

EDUCATION COMMISSION,
BARODA.

1909.

REPORT.

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BOMBAY:
PRINTED AT THE TIMES PRESS.

1910.

With best compliments of

AlMasari

Minister of Education,
Baroda State.

EDUCATION COMMISSION,
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APPENDIX I.

FINANCIAL ASPECTS.

According to the Budget of the Education Department for the present year, the expenditure on education is to be as follows :—

	Rs.
From Government for Government Schools	11,48,760
In the Public Works Department Budget for school buildings	1,00,000
From Government towards cost of Local Board Schools	69,000
Total Government Expenditure	Rs. 13,17,760
From Local Boards for the maintenance of Local Board Schools	1,49,000
Total Rs.	14,66,760
<i>Less</i> —Receipts from fees and other sources	1,13,000
Total Rs.	13,53,760

From the above statement we see that while it is estimated that Rs. 13,53,760 will be spent on education in 1909-10, the actual Government expenditure is estimated at slightly over twelve lakhs. But as experience has shown that the Education Department has annually a considerable saving, that it does not spend all it is budgeted to do by at least a lakh of rupees, we may say that our present arrangements involve the spending of, in round figures, eleven lakhs on education.

The Dalal Commission of 1892 recommended that one-tenth of the Revenue should be expended on education. If this recommendation, with which the Commission is, on the whole, in sympathy, be adopted, the Educational Budget of the State should amount roughly to fourteen lakhs, taking the revenue of the State at one hundred and forty lakhs. That is to say, if we budget carefully and do not calculate on saving anything from the provision made, we can afford to advocate measures involving an additional expenditure from State revenues of three lakhs. The Budget, as revised in accordance with this view, would show an estimated expenditure of Rs. 14,00,000 from the State, and of Rs. 1,50,000 from Local Funds, or a total expenditure of Rs. 15,50,000.

We have fortunately some increase in the Local Fund contribution to expect in a few years' time. The Local Boards, when relieved from the necessity of paying 28 % to the reserve fund, will be able to increase their Educational grant by half a lakh per annum. Moreover, education may expect to share in the increase of Local Funds, likely to accrue from several sources, such, for example, as the taxation of Guaranteed Giras lands. These additional funds will come in very usefully to meet the increase which we hope will occur in female education.

Cost of Recommendations—

	Rs.
(a) It is estimated by the Taluka authorities that 243 new schools are required. The masters for these new schools will present a pay bill amounting to	32,076
Increase in salaries to village School Masters ...	90,336
Increase in salaries to Government School Masters	79,800
<hr/>	
Total cost of proposed increase in numbers of Primary Schools, and of improvements in salaries of Primary Teachers	2,02,212
<hr/>	

But as some teachers will not be qualified for the present, and as we need not open more schools than we can finance, we may manage for the present on an increased expenditure under this paragraph of 1,50,000

(b) Proposed increase to the pay of Secondary (English) School Masters amounts to an annual charge of	15,900—18,240
Average ...	17,070

(c) It is recommended that one lakh should be allotted annually for the provision of Primary, and Rs. 40,000 for the provision of Secondary School buildings. One lakh is already budgeted for. Thus the increase of expenditure will amount to Rs. 40,000 annually.

	Rs.
(d) Increased cost of Scholarships for Girls in District schools	6,480

Increased cost of Scholarships for Girls in Training College	Rs. 690
Increase in pay of Trained Teachers	1,680

Note.—It has been observed in the body of the report that an enormous increase in the numbers of women teachers is necessary. This cannot be expected immediately, and the numbers, unhappily, will rise all too slowly. Probably the natural growth of Local Funds will meet any rise in expenditure under this head, and the Commission is only considering the immediate financial consequences of its recommendations.

(e) Increase in pay of Masters under training at the Training College annual	4,200
Other proposals in the Training College, annual	2,160
Training College building initial	40,000
Practising School for Training College ... initial	25,000
(f) Additional Professors at the Kala Bhavan	18,000
Expenditure on Laboratories	5,000
Improvement of Industrial Schools	9,000
(g) Cost of Sanskrit Pathshala	11,040
(h) Raising of the compulsory age and standard:—	

Figures submitted by the Educational authorities in 1907 went to show that the raising of the standard to the fourth would involve an extra annual expenditure of Rs. 1,62,000. It was suggested that 500 Government Schools would require an extra Master on Rs. 12, and 750 village schools an extra one on Rs. 10: increase in expenditure was thus $500 \times 12 \times 21$ plus $750 \times 10 \times 12 =$ Rs. 1,62,000. It seems certain that this estimate was too high. As we do not raise the age of the boys, it is very doubtful if total numbers will show much increase. Probably no increase in Masters will be needed in Government, *i.e.*, Higher Primary Schools, or very little. Lower Primary Schools now taught by one man will in many cases have an extra class, and a good many of them ought therefore to get an extra teacher, for it is doubtful if one man can manage five classes. Probably if we added 50 Masters in Government Schools and 250 in Village (Lower Primary) Schools, we should find the increase amply sufficient for our wants. At Rs. 10 per man, the increased cost is Rs. 34,000 annually. We have left out of account the effect of raising the age of girls

from ten to eleven. This will affect the Government Girls' Schools, but, as a matter of fact, what would affect them far more would be the really effective enforcement of female compulsory education. As we gradually attain this effective enforcement, we shall gradually require more women teachers. But the growth in this direction will be slow and in all probability will entail an immediate increase in teaching staff costing not more than Rs. 5,000 or Rs. 6,000 a year.

We are therefore inclined to put the increased annual cost of raising standards and ages, as suggested in the body of the report, at Rs. 40,000.

If, therefore, our proposals are accepted, the financial burden of our Educational Policy will be as we estimate :—

Rs. 65,000 once ; and
Rs. 3,05,320 annually.

Again slight increases in expenditure will be incurred by providing Lady Inspectors, opening a class of Electric Engineering in the Kala Bhavan, building a Boarding House for the 1st and 2nd-year scholars of the Male Training College, revising the grades of our Educational Inspectors. But in any case the annual excess of expenditure will be about three lakhs. In this calculation we have taken no account of any possible increase of receipts from fees. But such increase is certain ; it is to be regretted that it will not be very large ; nevertheless it is an asset which can fairly be set off against possible unforeseen charges. The facts thus remain that, if we wish to put our educational policy on a sound basis, we shall have to spend 14 lakhs, or one-tenth of the State revenues, plus Local Fund contributions ; and that if we make up our minds to incur this expenditure, we can probably manage it.

APPENDIX II.

NOTE BY MESSRS. SEDDON AND CLARKE.

We have thought it desirable to add a short note to emphasise the views we hold on one or two points. These points are in regard to (1) the pay of Masters in Primary Schools, (2) the scale of fees in Anglo-Vernacular Schools and Institutions for Higher or Technical Education, and (3) the feeding of School Children. It is not that the Commission has failed to agree with us. But it can hardly be expected that our four colleagues should be unanimous in feeling the extreme importance of these matters as we do, or that they should be willing to express with the emphasis that we consider necessary our own personal opinions.

(1) We have recommended an increase in the pay of School Masters. But we for our part do not suppose for one moment that what we suggest is in any way adequate. It is not Rs. 10 or Rs. 12 that we want as the pay of a School Master, but two or three times as much. What work can be more important than the training of the coming generation? How can such training be given as it should by men of a class willing to accept the pay of a groom? Can we trust such men to teach morals and manners and right conduct or even personal cleanliness? One has only to look at the men collected in the Male Training College to realise that they are not even properly fed, and never have been properly fed since they were born. What is the use of debating whether religion and ethics should be entered in our curriculum, and what is the good of an elaborate Training College, unless our School Masters are of good stamp to start with and are then given a salary sufficient to satisfy a self-respecting well-trained citizen? The more we consider the problems of primary education in this country, the more convinced we become that their solution depends almost entirely upon the provision of a superior class of masters. And no superior class of men will accept an inferior class of pay.

To pay our schoolmasters very largely increased salaries is impossible at present, nor do we suggest it. But that the necessity of doing all we can in this direction is really urgent, is a fact that it is useless to conceal and a fact that we desire brought into the strongest possible light.

2. We have advocated the raising of fees in Anglo-Vernacular schools and in the Kala Bhavan. We wish to say here again that we are by no means satisfied with the level of fees suggested but want to aim at a much higher rate later on; the inexpediency of excessive sudden rises is what deters us from recommending an immediate advance.

Of course there is a good deal of sentiment opposed to any serious increase in fees. Mr. Masani is influenced by the idea that education requires fostering, and that it is our business to cajole people into it, to coax them into our schools and colleges by providing them with all sorts of advantages for a nominal fee. Otherwise he supposes that progress, which is so gratifying at present, will receive a smart set-back and perhaps be altogether checked. On the other hand a large number of people represent that free education is a Hindu ideal; it is a form of dharmada, which the

Raja ought to give his people. Lastly, most of our witnesses assert that as a matter of fact, people cannot afford to pay more than they are paying at present and that they cannot even educate their sons properly as things are, much less pay enhanced fees.

We regard these arguments as unsound and these views as mistaken. We find that persons, who say they cannot pay school fees, spend the income of months in marriage expenses.

We know that the appreciation of the substantial advantages of education will survive a good many checks from the gradual raising of fees. If the giving of free education is a Hindu ideal—perhaps it would be truer to say it is the ideal of those who are in a position to benefit by it—then this ideal will have to go sooner or later, and the more we accelerate its departure the better.

Translated into other words the assertion is simply this—the comparatively well-to-do classes *like to be* provided with advantages at the expense of the general tax-paying community.

People who want advanced education ought to pay the full cost and not an insignificant proportion of it. The custom of looking to Government for help instead of making one's own way in the world is the bane of this country. How are private educational institutions to exist if boys can get taught for nothing in schools and Colleges supported by Government? There is a Private High School in Baroda aided by Government, and there are a few grant-in-aid schools. None of them really flourish; they all grumble for larger grants. The reason is that their receipts from fees do not approach anywhere near the expense of working them even with an inferior staff. (We may add that our own private opinion is that students in the fifth and sixth Vernacular standards and well-to-do students in all standards should pay for the education they receive. We see no reason why it should be free.)

3. To any one brought up according to European notions the idea that a growing child should go without food from 11 a.m. to 7 p.m. and be expected to work hard in school and do gymnastics after school hours seems nothing less than monstrous, especially when one considers that what food the child gets is strictly vegetarian. Yet none of the witnesses we have examined were at all impressed with the problem presented to us. They spoke and wrote about curricula and the introduction of fresh subjects, but how our future citizens can grow up healthy and sturdy on this starvation regime no one ever asked. Some say that the Hindu Shastras do not allow more than two meals a day. We fear that nature is telling us plainly enough that the starvation of growing working children must surely bring its own punishment. We cannot suggest any one remedy, but we regard it as the manifest duty of the educational authorities to preach to the people the urgent necessity of feeding their children properly and to arrange all possible conveniences and opportunities for the provision of wholesome refreshment.

(Sd.) C. N. SEDDON.

(Sd.) A. B. CLARKE.

APPENDIX III.

NOTE BY MR. MASANI.

The division of Vernacular Schools into Lower and Higher Primary under the control of the Local Boards and the Educational Department respectively.

The fundamental principle underlying the scheme of handing over the management of village schools to the Boards, was to make the people take a real interest in the education of their own village or town, and to allow them to demonstrate it practically by working it on more economic lines and supplementing the Government grant by public contribution other than the local cess.

It was this very principle which was adopted by Government when they refused to sanction rents for Gramya Shala buildings expecting the people to cooperate with Government by finding the rent if not anything more.

If Government undertake to defray all educational expenses in connection with the Gramya and give the management to Local Boards, there is no scope left for the people to foster the spirit of self-Government, and no compensating advantage accrues to Government. The inevitable result of such a policy would be failure and loss of efficiency in very much the same way as the experiment of a Private High School in Baroda has shown.

It has been pointed out that the distinction between Government, compulsory and village schools is too complicated for outsiders to grasp. All these schools are in a sense compulsory, and hence there is no need of retaining the term compulsory, which is both superfluous and misleading, and which was kept up only for the convenience of and under the orders of the Account Department. The Educational Department will hail with delight the abolition of the compulsory schools and amalgamating them with local Government schools, as it would save much time and trouble that have now been wasted in keeping separate records for each individual school. The compulsory schools as they exist at present are simply branches of Government schools and can conveniently be amalgamated or assimilated with them and be considered simply appendages or outgrowths of the main trunk.

Thus there would remain two kinds of schools, Local Board and Government, which would be a more rational and dichotomous division than lower primary and higher primary recommended by the Commission. The Higher Primary Government schools are intended to teach standards higher than the fourth as well as the lower standards, whereas the Lower Primary Board schools the lower 3 or 4 standards only. Thus Higher Primary schools are none the less Lower Primary as they teach the lower standards as well. The lower classes of Higher Primary schools are not recommended to be given to the Boards only on the ground that there will be dual control in one and the same institution. The same argument, when extended, will apply with equal force to the schools in one village or town.

I would suggest the criterion of division to be not the grade of standards, but the kind of the managing body, thus instead of Lower Primary and Higher Primary there should be Board Schools and Government Schools.

The jurisdiction of the Boards and the Department should not overlap, and definite number of villages and towns should be assigned to them independently with exclusive management to avoid confusion.

If the Local Boards are to be given more extended jurisdiction, the village schools of Amreli Taluka, which are now administered by the Educational Department, may be handed over to the Boards. On the other hand, such of the village schools as have 100 students on the roll on an average may be transferred to the Educational Department.

At present some of the Local Board Village Schools that are conducted by Head Masters full of competence, energy and enthusiasm, manage to teach even higher standards with encouraging results. These schools will be discouraged if on the strength of their being Lower Primary they are not allowed to teach beyond the compulsory standards. These schools again when progressing so favourably as to attract a decent number of boys for a higher standard, will have to be handed over to the Educational Department which alone can teach higher standards. In the same strain if a Higher Primary school of the Education Department fails to maintain its higher standards, it will have to be ranked with the Lower Primary and transferred to the Local Boards. Thus there will be constant fluctuations and inconvenient transfers of schools from one governing body to another. If the people of a village advance rapidly in education and have an aptitude for maintaining a higher standard, their Village School Board for fear of losing its school will in no way be eager to display its educational capacity.

(Sd.) A. M. MASANI.

APPENDIX IV.

NOTE BY MR. MASANI.

From the evidence given before the Commission by those who were in favour of giving greater control to the Local Boards than what they have at present, it is plainly seen that there is an unfounded and erroneous impression that it is the Education Department that deprived the Local Boards of their inspecting agency.

It was in the interest of the general cause of education that the Government decided in favour of an uniform systematic method of inspection and examination of all State Schools by qualified experts. According to the present arrangement, a Deputy Inspector is in charge of a circumscribed portion, say a Taluka, for the educational advancement of which he is solely responsible.

Instead of maintaining a double set of examiners, Gramya Shala Inspectors and Government Inspectors for one and the same Taluka, and dividing the responsibility between them, and instead of causing an unnecessary sacrifice of the time and energy of both sets of examiners, the present arrangement of one Inspecting Agency conduces to greater efficiency of work and stricter supervision by placing one Deputy Inspector in sole charge of one Taluka.

It was given out in the evidence that the number of Deputies appointed by Government is insufficient. As it was the first year of experiment, the number was intentionally kept small enough to allow of a subsequent increase. The experience of last year's work reveals a demand for an increase in the number of Deputies, which the Department will take steps to meet in time.

If the President and Vice-President of District Boards will find time amongst their multifarious engagements for the discussion of the methods of improvement and the measures to be adopted for the progress and development of Gramya Shalas, it will not be difficult to place the Government Deputies under their orders so far as the Gramya Shalas are concerned. They will be but too willing to carry out the suggestions and recommendations of the Boards.

In spite of the arguments mentioned above in favour of the Government Inspecting Agency, if it be decided that the Local Boards should engage a separate staff of Inspectors, their selection should be made from the ranks of Educational service, and no outsiders should be appointed under any circumstance.

(Sd.) A. M. MASANI.

APPENDIX V.

Note by Mr. R. H. Gokhale.

Paragraphs 37, 38, 39, 40.—I do not see any reason for submitting the whole Education Budget of the Local Boards for the sanction of Vidyadhikari. I only agree so far that any additional expenses by way of opening new schools or of purchasing dead-stock, &c., over and above the ordinary expenditure annually sanctioned by the Local Boards should be checked by the Minister in the interest of Government.

Submitting the whole Education Budget for sanction is likely to lead to unnecessary delay and unpleasant friction which must be avoided. The curriculum of studies having been fixed by the Vidyadhikari, and the Local Boards having been fully entrusted with whole administration, why should the Local Boards accept recommendations from the Vidyadhikari and carry them out as commands? This would be hampering the Local Boards in their good work, and such a power, vested in the Vidyadhikari, is likely to create a spirit of rivalry in the officers concerned. I do not object to his giving advice in proper cases, but to punish the Local Boards for not acting up to it even if it does not commend itself to the Local Boards is practically converting the Local Boards into a department under the Vidyadhikari. This result is directly opposed to the spirit and wisdom of the policy, the object of which is to teach self-government and self-reliance. I therefore beg to differ in this respect.

Paragraph 41.—I do not see the propriety of compelling the Panchayats to meet this expenditure from other sources.

Paragraph 50.—This is practically compelling a non-Gujarathi to go to a Gujarathi school. No necessity is shown for such a stringent rule, hence clause (d) may be allowed to stand.

Paragraph 51.—I do not agree with the whole para. It is hard and inexpedient in the present stage of popular feeling to compel a parent to send his serviceable child to school.

Paragraphs 81, 82, 83.—The general tone of these paras. is as if the question before the Education Commission was whether Urdu Schools should be maintained or closed. But I think this is neither the spirit nor the scope of para. 10 of the Resolution. The Commission has been asked simply to suggest the best method of teaching Urdu, etc., with this object in view, evidence was recorded to show whether the present condition of Urdu Schools was the best. I think the language of these paras. should be so altered.

Besides the Commission has not expressed its own opinion on the evidence regarding the unfair treatment of these schools by the Department. I would express my opinion that the complaints made by Messrs. Abbas S. Tyabji

Mahamadali, Nababali and Mehedi Hussain have a substratum of truth below them, and that therefore the Department should be warned to be cautious in dealing with these schools, and avoid actions which would call into question its own fairness towards them.

The memorandum submitted by the Anjuman Islam, and the statement of Messrs. Abbas and Mehedi Hussain clearly prove that the Department has been systematically following a policy most detrimental to Urdu Schools. The facts that these Urdu Schools are treated most shabbily in the matter of furniture, dead-stock, and such other things, that even the few school-houses built for Urdu Schools have been appropriated for the use of Gujarathi Schools, the attempt to do away with Urdu Schools on the ground of opening Urdu classes in Gujarathi schools, that sufficient encouragement is not given to Urdu Girls' Schools by way of scholarships,—these facts are shown and proved by the evidence recorded before the Commission, and no attempt by the Department made to challenge them. Hence they must appear in the report and the Commissioners should express their opinion on them.

Paragraph 84.—The records of the Education Department will show that the first school started was a Marathi School. The fact that Marathi was up till recently the Court language, that the Royal family and the Sardars, Darakdars, Mankaris are Marathas, the State records from the oldest times are in Marathi, and that there is a very large number of Marathas in the State and in Government employ, make it imperatively necessary that Marathi should be taught and maintained as heretofore.

The Commission is not asked to express any opinion on it, and I would insist that Marathi Schools should be accorded the same treatment as any other Gujarathi School.

Owing to the constant complaints from the two classes, I would add the words "Fair impartial" between "a" and "generous."

Paragraph 85.—It is not merely my desire, but it is also my opinion that a class should be opened for fifteen Marathi boys of school-going age. The Commissioners think Government should not be expected to undergo the expense involved in attaching a Marathi Master to a Gujarathi School and to them it may seem an unreasonable demand, but I think nobody will allow that there is reason in indirectly forcing any number exceeding 15 and short of 30 to forget their own mother-tongue. Such a number, I believe, has some claim upon Government in the matter of Education.

I would make the following suggestions at the end of Chapter 9 :—

Paragraph 161.—"In this as well as in the Kala Bhavan, steps should be taken to impart instruction through Marathi and Gujrathi and not solely through Gujarathi as is done now. There is a very large number of Marathi students in these schools, and for want of provision these have no recourse but to take such instruc-

tion as is given there. Masters who can teach in Marathi should be employed, and the books of instruction used should be rendered into Marathi for the benefit of Marathi students."

Paragraph 180.—I am against the proposal to stop the Shrawan-Mas-Dakshana.

Paragraph 181.—The pujariship should not be reserved unless the services of the present incumbents are liable to be dispensed with at pleasure.

Besides to graduates of such a Pathshala, as is contemplated, the pujariships will not be sufficiently attractive. Lastly, a mere diploma from the Sanskrit Pathshala will not make them eligible for the duties of pujaries. Moreover these graduates may be of any caste (that is, non-Brahmins) and they cannot, at least for some time to come, be admitted to pujariships.

(Sd.) R. H. GOKHALE.

10th January 1910.