

987 (19/3) Department.

Ms SERIES.

G.O., No. 1206 # 351

DATED 18/2/13

[Despatch Abstract.]

Resolution - Regarding, with remarks, the paper
connected with the - proposed Lf. Hon. the Rao
Bahadur B. Narasimhaswami Sarma, the commandant
in charge of the Ceded Districts, Nellore and the backward
part of Guntur, Vizagapatnam & Salar, for the purpose of
the grant in aid of the educational rules, & the establishment
of additional educational institutions therein.

C. 3235-80f
25. 10. 13

2

VERY URGENT.

Resolutions on matters of General Public Interest.

XVII
SUBJECT.—No. XLII

for the meeting of the Legislative

Council to be held on the 11 + L. Nov. 1913.

SUBMITTED that two copies of this Resolution may be forwarded to the
Educational Department with reference to No. (1) of the rules regulating
Secretariat procedure in dealing with these Resolutions in the Legislative Council.
That department may be asked to be so good as to report in regard to the admission
of the Resolution at an early date.

2. A copy of the Resolution may also be forwarded to each of the other
departments of the Secretariat for information.

apl
24. 10. 13

lu
25. 10. 13

Leg. u. o. 2559-2525-1013

To the Educational department

RESOLUTION ON MATTERS OF GENERAL PUBLIC INTEREST.

The Hon'ble Rao Bahadur B. Narasimheswara Sarma:---

XXIX

XLIII. This Council recommends that His Excellency the Governor in Council may be pleased to exempt the ceded districts, Nellore and the backward parts of Ganjam, Vizagapatam and Salem from the operation of the provisions of the Grant-in-Aid Code and the Madras Educational Rules and may enact rules suitable therefor and provide additional educational institutions, collegiate, secondary and primary, therein, with a view to bring them into a line with the more advanced parts of the Presidency.

Former editions of the Educational Rules recognized certain localities in the Presidency as backward in point of education for the purpose of the relaxation of the rules; and a list of such localities was embodied in the Rules - Cf. - Appendix C to the Madras Educational Rules, fourth edition. When the rules were revised in 1906 this provision was omitted as being unnecessary and no special cognizance is now taken of such localities. Please see paragraph 27 of the Director's letter in G.O.No.509 Educational, dated 31st July 1906.

2. Soon after the issue of the rules the Director of Public Instruction brought to notice that in the case of secondary schools in the Ceded districts he found it impossible to enforce the requirements relating to qualifications and the number of teachers laid down in rules 23

and

Go. no. 78 Rd
15-2-07

G.O. no. 40 2d (X)
25-1-10

2. 4
and 28 in view of the paucity of qualified teachers available for the salaries offered. It was then stated that four out of the eleven high schools and nine out of the ten lower secondary schools in those districts could not satisfy the rules in the above respects. The Director was thereupon permitted to exercise his discretion in the matter of enforcing the provision of rule 28 regarding the number of teachers, discretion in regard to the other rule (No. 23) being already vested in him. From a special report on the compliance of the rules by the institutions submitted by the Director in January 1910 it was found ^{that} all the high schools except one were nearly as well ^{as} ~~off~~ as others, ~~but~~ ^{though} the incomplete secondary schools had not improved to the same extent. Dr. Bourne at the same time stated that though he would bring pressure to bear on the latter institutions to completely comply with the rules, some concessions were desirable.

3. No complaints were received about the regulations relating to elementary schools and colleges or of the provisions of the Grant-in-Aid Code in respect of any particular localities, apparently because the changes introduced by them in the revised editions were ~~of~~ not of any great importance or did not press hard ^{on} any locality in particular. The rules in these Codes are not absolute nor are they incapable of being ~~relaxed~~ ^{relaxed} by the officers administering them - Most of ~~the rules in~~ them contain provisions for special treatment in special cases or are qualified by the words "ordinarily" or "general."

"generally" and thus give a certain amount of discretion to the Director of Public Instruction and his subordinates in the matter of their application. Please compare rules 15, 16, 33, 35 of the Grant-in-Aid Code and rules 23, 81, 83, 84(ii) and 86(1) of the Educational Rules.

Leaving apart the general regulations relating to the maintenance of institutions, the only important point in respect of which "backwardness" in education should count is in respect to fees. The power to reduce the rates when necessary is, as before, still with Government. Backward classes or tribes are recognized by the Codes and special treatment is accorded to them in respect of fees and to institutions that impart instruction to them. The list of backward classes was recently revised and enlarged by nearly 80 per cent. Power is given ^{to} the Director of Public Instruction to add to the list when necessary. The recognition of classes instead of localities is ^{the} more advisable step, in that the latter carry benefit to classes which do not deserve any such special ~~the~~ treatment.

4. Examining the general proposition

assumed in the resolution that the localities mentioned are all backward, it is submitted that all the districts, except Cuddapah, seem to be backward in point of education as the percentage of the number of scholars to the total population of school age in them on the 31st March 1912 was less than 20.6, which was the general average.

Grant in aid Code. art 15

Educl. Rules - art. 84 & 102

G.O. no. 7154dl W
5-8-13

	Percentage
*Gangain	18.5
+Vizagapatnam	12.1
Kurnool	17.4
Bellary	17.3
Anantapur	13.1
Cuddapah	23.0
+Nellore	14.7
+Salem	15.8
General average	20.6
Trichinopoly	15.2
Madurai	11.6

b

Volume II. Judged by this standard there are two other districts, Viz., Trichinopoly and Coimbatore which should also be regarded as backward. If secondary and elementary education were taken separately the percentage of male scholars to the total population of school age on the 31st March 1912 do not compare favourably with the general average in all cases in regard to secondary, and in majority of cases in regard to elementary education:--

	Percentage of scholars received	
	(1) Secondary Education.	(2) Elementary Education.
General average.	3.24	27.1
Ganjam	2.14	31.8
Vizagapatam	1.80	18.5
Kurnool.	1.20	26.7
Bellary	1.60.	28.4
Anantapur.	.80	19.5
Cuddapah.	1.31	35.7
Nellore	1.68	19.9
Salem	1.48	24.5
Trichinopoly.	3.66	19.4
Coimbatore.	3.02	24.9

Please see statements (45) and (56) on pages 60 and 65 of Vol. II of the Pub. Ins. Report for 1911-1912.

It would appear that the additional districts were chiefly guided in selecting the districts in which progress made by them in secondary education was so, Guntur and North Arcot also, whose percentages of secondary scholars were 2.51, 2.51 respectively, suffer from similar backwardness. Further it will be seen from the table 57, showing the extent of secondary education, that the majority of districts referred to are much better

that only Salem and Nellore are at a disadvantage. In these circumstances there appears to be no case for any exemption of the districts from the existing rules or for the enactment of any special rules for them.

5. The next point is the provision of Additional schools and colleges. With the funds at their disposal the Government are doing all that lie in their power to open additional elementary schools in all the districts mentioned. The policy in this matter is to open such institutions through local bodies. The amount of grants paid in 1912-13 for the maintenance of new elementary schools to each of the district boards concerned was as follows:---

	Subsidy paid in 1912-13.	Subsidy proposed for 1913-1914.
Anantapur.	46,425	34,910
Bellary	28,060	29,669
Cuddapah	12,577	17,960
Ganjam	30,547	26,933
Kurnool	39,415	34,040
Nellore.	28,824	27,922 x
Salem.	5,600	47,922
Vizagapatam.	19,657	6,570
		<u>20,897</u>
Total sub- sidy for dt.bds.	6,06,623	6,40,797

* It will be noted that there are at present no Colleges in any of the Ceded districts or in Nellore.

It is however against accepted policy to provide additional colleges* and secondary schools at the expense of Government. The policy ^{in this respect} is to encourage the establishment of aided institutions where necessary.

7K CR
31-10-13

H.E. Foreman

7 8

There seems a sufficient case
to meet the Resolution. May Sir
Alfred Broune be asked to take
charge of, & oppose it? *W.S./10*

Box 1010
31-10-13

Jps. But if Sir A. Broune has any observations
to offer upon the course proposed, I should
like to hear them.



P.
1. 11. 13.

in A. Broune, no. *W.S./11*

Jps/11
Ed. up. no. 3235-1
3-11-13

U.O. No 191 *Jps/11* 4. 11. 13

I have nothing to add.
I presume that I can have a
copy of these notes soon.

AEV 4. 11. 13

Cpy despatch *Jps/11*

Acci Send cke Outp, please
W.S./11

1206.7
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RESOLUTION XXIX—EXCEMPTION OF CERTAIN DISTRICTS FROM
THE GRANT-IN-AID CODE AND THE EDUCATIONAL RULES.

Extract from the Proceedings of an Adjourned Meeting of the Council of the
Governor of Fort St. George assembled for the purpose of making Laws
and Regulations under the provisions of the Acts of Parliament, 24 &
25 Vict., C. 67, 55 & 56 Vict., C. 14, and 9 Edw. 7, C. 4.

The Council re-assembled at the Council Chamber, Fort St. George, at 11 A.M.
on Thursday, the 13th day of November 1913.

PRESENT:

His Excellency the Right Hon'ble JOHN, *Baron PENTLAND* of Lyth, P.C.,
G.C.I.E., Governor of Madras—*Presiding*.
The Hon'ble Sir JOHN ATKINSON, K.C.S.I.
The Hon'ble Mr. P. S. SIVASWAMI AYYAR, C.S.I., C.I.E.
The Hon'ble Sir HAROLD STUART, K.C.V.O., C.S.I.
The Hon'ble Mr. W. O. HORNE, C.S.I.
The Hon'ble Surgeon-General W. B. BANNERMAN, I.M.S., M.D., D.Sc., C.S.I.
The Hon'ble Mr. R. B. CLEGG.
The Hon'ble Mr. L. M. WYNCH, C.I.E.
The Hon'ble Mr. R. C. C. CARR.
The Hon'ble Mr. A. BUTTERWORTH.
The Hon'ble Mr. N. S. BRODIE.
The Hon'ble Sir ALFRED BOURNE, K.C.I.E., D.Sc., F.R.S.
The Hon'ble Mr. H. E. CLERK.
The Hon'ble Mr. C. R. M. SCHMIDT.
The Hon'ble Mr. S. D. PHARS.
The Hon'ble Mr. F. H. M. CORBET (*Advocate-General*).
The Hon'ble Mr. H. F. W. GILLMAN.
The Hon'ble Diwan Bahadur L. D. SWAMIKANNU PILLAI Avargal.
The Hon'ble Mr. W. FRANCIS.
The Hon'ble Dr. T. M. NAYAR.
The Hon'ble Mr. T. V. SESHAGIRI AYYAR.
The Hon'ble Rao Bahadur B. NARASIMHESWARA SARMA Garu.
The Hon'ble Rao Bahadur M. RAMACHANDRA RAO PANTULU Garu.
The Hon'ble Mr. A. S. KRISHNA RAO PANTULU.
The Hon'ble Mr. P. KESAVA PILLAI.
The Hon'ble Rao Bahadur A. SUBBARAYALU RENDDIYAR Avargal.
The Hon'ble Mr. B. V. NARASIMHA AYYAR.
The Hon'ble Mr. K. P. RAMAN MENON.
The Hon'ble Rao Bahadur V. K. RAMANUJA ACHARYAR Avargal.
The Hon'ble Mr. C. V. S. NARASIMHA RAJU.
The Hon'ble Mr. V. KUNHIRAMAN NAYANAR.
The Hon'ble Shifa-ul-Mulk T. ZAIN-UL-ABIDIN SAHIB Bahadur.
The Hon'ble Mr. R. M. SAYEGH.
The Hon'ble Mr. E. F. BARBER.
The Hon'ble Sir FRANCIS SPRING, K.C.I.E.
The Hon'ble Khan Bahadur HAJI ISMAIL SAIT SAHIB Bahadur.
The Hon'ble Mr. V. S. SRINIVASA SASTRI.

* * * *

(Rao Bahadur Narasimheswara Sarma.)

EXEMPTION OF CERTAIN DISTRICTS FROM THE GRANT-IN-AID CODE AND THE EDUCATIONAL RULES.

The Hon'ble Rao Bahadur B. NARASIMHESWARA SARMA then moved the following resolution of which he had given notice :—

XXIX. This Council recommends that His Excellency the Governor in Council may be pleased to exempt the Ceded Districts, Nellore and the backward parts of Ganjam, Vizagapatam and Salem from the operation of the provisions of the Grant-in-Aid Code and the Madras Educational Rules and may enact rules suitable therefor and provide additional educational institutions, collegiate, secondary and primary, therein, with a view to bring them into a line with the more advanced parts of the Presidency.

In doing so he said :—“This resolution, your Excellency, asks for special treatment in matters of educational policy with regard to those tracts of the Presidency which have been educationally backward within the last 25 or 30 years. The principle of giving special facilities to students belonging to backward classes is recognized by the Madras Educational Rules and the Grant-in-Aid Code. We read it in every sentence therein. Muhammadans, Europeans and certain other classes have rules specially applicable to them, because it has been recognized that, unless the classes which labour under practical disadvantages are helped, these communities cannot be brought into line with the more advanced communities. What this resolution asks the Government to do is to place certain tracts of the Presidency which are educationally backward on a more favourable footing than others or to give them special terms for a time—I only ask for a time until they are brought into line with the rest of the Presidency. My Lord, I do recognize that during recent years the Educational Department has been devoting its attention, to a certain extent, in the way of helping primary education in the Ceded districts and in other districts which are educationally backward and that primary education has made an appreciable advance in those districts. I do recognize that and thank the Government for the encouragement that has been given so far. But I cannot help remarking that the progress that has been made in secondary education and collegiate education is extremely unsatisfactory and that higher education deserves special treatment. Throughout the five districts in the Presidency—the Ceded districts and Nellore—there is not one second-grade college, while the area in question is a very extensive one. It is peopled by upwards of five millions; and many of them are remote from Madras or from places where there are colleges. I venture to submit that it is an extremely unsatisfactory state of things—to find five districts of the Presidency unprovided with even a single second-grade college. It cannot be said that there is absolutely no need felt in those districts for higher education, because it is a matter of common knowledge that a large number of students in those districts have been compelled to leave their homes and go to Madras, several hundreds of miles away, to prosecute their studies. A number of students, I believe, have not been able to get admission into colleges here, because there is no room for them. It may be asked—why should not the people of the country themselves try to move in the matter and ask the Government to recognize these institutions and to help them. It is because these districts are backward, it is because the native community of these districts is extremely backward and unable to start schools on their own initiative, that I come to request your Excellency's Government to give them special treatment. The experiment has been tried sufficiently long. There was only one college in Bellary, the Wardlaw College, and that too under the new Educational Rules which were introduced there has ceased to exist, so that there is not a single college there at the present moment. If you take the secondary education of these districts, I cannot say that the figures are much more encouraging. The total number of students in the secondary schools of this Presidency has been computed in 1911 to be 110,118. But if you take the population of these four districts alone into consideration and if

(Rao Bahadur Narasimheswara Sarma.)

in the ordinary course of things these districts were as civilised from an educational point of view as other districts are, we should have found upwards of 10,000 pupils in the secondary schools of these districts. But what are the facts—the number is not more than one-third of it. It is about 3,600 in all these districts put together. Relatively to the population the number is smaller than what we should expect to find if these districts were as advanced as others. The Educational Rules which have been introduced have killed a number of middle schools, because it was impossible to maintain them as such. Take the year 1906-1907. There were three lower and nine secondary schools in the Kurnool district, while there are only four secondary schools at the present moment. In the Bellary district there were four secondary schools and ten lower secondary schools, but now you have only nine schools. In the Anantapur district there were two upper secondary and seven lower secondary schools, making a total of nine; but in the year 1910-11 there were only four. In Cuddapah it was thirteen, but now it is only nine. I may mention Nellore also. There it was thirteen, and now you have only eight. I know that the number of pupils has advanced slightly because there is an upheaval in modern society and there is a general inclination on the part of the people to obtain the advantages of higher education. The number of primary schools has gone up and naturally we should expect an advance in the growth of secondary education. But the figures in regard to schools show that in a number of places, if help had been given, these schools would have remained or would have been raised to the upper secondary standard. But they have been abolished because the people are too poor to obtain or to reap the benefits of education. With regard to primary schools, I have taken the trouble to collect figures. I find that the number with regard to primary students also is much below that in the rest of the Presidency. I have included also the portions of Ganjam, Vizagapatam and Salem districts in this category. These parts are the most backward in the Presidency and have been so for the past so many years. Something has been done to improve education in these districts; but I think that additional facilities are required to bring the primary education in these districts into line with that of the rest of the Presidency.

“With regard to secondary education in Vizagapatam and Ganjam, I cannot say that there is the same complaint as in Gōdāvari, Ceded districts and Nellore. The only remark I will make is that all these districts which lie on the border of the Agency tracts and especially the Government taluks have not even a single second-grade college or high school—Golgonda taluk, Yellamanchili taluk and Palkonda taluk. Vizagapatam has only three ryotwari taluks and they have no high schools. The zamindars in these districts—we must be grateful to them—have done much to encourage secondary and higher education. The Government ought to do something to help the people in the ryotwari tracts in their educational career. With regard to the Agency tracts, I do not think I need say much. They receive special attention at the hands of the Government; and I believe that the Government recognize it already. It may be asked—what need is there to remove these districts from the purview of the Educational Rules and the Grant-in-Aid Code? My Lord the position is this. The school fee notification, increasing the rate of fees leviable in schools, may work well and without undue hardship in tracts where the benefits of education are rightly appreciated. But the same cannot be said with regard to tracts which are educationally backward; and the result from an educational point of view in these districts has, I think, not been very happy. Then with regard to the recognition of secondary schools and the circumstances under which grants have been given to secondary schools, the rules require that it is only when endowments and private subscriptions are forthcoming, the Government give grants equal to them. That may be very well in places where the people have appreciated the grant-in-aid system; but in tracts which are backward, the Government must, I think, take the initiative, as they did in times gone by, when they felt that there was necessity for improving education. The mistake arose when the Education Commission recognized the whole Presidency as being one unit for all practical purposes. That is the difficulty which confronts the people in various directions. It is not necessary for me to go any

(Rao Bahadur Narasimheswara Sarma; Sir Alfred Bourne.)

further into the subject. It is for the responsible officers of the Government to go into the matter and see if special help should not be given to these tracts so that they may be brought into line with the rest of the Presidency.

The Hon'ble Shifa-ul-Mulk Zain-ul-abidin Sahib seconded the resolution.

The Hon'ble Sir ALFRED BOURNE:—"The Government have always endeavoured to give special treatment to those who are backward. So far as the first part of this resolution is concerned, it seems to me to be only a question whether we should deal with classes or with localities. As far as funds allow, we are now giving every concession to classes and we include among the backward classes not all those who ask to be included, but all those who may be proved by statistics to be really backward. The inclusion in the list of backward classes confers privileges not only in regard to elementary education but also in regard to fees in secondary schools. I must say, Sir, that it seems to me that is a fairly good system, always remembering that we have a limited amount of money to distribute. I think that this system of choosing classes and giving them concessions is more likely to result in a fair distribution of money than if you take certain localities for the purpose. It may be that there are certain localities in regard to which all the other localities would agree that they should be distinguished as backward. But there are so many localities on the border line; and directly we began to declare one locality backward, another locality would come forward and demand also to be declared backward. We must have recourse to statistics to settle this question. Statistics would help us to some extent, but not a great deal. It all depends, according to existing statistics, upon the criterion chosen. For instance, many localities which have been picked out by the Honourable mover as backward are forward, taking the statistics in any one way, and are advanced when compared to Trichinopoly and Coimbatore. There is not a single district wherein a large number of backward classes do not live and congregate together. I may perhaps instance the case of the southern part of the Tanjore district, which is one of the most backward parts of the country. If you take the statistics of secondary education or of scholars receiving secondary education, we again find a difficulty. We should find, for instance, the Ganjam and the Vizagapatam districts; where a large number of scholars receive secondary education, are fairly in advance of the rest of the Presidency; while other districts may well claim to be backward in this respect. I submit that we are doing the best we can with the available funds by taking the backward classes wherever they happen to live and dealing with them rather than with localities. Of course, we dealt for a time—the department dealt—with localities. There were special concessions in the matter of grants according to localities; but this very soon led to abuses and I am sorry to say that schoolmasters tried all sorts of dodges to take advantage of these concessions. I have personally known of such cases. When you say that a locality is backward there is always a boundary to that locality and an actual line drawn, one side of which is backward and the other side is not. I have known cases where the schoolmasters have moved their schools from one side of that line to the other side only to get the benefit of the extra grant. I do not say that would be a reason for not adopting the system; but taking it on the whole the system of recognizing backward classes and helping them seems to be better than the declaring of certain localities to be backward. Localities come to be known for their backwardness only when there is a congregation of particular classes of people who are backward. In that way, we really get at the localities also.

"The other part of the resolution deals with an altogether different matter, namely, that the Government should provide additional educational institutions—collegiate, secondary and primary—in certain localities. I propose, with your Excellency's permission, to deal only very generally with this question. We are doing all that we can with the funds we have to give subsidies to local bodies to open new elementary schools. We have no more funds at the present time to open additional colleges or secondary schools; and even if we had, we should very seriously consider, in deference to the wishes of the people and in deference to public opinion,—we should have seriously to consider whether they should be opened under Government auspices or whether the money should be devoted to giving aid to private agencies.

(Sir Alfred Bourne; Mr. Narasimha Ayyar; the President.)

When we did propose to open a number of secondary schools or to have a number of secondary schools under Government management, the measure was vigorously opposed by the public at large, and I was told that we should rather give grants to private agencies."

The Hon'ble Mr. B. V. NARASIMHA AYYAR:—"Your Excellency, I rise to propose an amendment to this resolution. What has fallen from the Hon'ble Sir Alfred Bourne fortifies me in my determination to propose an amendment. With reference to the proposal as it originally stood, naturally some Honourable Members of this Council have entertained difficulties. The first part of the resolution seems to pray for the exemption of certain districts from a portion of the Grant-in-Aid Code and other special rules being enacted therefor. The original resolution contemplated the adoption of certain principles for certain areas and therefore the Hon'ble Sir Alfred Bourne pointed out that the classification by classes which the Government had been adopting was more satisfactory, because we have materials to say which class deserves aid, especially by way of scholarships. I believe that a feeling does prevail in several quarters that there should not be one Grant-in-Aid Code for one set of districts and another for another set and that separate rules of this sort are not needed. It is on account of the existence of that feeling and the views put forward by the Hon'ble Sir Alfred Bourne that I move an amendment to delete the words 'to exempt' and to substitute therefor 'provide in,' and to delete the words in lines 3, 4 and 5 'from the operation . . . provide' and to omit the words 'secondary and primary' and substitute therefor 'and secondary.' I need not deal with the former part of the amendment in the light of what has fallen from the Hon'ble Sir Alfred Bourne. I may point out with reference to the latter half that the reason for the change is that, though the Honourable Member is quite right in pointing out that the statistics as to Salem and other districts as regards primary education are not what may be desired, yet the Government have been putting forward really very great efforts in the extension of primary education, and it is desirable that by this amendment we should recognize those efforts. Therefore the amendment seeks to omit the word 'primary' and to retain the words 'collegiate and secondary.' I may mention a few words in connection with this amendment to recommend it to the acceptance of this Council and of the Hon'ble Sir Alfred Bourne so that he may be pleased to accept it."

The Hon'ble Sir ALFRED BOURNE:—"May we hear how the resolution would run."

His Excellency the PRESIDENT:—"As soon as the Honourable Member has finished his speech, it will be put to the Council."

The Hon'ble Mr. B. V. NARASIMHA AYYAR:—"The object of this amendment is to give a free hand to the officers of the Government so as not to pin them down to any step which may not be absolutely necessary. As the Hon'ble Sir Alfred Bourne said, we are already acting on the principle of helping backward classes, and those backward classes are to be helped not only in the districts mentioned, but in various other districts. What is now sought to be done is to approve of the principle already acted upon. In Tanjore it is stated there is the southern part which is backward very largely. In this case it is not necessary for Honourable Members to recommend any special action being taken, because under the ordinary rules as to backward communities and under the existing provisions of the Grant-in-Aid Code the backward classes are already helped. In spite of the provision as to helping the backward classes there are some districts in which it is necessary to note the specially backward condition of the people and the present rules are not sufficient to remove the illiteracy that prevails there. Therefore it is the duty of non-official members of this Council to place before the Council such cases. This resolution is put forward to point out that in certain parts there are very backward communities to whom the existing rules do not afford sufficient help and who do not receive as much attention as one would exactly desire. In this resolution it is not proposed to establish any fixed number of schools nor is it asked that in the next one or two years a certain number of institutions should be brought into existence. The amendment is that we must do it when funds permit.

(Mr. Narasimha Ayyar ; Sir Alfred Bourne ; Mr. Srinivasa Sastri.)

We do not call upon the Government to provide Rs. 40 lakhs or Rs. 40,000 at once ; and whatever funds may permit to be done may be done. That is what the amendment asks, so that the amendment is a very modest measure and I hope it will be possible for the Hon'ble Sir Alfred Bourne to accept it. Even though I have not put in the words 'funds permit,'—if so desired I will put in those words—it really means that. The amendment contains a modest recommendation for something to be done in this connection. Let us take an illustration. I know that in the district with which I am most familiar—Salem district—while your Excellency had an opportunity of going through the district, your Excellency would have noticed one of the most backward parts is Hosur. It is a large town in which there is not a single secondary institution. There the children study up to the fourth standard and if they wish to continue their studies and desire to advance educationally, they have to go 100 miles off or to go to the Native State of Mysore. It is not an encouraging state of affairs. Your Excellency will also have noticed that there is a community at Matigiri and a very small fraction of the people in Hosur whose children are anxious to continue their education and who find very great difficulty in obtaining it. In consequence, your Excellency was approached to provide a secondary school in that place by the people of Hosur. The taluk board or the district board cannot afford to finance a secondary school there. It is a matter in which the Government should come to our rescue and remove the backward condition of this district ; and what I say is, if funds permit, the Government may be pleased to provide a school there. That was the request put forward before your Excellency and I understand that the matter is now under the consideration of your Excellency. This resolution only seeks to place such matters more prominently before your Excellency's Government and prays that such measures as may be found proper may be adopted."

The Hon'ble Mr. A. S. Krishna Rao seconded the amendment.

The resolution as amended by the Hon'ble Mr. B. V. Narasimha Ayyar was as follows :—

This Council recommends that His Excellency the Governor in Council may be pleased to provide in the Ceded districts, Nellore and the backward parts of Ganjam, Vizagapatam and Salem additional educational institutions, collegiate and secondary, with a view to bring them into a line with the more advanced parts of the Presidency.

The Hon'ble Sir ALFRED BOURNE :—"I can hardly recommend the Government to accept this amendment. The Government had under contemplation the opening of more secondary schools in different places. But in deference to the discussion which took place and in deference to strong public opinion, the scheme has been abandoned. This is a request in the other direction, a request to the Government to open Government schools in different parts of this Presidency. It seems to me, Sir, at any rate at this stage, having so recently settled the question in one way, your Excellency's Government will not alter the decision that has been come to."

The amendment was put and lost.

The original motion was then placed before the Council for further discussion.

The Hon'ble Mr. V. S. SRINIVASA SASTRI :—"I shall just say one word. I am sorry to say that I have to speak in opposition to this resolution. It occurs to me, your Excellency, that it is impracticable to govern the Presidency by two codes and two sets of educational rules. I am one of those who have not been, I am bound to say, over-considerate to the authorities in pressing for a relaxation both in the Grant-in-Aid Code and in the Educational Rules. It is within the recollection of this Council that I once brought to the consideration of the educational authorities great many hardships that seemed to me to be pressing on managers and teachers of schools. I am not one of those who hold that a relaxation of these rules ought not to be allowed, nor do I think that there is any Inspector who would not allow a certain amount of facilities for schools and people in backward areas. I do not know of any Inspector who, for example, would require the same standard of efficiency, say, in the

(Mr. Srinivasa Sastri ; Rao Bahadur Narasimheswara Sarma ; the President.)

Municipal High School of Bellary as he would expect in the Hindu High School at Triplicane. I may also instance one fact in proof of the readiness of the Government to relax the rules in favour of educationally backward areas. There are four or five schools in the Ceded districts managed by municipalities, the net cost of which is borne wholly from Provincial revenues. That is in favourable contrast to the treatment hitherto meted out to a number of municipal schools in the other parts of the Presidency. I think, therefore, that it is not wise to go much beyond asking the Government to allow certain relaxations in the rules. I certainly do not envy the Director of Public Instruction who will have to work two codes within his area and two sets of educational rules."

The Hon'ble Rao Bahadur B. NARASIMHESWARA SARMA :—"All of us have been contending that the system of rules should be elastic so that it may be applied in different ways and to suit different conditions of people and society. That prayer was negatived. I therefore thought that having regard to the specially backward condition of these five districts, specially in the Agency tracts of Ganjam and Vizagapatam, it was necessary that for a time a special procedure should govern them until they were brought into line with the rest of the Presidency. The Agency tracts of Ganjam and Vizagapatam are for certain purposes distinct from the rest of the Presidency even now. Larger portions of these districts were under a different system altogether until recent times. So we are not without a parallel in having different tracts of this Presidency living under different conditions and governed separately. It is not a desirable state of things to rule them permanently in that fashion. I recognize that. But the system has been tried sufficiently long in those five districts and has been found wanting. The present deplorable condition of collegiate and secondary education in those five districts would warrant a relaxation of these rules ; and it does not matter by what name you call it. The Hon'ble Mr. Srinivasa Sastriyar said that in certain cases the rules had been relaxed and I do not quarrel with it. What I want is that special treatment should be given to those districts and that the Government should establish some secondary schools and one or two colleges in those districts, so that the educational needs of those parts may be supplied. I regret that the attitude of the Government in this matter is to a certain extent determined by the supposed opposition of the members on this side to the proposal of the Government to start model schools. What was then under consideration was whether that system was suitable for the whole of the Presidency—whether model schools should be started. The question as to whether model schools should be started in certain backward localities was never put forward before the Council. I do not suppose that the Honourable member ever proposed that especially backward localities should not be provided with such schools. Under these circumstances, I shall have to press the resolution. If the Government have under contemplation any idea of starting schools or colleges in those five districts, it is not necessary to press the resolution ; but if the Government have no such idea, the resolution will have to be pressed."

His Excellency the PRESIDENT :—"Perhaps the Council will allow me to say a few words. While it is not possible for the Government to give any such assurance as that for which the Honourable gentleman asks, I do not think that the margin of difference between his attitude and that of the Government is as great as he seems inclined to think. A great deal has been done by the Government, to which the Hon'ble Sir Alfred Bourne has already alluded. A great deal has been done for the backward classes not only in the districts mentioned but throughout the Presidency. The effect of the alteration which he has mentioned provides for a relaxation in the Code and the Rules on the basis of classes rather than of localities and the alterations which have lately been made in the list of backward classes have resulted in bringing within the sphere of the operation of these relaxations something like an additional 80 per cent., i.e., 80 per cent. more of the backward classes of the population are admitted to the benefit of such relaxations as can be made under the Code. The Honourable gentleman will naturally see from that alteration that if it is successful, as it is hoped it will be, there will be a larger measure of education of all

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kinds in those districts in which he has specially interested himself in moving this resolution. He will see that, in time to come, if our hopes are realised, they will necessarily lead to a larger demand for higher forms of education and the Honourable gentleman may depend upon it that so far as funds permit, so far as the claims of other localities for just recognition permit, it is certainly the desire of the Government to improve the interests of education in these districts. So, I am inclined to think that his purpose is fully served by the discussion which has taken place on this resolution, and possibly he may feel inclined not to press it to a division. Naturally we desire to have some further experience of the change which has been introduced as regards the treatment of the backward classes."

The Hon'ble Rao Bahadur B. NARASIMHESWARA SARMA :—"If your Excellency will give consideration to the subject I have no objection to withdraw the resolution."

With the permission of His Excellency the President, the resolution was withdrawn.

W. FRANCIS,
Ag. Secretary to Government, Legislative Dept.

NOTES CONNECTED WITH RESOLUTION ON MATTERS OF
GENERAL PUBLIC INTEREST.

[SUBJECT.—*Exemption of certain districts from the Grant-in-Aid Code and the Educational rules.*]

The Hon'ble Rao Bahadur B. NARASIMHESWARA SARMA :—

XLII. This Council recommends that His Excellency the Governor in Council may be pleased to exempt the Ceded districts, Nellore and the backward parts of Ganjam, Vizagapatam and Salem from the operation of the provisions of the Grant-in-Aid Code and the Madras Educational Rules and may enact rules suitable therefor and provide additional educational institutions, collegiate, secondary and primary, therein, with a view to bring them into a line with the more advanced parts of the Presidency.

Former editions of the Educational rules recognized certain localities in the Presidency as backward in point of education for the purpose of the relaxation of the rules and a list of such localities was embodied in the rules—*cf.* Appendix C to the Madras Educational Rules, 4th edition. When the rules were revised in 1906, this provision was omitted as being unnecessary and no special cognizance is now taken of such localities. Please see paragraph 27 of the Director's letter in G.O. No. 509, Educational, dated 31st July 1906.

2. Soon after the issue of the rules, the Director of Public Instruction brought to notice that in the case of secondary schools in the Ceded districts he found it impossible to enforce the requirements relating to qualifications and the number of teachers laid down in rules 23 and 28 in view of the paucity of qualified teachers available for the salaries offered. It was then stated that four out of the eleven high schools and nine out of the ten lower secondary schools in those districts could not satisfy the rules in the above respects. The Director was thereupon permitted to exercise his discretion in the matter of enforcing the provision of rule 28 regarding the number of teachers, discretion in regard to the other rule (No. 23) being already vested in him. From a special report on the compliance of the rules by the institutions submitted by the Director in January 1910 it was found that all the high schools except one were nearly as well off as others, though the incomplete secondary schools had not improved to the same extent. Dr. Bourne at the same time stated that though he would bring pressure to bear on the latter institutions to completely comply with the rules, some concessions were desirable.

3. No complaints were received about the regulations relating to elementary schools and colleges or of the provisions of the Grant-in-Aid Code in respect of any particular localities, apparently because the changes introduced by them in the revised editions were not of any great importance or did not press hard on any locality in particular. The rules in these codes are not absolute nor are they incapable of being relaxed by the officers administering them. Most of the rules in them contain provisions for special treatment in special case or are qualified by the words "ordinarily" or "generally" and thus give a certain amount of discretion to

the Director of Public Instruction and his subordinates in the matter of their application. Please compare rules 15, 16, 33 and 35 of the Grant-in-Aid Code and rules 23, 81, 82, 83, 84 (ii) and 86 (1) of the Educational Rules.

Leaving apart the general regulations relating to the maintenance of institutions, the only important point in respect of which "backwardness" in education should count is in regard to fees. The power to reduce the rates of fees when necessary is, as

Grant-in-Aid Code, article 15.

Educational Rules, articles 84 and 102.

them in respect of fees and to institutions

G.O. No. 715, Educational, dated 5th August 1913.

Instruction to add to the list when necessary. The recognition of *classes* instead of *localities* is the more advisable step, in that the latter carry benefit to classes which do not deserve any such special treatment.

4. Examining the general proposition assumed in the resolution that the

	Percentage.
* Ganjam	18.5
Vizagapatam	12.1
Kurnool	17.4
Bellary	17.3
Anantapur	13.1
Cuddapah	23.0
Nellore	14.7
Salem	15.8

General average .. 20.6

Trichinopoly	15.6
Coimbatore	17.6

as backward. If secondary and elementary education were taken separately, the percentage of male scholars to the total population of school age on the 31st March 1912 do not compare favourably with the general average in all cases in regard to secondary, and in majority of cases in regard to elementary, education:—

				Percentage of scholars receiving	
				(1) Secondary education.	(2) Elementary education.
General average				3.24	27.1
Ganjam				2.14	31.8
Vizagapatam				1.80	18.5
Kurnool				1.20	26.7
Bellary				1.60	28.4
Anantapur				.80	19.5
Cuddapah				1.31	35.7
Nellore				1.68	19.9
Salem				1.48	24.5
Trichinopoly				3.66	19.4
Coimbatore				3.02	24.9

It would appear that the Additional Member was chiefly guided in selecting the districts by the progress made by them in secondary education. If so, Guntūr and North and South Arcot also, whose percentages of secondary scholars were 2.51, 2.31 and 1.88, respectively, suffer from a similar disability. Further it will be seen from an examination of the table (57) showing the extent of *elementary* education that the majority of the localities referred to are much better off than others and that only Salem and Nellore are at a disadvantage. In these circumstances, there appears to be no case for any exemption of the districts from the existing rules or for the enactment of any special rules for them.

5. The next point is the provision of additional schools and colleges. With the funds at their disposal, the Government are doing all that lie in their power to open additional elementary schools in all the districts mentioned. The policy in this matter is to open such institutions through local bodies. The amount of grants paid in 1912-13 for the maintenance of new elementary schools to each of the district boards concerned was as follows:—

	Subsidy paid in 1912-13.	Subsidy proposed for 1913-14.
	RS.	RS.
Anantapur	46,425	34,910
Bellary	28,060	29,669
Cuddapah	12,577	17,960
Ganjam	30,547	26,933
Kurnool	39,415	34,040
Nellore	28,824	47,922
Salem	5,600	6,570
Vizagapatam	19,657	20,897
Total subsidy for district boards ..	6,06,623	6,40,797

It is however against accepted policy to provide additional colleges* and secondary schools at the expense of Government. The policy in this respect is to encourage the establishment of aided institutions where necessary.

His Excellency the Governor—

There seems a sufficient case to meet the resolution. May Sir Alfred Bourne be asked to take charge of, and oppose, it?

W. FRANCIS—31-10-13.

Yes. But if Sir Alfred Bourne has any observations to offer upon the course proposed, I should like to hear them.

P[ENTLAND]—1-11-13.

Sir Alfred Bourne u.o.

W. FRANCIS—3-11-13.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

I have nothing to add.

A. G. BOURNE—4-11-13.

A proof copy of an extract from the Proceedings of the Legislative Council relating to the resolution has been added.

2. The resolution was withdrawn on the understanding that Govt would give consideration to the subject.

3. The papers may be recorded and a copy of the extract sent to the D.P.S. for information.

4. The draft below is for approval.

T.H. CA
10.12-13/12/13

CA
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” ” 191

No. 1206 *Ms.*, dated 18. 12. 1913

Miss

Recorded.

2. A copy of the extract from the Proceedings of the ^(meeting of the) Legislative Council relating to the resolution moved by the Hon'ble Rao Bahadur B. Narasimheswara Sarma recommending the exemption of ceded districts, Nellore and the backward parts of Ganguam, Vizagapatnam ^[from the operation of the Grant-in-aid Code] and Salem and the establishment of additional educational institutions therein will be communicated to the D.P.I. for information.

The D.P.I. 200

(write copy of contract)

17. 12. 13

When given for copying _____
When copied _____
When examined _____
When signed _____

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