion also, that there is a limit to the resources of the Government and that only a certain amount of the revenue can be allotted to education. I do not believe that Government are so helpless as they are often represented to be. Where there is a will there is a way, is as much true in the case of the Government as it is in that of individuals. There can be no doubt that the heaviness of fees, as pointed out by the Honourable Mover, is keeping a very large number of people from the benefits of western education. Reduction of fees will no doubt increase the number of students, which will necessitate more provision to be made for schools and colleges; and the Government may therefore apprehend that their burden of the cost of education will very much increase. They not only will have to bear a larger share of expenditure owing to the reduction of income in the shape of fees but also when more schools and colleges come into existence, as a result of the increased demand, more grants will have to be made. But it has to be remembered that the cost of education does not fall entirely on Government. At present, Government equally share with the managers the deficit between income and expenditure. By fixing the fees at very high rates and by calculating the income of secondary schools according to the standard rate, most of the schools are declared to be self-supporting and very little grant is given to them by the Government. If, on the other hand, the fees are reduced, secondary schools at any rate will no longer be self-supporting to that extent and the Government's share of the cost of education will be proportionately greater. But, at the same time, it has to be remembered that, as long as the people are willing to come forward to start more schools and colleges, there should be no obstacles placed in their way simply because it will increase the cost of education as far as Government are concerned.

"Another objection that the Government may bring forward against reducing the fee will be that the increase in the number of schools will necessitate a larger number of trained teachers and the Government have not enough facilities for training them and indirectly the need of more training schools and colleges will mean more expense to the Government.

"Another objection that may be brought forward is that the education will either have to be restricted to the financial resources of the Government or that the quality of education will have to be reduced. I for my part would rather have the quality of education reduced and a larger number of people become educated. I would rather have one hundred half-educated

20TH NOVEMBER 1917.] (Mr. Yaqub Hasan ; Mr. Stone.)

persons to the one highly educated person of the present system. But that is only by the way. There need be no fear of the efficiency of education being impaired, because, after all, the slight reduction of fees that is demanded by the resolution is not calculated to affect the efficiency of the system of education. To my mind it is a very moderate proposal. If the Government see their way to meet it, they will be able to assure the Indians that the Government are really as desirous of education being widely spread as we ourselves are. There is, in my opinion, a great necessity for the Government to have a thorough overhaul of their whole educational policy. Till that is done no great improvement in education can be expected. But, of course, that raises a very big question, and some day perhaps this Council may take it up. At present, our demand is only for the reduction of fees in schools and colleges. I hope this proposition will be accepted by the Government."

The Hon'ble Mr. J. H. STONE:—"Your Excellency, in the first place I should have preferred if the Honourable Members who have spoken had borne in mind the distinction between collegiate and secondary education on the one hand and elementary education on the other. The point of view of the Government has always been, in this Presidency at any rate, that while they view with equanimity the possibility of elementary education being free, they could not do so in the case of secondary and collegiate education. The line has always been that secondary and collegiate education should be, so far as may be, self-supporting. I must confess that I am unable to understand the point of view of any Honourable Member of this Council who differs from Government in this respect. It seems to me almost self-evident that any country will seek to make higher forms of education self-supporting. In this country it is not so: it is far from being so. But in this Presidency we have succeeded better than in any other Province, in making it so.

"The Honourable Member pointed out that a larger proportion of the cost of secondary and collegiate education is borne in this province from fees than in any other province. I do not hesitate to say—I have taken the trouble to acquaint myself with the state of education in some other provinces—that we reap the benefit of such a state of things in Madras, whatever Honourable Members may say about our examination results. I do not propose to discuss that for a moment; but I do emphatically say that we are far in advance of other provinces in education, and I am sure one reason is that we have had a larger sum of money to spend on secondary and collegiate education, largely because, as I have said before, we have been able to make this kind of education to a great extent self-supporting.

"What would be the result if we were to reduce the fees? In the first place, somebody must pay this money which we now get in the shape of fees. The Honourable Member thinks that by reducing fees we shall so increase the number of boys coming to secondary schools, that we shall more than make up by increase of numbers for the reduction of fees. That is very much a matter of opinion. We are perfectly well aware that when in England the penny postage was introduced the enormous increase in the number of letters posted resulted in the revenue becoming much greater than what was obtained before from post offices. The Honourable Member seems to think that the same sort of thing will happen in this Presidency—that there is quite an indefinite number of boys waiting to flock into secondary schools if the fees were reduced. It is doubtful if it will be so. If we reduce the fees, there will be no doubt a slight increase in the number of boys; but I do not see what reason the Honourable Member has for saying that there will be such an enormous increase as to make up for the reduction of fees. Supposing he is right in thinking that it would be so, that we should make up in the number of pupils for the reduced fees which pupils would pay, what would be the result? He says he would like to see the forms in the secondary schools go up in number of sections. He mentioned eight sections, as though with approval, in the case of the sixth form. Supposing we have large flocks of students coming into these schools and being divided into sections and taught by any Tom, Dick and Harry, who pretended to be capable of teaching—I know, and Honourable Members must know too that the supply of people fit to be teachers, when all the other needs of the Government have been met, is not a very large one—I mean the supply of people fit to be secondary teachers. I am now talking of those who have the intellectual capacity and the character. Our difficulty is to provide as much secondary education of a decent kind as the people of this Presidency are demanding; and when I say demanding I mean, demanding in an economic sense, that is, to the extent that the people of this Presidency are prepared to pay for. If you reduce the price, in proportion as there is an increase in the economic demand, in that proportion we shall have to supply worse education.

"The Honourable Member referred to the badness of the results of our examination. I am not prepared to admit that examinations are the sole test of efficiency. But it is perfectly certain that if we have to give worse education, we shall not improve the results. Even putting education in that lowest sense we shall be doing a disservice to the country if we do anything which will diminish the efficiency of secondary education, and I do not want Honourable Members of this Council to go away with the idea that it does not matter what sort of education is given in secondary schools. It matters extremely, to the leaders of the people of this country even more than to us, because of the responsible position they occupy. If you go and pass a vote in favour of reducing the fees, you will be, to a large extent stultifying yourselves; you will be passing a vote in favour of diminishing the efficiency of education, which, at present, is by no means too efficient.

"I see in the newspapers what is being done in England for the improvement of education, what Mr. Fisher is saying. It is going to cost enormous sums of money to bring about that state of things which Mr. Fisher proposes. But does he mean that every boy irrespective of

(Mr. Stone; Mr. Siva Rao.) [20TH NOVEMBER 1917.]

ability is going to school to get a thoroughly efficient education for nothing? Surely not. Just as in this country we provide for boys of ability by scholarships so also he will try to provide for boys of ability. He will not provide for every boy whose parent thinks he has got a swan while he has got a goose. Government have already got the proposal of allowing 10 per cent of the boys of secondary schools to be educated free. But these boys will be boys of ability.

"That brings me to another point which I have often mentioned before that the Honourable Members of this Council are apt to forget that boys differ greatly in ability. All boys are not like one another, and are not equally susceptible of higher education. I am afraid I am keeping the Council too long.

"There are one or two points of detail in the speech of the Honourable Member. The Honourable Member referred to Sir Thomas Munro's opinion. The value of money in Sir Thomas Munro's time was very different from what it is now. That is a point which the Honourable Member may take into account. He told us again that education did not spread on account of the high fees. There were 96,000 boys six years ago, when the fees were raised and there are 136,000 boys now, so that the number of boys in secondary schools has considerably risen notwithstanding the increase in fees. I have already said that I admit that our rates of fees are the highest in India. I admit the proportion of the cost of education met from fees is higher in this Presidency than elsewhere in India.

"To take another detail, the Honourable Member criticizes the fact that there is a level rate of fees in the first three forms and also a level rate from forms four to six and he says that this is intended to be an effective check on ill-advised promotions. That was intended to be a check on ill-advised promotions. It is not an operative check against all ill-advised promotions. That removes a great temptation to bad promotions I am perfectly certain. As to the Inspectors of Schools, these poor Inspectors of Schools are expected to do everything, but they are not omnipotent and we must arrange things in such a way as to make it as easy as possible for them to supervise the schools effectively.

"Then again, he has made out that managers of schools would like to have lower fees. I do not know if it is so or not. I must thank the Honourable Member by-the-bye for his providing me with a copy of the speech.

"I will now come to the practical point as to who will have to pay the difference, if the fees were lowered. It seems to me that the payment must necessarily be from the Government. I do not see who else is going to pay it. Managers of schools are not able to provide more money from their pockets than they do at present. The result would be that you would spread the payment over the people at large; you would be making a number of people share in the paying of these fees or at least in the difference between the present fees and the proposed fees; you would make a number of people share in the fees who are least able to afford it. The Honourable seconder said that there was an idea abroad that the Government are placing barriers in the way of the spread of education. I really do not think he could have himself thought so. If there is such a public impression I do not believe he himself shares it. It appears to me that Government have given ample proofs that there is no desire to place barriers in the way of education. The expenditure on education has been going up by leaps and bounds at a rate which would have terrified the Government of a short time ago say, ten years ago; that proof is being given by the Government of their desire to extend and improve education by all means in their power. It is quite well known also to the Council that many further developments in education are under consideration. Therefore I do not think that Honourable Members of this Council could really entertain the idea that the Government are doing nothing."

At this stage the Council adjourned for a short interval.

The Council re-assembled after the luncheon interval at 3 p.m.

The Hon'ble Mr. P. SIVA RAO :—"I wish to give my humble support to this resolution. The Honourable mover has made out a very strong case for immediate action; I had been carefully listening to the speech of the Honourable the Director of Public Instruction; one aspect of the matter, namely, that the fees levied in this Presidency are the highest in India—was not attacked by the Director of Public Instruction. Nowhere, in this country are the fees so high as they are in this Presidency, and the question naturally arises for consideration why should this Presidency be an exception to the rule. The Honourable the Director of Public Instruction stated that in this Presidency the institutions are far more self-supporting than they are in the other parts of India. My Lord, in considering these educational matters, we must eschew all commercial considerations out of our minds. If we expect a return for the expenditure incurred on education by way of rupees, annas, pies, I think we shall be undone. The only return that we can expect in a matter like this is the spread of education, more useful citizens, more useful members of society and so forth. That is the proper return we ought to expect in a case like this.

"The Honourable the Director of Public Instruction drew a distinction between elementary education and secondary education and collegiate education and he said that it was conceded on all hands that secondary and collegiate education should be self-supporting as far as possible. I join issue with him, so far as secondary education is concerned. Even in England, there is a very general cry that secondary education should be free as elementary education now is. The other day I was reading the speech of Mr. Fisher delivered in the House of Commons. He said 'that secondary education should be made free is the ultimate goal that ought to be looked to.' What can be said in favour of elementary education can be said in favour of secondary education.

20TH NOVEMBER 1917.] (Mr. Siva Rao; Mr. A. S. Krishna Rao.)

as well. The case may be different in the case of collegiate education which may be considered a luxury and if a man wants that luxury he must pay for it; but that does not apply to secondary education. For fostering the growth and spread of secondary education, scholarships should be provided on a liberal scale and also the fees should be reduced.

"The only question which the Honourable the Director of Public Instruction was asking was how is this deficit to be met? who is to pay it? The answer is easy. The Government ought to make liberal grants; and then the question seriously arises as to whether we cannot economize in other branches of education, for example, buildings. It is an important question whether we are not spending too much on buildings, furniture, apparatus and equipment.

"Then the Honourable the Director did not admit that the reduction of fees would result in an increase in the number of students. I believe that that will be a certain result. If these fees are reduced, we would be throwing open education to a number of poor and deserving students who will then have access to education. If the number of schools is increased, then there is the question of the supply of trained teachers. The Honourable the Director of Public Instruction has asked—where are the trained teachers; if fees are lowered and numbers flock to the schools and the classes have to be divided into sections, where are the teachers? I do not think that is an insuperable difficulty at all. We can train teachers in sufficient and adequate numbers just to cope with the additional work, if any, that may be imposed on account of the increase.

"As regards the badness of the results, there too the reply of the Honourable the Director is weak. The results are the same. I do not think there has been any improvement in the efficiency after the increase of fees.

"Then the objection was taken that the general tax-payer would have to pay this deficit. I think, in a matter like this, the general tax-payer will have to pay, and the Honourable Mover said that even if an education cess is imposed, he does not mind it. It is a serious drawback that the fees that are now levied are the highest in India and there is absolutely no reason whatever why they should not be brought down to the same level as the fees in the other parts of India."

The Hon'ble Mr. A. S. KRISHNA RAO :—"My Lord, I quite agree with the Hon'ble Mr. Stone in thinking that we ought not to do anything in this Council which will have the effect of impairing the efficiency of education. I believe the Honourable Mover himself did not contemplate any such contingency when he asked for the reduction of fees in schools and colleges. If the effect of this resolution must necessarily be that, I shall myself be loath to vote for this resolution. But I believe, my Lord, that, so far as this question is concerned, the solution of it does not necessarily depend upon abstract ideas of efficiency and the requirements of education. The evil is admitted; it is not denied that in this Province among all others the fees have been steadily increasing with the result that they are the highest. It is not contended for a moment that the capacity of the people to pay fees is more in this Province than in other provinces. A further examination of the facts would show that the capacity is less here than in most of the other major provinces in India. If such is the state of things, is there no way of solving this problem so as to give the benefits of secondary education and collegiate education to a larger number of scholars than at present? I quite appreciate that, during the last few years, notwithstanding the increase in school fees, there has been an increase in the number of schools and scholars. But does it necessarily lead to the conclusion that scholars have been freely and easily paying the enhanced fees? Has that question been investigated properly? Is it not the case that several parents and guardians had to put themselves to considerable inconvenience and suffer hardships with the object of sending their children or wards to schools? Is it not a fact that several of these scholars had to beg from door to door to earn their school fees and to get education? Is it not the case that the fear that if they did not get the secondary school-leaving certificate they would be unfit for anything else in life—is it not that fear that made them enter the schools at all cost? Therefore the increase in the number of scholars does not show their capacity to pay fees to a larger extent.

"The evil being admitted and it being fairly clear that the capacity to pay the enhanced school fees is not there, is it not possible for the Government to devise means whereby a reasonable expenditure on education is maintained and a larger number of scholars are given the benefit of higher education? There are two courses which suggest themselves to me. One is the retrenchment of expenditure under various heads and the using of the sum so obtained for the purpose of education. I am glad to find that in reply to a question put by my friend the Hon'ble Mr. Ramachandra Rao, it has been stated that a special officer has been appointed to consider the question of curtailment of expenditure. It is stated in reply to question No. 107, 'Mr. A. R. Loftus-Tottenham, I.C.S., has been placed on special duty for a period of six months from the 29th October 1917 for the purpose of examining the possibility of reducing work and establishments in the Government Secretariats and in the offices of the Board of Revenue and Collectors.' A similar examination possibly in other departments will show that it is possible to secure retrenchment in several directions and those funds may be utilized for this purpose. In addition to that, I find that this Province is entitled to better treatment from the Government of India in the distribution of the Imperial grants for the purpose of education. When once it is clear that the pupils in this Presidency are paying enhanced fees as compared with the other provinces, and when it is also clear that proportionately we have not been getting liberal grants from the Government of India, we have a fair case to take to the Government of India and ask for increased grants for the purpose of secondary and collegiate education. If we make out a strong case, as we hope we can, there is every likelihood of our getting additional grants and of using them for this purpose.

13
8 RESOLUTION RE REDUCTION OF SCHOOL AND COLLEGE FEES.

(Mr. A. S. Krishna Rao; Sir Alexander Cardew; [20TH NOVEMBER 1917.
Mr. Pittendrigh.]

"I also wish that, in the consideration of this question, secondary education and collegiate education are separately considered. The considerations that apply to one do not apply to the other. My Honourable Friend Mr. Siva Rao has already drawn attention to that. So far as elementary education is concerned, the Hon'ble Mr. Stone has pointed out that it stands on a different footing altogether. We need not, therefore, consider the educational cess in connexion with this question; that is only in connexion with elementary education. With regard to the reduction of fees in secondary schools and colleges, it deserves most earnest attention, and if real efforts are made it may be possible to reduce the fees."

The Hon'ble Sir ALEXANDER CARDEW:—"Your Excellency, I am tempted to make two or three short remarks which struck me in regard to the speech of the Hon'ble Mr. Siva Rao. He has asked the question in this Council, 'where is the money to replace these fees to come from?' And he said 'of course'—I could not help smiling—from the Government. Your Excellency, I do hope that Members of this Council will take a fairly long view of this matter. We have got before us the problem of providing funds for elementary education throughout the Presidency. At the present moment, the expenditure on elementary education—I have not got any figures at hand for this purpose—is entirely inadequate to meet the entire needs of elementary education. I would like to point out what gigantic sums will be required for the purpose. We have a population of 43 millions, so you will certainly have to provide for school places and education for something like five million children. In France, which has got a population considerably less than ours and where the school-going population, because education is being carried on to a later age, is somewhere about the same, they are spending something like ten millions sterling a year on primary education and, in addition to that, a gigantic sum on school buildings for primary education. In this Presidency, I have arrived at the conclusion that the smallest sum we ought to provide for primary education for the whole Presidency would be about three millions sterling a year. I may add that the total Provincial revenues come to 5½ millions sterling or about 800 lakhs of rupees, and we want three millions for primary education. Is it not very unwise to curtail the funds available for primary education by throwing larger charges for secondary education on the tax-payers? You must not look to the Government's pockets. It is clear from the figures I have given that the money which the Government have now got will not be sufficient to meet the cost of primary education. We have got to find a large sum for primary education and I submit to the Council that it will be very unwise to curtail the sums which will be available for primary education by throwing away the fees which are now being received for secondary education. After all primary education must come first. One of the defects of the resolution is that it does not distinguish between collegiate and secondary education and primary education. If the Honourable Member amended the resolution so as to deal with primary education and confined it to primary education, then he would immensely strengthen his case. But he is ambitious and the resolution applies to the whole course of education. I think a word of warning may be useful to the Council and I may draw the attention of the Council to it. The more you sacrifice the funds available for secondary education the less you leave for primary education."

The Hon'ble the Rev. G. PITTEDRIGH:—"Your Excellency, it is impossible not to feel sympathy with the suffering parents. No one is more conscious of the poverty of many of the students than I am. I am brought into contact with it almost every day. At the same time, it seems to me, Sir, that this discussion at the present moment is academic. Apart, altogether, from the figures brought forward by the Hon'ble Sir Alexander Cardew, we are in a specially difficult position at present on account of the war, and, consequently, whenever we go up to the Government for assistance to aided education, we are met with the reply of 'no funds.' Now I wonder whether Members are quite conscious how much the Government of the country is dependent upon aided education. There is no question at all that both elementary and secondary education,—especially secondary education and to a very large extent collegiate education—is in the hands of aided bodies. The policy of the Government is to depend upon aided education, because the Government is unable to educate the country without its help. Now aided institutions have year by year to provide very large sums to carry on this education. If the fees are reduced, I do not see how these bodies can carry on education to anything like the extent that they do now. I believe that a great lowering of the fees would mean a lessening of the education of the country. I am aware the Honourable Mover of the resolution suggested that that would be made up by larger numbers. If I may take one school, the school with which I am best acquainted—I am not referring to the college at all because both the Hon'ble Mr. Siva Rao and the Hon'ble Mr. Krishna Rao leave collegiate education out of account, I am talking of secondary education—the school is just as full as it has any right to be. The numbers cannot be increased in it and the sum drawn from the manager amounts to a very considerable number of thousands per annum. If the fees are materially reduced, I do not see how a school of that kind is going to maintain itself without materially increased aid from the Government."

"Then the Hon'ble Mr. Siva Rao spoke of secondary education and quoted Mr. Fisher in that connexion. It must be remembered that secondary education in England is dependent on the rates. It is not merely elementary education, but also secondary education that is maintained from the rates. When the day comes for the cess being imposed in this country, then it will be possible to speak of lowering the fees in secondary schools. I do not know whether it will be possible for many long years to think of free secondary schools, but at all events the fees might possibly be lowered, when the cess is levied, and compulsory elementary education is in force. But, until that time comes, I find it exceedingly difficult to see how the ever increasing cost of

14 10
9 RESOLUTION RE REDUCTION OF SCHOOL AND COLLEGE FEES.

20TH NOVEMBER 1917.] (Mr. Pittendrigh; Mr. Ranga Achariyar; Mr. M.
Ramachandra Rao; Mr. Rama Ayyangar;
Rev. John Aelen.)

education is to be met if the fees are lowered. One thing struck me as exceedingly interesting in the Honourable Mover's speech. He pointed out a constantly increasing expenditure in all the provinces in India, or practically all. There seems to be a reason for that. Does it not mean that the education is growing more expensive year by year? It therefore seems to me impossible to do anything in the way of lowering the fees, more especially at the present moment when the Government is absolutely unable to meet the cost in any other way."

The Hon'ble Mr. T. RANGA ACHARIYAR:—"There is one important aspect of the question which I wish to place before the Council. It is really the poor who go in for education; the richer classes do not care for it. Therefore the people who are really going in for education cannot afford to pay for it; that aspect also has to be considered in this connexion."

The Hon'ble Rao Bahadur M. RAMACHANDRA RAO:—"My Lord, I only wish to point out that in 1910 there was a resolution on the question of the enhancement of school fees. My late friend Mr. Perrazu felt very keenly the increase of the school fees in secondary schools and brought forward a resolution in this Council in practically identical terms as the present one. My Honourable Friend has complicated the matter somewhat by a too comprehensive resolution which includes elementary, secondary and collegiate education in the scope of this discussion. Probably if he had confined himself to one of the three subjects—I cannot say whether any agreement would have been reached—the resolution would have been considered much more favourably than it has been. I do not expect to see in the near future an imposition of a cess for secondary education, suggested by the Hon'ble Mr. Pittendrigh. I think for several years to come we shall have to rely upon the cess for the expansion of free and compulsory elementary education in this country. The question of lowering the rate of fees has to be considered independently of the imposition of the education cess. As has been pointed out by my Honourable Friends Mr. Siva Rao and Mr. Krishna Rao, I do not wish to say anything with regard to collegiate education, but I have a great deal of sympathy with this resolution with regard to secondary education and I should be satisfied if the Government would consider the desirability of going back to the scale which was in force prior to 1909. If the Honourable Members would look up the proceedings of that year they would find that Sir Alfred Bourne said a great deal in justification of the step then taken, and I do not think the Hon'ble Mr. Stone will contend that simply because the fees were enhanced in 1910 the efficiency of education in this Presidency has gone up. Therefore I think the question of the cost of education in this Presidency as compared with that in other provinces has to be considered; and various other issues which have been raised are somewhat irrelevant to the present discussion. I would confine myself to this one aspect of the question, and I would ask your Excellency's Government to consider whether it is possible to go back to the scale of fees in secondary schools which was in force in 1909. There was a committee at the time which sent up a report, and in consequence of that report the fees were increased. I hope that at least that part of the resolution will receive favourable consideration from the Government."

The Hon'ble Mr. K. RAMA AYYANGAR:—"My Lord, I have one suggestion to make. If permission could be granted to the authorities of the high schools to levy what fees they think fit, if it will be possible for the Educational department to allow the calculation of fees not at the standard rates but at three-fourths of the rates, that would serve the purpose equally well. In fact, where education is so much spread that there would be no difficulty in securing attendance at the high school and colleges, the question will not arise whether the management should levy the full rate or not. But in parts where there are not a number of schools and where education is not highly advanced, it will be only proper to allow the management to levy lower rates than the standard rates, so that in fact they may be allowed to calculate the school fees on the amount they levy, provided it does not go below a certain percentage. A point like that was considered by the Educational Conference which met in May last. A thing like that will give scope for a freer and greater diffusion of secondary education in areas where there is not sufficient competition and where the boys have to go to school at considerable sacrifice and inconvenience."

The Hon'ble the Most Rev. JOHN AELEN:—"I have closely followed the discussion on this very important subject and I certainly say that, during the many years I have spent in Madras, when I have had dealings with the Educational department, that the Government have never been wanting in their duty of promoting education. We have seen, as we have heard, that the educational budget has gone up by leaps and bounds every year. So, I do not think we can complain under that head. In my eyes, it is only a question as to how the money should be spent, whether it should be on elementary education or collegiate education or what we might call secondary education. It is all the same. I am very much in favour, as some pointed out, of spending money on elementary education. The Hon'ble Sir Alexander Cardew has shown how much it would cost us before people are provided with elementary education. I do not think we can go beyond that and now reduce the fees for collegiate or secondary education. So I am certainly in favour of what we have been doing."

"There is still one remark that has been made, that students are very poor, I believe that certainly many are deserving of help. It may be that they do receive help in some way or other. That should not be quoted as an example—because they have to go from door to door in order to pay their fees, that this should be a reason why the Government should reduce the school fees. Only the other day I read an article in one of the American reviews that young men in order to get higher education during the holidays very often spent their time as waiters on a ferry

(Rev. John Aelen; Mr. Stone; Mr. Venkatapati Raju.) [20TH NOVEMBER 1917.]

boat and tried to make a little money for paying the school fees. It has not yet gone so far as that here; the Government provide very well for the education of the people as far as they can do it. It is a strong argument with me that if we are to reduce the fees and to go on with education, we shall have to put taxes on people who do not profit by the taxation. There are not very many in any country who profit by higher education; people who want to reap the benefits of higher education should pay for it. I believe the discussion has been instructive, but yet I cannot agree with the mover of this resolution in regard to the reduction of school fees. Whether reduction of fees will lead to the spread of education I do not go into. My principal argument is that money must be spent on primary education which must be put within the reach of every one, and only then we can provide for higher education, that is, school and college education, as far as funds allow."

The Hon'ble Mr. J. H. STONE:—"Your Excellency, there are various new points raised since I had the honour to speak. The argument that people are too poor to pay school fees has been emphasized. Of course, we are all too well aware that there are boys attending secondary schools under very great disadvantages as regards finding the necessary fees for the schools and for the examinations. We also know that families often submit themselves to hardships in order to provide the necessary money for their children's education; but it does not seem to me that because cases of that kind occur, that is a reason why the State should take upon itself the duty of ameliorating such circumstances. It seems to me a matter for private charity. One knows that private charity does do a great deal to help people to bear the cost of the education of their children."

"I should just like to remark as regards boys who have to beg their fees from door to door, they would have to go to almost as many doors, even if the fees were reduced to the level which the Honourable Member recommends they should be reduced. In fact, this country suffers from too little scope for the persons who have attained anything more than the elements of education; there is no scope for the energy, the employment of their talents and knowledge of an indefinite number of persons taught up to what we call the secondary stage. What we should like to see is a smaller number of boys who go on beyond the third form. Everybody thinks it is necessary to go up to the sixth form, and that is the most expensive form of education. What one would like to see is that this idea was not so prevalent that it is absolutely necessary for every one who gets into a high school to go up to the sixth form. It is only changed conditions in the country generally that will produce a result of that kind. But I do not think that people are very wise in insisting that everybody ought to have secondary education; that is what it comes to that everybody ought to have secondary education and the State should pay for it."

"The Hon'ble Mr. Ramachandra Rao challenged me to say that the efficiency of education has been improved by the enhancement of fees. I think myself that it has certainly been improved by the increase of fees. We have certainly had a large amount of money from fees to spend. If we have not attained considerable improvement, I should say that, if the fees had not been enhanced, secondary education would have degenerated."

"With regard to the calculation of fees at three-fourths the rates instead of the standard rates, it would come to the same thing as reducing the fees. It would give an advantage to the parents of children in schools under private management, but it would not give any advantage to the parents of children in schools under public management, where the standard rates would be in force, whatever the calculation might be as regards the grants for schools under private management."

"I have one more thing to mention, and that is that the Government do make considerable concessions to students, or do allow private managers to make such concessions. For instance, there is the concession of half-rates to all Muhammadan pupils and all pupils of backward classes. There is the scholarship system and there is in prospect a further concession of 10 per cent of free places. It is a great mistake to suppose that although our standard rates are high, everybody, irrespective of his circumstances, has to pay these rates. As a matter of fact, they do not. One more concession, and that is not generally known, is not only do we put it in our rules that boys belonging to the backward classes may be admitted at half-rates, but we also make good to the manager what he loses by so admitting them. That I think will be admitted as a very considerable concession at any rate to the most necessitous part of the community."

The Hon'ble Mr. B. VENKATAPATI RAJU:—"Your Excellency, to take up the last point urged by the Hon'ble the Director of Public Instruction, that evidently some speakers have overlooked the fact that Government provide a lower rate of fees for some backward communities, I may assure the Hon'ble Mr. Stone that we have not forgotten that fact and that the figure is arrived at after making provision for that. The total percentage of 66 includes concessions given to poor students in the same way as it is done in other provinces. I have not yet heard the answer why these exorbitant rates should be levied in our Presidency, whereas it is not found necessary in other provinces, except one sole statement which we have to accept on the authority of the Hon'ble Mr. Stone that education is much better in this Presidency than in other Presidencies. The Hon'ble Mr. Stone has invited us to the views expressed by Mr. Fisher. I appeal to the same authority. It is a fact that we are spending a large amount on education and the Government are very generous in spending that amount. There is a fear, at least there is that apprehension, that all the amount that is spent on education is not usefully spent. If Rs. 1,000 is to be spent on teaching, we spend Rs. 10,000 on seeing whether the teacher is teaching properly or not and we spend Rs. 10,000 on buildings. People have a notion that the amount spent on education is not usefully spent and the benefit is not fully realized by the people. That is one aspect. The other aspect is that so far as elementary education is

[20TH NOVEMBER 1917.]

(Mr. Venkatapati Raju; the President.)

concerned—that question was talked of on many occasions—though the Hon'ble Mr. Ramachandra Rao thinks that if I had limited my resolution to that, perhaps I would have had a better chance, it is our duty to bring forward all the points to the consideration of the Government and it is for them to do what they think is best. The day may be far off when elementary education is made compulsory, but if it is offered we are prepared to take the burden."

"With reference to secondary education, the Hon'ble Mr. Ramachandra Rao says it would have been better if I had limited it to one alone. I do not understand that aspect of the Hon'ble Mr. Ramachandra Rao's position. But whatever that may be, there is one aspect which ought not to be ignored. As Mr. Fisher, the authority referred to by the Hon'ble Mr. Stone, has stated in these matters we ought not to be solely guided by the educational experts, because they always look at the question with one angle of vision only. In order to arrive at a proper conclusion and in order to give the proper benefit to the country, you must take into your confidence the people's representatives to see how the people may be best benefited. If you consult educational experts, they will want efficiency and on that they will bring forward every stock argument; it does not matter to them if the people suffer or the students suffer so long as efficiency is maintained and they get first class education. I do not propose to take up your Excellency's time; I earnestly appeal that the whole question may be liberally considered by the Government."

His Excellency the PRESIDENT:—"I made a mistake; I ought to have called upon the Mover of the resolution before I called upon the Director of Public Instruction. Perhaps I may just say a word on this resolution before the Council votes on it. I understand that the question of collegiate education is put aside and the question of elementary education, so far as this particular motion is concerned, is rather left out of sight. That leaves us with secondary education. As the Hon'ble the Archbishop pointed out no country in the world ever had more than a limited number of elementary education pupils going through the next grade of education, that is, the secondary education grade. It is only a small proportion, a comparatively small proportion, in England, Scotland or France that ever go through secondary education at all. Now what are we to do in this country? Are we to be different from other countries in this respect, and if so, how are we to be different and how is the money to be found? People have talked during this debate about Government providing money as if the Government had a gold mine out of which they can extract money without incommencing anybody. You forget the fact that Government means the general tax-payers; what you propose to do is to tax the general tax-payer for a benefit which will only go to a small number of those who pay the general taxes. You are taxing the many for the benefit of the few. That is the thing you propose to do, because it is agreed on all hands that if you reduce the fees you will reduce the amount of money available for this kind of education. In order to make up for the reduction of fees, because the number of pupils will not make up for it wholly, you will have to find a larger sum of money from the general tax-payer to provide the fees which you are going to reduce. It is no good thinking that the cost of education is going to go down. It is going to go up. Every year the ideals of education are rising, the equipment necessary is rising, the length of training for teachers is rising. The standard of education all round is rising and secondary education is going to cost more every year. Again, as the Hon'ble Sir Alexander Cardew has pointed out, we are simply on the fringe of education. Elementary education we are only beginning in a general way. Women's education is only beginning and we have got a large advance to make in every direction of education so that the costs are going to go up. Can you get money from other purposes, can you take the money from the other objects which we discussed? There are six resolutions on this paper wanting money for other purposes. When we go to the budget discussion in February and March and April, everybody wants money. I ask the members of the Finance Committee whether there are large sums of money which could be transferred from one head or another for the purpose of secondary education. The truth is we are trying to make our money go as far as we can, and it comes to this; there is only a certain amount of money available for education. It has to be divided fairly between different educational interests and this proposal before the Council is to reduce the money available for education. I am well aware that parents make great sacrifices for their children to have education; but that is not a feature singular to this country. As the Hon'ble the Archbishop pointed out, it is perfectly true that in England and Scotland particularly great sacrifices are made by parents in order to give their children education; so it is in the United States of America, great sacrifices are made and pupils are working for six months in the year in order to pay their school and college fees during the remainder of the year. I have come across instances myself frequently in the United States when children are working, boys and girls are working for six months in order to pay for their own education in the other six months. It is not peculiar to this country that parents are willing, nobly willing and creditably willing, to make sacrifices to give their children education. The question is, go round the schools in this Presidency, you will find every school crowded. I think the Director of Public Instruction will bear me out. There may be one or two exceptions. I have been in dozens of schools. They are crowded to overflowing, the classes are crowded, the class rooms are crowded and the schools are crowded. Every year we have demands for more secondary schools on the existing lines, that is, the existing fees. Now would it not be folly for the Government who are so hard pressed for funds, folly for the Government and equally folly for this Council to commit themselves to the view that you can deliberately throw away educational resources in these circumstances? It will be a thousand pities if the Council commits itself to any such ideas. The Honourable Gentleman who moved this resolution and others commented strongly on the

12 RESOLUTION RE REDUCTION OF SCHOOL AND COLLEGE FEES.

(The President.)

[20TH NOVEMBER 1917.]

facts stated by the Director of Public Instruction that the fees in this Presidency are higher than elsewhere. All the more credit. The question is, are the pupils getting the benefit of it? We have his evidence, which is the evidence of a great authority, that they are getting the benefit of it. The reward is given to parents in the shape of more efficient education in this Presidency than they get elsewhere. Are we doing injustice to these lads in giving them better education? Are they not more fitted for the work of life than in the other Presidencies? I say it is a proper sacrifice, it is a noble sacrifice, the sacrifice which the parents are making. It is a sacrifice which brings its own reward and brings no regret. It is not as if we have the money to spare and we are holding it back. Every pie of the money that is available is given to education. I for one would only rejoice if it were possible to take money from other branches of expenditure and put it into education because I believe it is a good investment. But I do hope that this Council will not in the present circumstances commit itself to crowded schools to meet the clamant demand for extended education in every direction. I hope it will not commit itself to the view that we can throw away resources which have enabled this Presidency during the last ten years to maintain a premier position in regard to secondary education. I now put the resolution to the Council."

The resolution was put to the Council and lost.

R. A. GRAHAM,
Acting Secretary to Govt., L. & M. (Legislative) Dept.

An extract of the discussions of the meeting of the Legislative Council has been added to the file (pages 6 to 17 ante). The resolution was lost. The discussions do not contain any points for further action. It is submitted that the papers may be
order no 1138 1.2.18
recd

Recorded

L.C.
Recording notes cancelled
with a resolution on
the subject of the reduction
of fees in schools in
schools & colleges made
by the Hon Mr H. Venkatasah
Repeal the meeting
of the — on the
20th Nov 1917

23.1.18
26/1/18

CR
31.1.18

may 17/2/18

When given for copying
When copied
When examined
When signed

191

READ AGAIN G.O. No. , DATED
191

CURRENT No.

ENCLOSURES TO C. No.

ORDER OF GOVERNMENT A A A A A A A

LETTER OF GOVERNMENT.

STATEMENT WITH DITTO.

PAPERS NOT FILLED UP, BEING MEANT FOR DESPATCH
IN ORIGINAL.

N.B.—

A = Copy in full.
B = Not to be copied.
P = Copy abstract only.
Q = Copy heading only.