

Government of Madras.

EDUCATIONAL DEPARTMENT.

Recd.

Rego.

} 1915.

Enclosures

Spare copies

G.O. No. 35, 11th January 1915.

Panchama education

Passing orders on the representations made to His Excellency the Governor by the deputation of the Panchama inhabitants of South Canara on the occasion of his tour in that district in November 1914 relating to the improvement of —.

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GOVERNMENT OF MADRAS.

EDUCATIONAL DEPARTMENT.

Order—No. 35, Educational, dated 11th January 1915.

The deputation of the Panchama inhabitants of South Canara which waited on His Excellency the Governor on the 5th November 1914, made the following suggestions, among others :—

(1) that the rules of procedure in applying for building grants to village schools might be simplified, and

(2) that the limit of powers of the Inspectors to sanction building grants might be raised from Rs. 100 to Rs. 500.

2. The question of the desirability of laying down simpler rules of procedure in respect of grants to village schools as suggested by the deputation will be remitted to the Director of Public Instruction for consideration and report. The Government accept the suggestion of the deputation that the powers of the Inspectors of schools to sanction building grants should be enhanced; but they consider that it would suffice to raise the limit from Rs. 100 to Rs. 250 and that the Inspectresses may also be vested with the same powers.

3. The Director will submit, for the approval of Government, a draft of the alterations rendered necessary in the Grant-in-Aid Code by the above decision.

(True Extract.)

P. RAJAGOPALA ACHARIYAR,
Secretary to Government.

To the Members of the Deputation
(through the Collector of South Canara).
" Collector of South Canara.
" Director of Public Instruction.

EDUCATIONAL DEPARTMENT.

NOTES CONNECTED WITH G.O. No. 35, EDUCATIONAL, DATED
THE 11TH JANUARY 1915.

[SUBJECT.—*Deputation from the Panchama inhabitants of South Canara.*]

I.—Arguments 6, 10 (4) and 11 of
the Deputation.

"6. Our children are not admitted
into public schools.

"10. We lay before Your Excellency
our prayer for—

* * *

"(4) A direction to all schools, public
or aided, to admit our children when
admission is sought for into the fourth
standard and above. Our children who
have studied up to the third standard
are old enough to understand how to be-
have with the students of higher castes
and can be accommodated, if necessary,
on a separate bench in the classroom, aloof
from the seats of higher caste people.

"11. We submit that the boon
specified in clause (4) might appear to
be impracticable at first sight. We beg
to state in this connection that as all
classes of Hindus including ourselves
believe that the King is a manifestation
of God and the Government is the divine
force that regulates the world, nothing
that the Government does for the good
of the people is considered a sacrilege.
There was noise made in Madras by all
classes of Hindus when the pipe system
was proposed to be introduced in that
city, while to-day all exultingly ac-
knowledge the benefit of it and are grate-
ful to the Government. The higher
castes of this district quietly travel with
us in the third-class compartment and
admire and thank the Government for
the Railway. When our people are
brought under process before some
courts, the staff of the court as well as
other people quietly walk on the planked
floor without caring for the resultant
pollution. One of our youths was
twelve years ago admitted into the local
Government training school, when it
was in charge of Brahman teachers and

"to-day five youths undergo training in
"the same institution along with higher
"caste students."

Collector's remarks.

A report obtained by me from the Assistant Inspector of Schools on the educational topic referred to is enclosed. I am in general agreement with his remarks.

ENCLOSURE.

Assistant Inspector's report.

The question of compulsory admission of Panchama pupils to other schools is beset with serious difficulties, at least in this district. The admission of Billavars has caused trouble in many places. In a certain school recently all the pupils left in a body when a Billavar boy was admitted to it and the strike has not yet completely ended. I doubt very much if the Court Hill Panchama school will admit Koragars, Madigas, or other Panchamas who are not Meras, Bakudas or Mundalas. The Panchamas of Kasaragöd do not allow any Madiga boy to come to their Board school there.

There has been no difficulty in admitting Panchamas to the training school for training as teachers.

Secretariat note.

EDUCATIONAL DEPARTMENT.

The term "Panchama," as used in the Public Instruction Report, includes "pariahs" and other kindred classes. The castes that are included in this category in the South Canara district are stated by the Assistant Inspector of Schools to be as follow :—

- (1) Mera or Muggera Holeyas,
- (2) Mundala and Bakuda Holeyas,
- (3) Mariholeyas (Madigas of other districts),
- (4) Bhairas and Ranuveyers (Canarese Holeyas and Madigas),
- (5) Panas, Pombadas, Nalkas and Paravas (Devil Dancers), and
- (6) Beileras and Koragars.

The difficulty about the admission of "Panchama" pupils in the ordinary schools has been in existence for a long time; but there are indications of its gradually wearing out.

As observed by the Assistant Inspector of Schools, the question of the compulsory admission of Panchama pupils to other

Page 44, "Castes and Tribes of Southern India" by Mr. E. Thurston, Vol. VI.

Paragraph 3 of Assistant Inspector's letter dated 5th March 1913, on pages 7 and 8 *infra*.

Proviso under article 15 of the Grant-in-Aid Code.

Statements on page 6 and succeeding pages of Volume II of Public Instruction Report for 1912-13.

Pages 20-21 and 53 of Volume II of Public Instruction Report for 1912-13.

schools is not an easy one. The opening of special schools for this class is one of the remedies, and, so far as elementary education is concerned, in which case only such a step will be feasible, these special schools have been and are being started for the Panchamas wherever possible. The inducement offered by the Grant-in-Aid Code, of allowing a higher rate of capitation grant in respect of elementary school pupils of the Panchama class (which is reckoned as backward) will be an additional stimulus to teachers to admit such pupils, if that course is not otherwise seriously objectionable on the ground of local sentiment. It is not clear whether the difficulty of admission complained of is universal or whether it is confined only to some particular grades of institutions. On an examination of the educational returns of 1912-13, it is observed that the difficulty is more with reference to the elementary schools than in the case of the secondary schools. Many of the latter—both Mission and non-Mission—had on their rolls Panchama pupils along with Brahman and other caste Hindu students, such a feature having been found to exist in not less than twenty-two districts. Similar circumstances appear to have prevailed in the higher elementary schools also, in as many as fourteen districts. Detailed information as to the lower elementary schools is not available. The case, however, of South Canara seems to be peculiar; none of the Panchama students were attending either the secondary, or the higher elementary, ordinary schools in this district. Apparently the difficulty is more keenly felt in this district than elsewhere.

II.—Argument 7 of the Deputation.

"In point of Panchama education too, our district has been acknowledged to be the most backward—*vide* Public Instruction Report for the year ending 31st March 1912, pages 39 and 90. The Uppinangadi, Karkal and the Coondapoor taluks have absolutely not a single Panchama school. The Kasaragöd, Mangalore and Udupi taluks have four board elementary schools which are merely apologies for schools."

Collector's remarks—Nil.

Secretariat note.

EDUCATIONAL DEPARTMENT.

There is no information in the Secretariat as to the number of Panchama schools in each district, and the statement that the South Canara district is the most backward in point of Panchama education, does not, therefore, admit of verification. Paragraph 12 of Volume I of the Public Instruction Report for 1912-13 shows that Panchama education *in general* made a substantial advance during that year. It may be that this general advance has not been shared by the South Canara district. During the current year, grants were distributed to this District Board for opening eleven schools, nine of which will be new and two to be taken over from private management. Of these eleven, all but three are for backward classes. The Uppinangadi taluk, which is stated to be without a school for the Panchamas, is to have such a school under this sanction. There are no more funds available at present for distribution for the opening of new schools. When funds become available in future, the Director of Public Instruction may be asked to consider specially the case of the South Canara Panchamas.

Statement on page 8 of G.O. No. 942, Educational, dated 11th August 1914.

Ibid.

Ibid.

III—Arguments 9 (a) and (b) 10 (5) (i) of the Deputation.

“9. We believe that it is the avowed policy of the Government to promote Panchama education. We beg leave to point out that the departmental regulations, far from helping the achievement of this object, obstruct it for the following reasons:—

“(a) The aided elementary schools of higher castes bring some income to the managers in the shape of fees from pupils, while the managers have no expenditure to incur on account of food, dress, umbrellas, books, slates and other things for school children. The managers of Panchama schools, on the contrary, have not only to provide for gratuitous education, but have also to give everything including noon-day meal and dress to the school children, by reason of the extreme poverty of their parents and in consideration of their having to attend the school from distant

“and scattered places. The Grant-in-Aid Code makes no provision for special grant to Panchama schools on account of their having to incur expenditure for these purposes.

“(b) The former Grant-in-Aid Code provided for payment of 150 per cent. additional grants to schools for backward classes, which provision finds no place in the present Grant-in-Aid Code.

“10. We lay before Your Excellency our prayer for—

* * *

“(5) A modification in the Grant-in-Aid Code authorising the Director of Public Instruction

“(i) to give an additional grant of at least 250 per cent. to elementary Panchama schools over the rate prescribed for other schools.”

Collector's remarks.

A report obtained by me from the Assistant Inspector of Schools on the educational topic referred to is enclosed. I am in general agreement with his remarks. I do not think that the Panchamas should be encouraged to expect free food and clothes as well as free education for their children. Education will be more valued, and have more beneficial effects, if the Panchamas have to make some personal sacrifices to obtain it for their children.

ENCLOSURE.

Assistant Inspector's report.

With advertence to your Ref. on P.R. No. 2397/14/Rev., dated 14th August 1914, I have the honour to forward herewith, for your perusal, a copy of my letter to the Inspector of Schools written about a year and a half ago on the subject of Panchama education, and to offer the following remarks on paragraph 9 and sub-paragraphs (4), (5) and (6) of paragraph 10 of the memorial prepared by the Panchamas of South Canara for presentation to His Excellency the Governor of Madras during his forthcoming visit in November 1914.

2. Paragraph 9 (a) of the memorial.—There are at present eleven Panchama schools in the district as shown in the accompanying table—Appendix. One more is about to be opened in the Udipi range. These schools are maintained by one or other of the three agencies now working in the district, viz., (1) the Taluk Board, (2) the Christian Mission Societies and (3) the Depressed Classes Mission.

It is not quite correct to say that managers of elementary schools for non-Panchamas get an income from school fees. As a rule backward classes do not pay. A large number of teacher-managers in rural areas complain that they cannot get any fees even from non-backward children. Granting for the sake of argument that managers of other schools make some money from school fees, I beg to ask if the Depressed Classes Mission and the Christian Societies do not get subscriptions and donations from all parts of India and abroad which more than compensate for the loss of school fees.

3. Paragraph 9 (b).—The conditions under which teaching grants were paid before the revision of the Grant-in-Aid Code were different from those obtaining since. Under the old rules no grants were allowed for teachers and grants for pupils depended upon the results of a searching annual examination held by the inspecting officers, often in places unfamiliar to the children and only pupils who had put in the required attendance could be presented for the examination. Under the new regulations the weight of the crushing examination has been lightened and in assigning grants the organization and general condition of a school are also considered.

Teachers earn grants as well as pupils and the rate for backward classes is double that for others. The total grants earned can be, and very often are, increased by not more than 50 per cent. by the local inspecting officers at their January Conference and in special cases and with the Director of Public Instruction's sanction the grants can be raised still higher—*vide* article 15 of the revised Grant-in-Aid Code. From Appendix I it will be seen that the Court Hill Panchama school was paid a teaching grant of Rs. 230 in the year 1913-14. The figure was arrived at thus :—

	RS.
(i) Grants for three teachers ..	112
(ii) Grants for 52 pupils in average daily attendance at Re. 1 each (ordinary rate is As. 8 per pupil). ..	52
Total grant earned ..	164
(iii) Add increase recommended at the January Conference and sanctioned by the Director	66
Total ..	230

The memorialists' request in paragraph 10 (5) (i) of the memorial that the grants for Panchama pupils might be three and a half times those for ordinary pupils. At this rate the school could earn—

	RS.
112 for teachers.	
91 for 52 pupils at Rs. 1-12-0 each.	
Total ..	203 an amount smaller than the above.

If it be the idea of the memorialists that all or nearly all the expenditure on their aided schools should be met from public funds, it is better that they should transfer the schools to public management. The object of grant is to supplement and not to substitute the resources of private management.

Sub-Enclosures.

(1)

Letter—from M.R.Ry. Rai Bahadur M. RAGHUNATHA RAO Avargal, Assistant Inspector of Schools, South Canara.

To—the Inspector of Schools, Eighth Circle.

Dated—Mangalore, the 5th March 1913.

In returning herewith the papers received with your endorsement R.C. No. 1953, dated 29th August 1912, regarding the establishment of schools and scholarships for the depressed classes of South Canara, I have the honour to submit the following remarks.

2. Since the receipt of your endorsement under reference, I have travelled over the greater part of the district and spoken to the people in general and the Panchamas in particular on the subject. The question appears to me to be beset with many difficulties, the chief of which are—

- (i) the apathy of the Panchamas themselves;
- (ii) their superstitious fear of any deviation from the time-honoured customs; and
- (iii) their poverty which necessitates their children becoming earning members of the family at a very early age.

3. The Panchamas are very indifferent about the education of their children. Some think that they can do without it. Others say that it is positively harmful; for "Have not the sons of so and so who attended Mr. R. . . 's school given up their hereditary profession and become vagabonds? They cannot, or feel ashamed to, do any manual work now."

The Panchamas of South Canara consist of the following castes if they may be so called :—

- (1) Mera or Muggera Holeyas.
- (2) Mundala and Bakuda Holeyas.
- (3) Mariholeyas (Madigas of other district).
- (4) Bhairas and Ranuveyers (Canarese Holeyas and Madigas).
- (5) Panas, Pombadas, Nalkas and Paravas (Devil Dancers).
- (6) Beilars and Koragars.

Nos. 1 and 2 do not eat beef or touch a dead cow or buffalo. They are so scrupulous in this matter that they will not carry a cot or a table without removing the legs of the former or adding a fifth leg to the latter in the shape of a stick. Yet they regard each other as "untouchables."

Nos. 1 to 6 will not sit together under one roof. The touch or even the approach of some within certain distances is a pollution to others. The Panchama school at Mangalore maintained by the Depressed Classes Mission contains only Mundalas and Bakudas. The other classes have not been admitted on account of their "low caste." Is it possible to establish schools for the different classes of Panchamas?

The lot of the South Canara Panchamas is on the whole much better than that of their brethren elsewhere. The abundant rainfall and the innumerable springs and brooks always supply them with good water and there has been no question of "wells for Panchamas." Labour is in good demand and is well paid for. In rural parts, almost every Pariah family has its own hut and garden and is allowed to cultivate small plots of their masters' waste land free of rent. Those living in coast towns find sufficient work as coolies in warehouses, factories and in coffee-curing and fish-curing yards. Yet a man cannot by his own labour support himself and a wife and family. Women have to work too and the children also must earn something as soon as they are old enough. Some seasons are slack and then there is not sufficient work for a man, his wife and children. Therefore a very large number of them go to work on coffee, tea and rubber plantations outside the district. They go about the end of May leaving behind them old men and women and youngsters also who are unable to follow them to such distant places, and return home about the beginning of February. The men and women left behind take care of the huts and gardens and work for the landlords and the youngsters tend the farm cattle to earn one meal a day. The weakly women and children on the coast who do not find work as coolies look for shell fish in estuaries and backwaters during the ebb tide and sell the day's collection for a seer or two of paddy.

Such is the work done by the Pariahs of South Canara to keep themselves alive.

4. The apathy of the people and their superstitious fear of learning can be overcome. But how can they be induced to send their children to school without being compensated for the loss of their services to the family? The people cannot be without work even for a day. In the village of My. . . . y where whole families of Holeyas have become Roman Catholic Christians their attraction to the church on Sundays is said to be the free midday meal given by the parish priest.

5. Along the coast where the Panchamas have come under civilising influences, schools have been opened for them at Udupi, Kaup, Karnad and Kasaragod by the Board, at Iddia by Father D. D. F. Coelho and at Mangalore by the Depressed Classes Mission. At Udupi, Kasaragod and Mangalore the children are fed once a day. Yet the attendance is very irregular. If a boy can earn something more than a meal by private work, he absents himself from the school for the day. In spite of the fact that the pupils of the Court Hill Panchama

school at Mangalore are the best cared for in the district, the average daily attendance is only 50 per cent. of the total strength.

6. The question of accommodation and teachers has also to be considered in this connection. Of the four board schools, only two have buildings of their own. The other two have rented houses which are not very suitable to school purposes. Suitable teachers cannot be had for the usual rate of pay. If the pay be increased, even Hindu teachers will be found willing to take charge of Panchama schools.

7. The Secretary to the Depressed Classes Mission whose letter to the Director of Public Instruction is the cause of this correspondence had a long conversation with me on the subject a few days ago. His idea is that "all taluk boards and municipalities should be compelled to devote a certain portion of the educational grants they get to Panchama education every year." For obvious reasons, this is not possible.

8. To sum up—the educational officers stationed in the district have not been unmindful of their duties in the matter of Panchama education. The Kaup school was opened last year, and every effort will be made to open more schools whenever and wherever possible.

Unless school-houses are provided by Government or the board and arrangements made for the feeding of pupils once a day, it is not practicable to open new schools or satisfactorily conduct some of the existing schools. A special scale of salaries—25 to 50 per cent. higher than the ordinary scale—will attract more suitable men for appointment as teachers in Panchama schools.

Scholarships are not necessary at present.

(2)

APPENDIX.

Panchama schools in the South Canara district as they stood on 31st March 1914.

Name of school and management.		Attendance on 31st March 1914.			Teaching staff—number of teachers.			Expenditure on the schools in 1913-14 from				Remarks.
		Boys.	Girls.	Total.	Qualified.	Unqualified.	Total.	Provincial funds	Local funds	Other sources.	Total.	
Taluk Boards.												
1. Udupi Panchama	..	42	..	42	..	1	1	RS.	RS	RS.	RS.	Including feeding charges. (The children are given one meal a day.) Do. do.
2. Kaup "	..	27	..	27	..	1	1	..	307	..	307	
3. Karnad "	..	33	..	33	1	..	1	..	153	..	153	
4. Kasaragod "	..	34	7	41	1	..	1	..	205	..	205	
	..	34	7	41	1	..	1	..	512	..	512	
Total	..	136	7	143	2	2	4	..	1,177	..	1,177	
Christian Mission Societies.												
1. Iddya Panchama	..	14	..	14	..	1	1	65	..	63	123	} Recognised in February 1914. Will be aided for the first time this year.
2. Karkal "	..	30	1	31	1	..	1	85	..	101	186	
3. Bailur "	..	35	3	38	..	1	1	..	..	91	91	
4. Mudabidri "	..	19	..	19	..	1	1	..	..	114	114	
Total	..	98	4	102	1	3	4	145	..	369	514	

Panchama schools in the South Canara district as they stood on 31st March 1914—cont.

Name of school and management.	Attendance on 31st March 1914.			Teaching staff—number of teachers.			Expenditure on the schools in 1913-14 from				Remarks.
	Boys.	Girls.	Total.	Qualified.	Unqualified.	Total.	Provincial funds.	Local funds.	Other sources.	Total.	
<i>Depressed Classes Mission</i>											
1. Court Hill Panchama ..	89	4	93	1	2	3	230	..	506	736	Including feeding and clothing charges. The manager has not applied for recognition yet. The strength appears to have increased to 45 in August, but the daily attendance is about 25.
2. Bolur ..	19	..	19	1	..	1	..	..	60	60	
Total ..	108	4	112	2	2	4	230		566	796	
<i>Others.</i>											
1. Manjeshwar Panchama ..	25	5	30	..	1	1	..	..	60	60	Arrangements have been made to make the school a Board school.
Grand Total ..	367	20	387	5	8	13	375	1,177	995	2,547	

Secretariat note.

EDUCATIONAL DEPARTMENT.

(a) Besides the ordinary provision for grants, the following special concessions are shown in respect of Panchama education :—

(1) a higher rate of capitation grant, namely, Re. 1 per pupil—on account of pupils of backward classes—as against the ordinary rate of As. 8—article 15 of the Grant-in-Aid Code;

(2) free admission in the elementary schools under public management intended for them and the concession of half fees in others;

(3) an increase of grant to the management by half the amount of the fee income foregone under rule 102 of the Madras Educational Rules in respect of backward classes—article 32 of the Grant-in-Aid Code; and

(4) special increase in grants (under rule 16 of the Code) if sufficient funds for the maintenance of schools are not forthcoming.

It is true that the Grant-in-Aid Code contains ordinarily no provision for grants to Panchamas on account of food, dress, umbrellas, books, slates, etc. Under article 57 (iii) of the Code, aid should not, as a rule, be afforded for the purchase of articles to be used by the pupil, as distinguished from those required by the teacher in giving instruction; but in special cases grants may be given for books and slates for the use of pupils, on condition that the books and slates remain the property of the school, are used by the pupils during school hours only, and are not removed from the premises. Thus grants for books and slates are permissible in special cases and are presumably being sanctioned by the department in deserving cases.

Second proviso to rule 84 (ii) of the Madras Educational Rules.

G.O. No. 643, Educational, dated 9th July 1913.

G.O. No. 657, Educational, dated 15th July 1913.

Item 25 on page 2 and item 59 on page 3 of G.O. No. 643, Educational, dated 9th July 1913.

* In circulation on 22nd January 1915.

In connection with the distribution of the Imperial grant last year it was, however, thought necessary to assign funds for the purchase of books and slates for pupils belonging to poor and backward classes studying in schools under public management which are outside the Grant-in-aid Code. A sum of Rs. 69,700 was thus distributed for board and municipal schools and Rs. 6,000 for Government schools. Out of the former, the schools in the South Canara district obtained Rs. 2,700.

As regards the grant for providing a meal for the school children, it is submitted that a similar suggestion has recently been made by the Rev. Mr. Andrew in connection with his recommendations for the improvement of Panchama education. This matter* is being dealt with in the Revenue Department. The Educational Department, in noting upon this question, pointed out that the cost of giving effect to such a proposal would be nearly five lakhs for the Presidency, assuming that one meal at a cost of six pies per head was to be provided, that the suggestion was made by the Missionary Conference of 1892, but was disapproved by the Director, and that the concession of a free meal was not shown to any other community—except to the domiciled in the City of Madras. The Director, Mr. Stone, who was consulted in the matter, observed that the proposal to provide a free meal was impracticable.

(b) Article 91 of the Grant-in-aid Code which was in force prior to 1906 provided for the payment of grants, at 150 per cent. higher than those of the standard scale, for pupils in schools for backward and indigent classes and in backward localities. This provision appears to have been introduced because, under the results-grant system, which was then in force, pupils belonging to the backward classes and girls would, it was thought, earn a lesser number of units of grant and a higher rate was therefore deemed necessary to induce managers to open schools for their benefit. The new Code introduced in 1906 altered the position; the results-grant system was replaced by a combination of staff and capitation grant, that is, the amount of the grant was made to depend on the number and qualification of teachers (staff or teacher grant) and on the number of pupils in average daily attendance (capitation grant). In submitting the new Code, the Director of Public Instruction observed :—

“One important question in regard to the amount of grant is whether schools for backward classes and for girls should receive a higher rate. I have given the matter much attention and am inclined to think that no higher rate need be proposed, at any rate until its absence is proved to be a hardship.”

The reports for the quinquennium 1906-07 to 1911-12 and for the year 1912-13 show that there has been a steady growth both in the number of Panchama schools and that of students during those periods; and in paragraph 140 of Volume 1 of the former, the Director of Public Instruction specifically remarked that the

Paragraph 17 of Director's letter on page 4 of G.O. No. 356, Educational, dated 21st May 1906.

Ibid.

Paragraph 15 *ibid.*

Paragraph 17 of Director's letter on page 4 of G.O. No. 356, Educational, dated 21st May 1906.

statistics showed that the elastic provisions of the present Grant-in-Aid Code were not less favourable to these special schools than was the old Code.

The following figures also show that, both in the number under instruction and in the expenditure on account of Panchama education, there has been a steady increase :—

Year.	Number of schools chiefly intended for Panchamas.	Total strength of the Panchama schools.	Number of Panchama scholars in the public schools.	Total expenditure on Panchama education.	Expenditure from the public funds.
1901-02	2,934	69,464	56,874	RS. 2,80,748	RS. 96,929
1906-07	3,613	86,983	67,314	4,31,217	2,04,573
1911-12	3,781	100,881	72,190	6,07,775	2,63,072
1912-13	3,789	106,220	79,937	6,74,881	3,09,431

It cannot therefore be said that this education has suffered; and no representation has been received on this point from other places.

The Assistant Inspector also shows that the proposal of the deputation to provide in the Code for the payment of additional grant at the rate of 250 per cent. over that prescribed for other schools, in lieu of the present system, may not be profitable to the schools themselves.

In these circumstances, it does not appear that sufficient grounds exist for an immediate modification of the Code on the lines indicated by the deputation.

IV

ARGUMENTS 9 (c) AND 10 (5) (iii) OF THE DEPUTATION.

"9. We believe that it is the avowed policy of the Government to promote Panchama education. We beg leave to point out that the departmental regulations, far from helping the achievement of this object, obstruct it for the following reason :—

* * *

"(c) The laborious and very expensive procedure prescribed in the Grant-in-Aid Code for obtaining building grants, though proper in the case of costly buildings to high schools and colleges, is unsuited in the case of elementary schools generally and operates as an insurmountable hardship in the case of Panchama schools especially. No building grant can be applied for unless the school exists and no school can come into existence without a building. In most cases of Panchama schools, a building for even temporary occupation cannot be had in

"villages unless the owner is prepared to burn it after it is vacated. The requisite professional help for making estimates and plans is not available at any cost in the villages, nor are such laborious and expensive preliminaries necessary in the case of buildings of inferior type intended for the children of us miserables.

"10. We lay before Your Excellency our prayer for—

"5. A modification in the Grant-in-aid Code authorizing the Director of Public Instruction—

"(iii) to dispense with the expensive preliminaries at his discretion for giving building grant to Panchama schools, and to sanction the grant up to a maximum of Rs. 1,000 even in cases in which grant is applied for after the completion of the buildings provided the application is made within one year from date of the completion."

Collector's remarks.

A report obtained by me from the Assistant Inspector of Schools on the educational topic referred to is enclosed. I am in general agreement with his remarks.

ENCLOSURE.

Assistant Inspector's report.

9. (c) A school has to be recognised before it can be aided. The rules of recognition of elementary schools are given in Chapter II of the Madras Educational Rules. The mere existence of a school does not entitle it to recognition or aid. If, as the memorialists say, a school cannot come into existence without a building and a building without building grants, I do not see how matters can be arranged, unless the Educational Rules and the Grant-in-aid Code are materially changed—a change I am not prepared to advocate or even suggest. In the circumstances mentioned I would start a school under a shady tree or in a temporary shed, the cost of which need not exceed Rs. 25. If the school showed signs of stability, I would apply for its recognition first and for building grants subsequently. To pay building grants for a school which has yet to come into existence and show signs of life and growth will be similar to purchasing youths' garments for an unborn child.

I agree with the memorialists in their statement that school houses intended for their children need not be very expensive. Thatched buildings costing not more than Rs. 100 each will do very well. The Inspector has power to

Page 4 of G.O. No. 394, Educational, dated 1st May 1913.

sanction grants up to Rs. 100 without the applicants being required to follow the "laborious and very expensive procedure" referred to by them—*vide* article 50 of the Grant-in-Aid Code. If more costly buildings are considered necessary by managers, it is their duty to satisfy the sanctioning authority that the buildings will be all right and that public funds will be properly utilised.

In their resolution, dated 21st February 1913 on the Educational Policy of Government, the Government of India have laid stress on the importance of sanitary condition of school buildings—*vide* paragraph 7 of the Resolution. School premises should be in a healthy situation well lighted and ventilated and contain sufficient accommodation for the pupils under instruction. It is therefore considered desirable, nay, essential, that the plan of school building should be examined professionally. It is necessary that before any grants are sanctioned, the sanctioning authority should be satisfied that the applicants' title to the site, on which the building is to be erected, is in good order. Hence the necessity of the rule complained against.

It cannot, however, be denied that managers, requiring building grants, find the working of article 52 of the Grant-in-Aid Code somewhat troublesome, more so in the villages, where the services of professional men cannot be secured. Matters can be facilitated if the department prepares about half a dozen type designs for elementary school buildings varying in cost from Rs. 300 to Rs. 1,000 and sanction grants according to the designs adopted by managers. I would empower the Inspector of Schools to sanction grants up to Rs. 250 on the recommendation of the Assistant Inspector and order the payment on his giving the completion certificate.

10. (5) (iii).—If the site and plan of a building already constructed be found unobjectionable and if a school be considered necessary in the locality, I do not see any reason why building grants should not be sanctioned.

Secretariat note.

EDUCATIONAL DEPARTMENT.

The objections to the procedure prescribed in Chapter VIII of the Grant-in-Aid Code (for adoption by managers of aided schools when applying for building grants) are sufficiently met by the Assistant Inspector in his note above. Under article 50 of the Code, grants not exceeding Rs. 100 may be sanctioned by the Inspectors, and those not exceeding Rs. 2,500 by the Director of Public Instruction. As pointed out by the Assistant Inspector, Panchama school buildings, at least at their inception, need not be very costly, and if the cost does not exceed Rs. 200, as ordinarily it need

G.O. No. 410, Educational, dated 13th May 1912.

not, the Inspector is himself competent to sanction the proportionate grant of Rs. 100 without any "elaborate procedure." In order to simplify the procedure in the case of village schools, a special chapter (X) was introduced in the Code in 1912. Panchama school buildings may be brought under this chapter. It does not seem desirable to dispense with or relax the condition of the department's previous approval of the plans and estimates in the case of the costlier buildings. No special action seems therefore necessary under this head. [The Assistant Inspector's proposal to enhance the powers of the Inspectors to sanction building grants from Rs. 100 to Rs. 250 is one which does not arise in connection with the deputation; it may, if necessary, be considered separately in consultation with the Director of Public Instruction.]

V

ARGUMENT 10 (5) (ii) OF THE DEPUTATION.

"10. We lay before Your Excellency our prayer for the following boon:—

"5 (ii) to award scholarships to our children studying in classes above the third standard."

Collector's remarks.

A report obtained by me from the Assistant Inspector of Schools on the educational topic referred to is enclosed. I am in general agreement with his remarks.

ENCLOSURE.

Assistant Inspector's report.

This request, which has my hearty support, needs sympathetic consideration.

Secretariat note.

EDUCATIONAL DEPARTMENT.

The Government Scholarship Notification.

There are no special scholarships for the Panchamas. There are, however, scholarships which are common to all sections. Their total number is 48 for the higher elementary (including 24 for girls), 222 for the secondary (including 18 for girls), and 38 for the collegiate course. In the award of these scholarships, "the

Preamble to Government Scholarship Notification.

claims of those sections of the community who are most in need of aid, will, other conditions being satisfied, be first considered." It is not known how many of the scholarships are actually being assigned to the Panchamas every year. From table No. 129 appended to the report on Public Instructions for 1912-13, it is observed that the number of male pupils of backward classes who were in receipt of Government scholarships for the collegiate, secondary and higher elementary course was 4, 18 and 3, respectively. There is no information as to how many of these were Panchamas. The smallness of the number of scholarship-holders among the backward classes may be due either (a) to ignorance of the existence of these facilities or (b) to the fact that other classes outbeat them. The attention of the Director of Public Instruction has already been drawn to the former of these circumstances by the resolution of the Depressed Classes Conference of 1911, which pleaded for giving wide publicity to the scholarships among the depressed classes.

As regards the other reason, it may be contended that, as a scholarship is intended only to be an inducement to a clever student who may not have the means to prosecute his studies further, it cannot be desirable to reserve a fixed number of the scholarships for any particular class. Further, it may be contended that an exception made in the case of Panchamas will be claimed by other backward classes also, whose number is now very large. In this connection, attention is invited to Sir Murry Hammick's note, dated the 2nd August 1909, in which he stated—

"I do not think we need encourage the advance of the Panchama pupils beyond the primary stage."

This question has also been raised by the Rev. Mr. Andrew. In that connection, the Director of Public Instruction has stated that no special action is necessary in this matter.

I am, however, by no means convinced that the Panchamas or other backward classes have fair play in this matter; and it would be well to call the attention of the Director of Public Instruction to this matter of scholarships and ask him to see that the backward classes (including the Panchamas) get a fair share of the advantages provided.

G.O. No. 701, Public, dated 12th June 1912.

Page 4 of notes to G.O. No. 456, Educational, dated 5th August 1909.

VI

ARGUMENT 10 (6) OF THE DEPUTATION.

"10. We lay before Your Excellency our prayer for—

"(6) A direction that when money grants are made by the Government to local boards and municipalities, such portion as the Government thinks fit should be ear-marked for Panchama education and the local boards and municipalities should also make a definite allotment in the annual budget, of sums to be exclusively spent on Panchama education."

Collector's remarks.

A report obtained by me from the Assistant Inspector of Schools on the educational topic referred to is enclosed. I am in general agreement with his remarks.

ENCLOSURE.

Assistant Inspector's report.

I do not think that any useful purpose will be served by granting this prayer to memorialists. The necessity for such a course has not arisen. No difficulties are placed in the way of Panchama schools under private management being recognized or aided. If the Bolur Panchama school remains unrecognized till now, it is due to no application for its recognition having been made by the management.

Secretariat note.

EDUCATIONAL DEPARTMENT.

This Department is concerned only with the request that, when money grants are made by the Government to local boards and municipalities, such portion as the Government thinks fit should be ear-marked for Panchama education. The other portion of the prayer is being dealt with in the Local and Municipal Department. The grants to local bodies in aid of education are generally made for specific purposes, such as the maintenance of certain schools, the opening of new ones, the revision of the scale of salaries, the payment of extra capitation allowances, etc., and some of these purposes relate to Panchama education. In the case of a few local bodies, a lump subsidy is being annually sanctioned, over and above the amounts expended by the local body, to

Cf. G.O. No. 295, Educational, dated 18th March 1914.

G.O. No. 1027, Educational, dated 31st August 1914.

make up for the deficiency in funds experienced by that body. It may not be possible to ear-mark any portion of these grants for Panchama education.

P. RAJAGOPALA ACHARIYAR—9-10-14.

To the Private Secretary to His Excellency the Governor.

OFFICE OF THE PRIVATE SECRETARY TO HIS
EXCELLENCY THE GOVERNOR

Returned with a copy of the proceedings of the deputation.

C. B. COTTERELL—14-11-14.

ENCLOSURE.

*Proceedings of the deputation of Panchama inhabitants of South Canara,
dated 5th November 1914.*

His Excellency received a deputation of Panchama inhabitants of South Canara. Mr. M. E. Conchman, I.C.S., the Collector, Mr. C. B. Cotterell, I.C.S., Private Secretary and M. R. Ry. Rai Bahadur M. Raghunatha Rao Avargal, Assistant Inspector of Schools, were also present.

Mr. K. Ranga Rao of the Depressed Classes Mission on behalf of the Panchamas, explained the difficulties experienced by Panchamas in the matter of education. He said that Panchama houses in South Canara were scattered and that some of the children had necessarily a long way to go to school, and that therefore it was desirable that one meal at any rate should be provided for them at school. He added that the rates of grant now paid for Panchama pupils were not so high as those paid some years previously. As to this, it was pointed out that the rates of grant paid for Panchamas were double the ordinary rates and that under the new system of grants the maximum which a school could earn was certainly more than the maximum under the old system.

2. The next request was that Panchamas should be admitted to caste schools. As to this, it appeared that though the Panchamas were not admitted to certain caste schools, they themselves would refuse to admit to their schools Panchamas of a lower order than their own. At the same time a beginning, it was stated, had been made in certain training schools, where Panchamas were receiving training with caste pupils. His Excellency thought that the best plan would probably be to let public opinion on the subject develop and with the progress and development of the Panchamas themselves it was probably that the aim desired would be reached, and he thought that this way was more likely to be successful than that of attempting to force the experiment on caste schools at the present time. It would be possible however to make trials in individual cases where there seemed some chance of success, and so help forward the object.

3. The deputation next drew attention to a difficulty in starting elementary schools. It was said to be necessary, before a building grant could be obtained, to submit plans properly prepared by a professional man. This in outlying districts was a matter of some difficulty and proved a great obstacle in practice to schools being started. Technical objections were also raised, as that the walls of the proposed building should not be built of mud, though as a matter of fact local mud was the material with which not only ordinary houses but good class houses were built in South Canara, and if properly roofed was found to withstand the monsoon as well as laterite or stone. To meet this difficulty it was suggested that the Inspector's powers of sanction that were now limited to Rs. 100 should be increased to Rs. 500, so that the Inspector himself would be able to deal finally with most cases that might arise.

4. The next suggestion put forward by the deputation was that in the budget certain sums should be set apart to be spent on Panchama education. This would serve to keep the matter before the eyes of the Government who would be able to insist that a proper amount of money was spent. Against this it was suggested that Panchamas were not everywhere keen on education, that for instance schools of 30 and 40 pupils were found, when inspected, to have only some dozen pupils present, and that if money were ear-marked to be spent on such schools and had to be so spent it might prove that some of it would be wasted. His Excellency remarked that ear-marking of amounts in the budget was not perhaps the most satisfactory way of securing attention to Panchama education. Admirable work was being done by such organisations as the Depressed Classes Mission, and he thought it was better to continue on these lines and to endeavour to form public opinion than to make and enforce new rules to attain the purpose in

view. As Panchamas progressed—he did not doubt that they would progress—they would be able to attain gradually to their aims, which was a better method than trying to force the pace; while the object of securing the attention of Government to their needs could be secured if Presidents of Local Boards regularly dealt with the subject in their annual reports.

5. The last subject that was mentioned was that of wells. It was stated that Panchamas in some places suffered considerable difficulty owing to their not being allowed to use local wells, and it was suggested that in such places a small reservoir should be attached to the wells to be kept full by a caste man on a small wage from which Panchamas could draw water by means of taps. On the other side it was stated that many villages containing Panchamas were provided with special wells for Panchamas, and that the local authorities would be glad to consider each case of this kind on its merits. His Excellency undertook that this should be done.

The deputation then thanked His Excellency and withdrew.

EDUCATIONAL DEPARTMENT.

Please see the proceedings of the deputation of the Panchama inhabitants of South Canara above. Only paragraphs 1 to 4 concern this department. The points raised in paragraphs 1, 2 and 4 have been disposed of in His Excellency's reply to the deputation itself. Those that remain for consideration are the points raised in paragraph 3, namely—

- (i) the simplification of the procedure in applying for building grants, and
- (ii) the enhancement of the Inspector's powers of sanction of building grants from Rs. 100 to Rs. 500.

2. As regards (i) attention is solicited to the notes on pages 14 and 15 *ante* where it has been shown that no special action is necessary in the matter. With regard to (ii), it will be observed that, prior to the issue of the new Grant-in-Code of 1906, the Inspectors and Inspectresses had power to sanction building grants up to Rs. 50. This was omitted in the Code of 1906 but was again restored in 1912, the limit being raised to Rs. 100—*vide* item 2 in paragraph 1 of G.O. No. 567, Educational, dated 28th June 1912. The Assistant Inspector of South Canara, noting on this point, recommended the enhancement of the Inspector's powers to Rs. 250. It may also be mentioned in this connection that when the G.O. No. 249, Educational, dated 25th March 1913, Inspector's powers in respect of building grants were limited to Rs. 100, their powers in respect of furniture grants were limited to Rs. 50. The latter has since been extended to Rs. 100. There appears to be no objection to the suggestion of the Assistant Inspector to raise the former to Rs. 250.

3. The Director of Public Instruction may, however, be consulted *u.o.* in the first instance as to whether there is any real necessity for the enhancement of the Inspectors' powers and if there is, what is the limit he would propose, whether it may be Rs. 250 as recommended by the Assistant Inspector, or Rs. 500 as asked for by the deputation. It is also for consideration whether the powers delegated to the Inspectors may also be delegated to the Inspectresses.

4. The Director may also be requested to state whether he considers any change in the procedure as regards the application for building grants necessary.

P. RAMUNNI NAYAR—24-11-14.

C. RAMANUJACHARI—24-11-14.

P. RAJAGOPALA ACHARIYAR—26-11-14.

To the Director of Public Instruction.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

[U.O. No. 251 M., dated 15th December 1914.]

I think the Inspectors' powers might be raised to Rs. 250. This would enable them to encourage the building of village schools costing Rs. 500, by no means an extravagant sum. Inspectresses might have similar powers.

2. I do not think that any change in the rules in chapter VIII of the Grant-in-Aid Code are desirable in this connection, but it might be well to add a section governing grants to village schools. The authorities to which grants could be given might be defined and perhaps some simple rules of procedure laid down. This would help to get rid of the idea that the smallest grant for a village school is subject to the rules in Chapter viii.

J. H. STONE—14-11-14.

EDUCATIONAL DEPARTMENT.

Submitted that orders may issue sanctioning the enhancement of the Inspector's powers to sanction building grants from Rs. 100 to 250 as accepted by the Director of Public Instruction and calling on him to consider the desirability of laying down some simple rules of procedure in applying for grants to village schools.

2. A draft order is submitted for approval. If approved, it may be sent to Financial for acceptance.

P. RAMMUNNI NAYAR--16-12-14.

C. RAMANUJACHARI—16-12-14.

P. RAJAGOPALA ACHARIYAR—17-12-14.

To the Financial Department.

FINANCIAL DEPARTMENT.

Please see notes from page 19 *ante*. The draft may be accepted and the file returned to Educational.

W.O.F—19-12-14.

T.H.R.--19-12-14.

B. LAVILLE—25-12-14.

I suppose the Inspectors will be strictly limited to budget provision and can be trusted to observe it. We have to keep a watch on the growth of building grants.

A. BUTTERWORTH—27-12-14.

To the Educational Department.

EDUCATIONAL DEPARTMENT.

Submitted that the draft may be circulated to His Excellency the Governor for approval.

2. Submitted that the presumption in the Chief Secretary's note is correct. Under article 50 of the Grant-in-Aid Code, building grants may be sanctioned by *Inspectors* within the allotments placed at their disposal by the Director. The increased power to the *Inspectors* involved in the present proposal to raise the limit from Rs. 100 to Rs. 250 will still be subject to the limitation imposed by the allotments made by the Director for each *Inspector's* circle. Under article 1 of the Code, the *Director's* assignments are subject to budget provision.

C. RAMANUJACHARI—5-1-15.

P. RAJAGOPALA ACHARIYAR—6-1-15.

P[ENTLAND]—7-1-15.

Issue.

P. RAJAGOPALA ACHARIYAR—9-1-15.

[G.O. No. 35, Educational, dated the 11th January 1914.]

READ AGAIN G.O. No. 17, dated 191

” ” ” ” ” ” 191

READ ALSO:—

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

Proceedings of a deputation of the Panchama inhabitants of South Canara, who waited on H. E. the Governor on 5-11-14

" " " "

[9]

" " " " , , "

191

ORDER

Price

No. 35, dated 11-1-1918

The deputation of the Pancharama in
- habitants of South Canara which wait
on H.E. the Governor on the 5th November
1914 made the following suggestions,
among others: -

(1) that the rules of procedure in applying for building grants to village schools might be simplified, and

(2) that the ^(limit of) powers of the Inspector of Schools to sanction building grants might be ~~raised~~ raised from Rs 100 to Rs 500.

2. The question of the desirability of laying down simpler rules of procedure in respect of grants to village schools as suggested by the deputation committee.

he remitted to the D.P.D for consideration and report. The Govt. accept the suggestion of the deputation that the ~~limits~~ ^{powers} of the Inspectors to sanction building grants should be enhanced; but they consider that it would suffice to raise the limit

from Rs 100 to Rs 250. and that the Inspectors ^{may also} be vested with the same powers.

3. The Director will submit, for the approval of Govt, a draft of the ~~necessary~~ ^{rendered necessary} alterations in the Grant-in-aid Code by the above decision.

RD CA
16.12.14 16.12.14

15. The members of the deputation thro' the Collector of South Canara.
" Collector of South Canara.
" D.P.D. with paras 1 to 4 of the prop. of the deputation (p. 26 & 27 of books).

RDP
11-1-15

Noted in
CB
12.1.15

None of this
Dated only 10/1/15
11/1/15

19/12/14

ORDINARY.

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PREFERENCE.

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Form II-38-3-14.

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SPECIAL INSTRUCTIONS.

Panchama education

relating to the improvement of the Panchama education which were made by the Secretary of the Panchama inhabitants of South India which was acted on by H. E. the Governor on the 5th November 1914 on the occasion of his tour in that district in November 1914.

TO BE FILLED IN BY THE PRESS.

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