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[Despatch Abstract.]

Budget

Article on "The Budget and Education"
by the Rev. Dr. Madan - Reply to the
M. E. C. S. J.

BACK PAPERS.

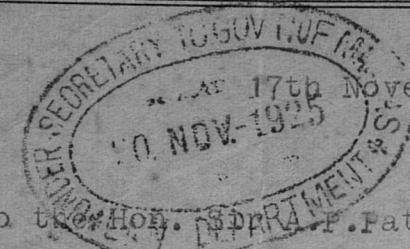
G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.
80	834						
	4527						

The Missionary Educational Council of S. India.

SECRETARY
J. J. KINGHAM.



"MECOSA" HADDOW'S ROAD,
NUNGUMBAUKAM, MADRAS.

C. En. 4444 A
20. XI. 25

To the Hon. Mr. P. Patro, Kt., B.A., B.L.,

Minister For Education,

Ft. St. George, Madras.

Sir:

I have the honour to call your attention to an article on "The Budget and Education" by the Rev. W. Meston, M.A., D.D., which I am sending you under separate cover by the instruction of the Missionary Educational Council of South India.

I have the honour to be,

Sir,

Your most obedient servant, -

J. J. Kingham

Please examine the
Article enclosed &
put up notes. If necessary
it may be circulated to
the Hon. Finance Member &c



20/11/25

The Budget and Education.¹

By the Rev. W. Meston, M.A., D.D.

The present meeting affords us an opportunity of reviewing once again the Budget of the Government of Madras in so far as it affects education. The full figures are given on pages 192 to 238 of the Civil Budget Estimates for the year 1925-26. Interesting notes are to be found on pages 40 to 42 of the Budget Memorandum. We shall confine ourselves, as formerly, to a consideration of the provision made for general, as distinct from professional and special, education. Our review will deal with University, Secondary, and Primary Education, and the Inspection of Education. It will close with a few general conclusions.

A.—UNIVERSITY EDUCATION.

We are concerned with the allotments under this head which are made in respect of general education; and in the Budget there are three such items:—

	Rs.
Grants to Universities	1,52,800
Government Arts Colleges	9,28,700
Grants to non-Government Arts Colleges	4,63,700

The most that can be said with regard to the University is that so far it is costing the tax payer very little. The amount budgetted for is an addition of only Rs. 37,300 upon last year's estimate, and the total is so small as to lend itself readily to misconstruction. This would be unfortunate. For the meagre sum must not be taken as an index of the government's interest in the work of the University. Within the year, the rules relating to the payment of grants have been satisfactorily arranged, and the professorship of Indian Economics has been placed on a permanent footing. When the University is prepared to embark on a programme of expansion there is no doubt that the needed money will be forthcoming. There is some prospect that an Institute of Advanced Oriental Studies and Research may be established within a year or two and may thus remove from the University the reproach of evincing little interest in those subjects which come most appropriately within the sphere of its investigation and encouragement. But before the University of Madras as defined in the Act of 1923 becomes a really effective place of learning its present affiliating functions must be reduced to a minimum if not wholly abrogated. And it is worth while noting that the heading which in previous budgets read 'Grant to University' now reads 'Grant to Universities.' The Andhra University Bill has been introduced into the local Legislative Council, and the hope of all

¹ A paper read before the Missionary Educational Council of South India, Aug. 22nd, 1925.

interested in the advance of higher education is that the Act which will emerge may be the means of establishing in the northern portion of this presidency a strong and influential University. The missionary societies concerned have taken time by the forelock and have their plans ready so that they will be in a position to take their appropriate share in the life and administration of the new University. The Report of the Committee on the Travancore University has been published and is interesting reading. We anxiously await the action which will be taken on it. Another scheme which may soon claim our attention is the proposal to utilize certain religious endowments for the establishment of a Hindu University near Tirupati. The whole situation calls, in my opinion, for a very definite review of the part which missionary societies are taking in University education. Conditions have changed very greatly within the last three years and every change seems to me to make a more and more definite appeal for concentration. But this matter would require a paper for itself, so we may now turn to the next item on the Budget.

The expenditure on Government Arts college is estimated to be Rs. 9,28,700 as against Rs. 8,84,300 of the preceding year, a rise of slightly over Rs. 40,000. The grants to non-government Arts colleges for which provision has been made in the budget total Rs. 4,63,700 an increase of a lakh on last year's estimate. Now regarding these figures let us pay attention to the following points. (1) The 10 government colleges are attended by, in round figures, 2500 students. the 33 non-government colleges by 7500. The colleges which provide instruction for one quarter of the students of the presidency cost from public funds Rs. 9,28,700, the colleges which provide for three-quarters of the arts students of the presidency receive in aid from public funds Rs. 4,63,700. Thus the cost of the agency which supplies the quarter is double the cost of that which supplies the three-quarters. (2) The teaching grant voted in the Budget for non-government Arts colleges is a lakh and a half, the amount paid for what are known as the 'officers', i. e. those in the I.E.S. and M.E.S., in government arts colleges under the head of salaries is Rs. 3,95,000. Thus the work of all the teachers of non-government colleges is at the service of the young men and women attending colleges for a charge on public funds of much less than half that of the 50 government educational officers. And let it not be forgotten that under teaching grant to aided colleges is included office expenses, ordinary repairs, rents, taxes, contingencies. The 'Pay of Establishments' alone in government colleges is over 3½ lakhs. (3) The salaries of these officers is only Rs. 70,000 less than the total amount voted to non-government colleges for teaching, building and equipment. (4) The grant which aided colleges receive for buildings is Rs. 1,57,800. For the Umdabagh buildings Rs. 80,000 is included in the budget, and for a science block for Queen Mary's College Rs. 1,00,000. So that on two government schemes alone much more is being expended than is being given for the buildings of all the non-government colleges, and these two colleges between them are attended by some 300 students. (5) There is a welcome increase on the amount of grant given for equipment. Last year it was put down at Rs. 37,000 this year it figures as Rs. 1,46,500. But while there is now some indication that the State does wish to co-operate with private effort in the provision of books,

apparatus and material, the co-operation after all is on the meagrest basis. For, while it is not easy to find out details of expenditure in government colleges, or to be quite sure what is included under some of the headings, this at least is true, that the provision in government colleges for books, periodicals, apparatus and materials amounts at least to Rs. 89,300. So that even the greatly enhanced allocation to non-government colleges under the heading of equipment amounts to only Rs. 60,000 more than what is given to the few government colleges as part of their 'Contingencies' and part of their 'Supplies and Service'.

While readily admitting that as far as equipment goes the Budget is an improvement on last year I do not think that even its most sanguine supporters could regard it as at all satisfactory in the allotments that it makes to aided colleges for teaching and buildings. When the amount of work which is being done by these colleges is remembered the complete inadequacy of the grant of Rs. 4,63,700 hardly requires to be emphasised. When is the Ministry to encourage education?

B.—SECONDARY EDUCATION.

The Budget allotments for Secondary Education are as follows:—

	Rs.
Government Secondary Schools	2,70,100
Direct grants to non-government Secondary Schools ...	10,43,800
Grants to local Bodies for Secondary Education ...	10,70,000

The figures follow much the same lines as last year. The amount given to Government Schools is Rs. 60,000 less than it was last year, while the grants to non-government schools have increased by Rs. 60,000 and the grants to local bodies for their secondary schools has been increased by Rs. 1,40,000. It is difficult, from the Budget, to say with any assurance how the saving of Rs. 60,000 has been effected on government secondary schools, for many details which one would wish to have are not set forth. But there is one fact which strikes one at once, namely, that forty-five fewer temporary teachers and pundits are budgetted for than was the case last year, and the number of permanent teachers is also slightly diminished. How can such a diminution in the staffing of the government schools be effected without a considerable loss to the educational value of the schools? One government secondary school has been transferred to the management of a municipality, so the Budget Memorandum tells us, and the transfer may account for the diminution in the number of permanent teachers. But when all is said, we are left wondering whether a real saving has been effected. Passing from this aspect we may note four points to which the Budget allotments draw our attention.

(1) Government manages 37 secondary schools, attended by 10,000 pupils and receives from public funds Rs. 2,70,000 for their maintenance; private effort manages 315 secondary schools, attended by 111,000 pupils, and receives from public funds Rs. 10,43,800. That is to say, private effort educates eleven times as many pupils as does government and the cost to the tax payer is not quite four times that of the

The gross expenditure on govt. colleges is compared with the net expenditure on aided colleges.

Besides the grant voted for the maintenance of the colleges, only for 1st grade colleges.

The comparison should be between the pay of officers in govt. colleges and the pay paid to officers in aided colleges.

includes charges of second grade schools also.

for 1st grade colleges

One to the head of the school to private agency

This is a special provision for the maintenance of the private schools system.

D.

Here again the comparison is between the total expenditure on govt. schools and the expenditure on aided schools.

government schools, distinctly below the four times, if to the Rs. 2,70,000 in the Education part of the Budget there is added the amount charged by the Public Works Department for the maintenance of school fabrics. (2) Boards and municipalities manage 203 secondary schools, attended by 46,000 pupils, and they receive from public funds Rs. 10,70,000, while as already mentioned there are 315 secondary schools with 110,000 pupils under private management and the grant to them from general revenues is Rs. 10,43,800. On the face of it there is something unsatisfactory in this distribution. Boards and Municipalities have statutory powers to raise funds for educational purposes. The amount thus raised may be taken as corresponding to the amount which private managers put into education out of their own pockets. The grants or subsidies made to these forms of management should, one would naturally think, bear some relation to the contributions from their own resources which they respectively make. But this is not the case, as a reference to the Director's Report for 1924 shows. For while local bodies put the sum of Rs. 3,77,000 into secondary education and receive in subsidies Rs. 5,84,000, private agencies put in over Rs. 14 lakhs and receive in grants just over Rs. 9 lakhs. Then again one would think that the amount given would bear some relation to the work done. But, once again, this is not the case. For in regard to secondary education, private effort is educating much more than double the number of boys and girls that are being educated by local bodies and the grant which it receives is less than that allotted to local bodies. Let nothing be done to impair the educational efforts of boards and municipalities, indeed let everything be done to foster them. But let not the agency which is educating 66 per cent of the boys and girls attending secondary schools receive a treatment which is to its disadvantage and certainly shows no fostering care. (3) The amount allocated under the head of Building to Local Bodies remains unchanged from last year, while the allocation of non-government secondary schools is raised by Rs. 27,000. Against this rise for all secondary schools under private management set the expenditure of Rs. 68,000 on one departmental school, the Government Secondary School and Training School for Mistresses, Mangalore. (4) As regards equipment the secondary schools under private management receive an increase of Rs. 5,000; the allocation to Local Bodies is ten times what it was last year. The rise of Rs. 5,000 to private managers is less than the amount put down for 'Miscellaneous Contingencies' in government secondary schools whether for boys or for girls.

To this I would add one matter which should be raised in the interests of education and of expenditure thereon. Are the sums which are being spent on vocational education well spent? The recurring expenditure under this head is now up to Rs. 22,000 in board and privately managed schools together, while the non-recurring expenditure comes to nearly half a lakh.

I cannot pass from this part of education where the Budget does so much to depress the efforts of private managers without expressing the satisfaction that comes to me as I see an allocation of Rs. 5,700 for the Medical Inspection of non-government secondary schools. It is good to see that the State recognizes some responsibility in this all-important matter.

C.—ELEMENTARY EDUCATION.

The Budget provisions for Primary Education are as follows:—

	Rs.
Government Primary Schools	30,900
Direct grants to non-government Primary schools ...	32,000
Grants to Local Bodies for Primary Education ...	83,77,300

The following points are worthy of notice. (1) It is satisfactory to note that the Government policy of withdrawing from primary education is being given effect to. Two years ago the Budget allotment for government primary schools was Rs. 1,24,000; last year it was Rs. 39,400; this year it is Rs. 30,900. (2) Of the Rs. 83,78,000 allocated to Local Bodies, Rs. 53,00,000 goes to Boards and Municipalities, while Rs. 30,78,000 goes to District Educational Councils, which means that the former receive Rs. 5½ lakhs more than they did last year, and the latter not quite one lakh. (3) As has been reported to this Council, an endeavour has been made by Government to rectify the admitted inequality of last year so far as aided schools were concerned. Much leeway has still to be made up. (4) Government primary schools are attended by 46,800 boys and girls, board and municipal schools by 675,800 pupils, and primary schools under private management by 1,048,100 pupils.

D.—INSPECTION OF EDUCATION

I am sorry to see that the amount devoted to Inspection is only Rs. 14½ lakhs, just half a lakh above the sum entered in last year's Budget estimate. As far as I can make out provision is made for one additional inspecting officer in the Women's Branch, and for one fewer in the Men's Branch. I pointed out the danger in 1923, of a diminished inspectorate and very little has been done to allay one's fears. I do not like the method of supporting the inspectorate by what the Budget enumerates as 'temporary' officers. I need add little to what I have already said regarding this educational provision. In the inspectorate we have the key to the situation, the real means whereby education may be advanced. Education cesses may be levied, and municipalities may adopt compulsory primary education, and discussion may continue over the S. S. L. C., but all these will be either futile or disappointing unless the matter of the inspectorate is taken up in real earnest. Much more money must be allotted for it and high professional qualifications must be demanded for admission to it, while the whole lines of service would stand a complete re-consideration. When efforts are made in these directions and satisfactory provision is made in the Budget we may hope for a real advance in our educational work. As far as boys' schools go I have one suggestion. One District Educational Officer is not equally at home in all the subjects of the Secondary School course while he may have special qualifications for one or two subjects, and his colleagues in surrounding districts may have the qualifications in subjects which he does not possess. Why should there not be a grouping of districts and a pooling of the inspectorial resources? This would not make any appreciable addition to expenditure, while it would add to the effectiveness of the work of inspection.

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E.—CONCLUSIONS.

This is now the third time that I have had the privilege of passing in review before you the provision in the Madras Budget for Education. We have in this way considered the budget estimate passed by the Legislature in 1923, 1924, and 1925. There are certain points which stand out clearly as the result of these analyses.

(1) First and beyond any doubt Aided Education is not receiving its due. In a communication addressed to this Council on the 4th December 1924 this sentence occurs. 'The policy of government has always been to carry on the expansion of higher education as far as possible through the aided agency.' It is very hard to reconcile this statement with what the budget provisions contain. It is idle to send such a communication as that if the emphasis has to be placed on the words 'as far as possible.' The amount that is being absorbed by government schools may be reduced by a definite policy of transfer, the subsidies to local bodies which are out of relation to the grants made to aided bodies may be equalized by a definite policy of standardized aid to all bodies, local as well as private. There is nothing that stands in the way of giving the fullest expression to avowed policy. But whatever policy may be in the mind of government no one who goes carefully over the last three budgets could possibly assert, as far as financial support goes, that the policy of government is to advance higher education as far as possible through the agency of private effort. For the sake of the country and for the sake of the spread of education government must be given no rest till it sets itself resolutely to give effect to its own policy.

(2) It is equally clear that the whole Educational Department requires reorganization. At the present time it is overburdened. Every year makes it more difficult for those at the head of it to escape from details and routine and to devote themselves to policy and principles. In the present state of affairs such attention is what is being clamantly called for. We may do something to advance this end if we definitely raise our voices on two points.

(i) The appointment of the Director of Public Instruction as a Secretary to Government. His present position is anomalous. Surely the Director of Public Instruction is doing as much in the way of 'Public Works' for the presidency as the Chief Engineer of the Public Works Department, who is also a Secretary to Government.

(ii) The restriction by the Educational Department of its sphere of activity to that of Administration and Inspection. Then the Department will have some chance of shaping a stable educational policy.

(3) There is need for Government to adopt in all grades the definite policy of withdrawing from the management of schools and colleges. It is steadily following this policy in regard to primary schools the management of which it is transferring mainly to local bodies. It is hampered in carrying out this policy in regard to secondary schools by its management of training schools which require schools attached to them. But a generous policy of grant or subsidy would effect the transfer of these to local or private management. And the same policy would be

7 8
(b)
equally effective in regard to the transfer of colleges of general education. Professional schools and colleges would for the most part remain in the hands of government for some time to come, but even here a beginning might be made at once without disadvantage. Such a policy has two great merits: it sets money free, and it unifies the teaching profession.

(4) The greatest need is a strong inspectorate. The money budgetted for this object is at present wholly inadequate, and the cadre is (because of its smallness) set a task wholly beyond its powers. When government determines to restrict itself to administration and inspection under education, inspection will benefit at once, and the whole outlook of education will be brighter.

(5) A policy of grants-in-aid based on definite principles requires to be enunciated and adhered to. The budget shows that the present condition of affair must be changed. It will not do to avow a policy of grants-in-aid and then years later to bring in legislation which may hinder the execution of that policy. Local bodies and private managements engaged in education are equally rendering a national service. There must be an equality of recognition. That is what the budget does not show. And education all over the presidency is losing because of this. A general system of subsidies and grants based on service rendered and contribution made is urgently required in the interests not of managements but of education. And this might be secured by means of amendments to the Elementary Education Act, and by giving appropriate statutory powers to Secondary School Boards. How long are we to wait for this legislation?

We as a Council are believers in aided education because of what it means to the country. And if government is not able to give effect to its policy, as expressed in many official documents in the past and the present, it is for us to do everything in our power to uphold that policy and to advance it. And I submit that we can give Government the help that is required to make its policy effective by steadily pressing for four things:—a re-organized Educational Department; the abandonment by government of its management of schools and colleges; the establishment of a strong inspectorate; and the institution of a generous system of grants and subsidies applicable alike to boards and private managements.

Memorandum of the Rev. W. Weston on "The Budget and Education."

The Rev. Weston deals with certain figures in the budget and in the concluding portion of his memorandum he puts forward certain suggestions for consideration. In the ~~conclusions drawn~~ ^{conclusions drawn} by him from the budget figures there are certain fallacies. These are noted below:--

(1) Total expenditure on Government Arts Colleges
 Rs. 9,28,700
 Dr. Weston compares this figure with the amount provided for 'grants to colleges'. As the grants are based on the net cost of colleges, the net expenditure on Government colleges should be taken for purposes of comparison. The sum of Rs. 9,28,700 referred to above is the gross expenditure on Government colleges (First grade and Second grade) including school departments attached to those colleges. Against this, the budget provides for ~~an~~ ^{an} income of Rs. 2,30,000 from fees in these colleges. The net expenditure ~~was~~ ^(is) therefore Rs. 6,98,700.

As the provision entered under the head 'Grants to colleges' represents the grants given to the college departments only, a further deduction has to be made from the sum of Rs. 6,98,700 representing the expenditure on the school departments of colleges. ~~Each~~ Separate figures of expenditure on the school and college departments are not given in the budget but from the Public Instruction Report it is observed that the net amount spent in 1923-24 on Government Arts Colleges (college departments only) was Rs. 5.34 lakhs. Of this sum the amount spent on first grade colleges alone was Rs. 4.70 lakhs.

(2) Grants to non-Government Arts Colleges, Rs. 4,63,700

Dr. Weston states that the above sum provided under the head 'grants to non-Government Arts colleges' is for distribution among 33 non-Government colleges. This is not correct. The figure referred to above is

Position marked A on page 3 of cf.

provision for the school departments of colleges is not included in the sum of Rs. 9,28,700. The net expenditure on college departments only is Rs. 6,98,700.

The head 'Grants to Colleges' provides only for first grade colleges.

Page 3 of cf.

is the grant for first grade colleges only which number 11 in the whole presidency. Provision for grants to second grade colleges is included in the amount allotted for grants under 'Education--Secondary'. All the second grade colleges have secondary schools attached to them and aid to second grade colleges is regulated in accordance with the rules laid down for secondary schools. Separate figures for the grants given to the secondary departments of second grade colleges are not available. For purposes of comparison figures of grants to first grade colleges under Government and under private management may be utilised. The figures are as follow:--

Government Colleges.			Aided Colleges.		
No.	Strength	Amount spent	No.	Strength	Government grants.
		From provincial funds.			
8	1,800	4.70 + 1 lakh for buildings	11	5100	3.15 lakhs

As pointed out on page 8 of notes to G.O. No. 743 of 6-7-15, the cost of first institutions is comparatively higher as the staff is paid better and the peak of equipment and the standard of efficiency is superior.

(3) Grant to aided colleges for buildings.

Dr. Meston refers to the amounts provided in the budget for the buildings of the Government Muhammadan College and for a science block for the Queen Mary's College and states that on two Government schemes alone much more is being expended than is being given for all the non-Government colleges. The plans and estimates for the Muhammadan College extensions have been sanctioned and during the current year, but it is not likely that any appreciable portion of the provision of Rs. 80,000 for these extensions will be utilised in the current year. As regards the science ^{block} for the Queen Mary's College, plans and estimates for this work have not yet been approved. The budget provision is not likely to be utilised in the current year. On the other hand, in the aided colleges the whole of the provision (Rs. 1,57,800) will be utilised in the current year. It may also be noted here that in the last two years a sum of Rs. 2.30 lakhs has been sanctioned for the science block of the Women's Christian College, Madras, and a grant of Rs. 2.15 lakhs has recently been sanctioned for the Loyola College. There are also other non-Govern-

non-Government Colleges to which substantial grants have been promised. It may also be mentioned that building grants have not been refused ^(in recent years) to any institution which asked for it.

^{Secondary schools:--} (i) Subsidies to local bodies. Dr. Meston refers to the large grants given to local bodies for the maintenance of secondary schools and complains that similar help is not given to institutions under private management. As regards this, it may be noted that the amount provided for grants to aided schools is intended to meet one-half of the net cost of those schools, while the grants provided for ~~for~~ board and municipal schools are ^{mostly} for meeting the entire net cost ~~of schools~~ ^{of schools}.

which were opened ~~by the local bodies~~ at the instance of ^(and partly for meeting a portion of the net cost of schools, which the local bodies are unable to finance) Government. The opening of these schools became necessary to provide additional facilities for secondary education and to relieve congestion in the already-existing secondary schools. In opening these schools care was taken ^{to see} that they were started only in centres where no private effort was forthcoming and ^{that} they did not compete with the schools already maintained by private management.

(ii) Equipment grants:-- Dr. Meston states that the allocation to local bodies for equipment grants to secondary schools ^{in the current year} is ten times what it was last year. This is not correct. The provision for last year and that for the current year are the same, viz., Rs. 15,000.

(iii) Manual training:-- Dr. Meston also doubts whether the amounts spent on 'vocational education' are well spent. The policy of encouraging ~~man~~ 'manual training' ('vocational training' is a misnomer) has been accepted by the Legislative Council and in the last budget debate some non-official members represented that more provision should be made for this object. It may ~~also~~ ^{here} be mentioned that mission bodies have also availed themselves of the offer of Government to aid schemes for manual training, - the number sanctioned till now in mission institutions being 19.

* The provision for equipment grants to aided schools has, however, increased in recent years as will be seen from the figures below:--

	Rs.
1923-24	35,000
1924-25	45,000
1925-26	50,000

3. In the concluding portion of his memorandum Dr. Meston makes four suggestions on the following points:—

- (1) The reorganisation of the Educational Department;
- (2) The abandonment by Government of its management of schools and colleges;
- (3) The establishment of a strong inspectorate;
- and (4) the institution of a generous system of grants and subsidies applicable alike to boards and private managements.

The suggestions are examined below.

4. Reorganisation of Educational Department

Dr. Meston considers that the present position of the P.P.I. is anomalous and that he should be appointed as a secretary to Government. As an analogy he quotes the case of the Chief Engineer being the Secretary to Govt. P.W.D. The latter arrangement has since been modified and a separate secretary has been appointed for the P.W.D. The suggestion regarding the appointment of the Director as a secretary to Government ~~has been~~ examined on previous occasions and it ~~has been~~ held that the policy of combining the functions of a Secretary to Government with those of the head of a department ~~is~~ of very doubtful expediency. The suggestion was last examined in 1923 and the Hon'ble the Minister then noted that no action was ~~needed~~ ^{then}.

5. The abandonment by Government of its management of schools and colleges.

Dr. Meston states that there is need for Government to adopt in all grades the definite policy of withdrawing from the management of schools and colleges. He refers to the policy recently followed by Government of transferring to the management of local bodies, of elementary schools which were under direct departmental management and suggests that ~~anxiously~~ secondary schools and colleges which are now under Government management should similarly be transferred to local bodies or private agencies. A large question of policy is involved in this suggestion. It has been ~~fully~~ noted on at length in the notes to G.O. No. 593, dated 1st May 1923. As pointed out

In their resolution issued in 1904 the Govt. of India while reiterating this policy expressed the view that in each branch of education Govt. should maintain a limited number of institutions to serve as models. In 1906 they invited the local Govt. to put forward suggestions for the maintenance of a Govt. School in each district. The Govt. proposed the taking over under departmental control of 15 ~~high~~ Schools (10 under local bodies & 5 under private management) to be maintained as model schools. The proposal was however opposed by the Missionary Educational Council and in consequence a more restricted scheme for the establishment of 4 Govt. complete secondary schools in addition to the 4 institutions then in existence to be used for the training of teachers of the secondary grade was formulated and received the sanction of the Secretary of State.

out therein the policy of Government is to rely mainly on the grant-in-aid system for the expansion of secondary and collegiate education. This does not however ~~preclude~~ Government from establishing institutions for the benefit of particular classes of the population or for particular areas which are not adequately served by aided agencies. In paragraph 22 of their resolution on Indian Educational Policy issued in 1913 the Govt. of India have laid down the general principles to be observed as regards the opening and maintenance of secondary schools. After referring to the need for improving the few existing Government schools they urge the desirability of increasing largely the grants-in-aid to aided institutions in order that they might keep pace with the improvements in Government schools. At the same time, they have recognised that it might be necessary to found Govt. schools in such localities as may on a survey of local conditions and with due regard to economy of educational effort and expense, be proved to require them.

6. The Colleges now maintained by Government are

First Grade

- (1) The Presidency College
- (2) The Government Arts College, Kumbakonam
- (3) do. Rajahmundry
- (4) do. Anantapur
- (5) The Victoria College, Palghat
- (5x) do. ~~for Muhammadans~~, Madras.
- (6) The Government College for Muhammadans, Madras
- (7) The Queen Mary's College for Women

Second Grade

- (1) The Government College, Coimbatore
- (2) do. Mangalore
- (3) Brennen College, Tellicherry

The first grade colleges at Madras, Kumbakonam and Rajahmundry have long been in existence and their abolition cannot apparently be contemplated. No private body is likely to find the funds necessary for the maintenance of the institutions and assume charge of their managements. The Ceded District College, Anantapur, was established in 1916 with a view to meet the needs of students of the ~~Ceded~~ ^{More} Districts who were

were left without any provision for collegiate education on the abolition of the Wardlaw College at Bellary in 1908-09. As regards the Palghat College, the Municipal Council, Palghat, expressed its inability to manage the institution and requested the Government to take over the institution under their control. After considering all the circumstances of the case the Government decided to accede to the council's wishes. The institution was at first a second grade college but has recently been raised to the first grade in response to the pressing demand of the people of Malabar for a first grade college in that district.

The Government Muhammadan College was opened to meet the special needs of Muhammadans who clamoured for such an institution in the Madras City.

As regards the second grade colleges, the College at Mangalore has an endowment of about Rs. 65,000 subscribed by the public of the place and the Government are bound to maintain it as a departmental institution. The Colleges at Coimbatore and Tellicherry were taken over under Govt. control in 1919 in view of the inability of the management to maintain those institutions and with a view to their being utilised as practising sections of secondary training schools in those places.

It does not appear that any of these institutions can now be transferred from Government management. In the absence of suitable private agencies willing to take over the institutions they must continue to remain under Government control.

7. As regards secondary schools the following is a classified list of the institutions under departmental management:--

For Boys

Model

2 schools attached to training colleges, (Saidapet & Rajahmundry)

4 schools attached to colleges and forming the practising sections of secondary training schools.

* at Mangalore, Coimbatore, Palghat & Tellicherry.

2 schools in the Agency tracts. (Shadachalam & Dummagudem)

6 schools specially intended for Muhammadans (Kunool, Guntur, Vellore & Trichy) Madras, Azam & George Town.

Total 14 total

For Girls

1 school for Muhammadans

17 schools open to all classes of the population

18

The two model schools attached to the training colleges at Saidapet and Rajahmundry are essential for the proper training of teachers in those institutions. The school department of the colleges at Coimbatore, Tellicherry and Palghat were taken over by Government when the colleges were brought under Government management. The circumstances under which these institutions were transferred from municipal or private management have already been explained above. The school department of the Government College, Mangalore, has been in existence for a long time. Secondary training schools are established in connection with these four secondary schools and the lower classes of the secondary schools form the practising sections for the teachers under training. Dr. Meston suggests that by a generous system of grants even the schools which are now utilised for the training of teachers can be transferred to local or private management. The training of teachers is one of the important functions of the educational department in connection with the expansion of education, and it does not appear that this function can be entrusted to local bodies or to private managements at present. Further, if local bodies or private agencies should manage efficiently institutions for the training of teachers, it may be necessary for the Government to pay them grants to cover the entire expenditure on those institutions. Dr. Meston's suggestion does not therefore seem to be feasible of adoption either in the interests of efficiency or that of economy.

As regards the schools in the Agency it is hardly possible to expect private effort to provide the necessary educational facilities in those tracts. The six institutions for Muhammadans where instruction

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Instruction is given in their own vernacular, Hindustani, or were opened at the persistent request of the members of the community. There is a strong demand from the community for similar institutions in other centres also. It does not appear that any private agency will be prepared to maintain such special institutions unless the Government undertake to reimburse the entire cost of such institutions.

As regards secondary schools for girls these are situated mostly at the headquarters of districts. Only one school is established in each district and in most cases the school is used as the practising section of training schools for Mistresses. In the present state of female education in the presidency and in view of the lack of private effort in providing the necessary educational facilities, the Government have necessarily to maintain a number of secondary schools for girls both for providing higher education for girls and also for providing supplying women teachers for six elementary girls' schools.

In this connection, it may be pointed out that Missionaries have in recent years been contracting their educational activities and have actually closed down some of their schools.

8. The establishment of a strong inspectorate.

Dr. Meston considers that the money now budgetted for the inspectorate is wholly inadequate and that the cadre because of its smallness is set a task wholly beyond its powers. He therefore suggests that the Government must provide a strong inspectorate. In regard to the superior inspecting agency, Dr. Meston would have a grouping of the districts for purposes of instruction as one district educational officer may not be equally at home in all the subjects in the secondary school course, while he may have special qualifications in one or two subjects. Prior to 1922 the inspecting agency consisted of circle inspectors for groups of districts, assistant inspectors in charge of each district, sub-assistant inspectors and supervisors. In that year, after careful consideration, it was decided that there should be a superior educational officer for each district instead of for a group of districts and that there should be only one class of subordinate officers. The main functions of the district officer are to ~~advise~~ inspect the secondary and training schools in the district

Dr. Meston has not effected any particular institution in which private managements are willing to take over

Page 8 of CF

Page 8 of CF

950
11-8-22

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9 17
district, to supervise the work of the subordinate inspecting officers, and to advise the D.E.Os. and the District Secondary Education Boards. For the proper discharge of all these functions it is essential that each district should be in charge of a single officer. It does not appear that Dr. Meston desires to effect a reduction in the number of D.E.Os. What he seems to suggest is that, in one and the same school, classes in different subjects should be inspected by different officers who have specialised in those subjects. In high schools which alone are ordinarily inspected by D.E.Os. each subject, such as Mathematics, &c., is handled by a graduate ~~xxx~~ in that subject who has obtained the L.T. degree. It is not necessary that the D.E.O. should give detailed instructions to each teacher but that he should guide and advise the teacher generally as to method. The want of special knowledge in particular subjects will not therefore stand in the way of his conducting the inspection of the school efficiently. Further, the inspection of one school by several officers may lead to much inconvenience. If considered necessary, special inspectors in Science and Mathematics may be appointed to visit all secondary ~~xxx~~ schools in the Presidency and to give model lessons in the subjects. The D.P.I.'s remarks may be invited (U.O.)

Dr. Meston apparently desires that the subordinate inspecting staff should be strengthened. Proposals for the strengthening of this staff are separately under consideration.

9. The institution of a generous system of grants and subsidies.

Dr. Meston states that subsidies to local bodies are out of relation to the grants made to aided bodies and suggests that as local bodies and private managements are equally rendering a national

Page 7 of CF

11/18
service there must be an equality of recognition.

At present grants to aided institutions are assessed with reference to the principles enunciated in the Grant-in-aid Code. The grant usually represents one-half of the net deficit of the institution. As regards board and municipal schools the Grant-in-aid Code does not apply to these schools. Grants to these schools are generally fixed with reference to the financial position of the local body concerned.

Dr. Meston may refer to the schools under the management of local bodies, the net cost of which is met from provincial funds. As has been pointed out already these are mostly schools opened by them at the instance of Government. The circumstances under which the Government undertook to meet the entire net cost of these schools were special and grants to aided schools cannot be increased on the analogy of these net cost schools. Ordinarily, the grant paid to a local body towards the maintenance of its school is only one-half of the net cost and even this is restricted to cases where the local body is impecunious.

Dr. Meston suggests that the system of aid to both local bodies and private managements should be similar. The question was fully considered in 1906 when the present Grant-in-aid code was introduced and it was decided that the code which is primarily intended to deal with institutions under private management and to regulate the grant of public funds in aid of the private funds which maintained those institutions was not adapted to determine how public funds should be applied in aid of other public funds raised for educational purposes. It was therefore decided that aid to local bodies should be outside the provisions of the Grant-in-aid Code. In G.O. No. 1549, dated 4-9-25, Mr. Statham was placed on special duty to report on the question whether any alteration is necessary in the present system of payment of subsi-

Para 2, pag 3 ante

Page 8 of 11

Page 5 of 11 190 16.3.08 (H)

11/219
dies. His report is awaited.

10. Dr. Meston's next suggestion is that a general system of subsidies and grants based on service rendered and contribution made is urgently required in the interest of education in the Presidency. Apparently, he refers to the grants given to elementary schools as well as to secondary schools and colleges. Dr. Meston has not made any concrete suggestions as to the lines on which the system should be modified. Grants to elementary schools are assessed mainly with reference to the qualifications of the teachers employed in the schools, and additions to, or reductions in, the grant thus assessed are made with reference to the efficiency of the institutions and other considerations. The rates of grants payable on behalf of teachers have recently been raised.

11. As regards secondary schools and second grade colleges, rules 32 and 33 of the Grant-in-aid code set out the principles for the assessment of grants. Under these rules the Government grant is considered as supplementing the income guaranteed from endowments, subscriptions, donations and other private sources. A school is aided ordinarily to the extent of an amount equal to the income so guaranteed. The system resolves itself into one of aiding a school to the extent of half the admitted net cost. It was introduced in the year 1906. One of the main objects of introducing it appears to be to make the schools as far as possible self supporting. From its inception the system has been subject to criticism from several quarters. As early as 1907 the Missionary Council of Education stated that the application of the rule that the grant should be equal to half the amount of net expenditure was very hard on schools in backward localities and for girls. There

12/ 20
was also a resolution in the Legislative Council in 1912 on the subject of liberalising the Grant-in-aid system applicable to secondary schools so as to allow of the payment of a Government grant equal to the entire net cost. Again, in connection with the model high school scheme which was under consideration in the years 1910-1913 the Secretary of State observed that the policy adopted by this Government that the Government grants should only be made when the managers were in a position to increase to the same extent the expenditure from their own resources might render the standard set by the proposed model schools unattainable by aided schools. He also desired that a greater degree of elasticity might with advantage be allowed in the administration of the Grant-in-aid code. In 1915, Sir Henry Stone, in connection with certain suggestions made by him for the amendment of the Grant-in-aid Code, stated as follows in regard to the system of grants for secondary schools:-

"I confess I share the dissatisfaction that finds expression from time to time in the Legislative Council and elsewhere with the provisions of ~~Articles~~ 32 and 33 in the Grant-in-aid Code because they result in a distribution of grants so little in proportion to the amount of work done in schools. For instance, in the current year 1914-15, out of 92,531 pupils in secondary schools under private management, 3,820 are in schools which receive no teaching grants at all, and among these are some of the largest schools. Of the whole amount given as teaching grants, Rs 1,35,961 goes to 97 schools under missionary management and Rs 83,529 to 146 schools under other private management, the number of pupils in the two classes of schools being 38,345 and 54,186, respectively. The causes of these anomalies are well known. The grant earned by a school is very largely determined by the amount of expenditure met by the manager from his own funds. The non-mission schools have for the most

Please see papers
with pp. 433
21.5.12 (14)

Page 5 of 8, 5-36 (I)
16.5.16

Para 13, page 7 of
78, 178 (D)
17.2.16

13/ 21
part no funds from Home. X X X Non-mission schools are maintained from fee receipts, grants in aid if any, and such additional funds as are necessary to meet the net cost. These funds are secured in a variety of ways. In the case of proprietary schools of which there are two or three they come out of the salaries of the proprietors, in other cases they are provided by subscriptions, in others, I am credibly informed, by loans. There is hardly any non-mission school the finances of which are on an assured and permanent basis. They therefore live from hand to mouth, underpaying their teachers, touting for pupils, economising disastrously in building and equipment and such essential matters of recurring expenditure, as laboratory necessities and stationery. Secondary education is consequently carried on at decidedly low level of efficiency and while the number of pupils undergoing it steadily increases so that schools are nearly always overcrowded, the quality of instruction particularly in the lower classes is often deplorably poor. Under the Madras Code it is impossible to treat schools according to their larger needs. The more a school collects as fees the less chance it has of State aid unless it can increase its expenditure by as much again as the State gives it."

Sir Henry Stone thereafter gave figures to show that expenditure from public funds on secondary education was very low in Madras compared with other provinces and concluded as follows:-

"From every point of view except that of educational efficiency we may perhaps congratulate ourselves on these figures, but I think it is at least doubtful whether from a broad consideration of the welfare of the country a more liberal policy is not called for."

12. The question of secondary school grants

Page 8 of 8, 178 (D)
17.2.16

was discussed by the Educational Conference convened in 1916. In order to remedy to some extent the defects in the system of grants the Conference recommended that a portion not exceeding 15 per cent. of the total funds available for teaching grants to secondary schools should be reserved for distribution by the D.P.I. to such schools as received little or no teaching grants under Articles 32 and 33 of the Grant-in-aid Code. The Government, however, did not accept this suggestion as they thought that it might result in schools already run at a profit and therefore requiring no state aid receiving grants from Government to swell their pockets and that this would affect the poorer schools which would get proportionately less. A sum of Rs 1.15 lakhs is however distributed among secondary schools towards the improvement of the salaries of teachers and this grant is outside the provisions of the Grant-in-aid Code. In 1921, the Missionary Educational Council proposed that the teaching grant admissible to secondary schools should be raised to 2/3 of the net cost. The D.P.I. however opposed the proposal. Again, a proposal to pay excess grants to schools equal to 50 per cent of the income raised above the standard rates was dropped as unworkable.

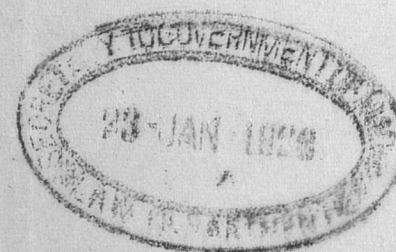
13. The question of amending the Grant-in-aid code has again been raised in the Legislative Council and elsewhere in recent years. The D.P.I. has been requested to consult District Secondary Education Boards and report their views with his own recommendations thereon to Government. In G.O.No. 1549, dated 4-9-25, Mr. Statham was asked to examine the present system of grants-in-aid to secondary schools and to advise whether any ^{modifications} in the system are necessary. One of the subjects referred to the secondary education conference which is to meet on the 19th instant is the recognition of secondary schools and aid to such

Resol: No 24, p. 19
of 88. 112
25/1/19 (A)

Para 7(iii), page 102
of 88. 112 (A)
25/1/19

Page 5 of No. 1781 (K)
10.12.21
Page 10 of notes to 88. (K)

4/1922 (N)
7-11-25



schools - the relation between recognition and aid. The question of liberalising the Grant-in-aid Code may be further considered on receipt of the Director's report with the recommendation of the Conference.

14. The ~~conclusions~~ ^{conclusions} in the above note may be summarised below:

(1) Appointment of D.P.I. as Secretary to Government. Has already been considered by the Govt. and rejected.

(2) Transfer of Govt. colleges and schools to local bodies or private managements. So far no local body or private management has approached Govt. undertaking to assume control of any Govt. institution. The finances of local bodies are insufficient to maintain even existing services and in recent years mission bodies had to close down some of their schools owing to their straitened financial position.

(3) Establishment of a strong inspectorate. The superior inspecting agency was reorganised in 1922 so as to provide ^{one} D.E.O. for each district except ^{ing} the Nilgiris. The question of strengthening the subordinate inspecting staff is under consideration.

(4) The institution of a generous system of grants and subsidies applicable alike to ^{local bodies} Boards and private managements. This question will be considered on receipt of Mr. Statham's report and the recommendations of the Secondary Education Conference with the views of the D.P.I. thereon.

8/11
16.1.26.
NK
16/1/26

Q
17.1.26
V.T.K.
22.1

M2

as being drafted in the lines of the note may be prepared & put up 22/1

16
A draft letter to the Secretary to the Missionary
Council is submitted below.

SA
26.1.26.
NH
27.1.26

Al
28/1
see remark on page
V.TK
3
9.1

Submitted that there appears to be no objection
to the transfer of the colleges at Dindigul,
Dindigul and Coimbatore. The colleges at
Kumbakonam, Rajahmundry, Madras and
the Presidency College are maintained as
models and there may be objection to the
transfer of such institutions. The addition
in pencil is for approval.

NH
29.1.26

Al
29.1.26
5

For M2

Please see Draft letter.

2. I am, however doubtful
about the expediency of sending
a reply to the communication
which encloses a newspaper
article. It will be published & lead to controversy.

We may simply acknowledge
with thanks.

V.TK
1.2

M2

87
11.2.26



17 25 (5)
Draft letter is submitted.

CPA
2.2.26
SA
3.2.26

Al
3/2

V.TK
4.2

Submitted that there appears to be no objection
to the transfer of the colleges at Dindigul,
Dindigul and Coimbatore. The colleges at
Kumbakonam, Rajahmundry, Madras and
the Presidency College are maintained as
models and there may be objection to the
transfer of such institutions. The addition
in pencil is for approval.

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Despatched		

et. HFF

Budget

DESPA
4 FEB 1926

Article on "The Budget and Education" by the Rev. Dr. Weston - Reply to the M. E. C. S. J.

26 Law (Edu) Dept.
Letter No. 176
4.2.26
To
The Secretary,
The Missionary Education
Council of South India,
Madras.

Sir,
I am directed to acknowledge to you with thanks the receipt of your letter of the 17th Nov. 1925, addressed to the Honble the Minister for Education, regarding an article on "The Budget and Education" by the Rev. W. Weston M.A. D.D.
I have etc

CPA
2.2.26
8/9
3.2.26.
A
3/2
V.TK
4.2

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192

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REFERENCES TO C. No.

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(16)