

Government of Madras.

EDUCATIONAL DEPARTMENT.

Recd.

Recd.

} 1911.

Enclosures

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60
G.O., No. 59, 2nd February 1911.

Decentralization.

Forwarding to the Government of India the remarks of this Government on the recommendations of the Royal Commission on — in India in respect of matters affecting education.

READ AGAIN G.O., No., dated 191 .

" " " " 191 .

Read ALSO :-

C. No., From the , No., dated 191

" " " " 191 .

" " " " 191 .

ORDER.

Press

No. 6059, dated 2-2-191 .

The Govt of India will
be addressed.

3 Very Urgent
PERS
Please consult
& send signature
of this - two.
72
31-1-11

GOVERNMENT OF MADRAS.
EDUCATIONAL DEPARTMENT.
No. 60.

From

THE HON'BLE MR. L. DAVIDSON, I.C.S.,
Acting Secretary to the Government of Madras,
Educational Department,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
HOME DEPARTMENT.

Dated Fort St. George, the 2nd December 1910.

SIR,

I am directed to reply to Sir Harold Stuart's letter Nos. 1-8, dated 3rd January 1910, asking for the remarks of this Government on certain of the recommendations of the Royal Commission upon Decentralization in India in respect of matters affecting education. The recommendations specified in the memorandum accompanying that letter are dealt with in order below.

2. Recommendation 1. - Paragraph 16 of the resolution of the Government of India in the Home Department No. 4, Education, dated the 23rd July 1896, empowers Local Governments to fill temporary vacancies in the Indian Educational Service by appointing members of the Provincial Educational Service to officiate, but it has always been understood in this Presidency that such vacancies cannot temporarily be filled by persons outside the ranks of the Educational Department without the sanction of His Majesty's Secretary of State for India and in practice such sanction has invariably been obtained. The Governor in Council now understands that the Government of India propose that Local Governments should be empowered to fill temporary vacancies in the Indian Educational Service by gentlemen who are not members of the provincial or subordinate educational services, subject to the provisions of article 773 of the Civil Account Code which prohibits the appointment of any person not being a native of India to any office carrying a salary of Rs. 200 a month or upwards without the previous sanction of the Governor-General in Council. I am to say that the Government of Madras do not object to the restriction which it is proposed to place on the recommendation of the Royal Commission. It is presumed that, if this proposal is accepted, it will no longer be obligatory on Local Governments to fill the professorial chairs referred to in the letter of the Government of India in the Home Department, No. 601, dated the 7th December 1901, by graduates obtained from England through the Secretary of State.

3. Recommendations 2-5. - These recommendations relate to the question of associating Commissioners and district officers more closely with matters affecting the educational administration of their respective charges. There are no divisional Commissioners in this Presidency, and the question may therefore be considered

Pages 1-4 of Cl. file.

in G.O. No. 4798C KH
10.8.96

Para. 2 of India's
letter.

Vide marginal note on
page 7 of Note file

in G.O. No. 7658C. -42
18.12.01

vide p. 5 of Cl. file.

32C
19
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of Education
Feb 1911
(Education)

appointing

with
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Secretary's marginal
note on p. 42 of
note file.

Para. 2 of Secretary's
note, p. 49 of Cl. file

Para. 30 of the Com-
missioner's report
Vol I. p. 20.

Para 5 of Secretary's
note, p. 50 of notes file.

p. 1 of Cb. file.
Vide Secretary's note in the
margin on p. 8 of notes file.
Got 1588 etc., 9
20.3.07

Para. 26 of the Office note
p. 15 of notes file.

Para. 22 & 25 of office note
pp. 13 & 14.

Para. 6 of Secretary's note
p. 50 of notes file.
p. 5 of file.

Vide the Honorable Mr. Atkinson's
note on p. 57 and H.M.'s
note on p. 5 of
the notes file.

at
Para. 8 to 10 of Secretary's note
on p. 51 of notes file.

Vide H.M.'s remarks on pp.
55 & 56 of notes file.

Page 51 of notes file.

Para. 11 of Secretary's note
p. 51 of notes file.

Para. 10 — ibid —

solely with reference to Collectors. In the District Boards these officers are already much concerned with elementary education in their districts, and secondary education also comes under their notice in so far as it is in the hands of local boards. In their actual working, however, Board schools are directly under the control of the Educational Department, and there is undoubtedly a tendency among Collectors to leave educational matters too much to the specialised department. The Government agree that Collectors are in a position to assist the educational officers with valuable advice, and they agree generally in the views of the Commission in regard to bringing the district staff into closer touch with the Educational Department. They accept, therefore, the principle of recommendation No. 5 in the Memorandum accompanying your letter, and they are also prepared to agree to recommendation No. 4. As regards recommendation No. 3, namely, the proposal that every Government college, secondary school, training and technical school should have a Board of Visitors of which the Collector and the local sub-divisional officer, as well as non-officials, should be members, I am to say, with reference to paragraph 3 of Sir H. A. Stuart's letter, that so far as is known the subject has not yet been discussed in this Presidency. The Governor in Council is of opinion that Boards of Visitors may be found useful in special cases. One already exists in connection with the Reformatory School at Chingleput, and this example might usefully be followed perhaps in the case of such colleges as the Law and Medical Colleges. As at present advised, however, this Government are not prepared to commit themselves to the establishment of Boards of Visitors in connection with all the colleges and schools referred to in paragraph 502 of the Royal Commission's Report, and they consider that so far as many of these institutions are concerned, it will probably be sufficient if Collectors and sub-divisional officers are instructed to visit them regularly. Visitors' books are maintained under the Madras Educational Rules at most colleges and schools, and remarks or suggestions noted therein are, as a matter of course, carefully considered, though the action taken on them is not usually communicated to the officers concerned. Arrangements can easily be made to ensure that in future district officers shall be informed of the result of their criticisms. While therefore the Governor in Council is prepared to accept this recommendation as a general rule for guidance, he considers that full discretion should be left to the local Government as regards its application in particular cases.

4. Recommendations 6—9.—In regard to these recommendations on the subject of village schools and the position of panchayats in relation thereto, I am to say that this Government are in entire agreement with the general views expressed in paragraph 4 of the letter under reply, and have little to add to the Government of India's statement of the case. The whole question of the possibility of establishing village administrative councils or panchayats is now under examination, and the Government of Madras are unable at present to say more than that if such panchayats are established it may be possible to associate them with the control of village schools. In the initial stage experiments in selected areas would be necessary. The question, however, is full of difficulties. As at present advised, and without prejudice to the decision which may be arrived in regard to the feasibility of establishing or experimenting with panchayats on the lines advocated by the Royal Commission, this Government incline to the opinion that so far as the Madras Presidency is concerned the policy to be followed should lie in the direction of developing and improving the existing system of local fund unions without making any radical changes. Provision for securing local control already exists in the Madras Local Boards Act, 1884, and under section 389 of the Local Fund Code a taluk board is empowered to hand over the management of any school to the panchayat of the union in which such school is situated. In villages which do not form part of a union it is open to a local board to appoint local committees for the superintendence and management of educational institutions under its control. These committees might do much useful work in the direction of influencing parents to send their children regularly to school, assisting the teachers in the collection of school fees and exercising general supervision over the attendance, discipline and registers of the schools, and they might also be turned to account as a means of bringing private-venture schools under a suitable form of local control. Little use has been made so far of this provision of the Local Boards Act, but the feasibility of having more extended recourse to it will be separately examined.

Vide Recommendation 3
page 5 of Cb. file

Para. 6 of Secretary's note
p. 50 of notes file.

Para. 7 of Secretary's note on
p. 50 of notes file.

1, under Sec 34 (v) of the act,

Vide bottom of page 22
and 23 of note file.

Recommendation 11 - p. 5
of C. file.
p. 6 of C. file.

Para. 5 of India's letter
p. 2 of C. file.

Para. 14 of Secretary's
note on p. 52 of
note file.

+ p. 53 of note file
para. 5 of the Honble Mr.
Atkinson's remarks,
p. 58 of note file.

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Vide G.O. N. 86 Ed. 21-2-10 C

Para. 15 of Secretary's note
p. 53 of note file

G.O. N. 86 Ed. 21-2-10 C

5. Recommendations 10-11.—No remarks are necessary on the recommendation No. 10 that rural boards should have charge of middle vernacular as well as primary education provided that their duties in respect of the latter are fully discharged. The principle is already observed in this Presidency that primary education should be the first and most important charge upon local funds set apart for educational purposes, and this Government agree that local boards should also be invested with the charge of middle vernacular education in so far as their funds permit. As a matter of fact, taluk boards already hold such charge, and no objection is ever raised to their maintaining the higher elementary schools which in Madras correspond to middle vernacular schools.

In the latter recommendation (No. 11) the Royal Commission lay down the principle that rural boards should in future have no concern with secondary education. This proposal may be considered together with recommendations Nos. 19-21 in which a similar principle is advocated with respect to municipalities. The Government of India state that the exclusion of these bodies from secondary education would be an important departure from the policy hitherto pursued, and they point out that the report contains no statement of the reasons which led the Commission to recommend so sweeping a change. The Governor in Council, however, is disposed to think that the change in policy advocated by the Commission is desirable. Secondary schools now under the management of local boards and municipalities suffer from the disadvantages of dual control, and the Governor in Council believes that it would be in the best interests of education in this Presidency if Government made it their aim gradually to take them over and to place them under the undivided and expert control of the Educational Department. It can hardly be doubted that an improvement in the efficiency of these schools would be the result of the application of this policy, and another advantage is that local boards and municipal Councils would then be in a position to concentrate their energies and their funds on the extension and improvement of elementary education, for which there is ample scope.

The development of the policy will naturally be a matter of time, but, as at present advised, this Government do not see any reason to doubt its feasibility. Apart from the ten high schools which it is proposed to take over from local bodies in pursuance of the scheme for the establishment of model schools in this Presidency these bodies also maintain 16 high schools and 64 incomplete secondary schools. It is hoped that the majority of the latter will be converted in course of time into higher elementary schools (though this course may necessitate some provision in their curriculum for the teaching of English), and this Government do not anticipate that very great expense will be involved in taking over the management of the remaining schools. The question has already been taken up for examination in connection with the scheme for the establishment of model high schools, and the Government would prefer to reserve their opinion on the practical and financial aspect of the matter until they have received the report which has been called for on the subject from the Director of Public Instruction. In the meantime, they desire to express their concurrence in the policy of these recommendations of the Royal Commission.

6. Recommendations 12-18 deal with various matters relating to the control of sub-district and district boards over elementary education. The constitution of the sub-district boards contemplated by the Royal Commission and their position in relation to the district boards are explained in paragraphs 770, 776 and 777 of the report and the question is now under the consideration of this Government whether changes should be made in the present system of unions, taluk boards and district boards and in the existing constitution and powers of the two latter bodies in order to give effect to the proposals of the Royal Commission. It is unnecessary, however, on this account further to delay the reply of this Government to the questions discussed in paragraphs 6-9 of Sir H. A. Stuart's letter as the taluk and district boards now existing in this Presidency in all essentials closely approximate to the rural boards contemplated by the Commission. The financial resources of taluk boards are governed by sections 55 and 56 of the Madras Local Boards Act V of 1884 on which the recommendations of the Commission in regard to the resources of sub-district boards appear to have been based. Section 95 of the Act prescribes identical duties in regard to education both for taluk and district boards, and under article 389 of the Local Fund Code a district board may transfer the control of any school under its charge to the taluk board within the local jurisdiction of which the school is situated. As the result of this provision all board schools are now, with few exceptions,

Para. 17 of Secretary's note
on p. 524 of note file.

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Page 18 do

His orders on the
margin of paras.
64 & 69 of note file.
pp. 30 & 31.
Paras. 72 & 73 of office note
pp. 32 & 33 of note file.

Secretary's marginal
note on p. 33 of note file.
Para. 73 of office note -
p. 33 of note file.

Paras. 69 and 70 of office
note, pp. 31 & 32 of
note file.

Paras. 74 & 75 of office note
p. 33 of note file.

p. 4 of G.O. No. 744 E.S.C.
5.11.08

Paras. 79 to 82 of office note
pp. 34 & 35 of note file.

under the management of the taluk boards. Subject to these remarks, the Governor in Council agrees generally in the views of the Government of India, and he does not propose to deal at length with these recommendations of the Commission. In particular, he desires to express his concurrence with the Government of India in deprecating the policy of giving sub-district boards the measure of financial independence recommended by the Commission and freeing them from all restrictions on their liberty of action in regard to the provision and maintenance of schools. The taluk boards in this Presidency which are already financed on the lines advocated by the Commission cannot maintain their existing schools without subventions from the District Board funds, and it has therefore for some time past been found necessary to subsidize district boards with substantial grants from Provincial funds. It would not be wise to leave the taluk boards free to apply funds allotted to them for educational objects to any other purpose, and some control over the expenditure both of district and taluk boards in the matter of education must be regarded as essential. With these preliminary remarks, I am to deal briefly with each of these recommendations in turn.

7. As regards recommendation No. 12, I am to explain that in this Presidency rural boards have already considerable latitude in the management of elementary schools. No curriculum is prescribed, but under rule 20 of the Madras Educational Rules, the course of studies and time-table must be drawn up in consultation with the Inspecting officer, and the curriculum must consist of subjects selected from a general scheme of studies issued by the Educational Department from time to time. Subject to the provisions of the Grant-in-Aid Code and the general rules as to allotments and transfers, rural boards have already power to make grants-in-aid without the sanction of Government or the Director of Public Instruction, and the functions of the Educational Department in this respect are limited to making recommendations for their consideration. A scale of teachers is suggested as suitable in rule 81 of the Madras Educational Rules, but it is not actually prescribed for adoption. It represents the minimum considered compatible with efficiency, but in order to attain to it large subsidies from Provincial funds have recently been made to local boards which in most cases would otherwise have been quite unable to reach the proper standard. No rules have been laid down by the Educational Department in regard to the grant of holidays. On these matters, therefore, the recommendations of the Commission have already been given effect to in this Presidency. Reasonable latitude has already been given to the rural boards, and no further action seems to be required. In particular, the Governor in Council desires strongly to emphasize his conviction that the measure of control now exercised in Educational Department over the curricula of elementary schools should not be relaxed. Both in the interests of elementary education itself and on general grounds of policy he considers that it would be a grave mistake to give local boards in this matter an unfettered discretion which they are not qualified properly to exercise.

8. The next proposal—recommendation No. 13—is that sub-district boards should have the power of closing schools without the sanction of the Educational Department. Under article 388 of the Local Fund Code, a local board in this Presidency may close any school without the sanction of the Government, provided that at least three months' notice of its intention is given to the Inspector in order that, if necessary, a representation on the subject may be made by the Director of Public Instruction to Government. This safeguard is clearly necessary, and this Government cannot agree to its being abolished.

9. In regard to recommendations Nos. 14 and 18 on the subject of inspecting staff, this Government have only one remark to add to the observations of the Government of India with which they entirely agree. I am to refer to the correspondence ending with the Government of India's Endorsement No. 863 (Home Department), dated the 5th October 1908, and to point out that until recently local boards and municipal committees in this Presidency had their own inspecting agency in the shape of supervisors of elementary schools. After prolonged trial, however, the system was found unsatisfactory, and with the sanction of His Majesty's Secretary of State these supervisors were brought directly under the control of the Educational Department and paid from Provincial funds with effect from the 1st March 1909. The Government of Madras are convinced that it would be a retrograde and undesirable step to revert to the former system, and they consider that the experience gained in this Presidency when these supervisors were employed

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Paras. 83 and 84 of
Office note, pp. 35 & 36
of note file.

Page 86 of office note
p. 36 of note file

Para. 16 of Secretary's
note of pp. 53 & 54
of note file.

Paras. 90 to 92 of office
note, p. 37 of note file.

by the local boards and municipal councils. Government of India as to the grave objection to which the Royal Commission's proposal is open.

10. Turning to Recommendation No. 10, the Commission that rules requiring rural boards to spend specific proportions of their revenues on education should be repealed. There are no such rules, but the powers of control reserved to the local Government enable them to ensure that a reasonable proportion of the income of the boards is allotted to education.

11. With reference to Recommendation No. 11, I am to say that, under article 20 of the Local Fund Code, extracts of local board budgets relating to educational matters are sent to the Director of Public Instruction for any remarks he may have to make. Ordinarily, however, suggestions made by that officer are referred for the consideration of the board concerned before any alteration is made in the estimates, and the practice now in vogue in this Presidency does not differ materially from that recommended by the Commission.

12. As regards Recommendation No. 12, under section 14 of the Madras Local Boards Act, 1884, and article 414 of the Local Fund Code the punishment and dismissal of local board servants vests in the president of the local board concerned against whose orders on important cases an appeal lies to the district board under article 416. Provision is also made for a second appeal from the board to Government in respect of servants whose appointments require the sanction of Government. So far as schoolmasters are concerned, this Government see no sufficient reason to advocate any change in these rules.

13. The remarks made above apply generally also in respect of the further recommendations of the Commission in regard to municipal councils, namely, Nos. 22 to 26. As regards Recommendation No. 27, I am to say that section 37 and clause (d) of Schedule IV to the Madras City Municipal Act, 1904, deal with the Corporation's responsibility in regard to education in Madras. The operations of the Corporation are confined mainly to aiding the number of elementary schools within the city, and the Corporation does not make any contribution to Government towards the cost of any of the educational institutions maintained by Government in the town.

14. I am to express regret for the delay in replying to the Government of India's letter.

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amply supports the view taken by the sections to which the Royal Commission's

15, I am to say that the proposal of the boards to spend specific proportions of their revenues on education does not affect this Presidency. In Madras, control is reserved to the local Government, and it is able to ensure that a reasonable proportion of the income of the boards is allotted to education.

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19. I am to express regret for the delay in replying to the Government of India's letter.

I have the honour to be,
Sir,

Your most obedient servant,
L. DAVIDSON,
Ag. Secretary to Government.

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100-10-8-08.

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