

Educational (1916) Department.

Mis SERIES.

G.O. No. 565 - Col

DATED 22-5-16

[Despatch Abstract.]

Legislative Council. Recording notes
 Connected with the resolutions on the subject
 of the insertion provision in the C.B.E. for the
 opening of New Elementary schools moved
 by the Hon Ras Bahadur A Subhvarayn Reddy
 and the Hon Ras Bahadur B. N. Sarma at
 the meeting of the - held on the 13th & 14th March 16.

[E. & L.]
103.

L. & M. (iv) 9-750-9-14.
LEGISLATIVE DEPARTMENT.

CURRENT NO.
710 ~~4699~~
JUDICIAL-A

Regd 3.3.16

regarding Revised Financial Statement.
Resolutions on matters of General Public Interest.

SUBJECT.—No.

I

for the meeting of the Legislative

Council to be held on the

13th March 1916.

SUBMITTED that two copies of this Resolution may be forwarded to the
Financial, Educational, Judicial and Public Works Departments with reference to Nos. (1) and (2) of the
rules regulating Secretariat procedure in dealing with these Resolutions in the
Legislative Council. Orders regarding admission will be communicated in due
course.

V. T. K. - 3.3.16

Reg U.O. No. 567-1 dated 3.3.16

To

The

Judicial

Department, with Resolution I

Inde Deptt

Legve Council Resolution
Reduction of expenditure
under Rs. 5.00 on account
of Police Buildings

This Deptt. has to consider the question whether a reduction of one lakh can be made under Police works, for which a provision of 9.22 lakhs has been made in the second Edition of the P.W.D. Budget for 1916-17. Attention is invited to the following:—

(1) H.M.'s note of 7.3.13 on page 4 of notes to go 2577 and of 3.4.13

and (2) Para 26^(sup 6) of the Proceeding of the Finance Committee (1916).

It ~~may~~ also be observed that the allotment for police buildings for the year 1916-17 provides only for imperatively urgent works and for which plans and

Y H
(removed)

estimates have been sanctioned
In these circumstances a further
reduction of one lakh ^{under Police work} cannot
therefore be possibly made.
With these remarks the file
may be transferred to the ^{educational through} the
Public Works Deptt. Who may
be requested to circulate
the case to the Honble member

* It has been ascertained
from the Deptt. that the Res.
will be finally dealt with
in that Deptt.

~~5-3-16~~ ^{W.P.S.} 6.3.16 The provision for Police building
is about 2 lakhs that
of what it would be in normal
years. The proposed further reduction
seems to be out of the question.

Indl No 710A-1
6-3-16



PUBLIC WORKS DEPARTMENT.
C. No. 780B.
DATE 7-3-1916.

P.W.
Dl } no.

~~6.3.16~~ ^{E.H.} 6.3.16

~~JS.~~

The views of the Insp. Deptt.
may be considered in and the case
may be circulated to H.M. Intimation
has been received that the resolution has been
7.3.16. admitted.

~~8/3~~ ^{HM} 8/3

8/3/16

Box C34
8.3.16.

8/3/16

I will take charge of the Resolution and will oppose it.

2. The following figures taken from the Public Works file will be useful:-

1913-14	Actuals	13.29 lakhs
1914-15	do.	13.36 lakhs
1915-16	Revised	12.63 ,,
1916-17	Budget	9.22 ,,

Hus
9.3.16

H. M. (Lil) is taking the Edited Resolution I am xx. Not from then refers to the Edited Section to be added to the notes in the file in that

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9.3.16.

NOTES CONNECTED WITH RESOLUTIONS REGARDING THE
REVISED FINANCIAL STATEMENT.

[SUBJECT.—Increased provision for elementary schools.]

The Hon'ble Rao Bahadur A. SUBBARAYALU REDDIYAR:—

i. This Council recommends that His Excellency the Governor in Council be pleased to increase the allotment in the Budget Estimate for 1916-17 under 22-E. Education—Government Schools—General by one lakh for the opening of new elementary schools and to reduce by an equal amount the provision of about 9.15 lakhs made under 45. Civil Works on account of Police buildings.

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

XX. This Council recommends to His Excellency the Governor in Council that the provisions under 22. Education be increased 50,000 for the establishment of new elementary schools in backward areas and that the increased costs be met by a reduction under 45 B. Civil Works.

Both the resolutions quoted above being almost identical are dealt with together in this file.

It is presumed that the intention of both the additional members is that the new schools should, in accordance with the usual policy of the Government, be opened mainly through the agency of local bodies who would be subsidised for the purpose.

2. It is observed that, while the cost of new schools would be a recurring one the source from which the additional members propose to meet it in 1916-1917, i.e., 45-B. Civil Works, is a non-recurring one.

	LAKHS.
Actuals, 1914-15	70.07
Budget estimate, 1915-16	57.71
Do. 1916-17	59.64

In view of the present financial stringency the allotment for public works in the current and ensuing years has been considerably reduced and it will certainly

be undesirable to make any further retrenchments in that direction. This objection is, however, one which should be advanced in the Public Works Department.

3. So far as Educational is concerned, it may be noted that similar resolutions have been put forward in previous years. In connection with the discussion of the Financial Statement for 1914-1915 the Hon'ble Mr. V. S. Srinivasa Sastri moved that a sum of one lakh might be set apart for the opening of new schools. He pointed out that there should be a definite programme for the expansion of elementary education and that steady progress should be made in accordance with it continuously from year to year. On the Government assuring him that about a lakh of the Imperial grant of 1.25 lakhs (sanctioned about that time) would be devoted to the opening of new schools, he withdrew his resolution—pages 5 to 8 of G.O. No. 749, Educational, dated the 25th June 1914.

During the discussion of the Financial Statement for the current year the same additional member moved a similar resolution and the Hon'ble Mr. C. V. S. Narasimha Raju brought forward another resolution suggesting that Rs. 50,000 might be set apart for new schools and another Rs. 50,000 for opening higher standards in some of the existing schools. Both the members referred to the absence of any definite policy with regard to the expansion of elementary education. The Government contended that the expenditure on education as a whole and on elementary

education in particular had been steadily increasing notwithstanding the facts that the revenue was falling and that every other department was meeting heavy retrenchments—pages 8 to 13 of G.O. No. 475, Educational, dated the 3rd May 1915. The resolutions were put to the vote and lost.

4. The additional members generally complain that the Government have no settled policy in regard to the expansion of elementary education. This charge is not correct. This Government have already drawn up a programme for this purpose under which 1,500 new schools were to be opened every year from 1913-14 for a period of three years with the aid of Imperial grants and increased Provincial revenues—paragraph 5 of letter No. 45, Educational, dated the 10th January 1914. But unluckily our financial forecast in regard to aid from Imperial funds was upset by the outbreak of war and other causes. If therefore this Government have not been able to pursue the above policy, it is due to circumstances beyond their control.

5. As regards the Provincial incremental grant of two lakhs promised for the advancement of elementary education, it has to be observed that, in spite of the general financial difficulties, the Government have been providing it every year. The bulk of this increment has recently been devoted towards working up existing schools to an efficient condition, and there is not thus much scope for opening new institutions. The latter is not, however, entirely lost sight of, as the number of elementary schools opened in 1911-12, 1912-13, 1913-14 and 1914-15 were 696, 1,784, 184 and 468, respectively. In the current year also grants have been sanctioned to local bodies to enable them to open 44 new schools for girls—G.O. No. 1353, Educational, dated the 8th December 1915. No special provision has been made in the budget for the ensuing year for this purpose, as the incremental grant of two lakhs is absorbed for the following objects connected with the maintenance and improvement of existing schools :—

	RS.
(i) Payment of additional teaching grants to aided schools ...	54,000
(ii) Establishment of additional training schools for mistresses ...	10,000
(iii) Payment of additional capitation allowances and opening of higher standards in existing schools ...	1,24,000
(iv) Excess provision under various miscellaneous heads of expenditure on elementary education ...	13,000
Total ...	2,01,000

6. No further funds are available for being spent on the opening of new schools next year. At the instance of the Finance Committee it has been decided that the opening of new schools should also be one of the objects on which the lump provision of 1.24 lakhs referred to in item (iii) above could be spent. It is doubtful whether any appreciable portion of this provision could be utilized for the opening of new elementary schools, as the Director has already represented at the meeting of the Finance Committee that the sum of 1.24 lakhs would not be sufficient for the payment of additional capitation allowances and opening higher standards in existing institutions.

7. It will thus be seen that the Government are doing all they could in furthering the expansion of elementary education. The resolutions of the additional members suggesting the transfer of additional funds for a recurring educational object from a non-recurring item in the Public Works budget may, it is submitted, be opposed.

1. The Director of Public Instruction.

2. Yes. Ask him to attend.

P[ENTLAND]—7-3-16.

V.S.—6-3-16.

8. Orders are solicited as to who should take charge of the resolution and whether it should be discussed in Council.

P. RAJAGOPALA ACHARIYAR—7-3-16.

It has been decided in Council today that Honourable Member (Financial) should oppose Resolutions I and XX. The papers should therefore be carefully arranged and submitted to Honourable Member (Financial). With reference to the concluding portion of Resolution I, Honourable Member (Financial) wants information in regard to the allotment for police buildings so as to enable him to show that that allotment cannot be reduced by a lakh as proposed. Please obtain this information informally and embody it in the notes before submitting the papers to the Honourable Member.

P. RAJAGOPALA ACHARIYAR—9-3-16.

The actual expenditure on police buildings in the last two years and the allotments for the current and ensuing years are noted below :—

Years.	Amount.
1913-14	Actuals
1914-15	Do.
1915-16	Revised estimate
1916-17	Budget estimate
	(in the second edition of the Public Works budget.)

From the above it will be seen that the provision for the ensuing year is much less than the actuals of previous years and the allotment in the current year. The budget provides only for *imperatively urgent* works for which plans and estimates have been sanctioned and it does not seem possible to reduce the budget provision further.

2. Attention is in this connection solicited to the Honourable Member's note, dated the 7th March 1913, on page 4 of notes with G.O. 257, Financial, dated the 3rd April 1913, in which he remarked that eleven lakhs might be taken as the annual figure of expenditure on police works.

3. It is observed that at the meeting of the Finance Committee the Hon'ble Mr. Ramachandra Rao suggested a reduction of two lakhs in the allotment for police buildings and that the Chairman replied that the Government had promised to provide quarters for certain police officers and that it was not possible to reduce the allotment without breaking faith with the men. When the matter was pressed further the Chairman suggested that this subject might be discussed when they came to 45. Civil Works—paragraph 26, page 6 of the Proceedings of the Finance Committee. No special reference was made to police works in the discussion of 45. Civil Works, although it was generally suggested that considerable reductions might be made in the allotments made for new buildings—paragraph 34, page 7 of the Proceedings of the Finance Committee.

4. With the above information the file may now be submitted to Honourable Member (Financial).

V.S.—9-3-16.

P.R.—10-3-16.

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Extract from the Proceedings of a 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 Act of Parliament, 5 & 6 Geo. V, Ch. 61.

The Council assembled at the Council Chamber, Fort St. George, at 11a.m. on Monday, the 13th day of March 1916.

INCREASED PROVISION FOR ELEMENTARY SCHOOLS.

The Hon'ble Rao Bahadur A. SUBBARAYALU REDDIYAR:—"Your Excellency the resolution I have the honour to move runs thus:—

'IX. This Council recommends that His Excellency the Governor in Council be pleased to increase the allotment in the budget estimate for 1916-17 under 22-E. EDUCATION—"Government Schools-General" by 1 lakh for the opening of new elementary schools and to reduce by an equal amount the provision of about 9.15 lakhs made under 45. CIVIL WORKS on account of Police buildings.'

"When I place this resolution before your Excellency in Council, I assure you I do not do so in any complaining or discontented spirit.

"I need hardly say that the question of expansion of elementary education or the opening of new elementary schools concerns mostly the ryot population of the Presidency. The fact cannot be denied that the bulk of the ryots, so many as 90 per cent of them, are poor and are, because of their poverty, steeped in ignorance and illiteracy. When, therefore, the announcement was made on behalf of Government by the Hon'ble Sir Harold Stuart at paragraph 12 of the Financial Statement of 1913-14 of the policy of Government regarding the expansion of elementary education among the masses there was a rejoicing all over the country among the ryot population. They rejoiced to know that the Government were keenly alive to their illiteracy and were solicitous it should be gradually and steadily minimised by adopting the policy enunciated in that paragraph.

"That paragraph is so charmingly sympathetic that I may be excused by your Excellency for quoting it—

'In view of the intrinsic importance of the subject, the heavy additional recurring liabilities we are assuming on account of it and the general interest taken in the development of elementary education, I propose here to make a few remarks as to our policy in this matter.

(Mr. Subbarayalu Reddiyar.)

[13TH MARCH 1916.]

"The goal we have set before ourselves is the extension of elementary education to the entire school-going population. The attainment of this ideal is, of course, beyond the resources of our provincial settlement, and the Government of India have recognised that the bulk of the funds for the financing of the new forward movement must come from Imperial sources. Anxious, however, to supplement Imperial aid as largely as we could from our existing provincial resources, we have closely scrutinised the normal development of our ordinary revenues and expenditure, and we find that by careful economy and without starving other services we can in present circumstances set aside a sum of two lakhs each year in arithmetical progression from our provincial funds proper to assist in the financing of this great undertaking. In the current year we have provided this amount for additional recurring liabilities and in the budget for the coming year we have added a further two lakhs."

"Your Excellency, I am a ryot myself and can therefore speak with authority as to how deeply grateful the ryot felt when he received this announcement. For, what greater boon could be conferred on him by his Government than the education of his children which must befit them when they grow up to be men to live happier than he and become more worthy subjects of the British Empire."

"Since the declaration of this policy the Government have been truly bountiful and liberal in their grants on expansion of education in spite of the war conditions. Year after year they have made the progressive grant of two lakhs."

"For the purpose of the present resolution which relates to the opening of new elementary schools it will be worth while to examine how these two lakhs were utilised year after year."

"In the budget for 1913-14 there was the issue of the two lakhs grant for expansion of education. There was apparently no provision in it for opening new elementary schools. The grants were mostly utilised for the maintenance and improvement of the schools that had been started in previous years—only 30 schools were opened that year, i.e., 21 municipal and 9 local boards."

"In the budget for 1914-15 there was similarly no provision for the opening of new elementary schools. The grant of two lakhs was utilised for other purposes. A resolution was moved on the subject by my Honourable friend Mr. Srinivasa Sastri and the Hon'ble Sir Harold Stuart undertook to provide a lakh from the Imperial grant of Rs. 1.25 that was then being expected. With the help of this Rs. 1.25 grant, 420 schools—32 municipal and 388 local board—were opened."

"In 1915-16, for the first time in the budget a distinct provision was made for the opening of new schools although the provision happened to be for a somewhat scanty sum of Rs. 39,000. My Hon'ble friend Mr. Narasimha Raju moved a resolution to enhance the provision by Rs. 50,000. The reply was in the negative, the ground stated being that the whole of the two lakhs grant was wanted for paying in full the teaching grants of aided schools. We have had no information if any new schools were opened last year. In all probability none were opened."

"In the original budget of 1916-17 there was no provision for the opening of new elementary schools. The provision as it stood was "for Capitation allowance and for opening higher standard in elementary schools"—Rs. 1.24 lakhs. No doubt as a result of the discussion in the Select Committee, the original budget has been amended to include the opening of elementary schools. But this inclusion cannot make any material difference as the figure Rs. 1.24 lakhs has remained unaltered. The Director, I understand, thinks that Rs. 1.24 lakhs is wholly wanted and is even inadequate for capitation allowance and for opening higher standards. It seems to me, therefore, that the amendment relating to the opening of elementary schools is more or less illusory."

"Now then year after year since the declaration of the policy in 1913-14 the grant of two lakhs was seldom or never utilised for the opening of new schools; the few schools 450 in all that have been opened were opened with the aid of the Imperial grant."

"It is far from me, your Excellency, to underestimate the purpose for which the two lakhs has been utilised year after year. To improve the existing schools, to improve the quality of education by introducing higher standards, to give aid to the grant-in-aid schools are of equal importance, as important as the opening of new schools. But when we take into consideration the present state of widespread illiteracy among the masses, the need for greater attention on the part of Government to the opening of new elementary schools cannot be too strongly pressed."

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(Mr. Subbarayalu Reddiyar; the President;
Mr. Narasimheswara Sarma; Sir Harold Stuart.)

"According to the Director's Report for 1914-15, among the 40,000 and odd villages of this Presidency about 15,000 contain a population ranging between 500 to 2,000. About 5,000 of these villages are without schools. Of the balance of 25,000 villages out of 40,000, only 2,500 have schools, 22,500 are without schools. I would, therefore, strongly urge that, in addition to expanding education by introducing higher standards in existing schools, steps should be taken to establish each year new schools in order that the number of villages without schools may be gradually reduced. This, I submit, can be done best and can be steadily done only by making a special provision for that purpose in every budget out of the two lakhs grant. It is to secure this object of opening fresh schools in 1916-17 that I have asked for a provision of one lakh in addition. In fact, since 1913-14 there has been no real advance made in the opening of new schools."

"The source I have pointed out for meeting this one lakh is 45-B. Civil Works, 14, Police Buildings. The total provision of Rs. 9.2 lakhs is made up of Rs. 7.16 on account of works in progress and 2.06 on account of New Works. I cannot nor do I seek to disturb the allotment of Rs. 7.16 for works in progress. I feel, however, that without much prejudice one lakh can be spared out of Rs. 2.06."

"I am aware of the importance attached to the Government's promise to provide quarters for men up to and including the sub-inspector's grade. I can, however, point to figures which may enable Government to see their way to accept this resolution without committing any breach of promise."

"From the items representing Rs. 2.06 lakhs allotted for new works to be started next year, I will exclude such of them as relate to constructions of quarters for men up to and including the sub-inspector's grade. The remaining items of new works are items 75, 80, 135, 136, 14, 149 and 165 roughly amounting to Rs. 96,000. Such items as constructing quarters for police patients at Narasapuram, for Police Head-quarters office, Cocanada, for Inspector of Police, Madras, for a first-class police station, Conjeeveram, and for an Inspector of Police at Vellore, etc., can conveniently wait. Their execution may be deferred for another year and the amount diverted to the opening of new schools."

"To gradually remove illiteracy is one of vital importance to the public."

"I would therefore commend this resolution for your acceptance."

His Excellency the PRESIDENT (to the Hon'ble Rao Bahadur B. Narasimheswara Sarma):—"Do you intend to move your resolution on the same subject?"

The Hon'ble Rao Bahadur B. NARASIMHESWARA SARMA:—"I will consider tomorrow whether I would move it or not."

His Excellency the PRESIDENT:—"We are going to finish the discussion today."

The Hon'ble Sir HAROLD STUART:—"Your Excellency, the Hon'ble Mr. Subbarayalu Reddiyar has proved to be like the prophet Balaam. Having started, as I thought—I am speaking only in the biblical sense of the term—to curse the Government, he has turned round and blessed them and blessed them so generously and with such evident sincerity that I feel I have very little to urge in their defence. The Madras Government, I may say, are the only Government of India, so far as I am aware, which have adopted a financial policy in the field of education. Some years ago we decided to set aside, in good and bad years, without regard to the state of our finances, a progressive grant of two lakhs. At that time we hoped to induce the Government of India to give us a progressive grant of five lakhs, but in that we were unsuccessful. But in spite of our success we have adhered to our original proposal so far as it related to our own finance. I also agree that there is still a great deal to be done in the field of elementary education, and we should like to see much faster progress too, but I do not think that education has any stronger claim than is represented by this undertaking of ours, which has been so steadily fulfilled, of a progressive increase of two lakhs of rupees per annum. The net growth of our revenue is only a little over four lakhs per annum, so that half of that growth has been set aside for elementary education. Other types of education have also received increasing grants from the Provincial Government, but that for the moment is not

(Sir Harold Stuart; Mr. Srinivasa Sastri.)

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under the consideration of the Council. I only mention it to show that we are pursuing what I think is a generous policy and a wise policy in giving as much money as we can reasonably afford for increasing the spread of education.

"Another objection that I must urge to this particular proposal, apart from the objection which lies in the fact that it would be pushing us farther than what I regard as the generous limits which we have reached—another objection which I will urge is that the Honourable Member proposes to meet a recurring charge by diverting funds from a non-recurring object of expenditure. If once we give this extra lakh we are committed to do it not only this year, but for subsequent years, whereas if we spend it upon police buildings, it is spent and done with, and it does not lay upon us any recurring liability. The Honourable Member is apparently dissatisfied with the rate of progress in opening new schools. I do not know if he is aware what the progress has been. In the four years ending 1914-15 we opened something like 3,000 new schools. What the number was in the past year or in the current year I do not know; but for the future we have provided the usual two lakhs. Half a lakh goes to additional teaching grants to aided schools. We have an addition of a training school for masters and mistresses and we have provided Rs. 1.24 lakhs for additional capitation allowances and for opening new elementary schools and higher standards in existing schools. These with a small sum under miscellaneous items make up the two lakhs. I do not think we can justifiably go further than that in the coming year. If Honourable Members turn to page 14 of the Revised Financial Statement they will see the steady growth of educational expenditure so far as the Provincial finances are concerned. I am hoping that when the war is over we may expect some further assistance from the Imperial Government for this very important branch of the administration.

"One word, your Excellency, as to the head from which the Honourable Member proposes to take the money that he requires for this increased grant. He selects the head 'police buildings.' We have a programme of police buildings which is necessarily a large one, mainly to fulfil our obligation to those officers of the police force who are entitled to free quarters. We have in the past two years spent 13½ and 13½ lakhs, and the revised estimate for the current year is 12.63 lakhs. We have put in the budget for the coming year Rs. 9.22 lakhs. That is a very considerable reduction. I may inform the Council that our attention was drawn to this important question of providing police buildings in a recent communication from the Government of India. We feel therefore that we have gone as far as possible, although in this case it is in the direction of economy, while in the matter of education it is in the direction, not of extravagance, but of expenditure. I trust Honourable Members will recognise that we alone of all the Provincial Governments have shown a determination to keep the expenditure on education advancing. I would ask them to refer to the budget statement of the Finance Members of other Governments, in this very month of March. They will see that in some Provinces the expenditure on education has diminished, in others it has remained stationary and in none, I think, has it increased. I will ask them to compare it with that of the Madras Government, who are not only maintaining the expenditure but have resolved to increase the expenditure on education by two lakhs per annum and I hope they will not accept this resolution if the Honourable Member should press it to a division."

The Hon'ble Mr. V. S. SRINIVASA SASTRI:—"Your Excellency, I am indeed delighted to endorse the satisfaction which the Hon'ble Sir Harold Stuart feels at the provision of a progressive increase of Rs. 2 lakhs per annum that our budget includes under the head 'Education.' It is unique among the budgets of the Provincial Governments in the country, and this Government are entitled to our gratitude in this respect. Whether war or no war, famine or plenty, there is an increase every year of Rs. 2 lakhs in the educational budget. But that every year more money is put into education is not the only test of wise expenditure. We have also to ask if this amount of Rs. 2 lakhs is suitably spent so as to yield the best possible benefit to the people. It is on this head that we have had quarrels with the Government during the last two or three years. In setting apart this progressive increase the Government announced that their object was in the end to diffuse elementary education, so that there should be no illiterate and no uneducated child in the country. This necessitates a regular programme of work in the direction of expanding elementary education which should be kept steadily before us. Every year new ground

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(Mr. Srinivasa Sastri.)

should be covered, new people should be brought under the influence of education, new schools established and areas not hitherto familiar with school life should be brought under the blessings of school education. The question is whether the money amounting to Rs. two lakhs every year is appropriated every year so as to secure this object. Every year hitherto the expansion has taken place only when there has been an Imperial recurring grant; and so long as there is any guarantee of the Imperial Government giving us a recurring grant for educational purposes, I have no objection to spending this money on improvement only. But from the beginning it was pointed out to our Government that it would not be altogether wise to give two lakhs to improve the existing schools. We pointed out that at least one lakh should be set apart for the expansion of elementary education, expansion meaning not merely adding higher standards to schools with lower standards, but opening schools in fresh areas as well. This has hitherto been neglected by our Government for reasons which never appeared to us quite satisfactory.

"The Hon'ble Sir Harold Stuart has said that the Hon'ble Mr. Subbarayalu Reddiyar seeks to meet recurring expenditure out of a non-recurring item. That is true. But it is not the Hon'ble Mr. Subbarayalu Reddiyar's fault. He finds the budget cut up and he wants one lakh for starting new schools. He cannot find it from the items already mentioned in the educational budget; they are all for good and beneficent purposes. It is not possible to take it out of them or interfere with the way in which the two lakhs is distributed, Rs. 5,000 here, Rs. 10,000 there and so on. He therefore raids the police for the very good reason that it will bring to the Hon'ble Sir Harold Stuart a vivid conception of what the people feel, namely, that they are not being fairly treated. Now I wish to say that if the Hon'ble Mr. Subbarayalu Reddiyar were granted as usual on this one occasion one lakh, next year it would be easy for the Government of Madras to spare one lakh out of this recurring grant of two lakhs; next year we shall have an additional two lakhs from the Government.

"The Hon'ble Sir Harold Stuart has pointed out, here is a Government with their two lakhs every year. What do they do with it? The best purpose is certainly to open new schools to conquer illiteracy inch by inch; and here is Mr. Subbarayalu Reddiyar with a few figures relating to villages which still require schools. That argument requires to be pressed a little further. There are 41,000 villages in this Presidency with a population of 200. Of this 41,000 there are only 13,000 villages which I would call provided—by provided I mean provided with schools; that is a very different way from which the word is used in the history of English education. Then there are 28,000 villages which are still unprovided. Somebody on behalf of Government will say that of this 28,000 some are hamlets. I put away 17,000 of these which consist of only 200 persons, the smallest villages, all of which are unprovided. There are 11,000 villages with a population of over 200 persons. If it is considered too much in this country to give every village with a population of 200, an elementary school, let us take villages with a population of over 500. They come to at least 5,000. Cannot we give 5,000 schools for these villages? Taking villages with over 1,000 people there are 2,500 villages according to the report of the Director of Public Instruction. Of villages with a population of over 2,000, there are still 212 which require an elementary school. The population living in these villages is one crore; one crore out of four crores are going without the facilities of education. We give two lakhs for improving elementary education. That is the only thing we have been quarrelling about,—that you give the whole amount to the improving of existing schools. I do not think that is a wise appropriation. That is the only thing we have been quarrelling about.

"Then take the argument, how many boys that ought to be at school are actually at school? At present the figure is 32 per cent. Taking the year 1904-1905 the figure was 26. That is in ten years there is an addition for every hundred boys of the school-going age of six more going to school. That is we have gone six per cent in ten years. I find from a study of the census that in ten years the population has gone up by 8 per cent. That means so far as education is concerned, notwithstanding the large sums we have been continually spending, we find 8 per cent as the growth of population and 6 per cent as the increase in education. That is we have barely marked time. That is so far as boys' schools are concerned.

"As regards girls' schools in 1904-1905 the percentage of girls going to school was 5. In the year 1914-1915 it was 9 per cent, a bare advance of 4 per cent. So far as girls' education is concerned, we are not even keeping pace with the rate of the growth of population. The figures are far more encouraging than they used to be many many years ago. We are making some progress; but we are not making it fast enough. This resolution is to tell the Government that if with the resources they have they should use the money to the best possible advantage, we can make further progress, and that as the population advances the rate at which the elementary education advances should increase and we can do better if out of the two lakhs for which the Hon'ble Sir Harold takes credit one lakh were given for the improvement of existing schools and one lakh for opening new elementary schools. If the Imperial Government should give us any more money in any year take it and add it to the resources for opening new schools.

"Your Excellency, all over the country there is a struggle between efficiency and expansion. Every Government curiously enough—I do not know what free masonry there is—every one of them stands up for efficiency in the matter of elementary education, and all our people stand up for expansion. I do not take up either of the sharp antitheses in this problem. I am not against improvement, nor is my Honourable friend Mr. Subbarayalu Reddiyar, nor any of those who advocate this proposition. We are for efficiency cum extension. The Government are altogether for efficiency. The struggle is not efficiency versus expansion, but efficiency versus efficiency cum expansion. That issue stated broadly to the Council will convince them that we are not making any unreasonable demand. It is a simple thing. If I appeal to the Hon'ble Sir Harold Stuart just for a moment to consider whether he is wise in giving away the two lakhs to the department and not seeing how it is spent, I should be making an appeal to him which he must be willing to hear. If I may be irrelevant for a moment, in the year 1910 in the Imperial Legislative Council when my late master moved for an experiment for the expansion of elementary education, the Hon'ble Sir Harold Stuart who was his colleague made a remarkable speech cutting up his proposals, criticising them and saying that the estimate of the expenditure made by him was far too modest and that it would cost a good deal more. My master represented the Hon'ble Sir Harold Stuart as unfriendly, and the Hon'ble Sir Harold Stuart claimed that his speech was not unfriendly, and that it was framed so as to assist Mr. Gokhale's object. I am glad to find that after assuming the management of the finances of this Presidency the Hon'ble Sir Harold Stuart has shown that his sympathy for education is a good deal more than platonic. The expansion of elementary education I commend to him just as much as its improvement. It is rather sad to think that this is the last budget with some of us; because I see that the Hon'ble Sir Harold Stuart can do a great deal for education, I have tried to press this view upon him—that to give money is not the only thing and that he should see that it is spent in the best possible manner."

The Hon'ble Mr. A. S. KRISHNA RAO:—"After the information given by the Hon'ble Sir Harold Stuart regarding the position taken by other Provinces in framing their financial statements I feel that it is our duty to thank and congratulate your Excellency's Government that it has been possible to make provision for an additional recurring expenditure of two lakhs for education. What this resolution now seeks to ask is that a definite provision must be made for the opening of new elementary schools. When the Financial Statement for 1913-1914 was presented to this Council we were told that schemes for the expansion of elementary education were in progress, that maps were being prepared and that lists were under preparation showing in what villages schools could be started in the years to come. Those lists and plans must evidently have been prepared; but so far as I am aware they are not available for the information of the public; so that we have not before us any definite schemes for the expansion of elementary education in this Province. It is high time, I believe, that we should have a scheme which would clearly show what villages there are containing a population of 500 or below where schools can be started as early as possible. It is a matter of satisfaction that a sum of two lakhs has been promised as a sort of progressive increasing grant for the purpose of elementary education. But is it not possible for the Hon'ble Sir Harold Stuart to see that a

definite portion of that is allotted for opening new elementary schools? There is a large body of opinion in favour of the expansion of education even against the improvement of education; and there is a large body of opinion in favour of the improvement of education even against the expansion of education. It is certainly desirable that both objects should be kept in view, and that more schools should be started year after year in a fixed proportion. It will be certainly desirable if a definite portion of this sum, not less than one lakh, is annually devoted for the opening of new elementary schools and further progress is shown in this direction. What do we find in the programme of the last three or four years? We find that in 1914-15, i.e., last year, there was a provision in the budget of Rs. 10,000 for opening new schools, but no schools could be started and in the revised estimate the provision was struck out. Though Rs. 20,000 was budgeted for in 1915-16 for opening elementary schools for girls, only Rs. 9,000 was spent. We find the same provision repeated when we come to the budget for 1916-17. We find that 1.24 lakhs is provided for capitation allowance, for opening new elementary schools and for opening higher standards in elementary schools, but we have no definite information yet as to the amount required for additional capitation allowance or for opening higher standards in elementary schools, for us to judge whether ample provision is made for opening new elementary schools. It is quite possible, as the honourable mover of the resolution has pointed out, that the Rs. 1.24 lakh provision might be consumed by the other two objects, that is, higher capitation allowance and opening higher standards in existing schools, and that there will be no sum available for opening new elementary schools. Therefore it is necessary that your Excellency's Government should make a definite allotment for the purpose of opening new elementary schools. If once a provision is made, I do not think that the question as to whether it can be taken out of police buildings can present any difficulties. If the object of this resolution is accepted, I think it will be quite possible for the Honourable Member to point out the sources from which this expenditure can be met. It is unnecessary to suggest whether it can come out of police buildings or whether the police buildings should be put off till next year, for the purpose of giving effect to this resolution."

The Hon'ble Rao Bahadur B. NARASIMHESWARA SARMA:—"My Lord, the subject of education is dear to the heart of every non-official member. I do not by specifying non-official members mean to say that the official members are any the less inclined to advance the cause of education; but they cannot be so vociferous in giving free expression to their views as we non-official members can be and possibly not so enthusiastic. I join the three previous speakers in congratulating the Government upon their policy, but I hope it will be clearly understood that if we do not expressly refer to our feelings of gratitude in any matter, it is not because that we do not feel that the Government are giving help to the best of their ability, but because we are on the horns of a dilemma—whether we will be advancing our cause by unduly acknowledging what is being done or attempted to be done by the Government; I think in this respect we are in a somewhat akin position to that of a deserving suppliant for charity who went to a gentleman in high position. The question put to him was 'Did I assist you last year?' 'Yes, sir, you did.' 'Then you cannot expect me to assist you this year.' This man did not know how to answer him. He went to the same gentleman next year and he again asked him 'Did I help you last time?' 'No, sir.' 'Last time I considered all your claims and I did not assist you. How can I help you now?' When we ask the Government for a small additional grant, they say we have considered all your claims and we have given you Rs. 2 lakhs and it is not possible for us to give you one lakh more. If we say 'You have hardly done anything worth the name,' the Government will be wrath and say 'You cannot appreciate what we do and we won't do anything.' Every one of us does recognize that the Government are sincerely anxious to promote the cause of education and have taken a notable step in laying down a definite policy. But what we want is the recognition on the part of the Government that notwithstanding all that they have done and are attempting to do the rate of progress is phenomenally slow, and there is a deep desire on the part of the people that the Government should devote as much of their surplus cash as possible towards education, because they feel that unless the resources of the country are developed, there can be no possibility for higher taxation or for the improvement of the revenue and without improvement of the revenues there

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will be stagnancy in every department. Therefore, it is that the people do ask the Government very respectfully that for every rupee spent on land revenue or police Rs. 4 may be spent on education. The Government have sanctioned a recurring expenditure of 4 lakhs and 5 lakhs under Land Revenue and Police. We have a right to expect something more than 2 lakhs under 'Education.' I do not think that they are altogether unjustified in taking that attitude having regard to the reasons I have mentioned. In this battle, quantity *versus* quality, or efficiency *versus* expansion, there is no doubt that one party takes an extreme view and justifies its position, and the other party is naturally driven to the other view. As the Hon'ble Mr. Srinivasa Sastri has said, neither party desires it. We have tried to solve it in the Finance Committee by including expansion and efficiency in the resolution, and we want this Government to give effect to it this year.

"One point that strikes me is that the greatest need of the hour in this Presidency is expansion. Until people can realize the benefits of higher education, schools will have to be multiplied in villages where there are absolutely no schools before Government need think of having the fifth, sixth or seventh standard in these elementary schools. I say that for this reason, for we find in the Report on Public Instruction for 1914-15 an interesting column showing the number of pupils in each standard. We find 220,000 in the first standard, 167,000 in the second, 135,000 in the third standard, 36,000 in the fourth standard, 3,300 in the fifth standard, and so on. In the secondary schools there are 18,000 boys in the fifth standard. Mere elementary education in the fifth, sixth and seventh standards does not seem to be sought for by the people at the present stage. What it will be in the future I cannot say, but the need of the hour is the expansion in the first four standards. That there is need is amply shown. There is a large number of villages with a population of 500, 1,000 or 2,000 which do not possess a single school, and consequently it cannot be said that we are asking for expansion in an undesirable direction; I hope the Government instead of being satisfied with what they have done in the past and are doing at present will meet the wishes of the people half way and make some additional grant for opening new elementary schools and earmark it so that there might be no possibility of diverting it to other channels whatever may be the temptation to do so."

At this stage the Council was adjourned until 11 a.m. on Tuesday the 14th March 1916.

C. G. TODHUNTER,
Acting Secretary to Government, Legislative Dept.

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 Act of Parliament, 5 & 6 Geo. V, Ch. 61.

The Council re-assembled at the Council Chamber, Fort St. George, at 11-30 a.m. on Tuesday, the 14th day of March 1916.

INCREASED PROVISION FOR ELEMENTARY SCHOOLS—*cont.*

(The President; Mr. Stone.)

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The Council re-assembled at 11-30a.m. when the discussion on the Revised Financial Statement was resumed.

INCREASED PROVISION FOR ELEMENTARY SCHOOLS—cont.

His Excellency the PRESIDENT :—"We continue the discussion on resolution IX relating to increased provision for elementary schools."

The Hon'ble Mr. J. H. STONE :—"Your Excellency, I think I cannot do better than by saying a few words about the way in which it is actually proposed to spend the two lakhs increment because I cannot help thinking that there is some misconception. One charge upon it is the additional grants-in-aid to elementary schools. It is inevitable, I think, that the amount necessary for these grants-in-aid should rise year by year; and elementary education would certainly be in a very unhealthy state, if that were not the case. Furthermore, it must be remembered that we have promised in our code that we will give certain grants to people who keep these elementary schools. I think certainly a very early charge, if not possibly the very first charge, upon educational funds should be to redeem that promise made to elementary schoolmasters."

"Then, another head under which this recurring grant of two lakhs is spent has been described as the improvement of elementary schools. I think possibly the word 'improvement' has led to some little misapprehension. One honourable member for instance took the table called 'the ladder of education' which is an extremely valuable one and worth more than almost all the rest of the report, and he noticed the small number of pupils in the fifth, sixth and seventh standards. He seemed to think that we wished to increase the number of the fifth, sixth and seventh standard schools, which are called higher elementary schools. No doubt these are very useful institutions. There was a time when it was supposed that they were going to supersede what in olden days we called the Lower Secondary schools; I do not think there is now any prospect of their superseding those schools on any large scale. I am not therefore inclined to give such schools any special encouragement. When I talked about the improvement of elementary schools, in so far as that means the raising of the standard, I am confining it in my own mind to the opening of the fourth standard. Dr. Bourne took a totally different view. Dr. Bourne thought that a typical elementary school should be a third standard school; but I think that it should be a fourth standard school, for the simple reason that I do not think that a third standard school can effect this breaking down of illiteracy about which we have heard so much. I do not think that boys who pass through the third standard schools are necessarily permanently literate; and again, even if a boy gets to the third standard and not the fourth, it is found to be much better if he should get to the third standard in the fourth standard school, because in that school you are likely to have a more efficient headmaster than in the third standard school. Therefore, we ought to encourage by all reasonable means the raising of schools to at least the fourth standard. Above the fourth standard, I am prepared to see education taken care of by the organization for secondary education. That is one way of improving the schools and that is the meaning of the word improvement."

"Then another point. I dare say the Honourable Members will have noticed that after an attack on the Western front in which we succeed in gaining some miles the next thing we hear of is the work of consolidating these newly-won positions. In the same way in the improvement of schools we have to consolidate our positions. What happens when we have a grant for opening new schools? Most of the grants have come from the Government of India, as you know. Schools are opened with one teacher only and some perhaps with two. If these schools are opened with proper judgment, they very soon rise in strength, and it is very soon seen that the one teacher ought to be two and that the two ought to be three teachers. What we want to do is to consolidate our position by taking care that the schools already opened shall be brought up to the necessary level of efficiency and that the opening of them should not be made of no effect by their being allowed to fall below that necessary standard."

"Then the third way in which we have said that this two lakhs progressive grant is to be spent is on the payment of capitation allowances. These allowances were provided for in the Code, but the paying of them is made optional with the local

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bodies; the local bodies may pay them or not, according as they are in a position to do so or not. It is also well-known that if the payment of these allowances were really left to the local bodies they would not be paid at all. They have to be paid from subsidies paid by the Government. These allowances are similar to the capitation grants. They are allowances which are intended to encourage municipalities to employ trained teachers, to encourage the teachers to get the boys into the schools and to keep them there and also to encourage teachers to maintain the general efficiency of the schools. So far, therefore, no one has objected to the payment of these capitation grants. What we mean when we say that we have devoted a part of two lakhs to the payment of capitation grant is that we are devoting it to getting capitation grants paid, not at the rate of 75 per cent which is the average actually paid but at the rate of 100 per cent and so long as the capitation allowance system remains, I think the Council will admit that it is necessary that capitation allowances should be paid in full.

"These were the three principal things which we originally put in the budget and which were to be met out of the two lakhs increment; and this two lakhs increment would not be very much more than enough to meet those needs. As I said before, the amount needed for paying grants to elementary schools, that is, of course, schools under private management, is certain to increase progressively and the increase, as a matter of fact, has been with considerable rapidity since some time after 1906, because the list of backward classes has been so much enlarged. The result of the enlarged list of backward classes was that a large number of boys flocked into schools and therefore the grants which were based largely on the number of boys at school had to be larger. That same remark applies also to the board schools, where capitation allowances instead of capitation grants are paid."

"I hope that this information will have sufficed to indicate that, although we are not able to provide from our own resources much for the opening of new schools, we are none the less keenly concerned in the development of elementary education. As I said yesterday, this contest between efficiency and extension will not be settled today or in any near possible time. But I must say that I think it must be clear that the consolidating of our position and providing education which is really of some use instead of adding to the rather considerable amount of what is called education which is now going on, but which I am sorry to say is of very little use—I think it is much better that we should try and ensure that what little elementary education we have shall really be useful and shall really be able to break down illiteracy. It is really more important that we should see to that, than that we should try, with our straitened resources, to extend it over a wider area."

The Hon'ble Rao Bahadur M. RAMACHANDRA RAO :—"Your Excellency, I am rather glad to hear from the Hon'ble Mr. Stone that there is some divergence of views between himself and his immediate predecessor in office with reference to the ideal of an elementary school. One of the points which has frequently come up for consideration in this Council and I believe, will also come up for consideration before the Conference which is to meet a few days hence is the question of opening the fourth standard in the elementary schools under public management. I have only to point out that on this matter I wish that the Hon'ble Mr. Stone had indicated to us what proportion of this progressive increase of two lakhs was spent on what he called improvements and the opening of higher standards in the already existing elementary schools and what proportion was spent on capitation allowances, and how much was also devoted for the purpose of inspection. From my own recollection of this matter I was under the impression—I may be wrong—that a portion of this progressive increase was devoted in a general way for the purpose of increasing the inspecting agency and apart from this, my Lord, on the question of improving the higher standards in existing elementary schools I think that no appreciable advance has been made notwithstanding that this progressive increase is being and has been spent for some years. I have only to bring to the notice of the Honourable Members the figures for 1914-15. With reference to institutions which have standards above the fourth, Honourable Members will notice that institutions which have standards below the fourth are 21,854 out of 26,504 and those above the fourth standard are 3,944 as against 4,029 in the previous year. In considering what portion of the increased grants is devoted to the opening of higher standards in already existing

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institutions, I am rather inclined to think that a substantial portion of this amount was not devoted to that purpose. However, my Lord, I have only to say one word and that is, that we require much more money than we have for the progress of elementary education.

"The specific request made in this resolution is that an additional sum of one lakh of Rupees should be devoted to it and that the programme of police expenditure on buildings might be cut down by one lakh. As to the fact that one item is of a recurring nature and the other of a non-recurring nature, it is unnecessary to say that even with reference to the police building programme I am certain that the programme will continue for the next eight or ten years and that the expenditure on buildings must be regarded as of a recurring nature. As I said yesterday, it will be within the recollection of Honourable Members that our future expenditure on police buildings cannot be anything less than one hundred lakhs and it will be at least ten years before the programme is completed. Therefore, it would not matter very much if police buildings are cut down by a lakh; instead of having police huts constructed for ten lakhs, I believe public interests would not suffer if the expenditure is reduced to nine lakhs. Therefore there is not much in that statement. Finally, my Lord, I should like to point out that, as my Honourable friend Mr. Srinivasa Sastri pointed out, if we had no other source we have to raid the police for the expenditure which we have at heart.

"Some reference has been made to the fact that most of the expenditure was incurred from Imperial grants. As it has been the case with me for some time past, I have again to complain of the distribution of the Imperial grant specially for elementary education. Honourable Members will notice that these Imperial grants were made in 1911, 1912, 1913 and 1914 out of a total of Rs. 85.90 lakhs, Imperial grants, specially for primary education. This province was given Rs. 9.90 lakhs, Bombay Rs. 7.87, the United Provinces Rs. 8.53, Bengal Rs. 18.21. I do not know what test has been applied in the distribution of these large recurring grants; but taking any test I should think that we have reason for complaining of the way in which these grants have been distributed both for capital expenditure and for recurring expenditure. With a population of 41 millions we get Rs. 9.90 lakhs whereas Bengal gets Rs. 18.21 lakhs with a population of 55 millions, and Bombay with a population of 27 millions gets Rs. 7.87 lakhs. It seems to me, my Lord, applying any test, that this unequal distribution is quite apparent; and in the matter of capital expenditure taking Bombay which has certainly two-thirds of our population and Bengal which has one-third more than we have, Bengal secures double the amount of this recurring grant and Bombay gets practically what we have in these Imperial grants. As regards non-recurring grants, the same inequality is to be observed, Madras gets 19 lakhs, Bombay gets 14.42 lakhs, the United Provinces gets Rs. 17.50 lakhs and Bengal gets Rs. 29 lakhs. I think that if nothing is done we must again raise the question of inequality of grants. I am glad to hear from the Hon'ble Sir Harold Stuart that some representation was made that Rs. 5 lakhs more should be assigned to this province for expenditure, but that request was declined.

"In regard to the efficiency in elementary education, I do not think that our province, as compared with other provinces, can be said to be very efficient in regard to pupils up to the upper primary stages. Our province is at the bottom with 5.8 per cent, whereas in Bombay it is 31 per cent, Bengal 6.9 per cent. Every other province is better than ours in the matter of pupils in the upper primary stages and those above the fourth standard. So I think both from the point of view of efficiency and primary education in our province, our province has not at all been fairly treated in the matter of Imperial grants for elementary education."

"The Hon'ble Mr. C. V. S. NARASIMHA RAJU:—"Your Excellency, the Hon'ble Mr. Stone explained to us the various ways in which the provision of two lakhs is spent year after year. He stated that the grant-in-aid to private schools is the first charge on this lump provision of two lakhs and I do not think any member of this Council will differ from him in saying that it should be the first charge; but we have got one fact to represent to Government. As far as private schools are concerned, the grant to be given to them is entirely in the hands of the educational authorities and the public have no voice in the matter. Now in one village a teacher

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starts a school, and the villagers have really no control over the matter; if the supervisor or the sub-assistant inspector visits it and gives a grant there ends the matter, and nobody knows how the school is actually working, except these lower educational authorities. There was formerly the practice of giving these grants to schools through local bodies. That has been changed and it is entirely in the hands of the educational authorities. A change is necessary and if the grants are given through local bodies, they will be in a position to control and see that efficient work is done in these aided schools.

"The next point that he touched upon is that most of the grants goes for the improvement of schools. In this connection he stated that illiteracy is not dispelled by the lower secondary schools and he hoped to dispel illiteracy by the introduction of the fourth standard. He says that he differs from Dr. Bourne who was of opinion that the third standard was enough. He says that a higher standard should be introduced. I do not know what is the basis of calculation of the Hon'ble Mr. Stone to say that the introduction of the fourth standard will dispel illiteracy. Are we to take his *ipse dixit* or are there any arguments to convince us that the mere introduction of the fourth standard will dispel illiteracy? He stated that, by the introduction of the fourth standard, better headmasters will be introduced into the schools. That may be in theory, but in practice I wish to point out that that is nowhere carried out. In all cases we see that soon after the introduction of the fourth standard, the working master of the previous school is given a promotion and he is styled the headmaster. That is invariably the case as far as my experience goes. There is no standard of efficiency fixed. Even the primary trained teacher who was managing the third standard would be asked to be the headmaster of the new schools and he would draw a salary of Rs. 12 instead of Rs. 10.

"The Hon'ble Mr. Stone said that the introduction of the principle of capitation allowance would encourage the entertainment of trained teachers. I say it is highly desirable that trained teachers, as far as practicable, should be entertained; but I cannot understand how this principle of capitation allowance, as it is worked now, will encourage local bodies to entertain trained teachers. All capitation allowance goes into the pockets of the trained teachers and I do not know how it stimulates local bodies to entertain trained teachers. If the grant is given to the bodies and it goes to the augmentation of the general funds of the local bodies, then it will stimulate the local bodies to entertain trained teachers; but so long as the local bodies act as post-offices to distribute the capitation allowance that is now given by the Government to school teachers, I do not see how it encourages the entertainment of trained teachers.

"The Hon'ble Mr. Stone has not touched on the question of new schools. What he means is that whatever remains after utilising all this money for these purposes will be utilised for opening new schools. Even here most of the aided schools are converted into board schools by the aid of subsidies which the Government give year after year and the local bodies have no concern whatever; they are not at all consulted, it is only that a Government order is issued that schools shall be started in such and such villages without previously consulting them. In most cases, these villages have already got aided schools and, in the ends of justice, the teachers who are already teaching in them will be taken into the board schools and will be paid, instead of the grant-in-aid which they get at the rate of Rs. 42 per head, a regular salary of Rs. 10 or Rs. 12 per mensem according as they are trained or untrained teachers. I may say that this policy is adopted in most of these cases and the educational authorities give a sort of promotion to the aided teachers to recommend these schools to be converted into board schools and municipal schools. That should be put an end to and a distinct provision should be made year after year for opening new elementary schools where there are neither aided nor primary schools. Here again there is a difference of opinion between officials and non-officials. As far as I had conversation with the educational authorities, they are of opinion that it is not at all desirable to start a new school in places where there is no aided school. I beg to differ from them in that respect. Where there is a desire among the people and where some of them belong to the literate class they will truly attempt to have an aided school. But there are a large number of agricultural villages where the people are not at all going in for education and it is the duty of the State to see that schools are started there in the first instance instead of converting aided schools into public schools. Therefore, I think the acceptance of the

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resolution of my Honourable friend Mr. Subbarayalu Reddiyar will earmark year after year a particular amount for opening new schools and not converting existing aided schools into schools paid by public bodies such as local boards or municipalities."

"The Hon'ble Rao Bahadur A. SUBBARAYALU REDDIYAR:—"Your Excellency, we have all heard the naked statement made by the Director of Public Instruction that the grant of two lakhs will be wholly needed for the improvement of the existing schools and for the consolidation of the existing schools, by paying capitation allowances and grants and improving them otherwise, by introducing the fourth standard and so on. Are we to be left in despair after all, regarding the addition of new schools if his calculations are correct? According to him the sum of two lakhs will be needed for the consolidation of schools. Then when are we to expect that any portion of that grant will be earmarked and spent upon the addition of new schools? We are all as anxious as he to consolidate the existing schools, but, at the same time, we non-official members have expressed our views unanimously that we are anxious to reduce the field or the area of illiteracy. It was with that object in view that I have come before your Excellency in Council for an additional grant of one lakh this year. That one lakh is not much to spare. It seems to me, your Excellency, that the police buildings of the sort I have mentioned, I mean the construction of inspectors' quarters and so on, can afford to wait for another year and in the meantime this one lakh can be devoted to the opening of new elementary schools.

"It has been said that I have been trying to divert a provision made in the shape of non-recurring grants to a recurring grant. It seems to me that it does not matter much, as the Hon'ble Mr. Srinivasa Sastri said. If new schools are opened this year to provide for the next year, a portion of the two lakhs grant will be available and a portion of that grant may be utilized for maintaining the new schools opened. There may not be much difficulty if only the Honourable the Finance Member directs his attention to it. It seems to me now that the Hon'ble Sir Harold Stuart has heard the non-official views in the matter—it seems to me that we can make a request of him to reconsider his views in the matter and to see if he cannot find his way to set apart this one lakh out of police buildings which certainly can afford to wait for another year."

The Hon'ble Sir HAROLD STUART:—"Your Excellency, Honourable Members who have spoken have said so much that is complimentary to your Excellency's Government's policy of education that I feel most reluctant to criticise their criticisms. I should like to acknowledge, on behalf of the Government and on behalf of myself, their recognition of what we have tried to do to advance education and in particular elementary education.

"Before proceeding further, I wish to correct some statistics that have been given by the Hon'ble Mr. Srinivasa Sastriyar and the Hon'ble Mr. Ramachandra Rao. The Hon'ble Mr. Srinivasa Sastri said that in ten years the proportion of boys of the school-going age actually at school had only risen from 26 to 32, and he contended that that did not keep pace even with the growth of population, taking as he did the growth of population at 8 per cent. If we merely kept pace with the growth of the population the increase in percentage would not be 6 but 2.08 per cent. But we have done a good deal more than keep pace with the growth of the population. The figures he has quoted were calculated not on the same population but on the population of each period of ten years. There has been substantial progress. We might all desire to see better progress; but it cannot be urged against the Government of Madras that they have done nothing to advance the cause of elementary education. In the case of girls, education has steadily advanced and the percentage has nearly doubled in ten years, although it is still very low owing to circumstances into which I need not enter.

"The Hon'ble Mr. Ramachandra Rao referred to the distribution of the Imperial grants and although I think it is irrelevant to the discussion, your Excellency will perhaps permit me to correct one important mistake which he fell into in regard to the population of Bengal. Bengal, in my table, includes the whole of old Bengal, Orissa, Assam and Behar, and the population of that huge tract of country is not

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55 millions but well over 80 millions—that is very nearly double the population of Madras. It was not unfair therefore that they received double the Madras grant; other provinces were treated with much less generosity than Madras. I mention this matter to prevent a wrong impression being created, although I have said that it is not particularly relevant to the present discussion.

"The Hon'ble Mr. Narasimha Raju apparently wishes us to give these grants in such a way that they will stimulate local bodies to spend more money upon education. I should be very glad to produce that result, but I do not think that the other Honourable Members would agree with him that we should only give grants on the ordinary grant-in-aid principles; that is, only when the local body is ready to spend one rupee we should give another rupee in accordance with the Grant-in-Aid Code. If we are to do that, the progress of elementary education will be very much slower than at present, and we had therefore reluctantly to abandon the practice of stimulation and simply give money which covers the whole cost of expansion of elementary instruction.

"The Hon'ble Mr. Srinivasa Sastri was good enough to refer to a speech that I made five or six years ago in the Imperial Legislative Council on the subject of elementary education. My recollection is that on that occasion I referred to a report on elementary education in Japan and mentioned that it had been found there that, when the conscripts came up to undergo their military training at about the age of 20, although they had had four years' compulsory instruction in elementary schools, a very large proportion of them had forgotten how to read and write. I also said, if I recollect rightly, that education which was inefficient was almost worse than useless. Your Excellency, I still hold that opinion; I still maintain that mere quantity which is markedly below the standard of quality involves a waste of public money, and I would urge on those who are interested in the spread of education, in breaking down this great barrier of illiteracy, to consider whether they are really breaking down illiteracy if they have children in an inefficient school for a few years and if, by the time the child is fifteen, sixteen or seventeen, he has forgotten all that he learned. However much you may desire to develop the cause of elementary education, you will not break down illiteracy by spending lakhs and lakhs of rupees on giving such an inadequate and useless form of education as that suggested by the Japanese results.

"The Hon'ble Mr. Subbarayalu Reddiyar said that they were left in despair. Why should they be left in despair? Because we have declined to give an extra grant? I think the figures I have given will show that there is no ground for despair and that we are making progress, and if I were as keenly interested in education as the Hon'ble Mr. Srinivasa Sastri is—and I have always put his interest as higher than that of most of us—it would be a matter of congratulation that the department is giving reasonably good education rather than spreading the butter so thin that it can hardly be seen on the bread.

"The Hon'ble Mr. Ramachandra Rao referred to the enormous amount of work to be done in breaking down illiteracy and he also said that there was an enormous amount to be spent on police buildings. While in the one case he urged the largeness of the programme as a reason for an increased grant, in the other he urged the same reason as a justification for taking away one lakh. That seems to me somewhat inconsistent and I think it is not an argument which will impress this Council. In this year of financial stringency we have maintained our obligation, our self-imposed obligation, of increasing the expenditure on education. As I mentioned yesterday, ours is, I believe, the only province in India which has shown an increase in expenditure on education this year. We have also, it is true, been obliged to increase the expenditure on police; but, your Excellency, if it is a duty to break down the barrier of illiteracy, surely it is also a duty and even a more elementary duty of Government to maintain law and order. Although I feel very strongly indeed the urgency of the claims of education, I feel quite as strongly the urgency of the claims of public tranquillity, law and order; and in this year under this particular item which has been attacked for the purpose of finding more money for education, we have reduced our expenditure by twenty-five per cent. Whereas we have increased our expenditure on education, we have reduced our expenditure on police buildings by no less than twenty-five per cent. I do not think that the

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Government should be pressed to go further than they have done in having given a very substantial grant for the spread of education in the coming year. I must, therefore, oppose the resolution and ask the Council to reject it."

The resolution was then put and lost.

C. G. TODHUNTER,
Acting Secretary to Government, Legislative Dept.

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 Act of Parliament, 5 & 6 Geo. V, Ch. 61.

The Council re-assembled at the Council Chamber, Fort St. George, at 11a.m. on Tuesday, the 14th day of March 1916.

INCREASED PROVISION FOR ELEMENTARY SCHOOLS IN BACKWARD AREAS.

The Hon'ble Rao Bahadur B. NARASIMHESWARA SARMA :—"Your Excellency, I beg to move the resolution X which enters a special plea for the backward areas in this Presidency and asks for an increased grant of Rs. 50,000 for the establishment of new elementary schools therein. The resolution is in these terms :—

'X. This Council recommends to His Excellency the Governor in Council that the provision under 22. EDUCATION be increased by Rs. 50,000 for the establishment of new elementary schools in backward areas and that the increased cost be met by a reduction under 45-B. CIVIL WORKS.'

"My Lord, I owe an explanation to the Council for pressing this subject upon their attention, immediately after the rejection of the proposal for the increase of one lakh for the establishment of new schools throughout the whole Presidency. My explanation is that I have asked here for a recognition, I would not say exactly of a new principle, but of a tacitly understood principle that the backward areas need special recognition in the matter of the distribution of grants, in the matter of the contribution from the Public Exchequer, in order to bring up those areas into line and into harmony with the conditions that prevail in the rest of the Presidency and in the rest of the country. My Lord, Honourable Members while speaking on the previous resolution have expressed sincere gratification at the policy steadily pursued by this Government in the matter of encouraging elementary education and I join in the chorus of applause and rightly so too. But while recognizing what the Government have done in the past and what the Government are doing at present, may I also point out that we are to recognize, if we compare ourselves with the immediately adjoining Presidency of Bombay, that we might be considered to be a backward area and that we should not rest content with that self-satisfaction, which may be the result of a recognition of our efforts in the past for improving education. I say that, my Lord, because it seems to have been contended on the part of Government that this Government have been devoting large funds, to a very considerable extent, to the promotion of primary education and that non-official members are practically wrong in pressing their claims for elementary education on the attention of Government during a year of stress. My Lord, may I point out that while we spend Rs. 38 lakhs and are gratified at the result, the expenditure in Bombay on public instruction seems to be one crore and fifty-nine lakhs, and the Provincial expenditure on primary education is Rs. 70 lakhs; whereas we seem to be spending about Rs. 38 lakhs out of a total expenditure on primary education of Rs. 53 lakhs from Provincial funds; we spend 73 per cent or so, it comes roughly to Rs. 38.6 lakhs. The latest report of Bombay—"

His Excellency the PRESIDENT (*interrupting*) :—"If I may interrupt the Honourable Member, it is not open to him on this resolution to discuss the general question of elementary education. The only ground upon which I am able to admit the discussion of this resolution is that it applies solely to education in backward areas. We have already travelled over the general ground."

The Hon'ble Rao Bahadur B. NARASIMHESWARA SARMA (*continuing*) :—"I bow to the ruling. I knew that it would be irrelevant, but for the fact that I was asking for an additional grant. All that I meant to say was that we might increase the grant, and that is the reason why I have alluded to that to some extent. Now, my Lord, I have entered a plea for the backward areas and I speak in particular of three or four districts. I have got details for 1913-14 and not 1914-15. We find there that the districts of Chittoor, Vizagapatam, Salem and Anantapur are at the bottom of the scale. There are a number of districts below the average, about eleven in all; but I shall not refer to them. For the purpose of comparison, I shall confine myself to two or three of them. While the Bombay average is 40 per cent, the Madras ranges

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between 31 to 32 per cent. The average in Chittoor is 20.4 per cent, in Vizagapatam 21.5 per cent, in Salem 21.8 per cent and Anantapur 23.6 per cent and in Coimbatore 25.1 per cent. Taking the number of villages we arrive at rather astonishing results. There seem to be 40,000 villages in the whole Presidency in the ordinary tracts and there are only 12,778 villages in the whole Presidency where there is a school. That roughly works out to about 33 per cent. There are 12,346 villages in Vizagapatam. I include therein a number of Agency villages which have a very sparse population and the number of schools is astonishingly small, viz., 914. Even taking villages with a population larger than 500, there are 74 villages with a population of 2,000, 112 villages with a population of 1,000 and 1,243 villages with a population of 500 which have no school. Salem is also a district that falls below the average—we have 1,689 villages and there are schools in 381; the average would be 560. Here also there are 142 villages with a population of 2,000 that have no school; 178 and 409 villages with a population of 1,000 and 500 respectively that have no school. Similar results will be observed in the case of other districts also if a close analysis be made. If you look to the distribution of grants, my Lord, we find turning to page 58, taking these two districts of Vizagapatam and Salem, the total population of which roughly works out to about five millions or one-eighth of the whole Presidency or 12½ per cent they are getting only 6.8 per cent of the grants. So we cannot say that they are getting a proportionate amount and that consequently they should not grumble so much. If the percentage for Madras 12.36 per cent be excluded, the results would not be so glaring, but even then I would submit that the proportion works out much smaller than what ought to be the case.

“Your Excellency’s Government will, therefore, see that a good plea can be entered for some of these backward areas and there is absolutely no chance, no hope of these coming into line with the rest of the Presidency, unless some extra help is given to them. We cannot say that, if extra help is given, the people are so intellectually low that they would not take advantage of the facilities given to them, because if you compare the growth of secondary education in Vizagapatam with that of the neighbouring districts and also the growth of higher education, you will find that district will compare very favourably with the adjoining districts; and that is because exceptional facilities have been afforded in the matter of higher education there by public-spirited men. Therefore, it is for lack of facilities and for lack of schools that these districts are so backward. Am I very far wrong in asking your Excellency’s Government in paying special heed to these comparatively backward areas in pulling them up in the ascending scale of education? The answer may be and is given often-times that this can only be done by sacrificing the claims of areas where education has already spread and where it will be more rapidly pushed and that it would not be always wise or statesmanlike to do that. But that does not seem to be the policy of the Government of India or of the local Government in the matter of the distribution of Imperial or other grants. One practical principle that seems to underlie the whole policy is that no province should be allowed to go too fast and that all should be, as far as possible, the same in the matter of education as in other things. Whatever it may be, my Lord, I ask in this resolution for a special consideration and for a grant of Rs. 50,000—it is not a very large sum—to aid primary education in these backward areas. I know that your Excellency’s Government have not been able to see your way to grant one lakh of rupees for the spread of education generally in this Presidency; but I hope that inasmuch as the Government of India have placed special funds at the disposal of this Government, it might not be altogether impossible to give Rs. 50,000 or a smaller sum for the purpose of encouraging these districts in advancing the cause of education therein. Much more might be said by going into details, but inasmuch as the subject of education has already received considerable attention, I shall not take up the time of the Council unnecessarily. With these words, I ask for the favourable consideration of the Council.”

The Hon’ble Sir HAROLD STUART :—“Your Excellency, in so far as this resolution asks for an increase in the grant for education, I have nothing more to say than I have already said on the previous resolution. The Government are giving as much as they can give for education and they cannot agree to make a further grant of Rs. 50,000.

“The Honourable Member has urged the claims of what he called the backward areas for special consideration. It is a somewhat misleading term, because, judging

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by the percentage of figures alone, it appears that the district of Salem is much more backward than the district of Ganjam, a position which few of us would be prepared to admit. I remember when I did the census of 1891 Ganjam appeared as rather an illiterate district and when my figures were compared with those of the Director of Public Instruction, it was found that the number of boys returned in the census as at school was much less than the number returned in the tables of the Director. We held an investigation and we found, I am sorry to say, that there was an extensive system of fraud in the school registers of school-going children; there was a practice of transfer between school and school for the purposes of inspection and this practice was particularly common on the frontiers of Bengal. Masters lent their pupils to each other across the frontier. The result was that Ganjam appeared in the report of the Director of Public Instruction as an advanced district in the matter of education, while in the census returns it was a district far from advanced. Those who know the district felt that the census returns were the more correct. I do not attach much importance to the Honourable Member’s specific cases of Salem and Vizagapatam. Vizagapatam, for example, includes an enormous area of Agency tracts where people are not ready for education. I speak from actual experience, for when I was in Vizagapatam, in the Agency tracts, I urged the people repeatedly to send their children to school. They told me that education was not liked by them. They had a proverb ‘*poroja nat dombo pat*’ which means ‘naught for the higher classes and education for the Pariah.’ When I pressed still further, one of them said that it was of no use. There was a man who had learnt to read and write and what happened was that ‘his eyes fell out, his head broke, his brains gushed forth and he died.’ My Lord, I must apologise for this somewhat irrelevant digression. The point I wish to make is that the Government and the department in spending their grants do consider the backward tracts, but I do not think that they regard any district as a whole as backward. The Director of Public Instruction has elaborate maps showing the distribution of schools and the size and the area of each district. He sees from the map what areas need more schools; and in spending the money he does what the Honourable Member requires—he does regard the backward tracts. As regards backward classes we have gone a great way. A very considerable portion of the population are classed as backward with the result that they pay no fees or very small fees. As far as special consideration to the backward areas is concerned, we are already doing what the Honourable Member wants us to do, while with reference to giving more money for education, I must urge the plea of *non possumus* that I urged in reference to the previous resolution. I must, therefore, oppose this resolution.”

The Hon’ble Rao Bahadur B. NARASIMHESWARA SARMA :—“Your Excellency, I do not think I need say very much especially when the Honourable the Finance Member pleads inability to add to the budget grant; but my Lord, when I gave instances of Salem and Vizagapatam, I only mentioned large areas where the deficiency was so glaring. I quite recognise and I mentioned that also that, amongst the 12,000 in Vizagapatam, there was a considerable Agency area and even excluding that area the population consists of about two millions and odd and the number of literate people is comparatively smaller than in several other districts which are not so bad. With regard to Salem, this is a district that has been long recognised, at any rate for about ten or fifteen years, as the lowest in the ladder and I think the notoriety, which it has earned will, I hope, be removed by Government at the earliest possible stage. Government have stated that to a certain extent the principle is being recognised and I hope when better times come the principle will be recognised in a much more practical and emphatic shape and that a special grant will be given therefor. I do not see any use in pressing this resolution just at present.”

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

C. G. TODHUNTER,
Acting Secretary to Government, Legislative Dept.

Extracts from the proceedings of the Legislative Council relating to the resolutions have been added to the file. No further action is necessary. 16

2. A draft order recording the notes is submitted for approval.

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

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READ ALSO:-

C. No. 7838 From the No., dated 191 .

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REF TO C. No.

GOVERNMENT A A A A A A A

GOVERNMENT.

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