

Home (1918) Department.

(287)

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G.O. No.

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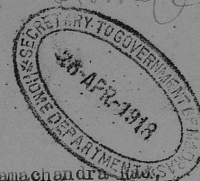
DATED

2-5-18

[Despatch Abstract.]

Travelling allowance.

Sanctioning the payment of -- and daily allowance at first class rates to the non-official gentlemen attending the Educational Conference to be held at Cotacumund on the 14th day and succeeding days



HOME DEPT. CASE 1102A
26-24-18
GOVERNMENT HOUSE.
OOTACAMUND. 2

25th April 1918.

My dear Ramachandra Rao,

His Excellency proposes to hold an Educational Conference at Ootacamund on Tuesday the 14th May. The Conference is not likely to last more than two or at the most three days, and will meet from 10-30 a.m. to 1-30 p.m. each day at the Secretariat, Stonehouse Hill.

I enclose a list of those to whom invitations have been issued. Intimation of acceptance is due from the Hon'ble Mr. A.S. Krishna Rao and Khan Bahadur Muhammad Habibulla Sahib. A G.O. should issue I suppose on the question of travelling allowances.

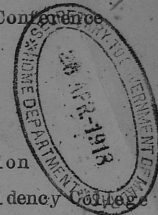
I also send you two copies of a memorandum which summarises the points for discussion at the Conference - one for your own use and the other for addition to the Secretariat file.

Yours sincerely,

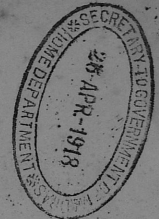
R. Ramachandra Rao

The Hon'ble Diwan Bahadur R. Ramachandra Rao Aml.,
Secretary to Government, Home Department,
Stonehouse Hill.

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List of persons invited to the Educational Conference
to be held on the 14th May 1918 at the
Secretariat, Stonehouse Hill.



- ✓ 1. Mr.R.G.Grieve, Deputy Director of Public Instruction
- ✓ 2. Mr.R.Littlehailes, Professor of Mathematics, Presidency College.
- ✓ 3. Mr.J.A.Yates, Inspector of Schools, Bangalore.
- ✓ 4. Mr.H.Champion, Inspector of Schools, Madura
- ✓ 5. Mr.V.Narasimha Rayudu, Asst.Inspector of Schools, Rajahmundry
- ✓ 6. Rao Bahadur A.C.Pranatharthihara Ayyar, retired Inspector of Schools, Madras
- ✓ 7. Mr.M.Parthasarathy Ayyangar, Asst.Inspector of Schools, Chittoor
- ✓ 8. Rev.J.X.Miller of Pasumalai
- ✓ 9. Rev.W.Meston, Madras Christian College.
- ✓ 10. Rev.Father D.Kuss, Secretary to the Most Rev.the Archbishop of Madras.
- ✓ 11. The Hon'ble Mr.V.S.Srinivasa Sastry
- ✓ 12. Rao Bahadur K.Seshu Ayyar, Headmaster, Municipal High School, Mayavaram.
- ✓ 13. Diwan Bahadur T.Desika Achariyar, President, District Board, Trichinopoly.
- ✓ 14. The Hon'ble Mr.A.S.Krishna Rao, Nellore.
- ✓ 15. Mr.C.V.S.Narasimha Raju, ex-Member, Madras Legislative Council.
- ✓ 16. Rao Bahadur S.Kumaraswami Reddiyar, Chairman, Municipal Council, Palamcottah.
- ✓ 17. Mr.V.Madhava Raja, President, Taluk Board, Palghat.
- ✓ 18. Rao Bahadur T.Vijiaraghava Achariyar, Secretary, Board of Revenue.
- ✓ 19. Mr.G.F.Paddison, I.C.S., Collector of Madura.
- ✓ 20. Khan Bahadur Muhammad Habibullah Sahib, Chairman, Municipal Council, Vellore.



MEMORANDUM.

It will perhaps conduce to an appreciation of the actual problem which any attempt to re-organize elementary education must face if we examine the facts as they now stand. Take elementary education. On the 31st March 1917 there were 1,364,821 pupils on the rolls of 30,573 primary schools of all classes. Omitting unaided schools the totals were 1,254,871 pupils on the rolls of 26,726 recognized institutions divided as follows:—

	Number of schools.	Pupils on the rolls.	Percentage.
Managed by Government	396	36,131	2.9
Managed by local bodies	7,097	434,049	34.6
Aided schools	19,233	784,691	62.5
	26,726	1,254,871	

Of the aided schools 4,523 schools were under mission management.

As regards the relative efficiency of these schools, the following remarks are recorded in the last quinquennial report:—

“Broadly speaking, schools under public management are more efficient than those under private management. Mission schools are generally better conducted than other schools under private management. Teacher-manager schools continue to be the least efficient, though there are, as might be expected, exceptions. Many of them are ephemeral in character, are ill-staffed, ill-housed and ill-equipped. The teacher-manager has no funds to fall back upon . . . He ekes out his precarious living as a stamp-vendor, petition-writer . . . His average emoluments being small, he is tempted to try to increase them by swelling the average attendance upon which in part his grant depends . . . When the large proportion which teacher-manager schools bear and must long continue to bear to the total number of elementary schools is remembered, it is clear how serious a matter their relative inefficiency constitutes . . . More radical measures are necessary, closer supervision on the one hand and better pay and prospects on the other.”

The following extracts throw further light on the position in respect of elementary education:—

“The average cost of each pupil in a Government school (mostly in Agency tracts) was Rs. 13-2-7, in a board school Rs. 6-8-8 and in an aided school Rs. 4-2-0. Fees met 3 per cent of the expenditure in Government schools, 4 per cent in board schools and 17 per cent in aided schools.”

“With one exception Inspectors put the average emoluments of the teacher-manager at only Rs. 6 per mensem.”

“The evil to be combated is not the admission of pupils but their premature withdrawal. In Europe legislation has been necessary to prevent this. In India legislation would be equally necessary. Without it we cannot eradicate the evil: we can only apply palliatives.”

In England and Wales elementary education is compulsory for all children between 5 and 14 years of age and in 1914 with a population of just under 37 millions there was accommodation for 7 million children in elementary schools and about 6 millions were on the books. In the Madras Presidency with a population of 41½ millions with the same age limit there will be nearly 7 million pupils on the rolls and even allowing for a much shorter period for compulsory education accommodation will be necessary for something like 3½ to 4 million pupils.

In 1911-12, 12,956 out of 38,753 teachers or 33.4 per cent were trained; in 1916-17, 16,631 out of 49,060 teachers or 33.9 per cent were trained. We thus have an increasing demand, fitful and sporadic as it may be, for elementary education which in spite of increased doles to local bodies has had to rely in even greater measure on private agency for its satisfaction. The education so given is admittedly to a large extent incomplete and inefficient and increasingly large numbers of children have to rely on untrained agency for any education they receive.

Turning now to the motive power underlying such progress as has been made in the last five years, the advance shown by local bodies has been broadly speaking mainly due to external impetus. It has depended not on any real interest taken in elementary education by local bodies but on the extent to which they have reacted to the stimulus of the department and to the financial doles given by Government. Aided institutions have as a matter of fact in spite of their disabilities shown more genuine vitality: they even now provide for three out of every five pupils attending primary instruction. We have then four agencies: first the Government or the Educational Department itself. Schools maintained by this agency are for special localities or for exceptional circumstances and need not be further considered. Secondly, we have local bodies to all intents and purposes simply acting as the agents and disbursers of the department with no really vital educational life of their own. Thirdly, mission bodies with a very keen appreciation of what they themselves want but working in isolation and without reference to any general educational policy or needs. Fourthly, other private agencies called into being by a growing but sometimes fluctuating and uncertain popular demand, to the uncertainties of which in fact their somewhat evanescent character is largely due. Apart from differences in the aims and capacities of these various agencies one fact stands out: that no authority has so far attempted to correlate their activities or to fit them in to any scheme which is designed to provide systematically for the general educational needs of any particular tract of country.

That is the educational position with reference to which we have to meet a demand for the extension of elementary education which the facts show to be not unreasonable. The question is what form action should take. The present view of the Government is that any legislation must be a Government measure and that Government are not prepared to confine the benefits of any advance to municipal areas. The Government desire to produce their own measure, and this measure must be a general measure, must make compulsory elementary education its eventual aim.

It is obvious that anything approaching compulsory education cannot be expected if reliance is placed on existing financial resources. Education has to compete with other services and demands. Apart from the rise in prices, the higher standard which is demanded makes education more expensive and we are also confronted with the steady increase in the population. Proposals which do not provide additional financial resources may effect improvements in machinery or may shift the centre of control, but will impart no additional stimulus and will not in themselves lead to any substantial advance. They must therefore make provision for a special educational cess or tax.

In the case of the cess for district railways its imposition is optional and at the discretion of the district board concerned but to make the educational tax optional would simply lead to delays and would also lead to great inequalities in the rates of advance, as the area under local authorities which refuse to exercise their option—and there can be no doubt that great pressure will be brought to bear upon them to do so—would rapidly fall behindhand. Every argument therefore seems to point to a compulsory cess which will at once come into force in every area to which the Government extend the provisions of the Act. This will enable the Government if they see fit to exlude the Agency tracts from the operation of the Act. Further if local interest is to be aroused, the proceeds of the cess must within certain limits be devoted to the promotion of education in the area in which the cess is raised.

But before considering this point it is necessary to consider the agency by which this cess and any corresponding additional Government grant shall be administered. The existing agencies which alone we need at present consider are municipal councils, and local, i.e., taluk boards. Three courses are open to us: (1) simply to continue the functions of these bodies as at present constituted leaving it to them to decide in what manner they shall adapt themselves to greater responsibilities; (2) while continuing these bodies and agencies to compel them to adapt themselves to their increased responsibilities by making statutory provision for the creation of education sub-committees of these bodies on which ex-officio representatives might be provided, the power of co-option might also be conceded, the sub-committees at the same time being invested with certain statutory powers and functions; (3) to constitute entirely new *ad hoc* local or municipal educational authorities.

But even having regard solely to these authorities however constituted and leaving out of account other educational agencies it is clear that there are many matters such as the distribution and location of schools, the establishment of special institutions, the provision of trained teachers, the scale of salaries, etc., in respect of which independent action by each individual authority may lead to overlapping and waste of money and effort and to injurious divergencies. The greater the extension of education, the more serious will these problems become. It has been proposed therefore to constitute for each district a district educational authority one of the duties of which would be to consider these problems from the wider standpoint of the requirements and interests of the district as a whole and to harmonize and co-ordinate the activities of local and municipal authorities in matters in which they are mutually concerned or likely to come into conflict.

Given such district educational authorities then the question arises: how is the cess to be allocated?—Here again several alternatives offer: (1) the cess may be treated as a district cess, in which case its allocation to sub-areas must rest with the district authority; (2) the amount of cess actually raised in the area within the jurisdiction of a local authority may be allocated to that authority, any additional Government grant being allocated by the district educational authority according to the needs of different parts of the district. It may however be found advisable not only to allocate the proceeds of the cess to the educational authority of each local area within which it is raised but also to place at its disposal a proportionate Government grant. But it has been recognized that any such system of equivalent or proportionate grants if not supplemented will simply increase inequalities of treatment and of progress. The Government may therefore have to be prepared to reserve additional funds for special grants to poor or backward tracts to enable them to keep abreast of wealthier tracts. In the distribution of any such special grants with a view to redress inequalities the district educational authority might obviously exercise a useful function.

Thus we have the following choice of financial arrangements in respect of local and general contributions: (a) a district cess (1) allocated by a district authority with reference to the needs of the district as a whole or (2) automatically assigned to the local authorities within whose jurisdictions it is raised; and (b) Government grants which may be (1) treated as a district fund the allocation of which will rest with the district educational authority, or (2) also automatically allocated proportionally to local authorities, or (3) partly so allocated and partly vested in the district educational authority with the object of redressing inequalities.

The next question is what further functions in respect of these local authorities could a district educational authority appropriately exercise. It might, in the first place, be charged with seeing that these local authorities exercise their responsibility for the spread of elementary education impartially as between urban and rural areas and also as between different sections of the community. The most effective weapon by which this power of control could be exercised would obviously be the power of recognition. If the proposals of a local authority for the establishment of new schools had to be approved by a district authority such an authority could powerfully influence an equitable distribution of schools and ensure that the expenditure of the cess and Government grants were so exercised as to give all localities or interests a reasonable chance of sharing in the benefits which it was intended to confer.

Other matters which a district authority might control in respect of minor local authorities would be (1) the provision of trained teachers. Here it is a moot point whether the district authority should run normal schools and sessional schools for this purpose, or whether such schools should be run entirely by the department either from funds contributed by the district authority, which in that case would have to be placed in funds by the local authorities, or from funds entirely contributed by Government. At present at any rate it seems more suitable that the department should maintain normal schools, should control the curricula, the periods of attendance and the terms on which certificates should be granted, but even in this case the district authority could perform a useful function by anticipating and considering demands for trained teachers of different grades and advising the Educational Department as to the numbers for which training should be provided. (2) Applications for

grants for buildings or apparatus or furniture. It might in these respects also exercise control so as to ensure that a certain equality of standard was maintained. (3) The introduction of compulsory elementary education.

As stated above the object of any proposals must be to provide for such an extension of elementary education that it may be possible eventually to introduce the element of compulsion; that is to say, to provide such a number of school-places that allowing for necessary exceptions the obligation can be thrown on all parents to send their children to school for a fixed period. But if this responsibility is to be thrown on the district educational authority it is obvious from the figures quoted at the beginning of this memorandum that it cannot possibly leave out of account the activities of educational agencies other than local bodies, these educational agencies being (1) the Government or the Educational Department; (2) mission authorities; (3) schools run by private committees by charitable trusts and by other private agencies such as teacher-managers, that is to say, aided schools.

It may be possible later on except in special circumstances to transfer all Government schools to the management of local authorities; we may therefore consider next the case of aided schools. At present except in a few cases where local bodies act merely as disbursers of grants-in-aid the committees or managers of such schools have no connexion with local bodies. They deal directly with the Educational Department which (1) confers recognition entitling to grants in aid; (2) assesses these grants according to fixed rates. Irrespective of any question of legislation or other changes a large measure of decentralization must probably in course of time take place in the department itself, the power of determining grants within the Code being to a large extent left to the Inspectors and exceptional cases alone being referred to the Director of Public Instruction. Concurrently the Code will probably be simplified and revised so that exceptions from the normal grant may be largely reduced in number.

On these assumptions, are there any matters in connection with aided elementary schools over which a district authority could profitably exercise—

- (1) the privilege of advising the Educational Department?
- (2) direct powers of control?

Taking the questions of recognition, the withdrawal of recognition, and grants, reference has already been made to the fact that the distribution or location of schools by different agencies has not been determined by any common policy. The result is on the one hand unequal gaps in school provision, on the other a certain amount of overlapping. Overlapping may not at present be a serious problem but it will increase in importance and the question is whether the district authority should (1) exercise control over the recognition (a) of schools under local bodies, (b) of aided schools; (2) control recognition only of schools under local bodies and merely advise the department as to the recognition of aided schools; (3) merely advise as to the recognition of all schools. Possibly the district authority might control recognition of all schools subject to an appeal to the Director of Public Instruction where recognition is refused. In the same way the district authority might possibly have the power (i) to warn that it will withdraw recognition and (ii) to withdraw recognition subject to appeal to the Director of Public Instruction.

Turning now to grants. Grants depend on the fulfilment of certain conditions; whether these conditions have been fulfilled is a question of fact to be decided by inspection and inspection must be carried out by the expert department, and it will be impracticable to give a district authority power to dispute a statement of the inspecting department that a certain school has complied with the conditions which entitle it under the Code to a certain grant. Even assuming a simplification of the Grant-in-Aid Code there will however still be cases in which the Inspector may find it necessary to make recommendations for aid outside the Code. These would mainly arise out of special circumstances affecting a particular locality or section of the community. A district authority might perhaps consider and decide whether a special case was made out.

There remains the provision for the ultimate introduction of universal primary education and the question how its introduction may be effected. Assuming a district authority, it alone will have that general knowledge of how the provision of elementary

education by all agencies in any local area which will enable it to determine whether compulsion can properly be introduced. Should the power to initiate proposals for compulsion be reserved to it? or should it share them with the local authority or with the Department of Education? or should it have no initiative but be consulted on all proposals initiated by the local authority or the department?

So far this memorandum has dealt solely with primary education. The question has also been raised however whether the controlling or advisory powers of district educational authorities should be extended to secondary as well as to primary education. The decision on this point will largely turn on financial considerations. The original proposal was the introduction of a cess for primary education. If however expenditure from this cess on secondary education also and from the supplemental Government grants is to be recognized as legal, further and difficult questions will arise. In the first place as regards primary education the question as to the extent to which it is to be provided offers no difficulties. The ultimate aim is to provide primary education for every child for a certain number of years or up to a certain standard; but in respect of secondary education no such criterion is available. The suggestion that secondary education should be provided for every child would be purely Utopian and even in wealthy countries the utmost that is aimed at is that no child fitted to benefit by secondary or university education should be deprived of the opportunity of enjoying such education merely on the score of poverty. Even this ideal has only been partially attained. It would further be very difficult to decide what proportion of the cess and proportionate grants should be devoted to secondary education. Even if the cess and proportionate Government grants are devoted entirely to primary education it will be many years before compulsory education becomes possible. There may further be a tendency to press for the expenditure of these funds so as to provide cheap secondary education and every such diversion will defer universal primary education to a still later date. But even assuming that the cess and equivalent grants are entirely devoted to primary education, that does not mean that a district authority could not exercise certain useful functions in respect of secondary education. Secondary education in spite of theory cannot be entirely isolated from primary education. For example in estimating the extent to which provision for primary education has to be made a district authority could not disregard the number of children for whom education equivalent to primary education is provided in secondary schools. Further if the provision of primary education is unequally distributed, it is probably the case that the provision of secondary education is even more so. There has been an inevitable tendency for it to concentrate in large towns and this tendency has already raised acute problems arising out of the insufficiency of hostel accommodation and the large number of pupils in secondary schools who during their school career are practically emancipated from home influences or any proper control. Adopting in respect of secondary education the view that it must as far as possible be made self-supporting and that Government assistance should as at present continue to be given with a view to the improvement of buildings and equipment and to provide opportunities for poor children or members of backward communities to enjoy secondary education, there are many matters on which a district educational authority could advise the Educational Department as regards secondary schools run by local authorities. It might well be the channel through which local authorities might submit applications for building grants, equipment grants and subventions in aid of scholarships or free places. If all proposals of this kind were examined by the district authority it could exercise a powerful influence on the development of secondary education as regards institutions managed by local authorities; but such institutions only represent a small part of secondary education. In the year 1916-17 there were fifteen secondary schools managed by Government with 3,424 scholars; 86 managed by local bodies with 25,737 scholars and 330 aided secondary schools with 115,676 scholars on the rolls. Here again therefore private enterprise is by far the most powerful agency in providing secondary education and any attempt to systematize district policy must take its activities into full account. Are there any matters in respect of secondary education on which a district authority could usefully either exercise control or give advice in the case of aided institutions? Take existing institutions. The teaching grants to which they are entitled are determined by the Code

and based on the Inspector's report. It is not clear that these grants could usefully come before the district authority except for information and private institutions might possibly object to their rights under the Code being in any way under the control or the revisionary power of a district authority. Nor is it clear upon what grounds the district authority could question the results of the departmental inspection. Possibly too the same might be said of applications for grants to bring existing equipment up to date. The question of what is required by departmental standards is a question for the department. But when questions of building grants, that is to say, extensions come up that at once raises a question of policy. Is it advisable that an existing institution should increase in size or would the correct policy be to locate a new secondary school in another centre? Questions of this kind are going to increase in complexity whether district educational authorities are established or not. They certainly seem to be questions on which a district authority might well advise. Other points on which a district authority might advise even if it did not control would be the provision of hostels, playgrounds, etc. Other matters which it might watch and advise upon are the provision of provident funds both by local authorities and by private committees or managers. There are numerous other matters in which a district authority might be consulted by the department in respect of secondary education and discharge useful functions even as a purely advisory body. These could be worked out in detail by the department.

The suggestion has also been made that the district authorities might take over the management of secondary schools at present under municipalities and local boards. The conditions under which spasmodic and very unequal provision for secondary education is at present made by these authorities admit of improvement but if the new district educational authorities became owners or managers of secondary schools that would at once disqualify them as advisory or in any respect controlling bodies in respect of district secondary education: for competitors cannot be judges or referees, and they would be judges in the case of their own schools.

The next question is how should such a district authority be constituted. A typical board might be constituted as follows:—

- | | | |
|---|--|-------------|
| 3 | { The Collector
The Inspector
The Assistant Inspector } | ex-officio. |
| 3 | a representative of each municipal authority (3) and of | |
| 4 | each taluk board authority (4) | |
| 3 | representatives of missions. | |
| 6 | non-official representatives of whom two may be Muhammadans, and three non-Brahman Hindus. | |

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To sum up, the questions on which a decision is necessary before further progress can be made are—

(1) *Financial*—

- (a) Is a special cess to be imposed?
- (b) Is it to be optional or compulsory?
- (c) What is to be the method of allocation of the proceeds?
- (d) Are Government to guarantee an equivalent or proportionate grant?
- (e) Are the cess and supplemental grant, if any, to be reserved entirely for primary education? If not what proportion of the cess and grant is to be devoted to secondary education and on what principles is that proportion to be determined?

(2) *Administrative*—

Primary Education—

- (a) By what agency are schools maintained from the cess and Government grants to be managed? by municipalities and taluk boards as at present, by statutory committees of these bodies, or by specially constituted *ad hoc* bodies?
- (b) How are the activities of these bodies and of other school-owning and school-managing agencies to be correlated? By the Educational Department or by district Educational authorities specially constituted for the purpose? Such correlation is assumed to be essential if universal primary education is to be taken as our goal.

- (c) How are these district Educational authorities to be constituted?
- (d) If such district authorities are constituted, what are their functions to be in respect (1) of schools under local authorities, (2) of aided schools with reference to—

(i) recognition,	(v) teaching grants,
(ii) withdrawal of recognition,	(vi) building grants,
(iii) curricula and time-tables,	(vii) provident funds.
(iv) pay of teachers,	

(e) What are the responsibilities of district authorities to be as regards the provision of trained teachers?

(f) How and by what agency is the initiation of compulsory primary education to be determined and its progress controlled?

Secondary Education—

(a) Are district authorities to deal with secondary education at all or are their functions to be confined to primary education?

(b) If district authorities are to deal with secondary education, the same questions arise as in respect of elementary education as to the functions which they are to exercise.

MEMORANDUM.

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It is obvious that anything approaching compulsory education cannot be expected if reliance is placed on existing financial resources. Education has to compete with other services and demands. Apart from the rise in prices, the higher standard which is demanded makes education more expensive and we are also confronted with the steady increase in the population. Proposals which do not provide additional financial resources may effect improvements in machinery or may shift the centre of control, but will impart no additional stimulus and will not in themselves lead to any substantial advance. They must therefore make provision for a special educational cess or tax.

In the case of the cess for district railways its imposition is optional and at the discretion of the district board concerned but to make the educational tax optional would simply lead to delays and would also lead to great inequalities in the rates of advance, as the area under local authorities which refuse to exercise their option—and there can be no doubt that great pressure will be brought to bear upon them to do so—would rapidly fall behindhand. Every argument therefore seems to point to a compulsory cess which will at once come into force in every area to which the Government extend the provisions of the Act. This will enable the Government if they see fit to exclude the Agency tracts from the operation of the Act. Further if local interest is to be aroused, the proceeds of the cess must within certain limits be devoted to the promotion of education in the area in which the cess is raised.

But before considering this point it is necessary to consider the agency by which this cess and any corresponding additional Government grant shall be administered. The existing agencies which alone we need at present consider are municipal councils, and local, i.e., taluk boards. Three courses are open to us: (1) simply to continue the functions of these bodies as at present constituted leaving it to them to decide in what manner they shall adapt themselves to greater responsibilities; (2) while continuing these bodies and agencies to compel them to adapt themselves to their increased responsibilities by making statutory provision for the creation of education sub-committees of these bodies on which ex-officio representatives might be provided, the power of co-option might also be conceded, the sub-committees at the same time being invested with certain statutory powers and functions; (3) to constitute entirely new *ad hoc* local or municipal educational authorities.

But even having regard solely to these authorities however constituted and leaving out of account other educational agencies it is clear that there are many matters such as the distribution and location of schools, the establishment of special institutions, the provision of trained teachers, the scale of salaries, etc., in respect of which independent action by each individual authority may lead to overlapping and waste of money and effort and to injurious divergencies. The greater the extension of education, the more serious will these problems become. It has been proposed therefore to constitute for each district a district educational authority one of the duties of which would be to consider these problems from the wider standpoint of the requirements and interests of the district as a whole and to harmonize and co-ordinate the activities of local and municipal authorities in matters in which they are mutually concerned or likely to come into conflict.

Given such district educational authorities then the question arises: how is the cess to be allocated? Here again several alternatives offer: (1) the cess may be treated as a district cess, in which case its allocation to sub-areas must rest with the district authority; (2) the amount of cess actually raised in the area within the jurisdiction of a local authority may be allocated to that authority, any additional Government grant being allocated by the district educational authority according to the needs of different parts of the district. It may however be found advisable not only to allocate the proceeds of the cess to the educational authority of each local area within which it is raised but also to place at its disposal a proportionate Government grant. But it has been recognized that any such system of equivalent or proportionate grants if not supplemented will simply increase inequalities of treatment and of progress. The Government may therefore have to be prepared to reserve additional funds for special grants to poor or backward tracts to enable them to keep abreast of wealthier tracts. In the distribution of any such special grants with a view to redress inequalities the district educational authority might obviously exercise a useful function.

Thus we have the following choice of financial arrangements in respect of local and general contributions: (a) a district cess (1) allocated by a district authority with reference to the needs of the district as a whole or (2) automatically assigned to the local authorities within whose jurisdictions it is raised; and (b) Government grants which may be (1) treated as a district fund the allocation of which will rest with the district educational authority, or (2) also automatically allocated proportionally to local authorities, or (3) partly so allocated and partly vested in the district educational authority with the object of redressing inequalities.

The next question is what further functions in respect of these local authorities could a district educational authority appropriately exercise. It might, in the first place, be charged with seeing that these local authorities exercise their responsibility for the spread of elementary education impartially as between urban and rural areas and also as between different sections of the community. The most effective weapon by which this power of control could be exercised would obviously be the power of recognition. If the proposals of a local authority for the establishment of new schools had to be approved by a district authority such an authority could powerfully influence an equitable distribution of schools and ensure that the expenditure of the cess and Government grants were so exercised as to give all localities or interests a reasonable chance of sharing in the benefits which it was intended to confer.

Other matters which a district authority might control in respect of minor local authorities would be (1) the provision of trained teachers. Here it is a moot point whether the district authority should run normal schools and sessional schools for this purpose, or whether such schools should be run entirely by the department either from funds contributed by the district authority, which in that case would have to be placed in funds by the local authorities, or from funds entirely contributed by Government. At present at any rate it seems more suitable that the department should maintain normal schools, should control the curricula, the periods of attendance and the terms on which certificates should be granted, but even in this case the district authority could perform a useful function by anticipating and considering demands for trained teachers of different grades and advising the Educational Department as to the numbers for which training should be provided. (2) Applications for

grants for buildings or apparatus or furniture. It might in these respects also exercise control so as to ensure that a certain equality of standard was maintained. (3) The introduction of compulsory elementary education.

As stated above the object of any proposals must be to provide for such an extension of elementary education that it may be possible eventually to introduce the element of compulsion; that is to say, to provide such a number of school-places that allowing for necessary exceptions the obligation can be thrown on all parents to send their children to school for a fixed period. But if this responsibility is to be thrown on the district educational authority it is obvious from the figures quoted at the beginning of this memorandum that it cannot possibly leave out of account the activities of educational agencies other than local bodies, these educational agencies being (1) the Government or the Educational Department; (2) mission authorities; (3) schools run by private committees by charitable trusts and by other private agencies such as teacher-managers, that is to say, aided schools.

It may be possible later on except in special circumstances to transfer all Government schools to the management of local authorities; we may therefore consider next the case of aided schools. At present except in a few cases where local bodies act merely as disbursers of grants-in-aid the committees or managers of such schools have no connexion with local bodies. They deal directly with the Educational Department which (1) confers recognition entitling to grants in aid; (2) assesses these grants according to fixed rates. Irrespective of any question of legislation or other changes a large measure of decentralization must probably in course of time take place in the department itself, the power of determining grants within the Code being to a large extent left to the Inspectors and exceptional cases alone being referred to the Director of Public Instruction. Concurrently the Code will probably be simplified and revised so that exceptions from the normal grant may be largely reduced in number.

On these assumptions, are there any matters in connection with aided elementary schools over which a district authority could profitably exercise—

- (1) the privilege of advising the Educational Department?
- (2) direct powers of control?

Taking the questions of recognition, the withdrawal of recognition, and grants, reference has already been made to the fact that the distribution or location of schools by different agencies has not been determined by any common policy. The result is on the one hand unequal gaps in school provision, on the other a certain amount of overlapping. Overlapping may not at present be a serious problem but it will increase in importance and the question is whether the district authority should (1) exercise control over the recognition (a) of schools under local bodies, (b) of aided schools; (2) control recognition only of schools under local bodies and merely advise the department as to the recognition of aided schools; (3) merely advise as to the recognition of all schools. Possibly the district authority might control recognition of all schools subject to an appeal to the Director of Public Instruction where recognition is refused. In the same way the district authority might possibly have the power (i) to warn that it will withdraw recognition and (ii) to withdraw recognition subject to appeal to the Director of Public Instruction.

Turning now to grants. Grants depend on the fulfilment of certain conditions; whether these conditions have been fulfilled is a question of fact to be decided by inspection and inspection must be carried out by the expert department, and it will be impracticable to give a district authority power to dispute a statement of the inspecting department that a certain school has complied with the conditions which entitle it under the Code to a certain grant. Even assuming a simplification of the Grant-in-Aid Code there will however still be cases in which the Inspector may find it necessary to make recommendations for aid outside the Code. These would mainly arise out of special circumstances affecting a particular locality or section of the community. A district authority might perhaps consider and decide whether a special case was made out.

There remains the provision for the ultimate introduction of universal primary education and the question how its introduction may be effected. Assuming a district authority, it alone will have that general knowledge of how the provision of elementary

education by all agencies in any local area which will enable it to determine whether compulsion can properly be introduced. Should the power to initiate proposals for compulsion be reserved to it? or should it share them with the local authority or with the Department of Education? or should it have no initiative but be consulted on all proposals initiated by the local authority or the department?

So far this memorandum has dealt solely with primary education. The question has also been raised however whether the controlling or advisory powers of district educational authorities should be extended to secondary as well as to primary education. The decision on this point will largely turn on financial considerations. The original proposal was the introduction of a cess for primary education. If however expenditure from this cess on secondary education also aid from the supplemental Government grants is to be recognized as legal, further and difficult questions will arise. In the first place as regards primary education the question as to the extent to which it is to be provided offers no difficulties. The ultimate aim is to provide primary education for every child for a certain number of years or up to a certain standard; but in respect of secondary education no such criterion is available. The suggestion that secondary education should be provided for every child would be purely Utopian and even in wealthy countries the utmost that is aimed at is that no child fitted to benefit by secondary or university education should be deprived of the opportunity of enjoying such education merely on the score of poverty. Even this ideal has only been partially attained. It would further be very difficult to decide what proportion of the cess and proportionate grants should be devoted to secondary education. Even if the cess and proportionate Government grants are devoted entirely to primary education it will be many years before compulsory education becomes possible. There may further be a tendency to press for the expenditure of these funds so as to provide cheap secondary education and every such diversion will defer universal primary education to a still later date. But even assuming that the cess and equivalent grants are entirely devoted to primary education, that does not mean that a district authority could not exercise certain useful functions in respect of secondary education. Secondary education in spite of theory cannot be entirely isolated from primary education. For example in estimating the extent to which provision for primary education has to be made a district authority could not disregard the number of children for whom education equivalent to primary education is provided in secondary schools. Further if the provision of primary education is unequally distributed, it is probably the case that the provision of secondary education is even more so. There has been an inevitable tendency for it to concentrate in large towns and this tendency has already raised acute problems arising out of the insufficiency of hostel accommodation and the large number of pupils in secondary schools who during their school career are practically emancipated from home influences or any proper control. Adopting in respect of secondary education the view that it must as far as possible be made self-supporting and that Government assistance should as at present continue to be given with a view to the improvement of buildings and equipment and to provide opportunities for poor children or members of backward communities to enjoy secondary education, there are many matters on which a district educational authority could advise the Educational Department as regards secondary schools run by local authorities. It might well be the channel through which local authorities might submit applications for building grants, equipment grants and subventions in aid of scholarships or free places. If all proposals of this kind were examined by the district authority it could exercise a powerful influence on the development of secondary education as regards institutions managed by local authorities; but such institutions only represent a small part of secondary education. In the year 1916-17 there were fifteen secondary schools managed by Government with 3,424 scholars; 86 managed by local bodies with 25,737 scholars and 330 aided secondary schools with 115,676 scholars on the rolls. Here again therefore private enterprise is by far the most powerful agency in providing secondary education and any attempt to systematize district policy must take its activities into full account. Are there any matters in respect of secondary education on which a district authority could usefully either exercise control or give advice in the case of aided institutions? Take existing institutions. The teaching grants to which they are entitled are determined by the Code

and based on the Inspector's report. It is not clear that these grants could usefully come before the district authority except for information and private institutions might possibly object to their rights under the Code being in any way under the control or the revisionary power of a district authority. Nor is it clear upon what grounds the district authority could question the results of the departmental inspection. Possibly too the same might be said of applications for grants to bring existing equipment up to date. The question of what is required by departmental standards is a question for the department. But when questions of building grants, that is to say, extensions come up that at once raises a question of policy. Is it advisable that an existing institution should increase in size or would the correct policy be to locate a new secondary school in another centre? Questions of this kind are going to increase in complexity whether district educational authorities are established or not. They certainly seem to be questions on which a district authority might well advise. Other points on which a district authority might advise even if it did not control would be the provision of hostels, playgrounds, etc. Other matters which it might watch and advise upon are the provision of provident funds both by local authorities and by private committees or managers. There are numerous other matters in which a district authority might be consulted by the department in respect of secondary education and discharge useful functions even as a purely advisory body. These could be worked out in detail by the department.

The suggestion has also been made that the district authorities might take over the management of secondary schools at present under municipalities and local boards. The conditions under which spasmodic and very unequal provision for secondary education is at present made by these authorities admit of improvement but if the new district educational authorities became owners or managers of secondary schools that would at once disqualify them as advisory or in any respect controlling bodies in respect of district secondary education: for competitors cannot be judges or referees, and they would be judges in the case of their own schools.

The next question is how should such a district authority be constituted. A typical board might be constituted as follows:—

- | | | | | |
|---|---|--|---|-------------|
| 3 | { | The Collector
The Inspector
The Assistant Inspector | } | ex-officio. |
| 3 | | a representative of each municipal authority (3) and of | | |
| 4 | | each taluk board authority (4) | | |
| 3 | | representatives of missions. | | |
| 6 | | non-official representatives of whom two may be Muhammadans, and three non-Brahman Hindus. | | |

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19

To sum up, the questions on which a decision is necessary before further progress can be made are—

(1) *Financial*—

- Is a special cess to be imposed?
- Is it to be optional or compulsory?
- What is to be the method of allocation of the proceeds?
- Are Government to guarantee an equivalent or proportionate grant?
- Are the cess and supplemental grant, if any, to be reserved entirely for primary education? If not what proportion of the cess and grant is to be devoted to secondary education and on what principles is that proportion to be determined?

(2) *Administrative*—

Primary Education—

- By what agency are schools maintained from the cess and Government grants to be managed? by municipalities and taluk boards as at present, by statutory committees of these bodies, or by specially constituted *ad hoc* bodies?

(b) How are the activities of these bodies and of other school-owning and school-managing agencies to be correlated? By the Educational Department or by district Educational authorities specially constituted for the purpose? Such correlation is assumed to be essential if universal primary education is to be taken as our goal.

- How are these district Educational authorities to be constituted?
- If such district authorities are constituted, what are their functions to be in respect (1) of schools under local authorities, (2) of aided schools with reference to—

(i) recognition,	(v) teaching grants,
(ii) withdrawal of recognition,	(vi) building grants,
(iii) curricula and time-tables,	(vii) provident funds.
(iv) pay of teachers,	
- What are the responsibilities of district authorities to be as regards the provision of trained teachers?
- How and by what agency is the initiation of compulsory primary education to be determined and its progress controlled?

Secondary Education—

- Are district authorities to deal with secondary education at all or are their functions to be confined to primary education?
- If district authorities are to deal with secondary education, the same questions arise as in respect of elementary education as to the functions which they are to exercise.

Home Education Dept

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

Rs. 5 is the rate of daily allowance usually sanctioned for non-officials summoned to attend conferences on the plains. For officials, Rs. 5 is the rate of first class daily allowance on the plains & Rs. 7-8- on the hills etc. As in the case of officials, we may also grant the non-officials an allowance of Rs. 7-8-. Members of the Leg. Council draw Rs. 10 whether at Madras or at Calcutta. The present conference will include some of the present & past Leg. Council members.

CL
29 4 18

May 29/18

Final

The above note embodies the provisions of article 1004 of the C.S.R. We cannot give more than Rs. 5. Nor can we draw the distinction between the hills & the plains in previous case. The draft may be accepted subject to Rs. 5 being substituted for Rs. 7. S. O.

Home (Genl) Secy.

CL

CL

Art. 1002 of C.S.R.
Madras Supplement to C.S.R.
under Art. 1139.



CURRENT NO.
3674
FINANCIAL

2 of 4/18

Final no: 3674-1

30-4-18

Art. 1004 prescribes Rs. 5 as the ordinary maximum.

LD
30-4-18

NOTES.

Page 11

Home Education Dept.

For orders as to whether the daily allowance entered in the draft order may be asked for Rs. 7-8-0 to Rs. 5 and the order issued by

1.5.18

would perhaps be well to consult the A.G. and obtain a definite ruling on the point. If financial pass no objection, a draft will be submitted for approval.

The draft may issue.

2/5/18 Mr 2/5/10

Issue & send to PSQ (us) for m.p.m. Mr 2/5/10

P.S. G. (us)

Thanks. I have since invited under His Excellency's instructions 8 more persons to the Conference as per list attached.

B.O.

6.5.18

Commute the previous G.O. to the adst non oppms now nominated Mr 7/5/10

so draft order is discontinued

2/5/18

we need not raise the question now to put it back behind

2/5

& issued on 3.5.18.

Home (P.S.) us. No. 1165A-1 4.5.18.



Copy to be sent to the adst non oppms now nominated Mr 7/5/10

List of persons invited to the Educational Conference
to be held on the 14th May 1918 at the Secretariat,
Stonehouse Hill. 14

Will attend

- do -

- do -

- do -

- do -

- do -

- do -

- do -

- do -

- do -

- do -

- do -

- do -

Cannot attend owing
to ill health

Will attend

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- do -

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- do -

- do -

- do -

- do -

- do -

- do -

- do -

- do -

1. Mr. R. G. Grieve, Deputy Director of Public Instruction
2. Mr. R. Littlehales, Professor of Mathematics, Presidency College.
3. Mr. J. A. Yates, Inspector of Schools, Bangalore
4. Mr. H. Champion, Inspector of Schools, Madura.
5. Mr. V. Narasimha Rayudu, Asst. Inspector of Schools, Rajahmundry
6. Rao Bahadur A. C. Pranatharthihara Ayyar, I.S.O., retired Inspector of Schools
7. Mr. M. Parthasarathy Ayyangar, Asst. Inspector of Schools, Chittoor.
8. Rev. J. X. Miller of Pasumalai
9. Rev. W. Weston, President of the Missionary Educational Council of S. India
10. Rev. Father D. Kuss, Secretary to the Most Rev. the Archbishop of Madras
11. The Hon'ble Mr. V. S. Srinivasa Sastri
12. Rao Bahadur K. Seshu Ayyar, Headmaster, Municipal High School, Mayavaram
13. Diwan Bahadur T. Desika Achariyar, President, District Board, Trichinopoly.
14. The Hon'ble Mr. A. S. Krishna Rao, Nellore
15. Mr. C. V. S. Narasimha Raju, ex-Member, Madras Legislative Council.
16. Rao Bahadur S. Kumaraswami Reddiyar, Chairman, Municipal Council, Palamcottah
17. Mr. V. Madhava Raja, President, Taluk Board, Palghat
18. Rao Bahadur T. Vijiaraghava Achariyar, Secretary, Board of Revenue
19. Mr. G. F. Paddison, I.C.S., Collector of Madura
20. Khan Bahadur Muhammad Habibullah Sahib, Chairman, Municipal Council, Vellore
21. The Right Rev. The Bishop of Tinnevely, St. Mary's, Coty
22. Diwan Bahadur L. D. Swamikannu Pillai, I.S.O.
23. Mr. F. J. Richards, I.C.S.,
24. Mr. R. A. Graham, I.C.S.
25. Rai Bahadur K. Venkata Reddi Nayudu, President, Elllore Taluk Board.
26. The Right Rev. The Bishop of Dornakal
27. The Rev. E. A. L. Moore, Church Missionary Society, Palamcottah
28. M. Ahmad Badsha Sahib Bahadur, B.A., Manager and Correspondent, Madrasa-e-Islamiya, Vaniyambadi.
29. Mr. M. C. Rajah, Hon'ble Asst. Secy, Travels Free School, Kumbambakam, Madras.

NOTES.

Page _____

Home (Education) Department.

15

In connection with the Educational Conference that is to be held on the 14th instant it is ^{Submitted} ~~desired~~ that arrangements have to be made for the reporting of the proceedings. The shorthand writers in this office have not had any experience in taking notes of proceedings of conferences; and their services cannot therefore be of much use on the present occasion, though they may be able to help in reporting. When the Collectors' Conference was held last year the reporting of the proceedings was attended to by one of the clerks from the Private Secretary's office and by the shorthand writers to the Hon'ble Sir Alexander Cardew and the Revenue Secretary. It is submitted that the Private Secretary may be asked whether he can kindly spare the services of a shorthand writer. ~~It is submitted that the Private Secretary may be asked whether he can kindly spare the services of a shorthand writer.~~ ~~It is submitted that the Private Secretary may be asked whether he can kindly spare the services of a shorthand writer.~~ ~~It is submitted that the Private Secretary may be asked whether he can kindly spare the services of a shorthand writer.~~ The shorthand writer in the Local and Municipal Secretariat is one who has passed the Advanced grade in Shorthand; and his services may also be requisitioned for the conference.

I shall ~~and~~ request
the U.S. Secy for this,
~~brooks~~ CR
12/5

CR
12.5.18.

I personally requested the P. S. G.
last evening & he was kind
enough to say that he would
let us have his shorthand clerk.

CR
12/5/18

Will P. S. G. kindly oblige?

12/5/18

P. S. G. (u.o.)

NOTES.

Page 2

I have directed my clerk Sivananda Mudali
take notes of the Conference proceedings.

K. M. M.
13.6.18





17
GOVERNMENT HOUSE,
OOTACAMUND.

11th May 1918.

My dear Ramachandra Rao,

Mr. Ramanujachariar told me this evening that some of the members who were invited to the Educational Conference on the 14th instant had told him that they were not aware of the exact time when the sittings should commence. On looking up my file now I find that all of them were informed in my first letter enquiring whether they could attend the Conference that it would meet from 10-30 a.m. to 1-30 p.m. each day at the Secretariat, Stonehouse Hill. If you hear that any are still in doubt, will you kindly tell them?

Yours sincerely,

Ken/ari

The Hon'ble Diwan Bahadur R. Ramachandra Rao Avl.,
Secretary to Government,
Home Department,
Stonehouse Hill.

SPECIAL.

GOVERNMENT HOUSE,
OOTACAMUND.

11th May 1918.

My dear Davidson,

I am to let you know that the preliminary meeting in connection with the Educational Conference which was arranged to take place today will be held on Monday the 13th at the Council Chamber, Stonehouse Hill, at 11 a.m. and that ten members will attend. The Educational Conference itself will meet at the Council Chamber on Tuesday the 14th. The Conference is not likely to last more than two or at the most three days, and will meet from 10-30 a.m. to 1-30 p.m. each day. Thirty-five members will attend.

Yours sincerely,

*Regd. -
These are the arrangements are Herbert
note for Monday*

The Hon'ble Mr. L. Davidson, C.S.I., I.C.S.,
Chief Secretary to Government,

*On Sunday & following days, we expect
to have very big numbers as to seating etc. We'll need
some working out to seat 35 men. L.D.
12-5-18*



135.18
GOVERNMENT HOUSE.

Ootacamund,

11th May 1918.

My dear Ramachandra Rao,

I am to let you know that
Mr. M.C. Rajah, Honorary Superin-
tendent of the Dravida Free
School, Nungambalam, Madras, has
been invited to attend the Educa-
tional Conference to be held on
the 14th May.

Yours sincerely,

W. M. S.

The Hon'ble Diwan Bahadur R. Ramachandra
Rao Ayl.,
Secretary to Govt., Home Dept.,
Stonehouse Hill.

Home (E.S.) Sept.

*A copy of G.O. No. 577 Home (E.S.)
dated the 2nd May 1918, may be
sent to Mr. M.C. Rajah. The A.G.
may also be ~~informed~~ informed
that ~~that~~ Mr. Rajah has been
invited. A draft memo is sub-
mitted.*

SK

135.18 1375/18.

CR 1375/18

Home (con.) Dept.

12504-19/5.5.18

O.H. 20

With reference to G.O.

- (R) No 577 Home (con.), dated the 2nd May 1918, the A.G. is informed that Mr. H.C. Rajah, Honorary Supt. of the Dravida Free School, Nungambakam, Madras, has also been invited to attend the forthcoming Educational conference to be held at Ootacamund.

SK
13.5.18MK
18/5/18C
13/5/18Do
to A.G. (Enc. 2)

~~and~~ — and daily allowances
to the non-official gentlemen attending
be held at Coitacamund on the 14th May

191

" " " "

191

C. No. 1102A, From the _____, No. _____, dated _____ 191

[illegible]

" " " " " "

191

No. 577, dated 2-5- 1918

pure

Page 29 MF

The gentlemen ~~under~~ whose names are mentioned in the annexure to these proceedings have been invited to attend the Educational Conference to be held at Ootacamund on Tuesday the 14th May 1918 and subsequent days. The non-official members who attend the Conference will be granted travelling ~~and daily~~ allowances at the rates allowed to first class officers and a daily allowance of Rs. ~~5/-~~ 3/-.

2. Under Art. 1159 of the G.S.R.

the Secretary to the Govt. of Madras,
Home Dept. is declared to be
the controlling officer for the purposes
of countervailing the travelling

allowance bills of the non-official
gentlemen.

26.4.18

26.4.18

Mr. 29/4/18

To The D.P. I
.. a.g. this 1st to the

To Members of the Conference

Remains just the
20. have been 20.18
to 20.18. As two 20.18
20.18 ad 20.18
20.18
7/5

[annexure
copy of list and
of notes

Running list below

21

of persons invited to the Educational Conference to be held
on the 14th May 1918 at the Secretariat, Stonehouse Hill.

1. Mr. R. S. Grieve, Deputy Director of Public Instruction.
2. Mr. B. Littlehales, Professor of Mathematics, Presidency College.
3. Mr. J. A. Yates, Inspector of Schools, Bangalore.
4. Mr. H. Chetty, Inspector of Schools, Madras.
5. Mr. V. Narasimha Rayudu, Assistant Inspector of Schools, Rajahmundry.
6. Rao Bahadur A. G. Prannatharathnam Ayyar, retired Inspector of Schools, Madras.
7. Mr. M. Parthasarathi Ayyangar, Assistant Inspector of Schools, Chittoor.
8. Reverend J. J. Miller of Paumotu.
9. Reverend F. Weston, Madras Christian College.
10. Reverend Father D. Kuan, Secretary to the Most Reverend the Archbishop of Madras.
11. The Honourable Mr. V. S. Srinivasan Sastri.
12. Rao Bahadur K. Seshu Ayyar, Headmaster, Municipal High School, Mayavaram.
13. Diwan Bahadur T. Desika Achariyar, President, District Board, Trichinopoly.
14. The Honourable Mr. A. E. Krishna Rao, Nalluru.
15. Mr. C. V. E. Narasimha Raju, ex-Member, Madras Legislative Council.
16. Rao Bahadur S. Kumaraswami Reddiyar, Chairman, Municipal Council, Palamcottah.
17. Mr. V. Mahave Raja, President, Taluk Board, Palghat.
18. Rao Bahadur T. Vijayaraghava Achariyar, Secretary, Board of Revenue.
19. Mr. C. F. Paddison, I.C.S., Collector of Madras.
20. Khan Bahadur Muhammad Habibullah Sahib, Chairman, Municipal Council, Vellore.

21

When given for copying

When copied

When examined

When signed

191

RECEIVED G.O. No.
191

DATED

CURRENT No.

ENCLOSURES TO C. No.

ORDER OF GOVERNMENT

A A A A A A A

LETTER OF GOVERNMENT.

STATEMENT WITH DITTO.

PAPERS NOT FILED UP, BEING MEANT FOR ORSEPACH
IN ORIGINAL.

N.B.-

A = Copy in full.

B = Not to be copied.

F = Copy abstract only.

Q = Copy heading only.