CHAPTER II

BEGINNINGS OF DECENTRALISATION
1871 AND ITS AFTER-MATH
On account of centralisation, the financial relations between the Government of India and the provincial governments were not very encouraging to the provinces. The distribution of the public income degenerated into something like a scramble, in which the most vocal had the advantage with very little attention to the reason. As local economy led to no local advantage, the stimulus to avoid waste was absent. Since no local growth of income led to increase of local means for improvement, the interest in augmenting public revenues was missing. The Government of India had altogether lost the power it once had of supervising details, on account of the magnitude of powers to be exercised by it and the financial mechanism was seriously out of the gear.

The provincial governments had little liberty in the fiscal matters. It lay with the Government of India to control the growth of charges to meet, which it had to raise the revenue. The local governments were deeply interested in the welfare of the people confided to their care, and not knowing the requirements of other parts of the country or of the empire as a whole, they were liable, in their anxiety for administrative progress, to allow too little weight to fiscal consideration. On the other hand, the Supreme Government, as responsible for the general financial safety was obliged to reject many demands in themselves deserving of all encouragement, and was not always able to distribute satisfactorily the resources actually available. Therefore, it happened that the supreme and local governments regarded from different points of view measures involving expenditure, and the division of responsibility being ill-defined, there occurred conflicts of opinion injurious to the public service. In order to avoid these conflicts, it was expedient that as far as possible, the obligation to find the funds necessary for administrative improvements should rest upon the authority whose immediate duty was to devise such measures.  

Consequently, the Governor-General in council was satisfied that it was desirable to enlarge the powers and

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2. Extract of the G.G. of India's Resolution No. 3334, dated 14th December, 1870.
responsibilities of the governments of the presidencies and provinces in respect to the public expenditure in some of the civil departments. In December 1870, the Government of India agreed to make over to provincial governments nine departments of the administration, including "Education", with a fixed imperial assignment to support them. This transfer of power and responsibility was accompanied by certain financial restrictions common to all departments made over, and also by certain special restrictions peculiar to education, it being expressly stipulated that the existing educational code, as laid down in the despatches*, and the existing grant-in-aid rules and other matters of general principle, were not affected by the Resolution.

In pursuance of this policy each local government had received its imperial assignment for education.\(^3\) The exact amount being determined in each case by the grant for the preceding year\(^*\)** subject to a small rateable deduction spread over all the departments transferred. "The Government of India in making these assignments expressed its confident belief that the measures would

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* Such as no. 49, dated 19th July 1854, No. 4, dated 7th April, 1859, No. I, dated 23rd January 1864, No. 5, dated 12th May, 1870, from the Secretary of State.


** Annexure I. 'Statement showing the income of the Education Department in 1870-71.
not only relieve the imperial finances of annually increasing and indefinite demands, but would afford opportunities for the development of self-government, for strengthening municipal institutions and for the associations of natives and Europeans to a greater extent than here-to-fore in the administration of affairs.\(^4\)

The provincial governments were required to prepare their own budgets on the basis of these assignments and distribute the money among the various services. The services transferred were mostly of the kind called "nation-building" and expenditure on them was bound to grow. The allotments made to the provinces were altogether inadequate. Besides this the provinces were smarting under the "inequalities" perpetuated by Lord Mayo's settlement of finances which was based on the actual expenditure of the provinces for 1870-71.\(^5\) Therefore, settlements with the provinces were revised on a new basis in 1877. In 1882, quinquennial settlements were made according to which the revenues were classified as "Imperial", "Provincial" and "Divided". Certain heads of revenue of a definitely central nature were wholly reserved as "Imperial", those essentially of a local nature like education were made "Provincial", and some others were equally divided between the two governments and called "Divided"\(^6\). The quinquennial settlements

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6. Ibid.
encouraged extravagence rather than economy in the provinces and introduced an element of uncertainty instead of stability. The Lieutenant Governor of Bengal Sir A. Mackenzie, put it a little picturesquely, when he stated that he depreciated the way in which these quinquennial revisions had too frequently been carried out. "The provincial sheep was summarily thrown on its back, close-clipped and shorn of its wool and turned out to shiver till the fleece grew again." Therefore, more stable contracts called the quasi-permanent contracts, alterable only in case of great Imperial necessity, were made. To make up for any deficit of the provinces, the Central Government gave them lump-sum grants derisively called "doles" for the development of agriculture, education and for the maintenance of police. The financial position of education was, therefore, strengthened by these revisions. The Education Department in each province looked for its annual grant to its own government and except in times of financial disaster such as war or famine, this grant was independent of ordinary financial risks."

8. Misra, Atmanand, Educational Finance in India, p. 120.
department. "The expenditure on it was found to grow and the central government allotment found inadequate for the purpose. The finances at the disposal of the provincial governments were barely sufficient to maintain efficiency, the services transferred and no margin was left for progress or improvement."\(^{10}\)

The system of decentralisation introduced certain welcome changes. "The provinces had the freedom to work out the details of Educational administration without reference to the centre which was expected to improve the efficiency of the educational system. The provincial governments were now expected to make large contributions to education than what had been possible to do under the earlier system of centralisation."\(^{11}\)

Under this new dispensation, the head of the department called the Director of Public Instruction who was directly under the provincial government in all provinces. The Director of Public Instruction was assisted by graded services in supervision and control of the educational institutions. From this time on the Imperial Government had no direct control over education save that it considered questions of general policy, approved or submitted to the Secretary of State for India in London,

\(^{10}\) Misra, Atmanand, Educational Finance in India. P.281.

\(^{11}\) Ibid., p.119.
schemes that were beyond the sanctioning power of provincial governments, and allotted Imperial grants. The provinces had full powers to redistribute these grants as they pleased in various fields of Education, except specific grants earmarked by the Imperial Government for specific purposes, like secondary or Primary Education, buildings etc.\textsuperscript{12}

This, however, did not mean that there was provincial autonomy in the matter of education. "The resources of provinces being limited, they had to depend upon the annual recurring grants of the Imperial Government who had the power to push ahead any scheme it liked by making available to the provinces the sources with which to meet it."\textsuperscript{13} By means of occasional resolutions and despatches, the Imperial government expressed in clear terms what its attitude towards education was and the provinces were expected to take inspiration and guidance from them. Therefore, "inspite of decentralisation, the Central Government had full control over the activities of the provincial governments. It was open to the former to intervene and pass orders on any provincial question. In general, control consisted in laying down the general policy and watching its application- a watching that involved continuous supervision of the provincial activities.

\textsuperscript{12} Oak, V.V., England's Educational Policy of India, p.31.

\textsuperscript{13} Shah: Sixty years of Indian Finance, p.138.
There were various checks over the provincial governments, the most important of them being financial. The Accountant General in the provinces was subordinate to the Controller and Auditor General at the Centre. Next came the legislative checks and administrative contrivances for ensuring a certain amount of uniformity in the country. The provincial governments were literally the agents of the Government of India." Consequently, the central government reserved the power of determining the country-wide educational policy, and all schemes of educational legislation required the approval of the Central Government and the Secretary of State before they could be introduced. The universities were created under Government of India Act and, therefore, all amendments to those Acts or creation of new universities were subject to the control of the same authority. The proposal for expenditure over and above a given sum and appointments to the Indian Education Service required the Centre's approval. The Central Government had the distinct responsibility of framing general policies and inspiring all India reforms. The educational policy was generally enunciated by 'Despatches' from Home Government and 'Resolutions' of the Central Government and enunciation was often preceded by a review of the progress or


* Despatches No. 49, dated 19th July 1854, No. 4, dated 7th April 1859, No. 1 dated 23rd January 1864, No. 5, dated 17th May, 1870.
The powers carried with them certain obligation too. Since the financial stringency did not permit the centre to fulfil its obligations, it naturally exercised its powers to a limited extent. The Central Government took very little interest during the period in the education of the provinces. "The agitation of the missionaries in India and England for the withdrawal of the Government from the educational field and the counter-agitation of the Indian educationists compelled the Government to appoint the Hunter Commission to pacify both the parties."  

Consequently, a Government Resolution had to be issued in 1884 on the findings of the Commission. A Despatch* from the Secretary of State for India directed the preparation of a general annual education report and this directive had to be carried out by ordering the publication of the Quinquennial reports and the annual reports on the progress of education. Beyond these occasional activities, the Central Government showed not much interest in Indian education during 1871 to 1902. This lack of interest and the absence of financial policy in respect of education led to the neglect of professional and technical education.  

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* Despatch from Her Majesty's Secretary of State for India No.43, dated the 23rd April 1885.
In spite of its lack of interest in Indian education, "the Central Government still retained large powers of control over the provinces. For instance, both the central and provincial legislatures had concurrent powers to legislate on all educational matters. It was because of this concurrent legislative jurisdiction, that the Government of India could pass the Indian Universities Act in the following years, and could also legislate for the establishment of new universities. The sanction of the Government of India was needed to the creation of all new posts above a given salary. These large powers of control and supervision were justified on the ground that the provincial governments were responsible to the British Parliament through the Government of India.\textsuperscript{19}

The hopes aroused by the decentralisation for a better deal to education were not fulfilled. The main reason was that the revenues assigned to the provinces were very slender and their responsibility so heavy that they had to effect cuts in expenditure in order to make the two ends meet.\textsuperscript{20} The effect of the financial stringency was that the central government almost totally stopped grants to education. The provincial governments were unable to finance efficiently the transferred heads of administration including education. The Central

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20. Shah: Sixty Years of Finance in India, P.301.
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Government, therefore, made certain assignments to the provinces.\footnote{21} These assignments, which were not earmarked for any particular purpose, once made were classed as "Provincial revenues". Therefore, "the financial statements of educational expenditure deleted the source-head of 'Imperial revenues' and substituted 'Provincial revenues' henceforth. But the assignments to education under the latter head were inadequate although the financial settlements made between central and provincial governments in 1877 and 1881 strengthened the financial position of the provinces."\footnote{22} The Central Government, however, promised to consider the reasonable claims of any provincial government which was unable to increase expenditure on education for assistance from imperial revenues and to deal with them in as liberal a spirit as the condition of the imperial finance at the time would permit.\footnote{23}

Unfortunately for education, the financial condition of the Central Government never permitted them to carry out this resolution except for giving a casual grant of Rs.1.3 lakhs in 1891-92 and 1.4 lakhs in 1896-97 to Punjab. The Central Government made no assignments to educational expenditure of other provinces. Moreover, this was a period

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\footnote{21}{Shah: Sixty Years of Finance in India. P.301.}
\footnote{22}{Extract of the Resolution of the Government of India, Home Department No.10/309 dated 23rd October 1884. Para 39.}
\footnote{23}{Ibid.}
\end{footnotes}
of natural calamities and retrenchment had to be made in several departments and the axe fell on education with a vengeance.\textsuperscript{24} The Central Government continued to give priority to imperial needs like defence, law and order, railways etc. and 'nation building' departments like education continued to be neglected. For these reasons government expenditure on education showed small increase which prevented any large scale expansion of education in the provinces.\textsuperscript{25} To meet the paucity of funds the system of multiple sources for financing education was devised. More assistance was sought from other sources like fees, municipal funds, local funds, donations and subscriptions. The Government contribution fell during the period but those other sources compensated that decrease to some extent and the cause of education suffered less on the whole.\textsuperscript{26} This multiple source system was not able to cope with the increased demand for education, due to the political awakening in the country brought about by the Indian National Congress since 1885, the year it was born. Therefore, administrators had to cut the coat according to the cloth and devise educational policies to suit the purse.\textsuperscript{27} The first decision, therefore, taken was to restrict the direct educational enterprise of the government to the barest minimum.

\textsuperscript{24} Shah: Sixty Years of Indian Finance. P.301.
\textsuperscript{25} Misra,Atmaram: Finance in India.P.301.
\textsuperscript{26} Ibid,p.301.
\textsuperscript{27} Shah: Sixty Years of Indian Finance, P.302.
Consequently the Government decided to transfer its colleges to private agencies, maintained only one high school in each district and handed over primary education to local bodies. Very little could be done in the case of colleges but the high and primary schools were transferred and a liberal policy of grant-in-aid adopted. The second decision was to continue the downward filtration theory in spite of the fact that the Indian Education Commission of 1882 had recommended to the contrary: "The popular demand for compulsory primary education was shelved and primary schools were transferred to local bodies with a promise to give not more than one-third of the total expenditure as grant." This maximum of one-third was rarely given. As a result of this cut in grants, primary education suffered greatly during 1871 to 1901 and higher education continued to be favoured on the ground of educating the classes. The progress of education during the period could not be satisfactory. One might ask why provincial governments were not making larger assignments to education. Under the decentralized scheme about two-thirds of the total revenue of the country went to the Imperial exchequer and only one-third to the provincial governments. Besides, the general economic condition of the country was not favourable and the frequent occurrence

of famine and epidemics affected provincial revenues adversely. In spite of the support promised by the Imperial government, no grant for education was made till the year 1902. The result was that the provinces could make no longer grants to education. Therefore, "the hopes and promises that the decentralisation of administration had raised for a better deal to education were wrecked on the rock of financial stringency and centre's lack of interest in education." 

In administrative matters such as examinations, even the sanction of the Government of India was needed. The Central Government wanted to introduce the uniform system of evaluation. This move of the Central Government was resented. The Bombay Government expressed the belief that the Government of India did not desire to impose a material change in the educational system, by the introduction of returns which were merely intended to record results in a more convenient shape, and they promised to select from their school examinations those which would correspond with the examinations prescribed by the Supreme Government. The Bengal Government also objected to this sort of imposition of the Supreme Government on the following ground: "In Bengal, the course

* Vide Resolution of Government of India, Home Department, dated 24th October, 1884.
in primary schools and in the primary classes of secondary schools was determined not by reference to an ultimate university standard but by the requirements of those students whose education was to come to an end in the school or the class in which they were reading. Ultimately the force of these objections was admitted by the Government of India and it abandoned its order*, and endeavour was given up to force various and widely different systems into one shape. Therefore, "the Government of India disclaimed any intention of dislocating existing systems or of seeking uniformity merely as an incident to the revision of the educational tables." Local governments were, therefore, permitted to select from their own scheme of examinations, those which most nearly corresponded to the primary standards as now defined, and to embody the results in the forms of return prescribed for the whole of India. Therefore, while compliance with the uniform standards laid down had been apparently secured, there was still nothing approaching to uniformity in the primary systems of various provinces. Having regard to these circumstances, the authorities were of opinion that no advantage was to be gained by any attempt to secure uniformity throughout India and had recommended that the upper and lower primary examinations be not made compulsory in any province. Each province would, therefore, be enabled

34. Ibid.
could be taken by it which would be likely to attract a larger number of Muhammadan under-graduates. In its reply, the syndicate expressed an opinion that "the regulation of the university should not be modified with the view of encouraging a particular section of the population, but that the Musalmans should be treated in precisely the same manner as all other inhabitants of the Madras Presidency."\(^{38}\) Later on, the Imperial Government prevailed upon the Government of Madras and it was convinced to this effect that "the Director should without delay take steps with a view to the establishment of elementary schools and arrangements were also, without less of time, to be made for the training of Muhammadan teachers; and instruction in Persian was to be provided in any high school in which there was a sufficient number of Muhammadan students."\(^{39}\)

In administrative affairs and in day to day affairs of the provinces especially Educational, Centre had great effect and authority over them to follow its policies and schemes.

The most important question in connection with the spread of Education in India was that of the provision of funds. The Governor-General in Council was glad to find from the reports of the provincial governments that they


\(^{39}\) Ibid, P-485.
were alive to the necessities of the case and ready to
do what they could to meet them. Along with this, the
Government of India was pleased to note the growth of
private bounty and hoped that it would ever keep increasing
and enjoined on the local governments to supplement this
increased local effort by contribution from provincial
revenues. Urging on Local Governments a more liberal policy
in regard to educational expenditure, the Government of
India was aware that the policy was one, the proposed
development of which was not contemplated on the occasion
of provincial contracts, when the education was purely a
provincial charge. The Governor-General in Council would,
therefore, review the financial position of any Local
government and would be prepared to consider any claim
that might reasonably be put forward for assistance from
Imperial revenue and to deal with them in as liberal a
spirit as the condition of the Imperial finance at the time
would permit.\footnote{41}

In spite of the fact, that the States were given
powers, the Central Government did not abrogate its policy
of issuing directions to the local governments. It directed
them to give encouragement and recognition to classical and
vernacular languages of the Muhammadans in the government
schools and colleges. The Madras Government reacted to this

\footnote{40. Resolution (Extract) No. 10/309, dated 23rd
October, 1884.}

\footnote{41. (Extract) The Resolution of Government of India,
Home Department, 23.10.84, Para 39.}
direction. "It was not thought desirable to dissociate this class so distinctly from the ordinary scheme of teaching as except in a few localities. Muhammadans availed themselves freely of the advantages of the existing system. Therefore, neither special schools nor special normal classes seemed necessary, while the recommendations as to the Persian and Hindustani languages were hardly applicable to the peculiar linguistic conditions of the South and ignored the extent to which the Muhammadans used its vernacular languages". On the same grounds the local government of North-Western Provinces declared that "the recommendations of the commission were not applicable to these provinces, and that no special measures were necessary." In spite of such repeated protests, the Imperial government was arbitrary in its direction. "It directed that each local government should accept the responsibility of providing means for training teachers for each grade of schools - primary, middle and high as a first charge on the educational grant." It also addressed the Local governments on the question of discipline and moral training in schools and colleges. The Government of India also directed that gymnastic and field exercise should be recognised as part of a regular course of school training; punishments for breaches of discipline should be arranged; good conduct

42. First Quinquennial Review 1886, P-318.
43. Ibid, P-322.
registers should be prescribed, hostels and boarding
houses should be established at the larger schools and
colleges and teaching having a direct bearing upon personal
conduct should be more generally resorted to.\textsuperscript{45} This move
was opposed by the provincial governments. The government
of Madras objected to the introduction of conduct registers
on the ground that the moral defects of scholars were not
such as could be marked by registers of conduct. Therefore,
it would be cruel and unjust to place on permanent record,
the faults committed in early youth.\textsuperscript{46} The Government of
India admitted the force of this object, but considered
that it could be met by the omission of the earlier entries
where these would give an unfair impression of a scholar's
real character, or by the addition of notes to prevent
their having this effect; and that the advantages of the
system outweighed its disadvantages.\textsuperscript{47} Consequently, the
local government yielded to the centre directive and
enforced the rule of maintaining conduct registers in
schools and colleges.

When local governments prescribed the text books
in the schools without taking the Centre Government into
confidence, then, the Government of India considered that
this condition of affairs was opposed to the interests of
sound education and it accordingly issued orders with a

\begin{itemize}
\item \textsuperscript{45} Nash, A.M.: Second Quinquennial Review, P-349.
\item \textsuperscript{46} Ibid, P-354.
\item \textsuperscript{47} Ibid, P-354.
\end{itemize}
view to bring the system into accord with those principles which had long before been prescribed and affirmed. The Imperial Government took exception to this and held an enquiry in 1899. The findings showed that "the cardinal principles laid down by the Supreme Government in 1881,* and reaffirmed into the report of Education Commission and the orders issued upon it, had in some provinces been allowed to fall gradually into disuse, until the existing practice had ceased to conform to the directions of the Government of India. From this it resulted that the principles regulating the selection of text books differed from province to province, and in some provinces the local Governments had divested themselves unduly of their duties and functions." In this way, the Central Government retained large powers of control over the local governments in spite of decentralisation of powers.

Education was one of the provincial heads of expenditure in the Indian system of finance, and the annual outlay was, therefore, determined by the local governments subject to the general administrative and financial control of the Supreme Government and to the regulations relating to budget provision and sanction of the appointments. Local governments were even required to get pre-sanction for removing and appointing the personnels of graded services.

48. Orders of February, 1900, Home Department, Government of India.  
* Resolution of the 10th January 1881, on Text Book, Home Department, Government of India.  
49. Order of February 1900, Home Department, Government of India.  
50. (Extract) Quinquennial Review IV, P-442.  
51. (Extract) of the letter No. 204, Simla 8th July 1886 from A.P. Macdonnell Esq. Off. Secretary to the Govt. of India.
The "Education Department" was re-organised in accordance with the recommendation of the Public Service Commission.\textsuperscript{52} It did not appear whether it came into actual operation in every province. It is a fact that "new scheme did not extend to Burma or Berar and applied only in a minor degree to Assam and Coorg. Its general result was to abolish for the future what was termed the graded service and to divide the Education Department into 'superior' and 'subordinate' service. The former was again sub-divided into 'Indian Educational Service', including all posts to be filled by persons appointed in England and the 'Indian Provincial Service', including all posts to be filled by recruitments in India.\textsuperscript{53} Indian education service was placed in charge of all the important posts in the Provincial Education Department.\textsuperscript{54} Since 1897, in this way, the Central Government was having control over the educational affairs of the States through its I.E.S. Officers. This action of the Central Government was resented to, by the local governments. They made efforts for not abolishing the graded services. The States only got the concession to fill up vacancies in posts ordinarily filled by members of the Educational Service by appointing members of the Provincial Service to

\textsuperscript{52} Resolution of the Government of India, 23rd July 1896.
\textsuperscript{53} Cotton, J.S.: Third Quinquennial Review, P-53.
\textsuperscript{54} Naik, J.P.: Role of Central Government in India, P-3.
officiate against those vacancies. This concession was granted too on the condition that the salary of the acting incumbent would not be higher than the pay of the officer for whom he acted. Gradually, the resistance of the local governments in this regard bore-fruit, the staff of officers recruited in England was reduced and the provincial staff was increased.

In spite of such relaxation in administration, the Central Government had large powers. The universities which were made autonomous, were subject to the incorporating powers of the Imperial Government. "The governing body of the university consisted of a chancellor, who was either the Governor-General or the Governor, represented the Imperial Government."

No doubt, Lord Mayo introduced a system of administrative decentralisation under which the provincial governments were made responsible in the matters of education, but they were handicapped on account of finance and other administrative directives. Sometimes, the Imperial Government took serious view of the local governments capricious works. The centre regretted to observe that there was a marked departure in many respects from the principles laid down by the Indian Education Commission and accepted by the Government of India. It was desirable to indicate the

56. Ibid.
57. Ibid, P-57-58.
58. (Extract) from the proceedings of the Government of India, in the Home Department, the 28th October, 1899.
principal points in respect of which local governments seemed to have lost sight in any degree of the more important of these principles; and also briefly to indicate the general impressions left on the mind by this Review. It appeared that Central Government did not reconcile with the latitude the local governments had in educational affairs. Their powers were restricted and controlled. "Imperial Government's approval was required to all expenditure above a given figure and to overall budget of the provinces." These large power of control and supervision were justified on the ground that the provincial governments were responsible to the British Parliament through the Government of India, "whatever the cause, the net result of these powers was to make education not so much a 'Provincial Subject' but a 'Concurrent Subject' with two reservations: The authority delegated to the 'Provincial Governments' was fairly large, the interest shown by the government of India in education was very uneven and depended mostly upon the personalities of the Governor-Generals- a Ripon or a Curzon could make education look almost like a 'Central Subject' while at other times, it became almost a 'Provincial Subject'. Consequently during this period, "the Central Government made clear the great need that

59. (Extract) from the proceedings of the Government of India in the Home Department (Education), the 28th October 1899.
61. Ibid, P-5.
existed for steady general supervision to keep the local educational departments faithful to the Broad outlines of the declared policy of Government.

Its perusal gave an unfavourable opinion of the progress that had been made, of the manner in which previous orders of Government of India were ob-served by local governments and of the general system of the manage­ment and control. Local governments not only in many respects neglected the principles laid down by the Government of India, but had also divested themselves of the responsibility and left educational administration in the hands of subordinate authorities or of irresponsible and sometimes incompetent persons.62 Among the special points that attracted attention were the small progress made in primary education, the weakness and inefficiency of the system of inspection, the contradictory and chaotic condition of provincial management, and the inadequacy of training schools and colleges. The Government of India had invited attention to specific rules and principles which had been ignored and had asked for special reports on particular subject of Educational administration.63 They trusted that this might lead to a sounder system.

63. Ibid.
Government of India admitted that Education was subject to the general control of the Imperial Government, the local government of each province administered its educational policy and therefore (apart from the small provinces) eight systems had to be described which differed considerably from one another. Therefore, for coordinating the different educational activities of the local governments, the Centre Government thought of creating a new post of Director-General of Education. Lord Curzon who was the originator of this post, advocated its initiality that "his last topic was the desirability of creating a Director-General of Education in India. Upon this point, he would give his opinions for what they might be worth. To understand the case they must first realise what the existing system and its consequences were. Education was at present a sub-heading of the work of the Home Department, already greatly over-strained. When questions of supreme educational interest were referred to them for decision. They had no expert to guide them, no staff trained to the business, nothing but the precedents recorded in their files to fall back upon. In every other department of scientific knowledge—sanitation, hygiene, forestry, minerology, horse-breeding, explosives—the Government possessed expert advisers. In Education, the most complex and most momentous of all, they had none. They had to rely upon the opinions

of officers who were constantly changing, and who might very likely never had, had any experience of education in their lives. Let him point to another anamoly. Under the system of decentralisation that had necessarily and, on the whole, rightly been pursued, they had little idea of what was happening in the provinces, until once every five years, a gentleman came round, wrote for the Government of India, the 'Quinquennial Review' made all sorts of discoveries of which they knew nothing disclosed, shortcomings which in hot haste, they then proceed to redress. How and why this systemless system had been allowed to survive for all these years, it passed his wit to determine. Now that they realised it. Let them put an end to it forever. He did not desire an 'Imperial Education Department', packed with pedagogues, and erusted with officialism. He did not advocate a minister or member of council for education. He did not want anything that would turn the universities into a department of the State, or fetter the colleges or schools with bureaucratic handcuffs. But he did want some one at headquarters, who would prevent the Government of India from going wrong, and who would then to secure that community of principle and of aim without which they went drifting about like a deserted bulk on chipping seas. He went further, and said that the appointment of such an officer, provided, that he be himself an expert and an enthusiast, would check the perils of those vagaries of policy and sharp
revelsions of action which distracted their administration without government of India. Exactly the same want was felt in America, where decentralisation and devolution were more keenly cherished and had been carried to greater lengths, than here, and it was met by the creation of a Central Bureau of Education in 1867, which had since then done invaluable work in coordinating the heterogeneous application of common principles. It was for consideration whether such an official in India as he had suggested should, from time to time, summon a representative committee or conference, so as to keep in touch with the local jurisdictions and to harmonise their policy as a whole. 65

As a result of Lord Curzon's endeavours, "the office of the 'Director-General of Education' was created in India in 1902," 66 who was having the general control of education on the lines directed by the Imperial Government. "He was directing and coordinating the educational matters of the provinces as well as of the Central Government." 67 The creation of this post and further creation of a separate Education Department in the Government of India in later years confirmed that Imperial Government was having control of education in its hands. "It was also the duty of the Government of India to collect educational data from the

provinces and to publish periodical reviews on the progress of education in the country. Education was one of the provincial heads of expenditure in the Indian System of finance, and the annual outlay was therefore, determined by the local governments subject to the general administrative and financial control of the supreme government and to the regulations relating to budget provision and sanction of the appointments.

In short, the period, 1871 to 1902, termed as an era of decentralisation in Education, was much interfered by the Imperial government, either through suggestions or by directions. The Central Government continued to suggest reforms that might be introduced with the object of the elevation of the tone of colleges and schools and the training of the present generation of students to those habits of self-respect, which found expression in submission to authority, temperate language, and deference to the judgement of those older than themselves. Therefore, in spite of decentralisation of powers in educational matters, the Imperial Government had great powers of controlling, coordinating and guiding the local governments. If the provincial governments be compared with that of clipped sparrows, whose furs were gradually being cut with the edges of Central Educational Services, Director-General of Education and on the name of financial stringency, it would be no exaggeration.

69. Quinquennial Review 4th, P-442.
70. (Extract) of Resolution No. 6-371-383, dated 17th August, 1889.