

Home (1918) Department.
(Education)

Ordinary SERIES.

G.O. No. 867.

DATED 2-7-1918.

INDEXED

[Despatch Abstract.]

Legislative Council.

Recording notes connected with the resolution on the subject of the appointment of a committee to consider the question of schools to be opened with the help of the Imperial grant of 5.50 lakhs moved by the Hon'ble Mr.K.Rama Iyyangar at the meeting of the ---- held on the 3rd April 1918.

NOTES CONNECTED WITH A RESOLUTION ON MATTERS OF
GENERAL PUBLIC INTEREST.

[For the Meeting of the 3rd April 1918].

[SUBJECT.—Schools to be opened with aid of the Imperial grant.]

The Hon'ble Mr. K. RAMA AYYANGAR:—

VIII. This Council recommends to His Excellency the Governor in Council that a committee be appointed to consider and decide upon the schools to be opened with the Imperial grant of 5.50 lakhs and the supervision to be arranged for the efficient working of the schools in the rural areas.

HOME (EDUCATION) DEPARTMENT.

No detailed instructions have yet been received from the Government of India as to the objects for which the recurring grant of 5.50 lakhs is intended. It is now generally stated that it is for the development of elementary education. Until the details are known it is not possible to say whether the proposed committee's help will be necessary or useful.

2. Non-official Members of the Legislative Council, and in particular, the Hon'ble Mr. Rama Ayyangar, have in several resolutions brought forward the question of appointing committees to determine the distribution of lump grants for education (both Imperial and Provincial) whenever they are made. In connexion with the utilization of the Darbar grant of eight lakhs made in 1912, the Hon'ble Mr. Ramachandra Rao suggested the appointment of a committee. Sir Murray Hammick, in opposing the resolution, observed among other things (1) that district boards and municipalities had been and were being consulted in all matters connected with elementary education in their respective localities, (2) that the development of education was to be carried on on the same lines as before, the only difference being that owing to additional funds being made available much more on those lines would be done than hitherto and (3) that no single central committee would be able to decide for all the districts especially for the remote ones, such as Ganjām and South Kanara. Again in 1913, a resolution was brought forward for the appointment of a committee to consider the question of the distribution of the grant of 23 lakhs for 1913 received from the Government of India. His Excellency the Governor in opposing the resolution observed that the Department of Public Instruction was an administrative one with a large net-work of officials all through the Presidency whose duty it was to keep the Director of Public Instruction informed and that the department was able to formulate the necessary proposals.

3. A similar resolution was brought forward by the Hon'ble Mr. Rama Ayyangar in April 1917, suggesting the appointment of a committee for the distribution of the recurring grant of 4 lakhs sanctioned by the Government of India for the improvement of the pay and training of teachers and the unallotted portions of the Provincial grant. The Director on behalf of the Government opposed the resolution on the ground that there was no reason to suppose that the distribution could be any better done by a committee than it could be done by the Educational Department in consultation with local officers and local bodies. The resolution was eventually lost—G.O. No. 808, Home (Education), dated 16th June 1917.

4. It is submitted that the present resolution may also be opposed as on previous occasions. Orders are solicited as to who should take charge of the resolution and whether it should be discussed in Council. The file may be sent to the Director of Public Instruction for remarks before it is circulated to His Excellency the Governor.

S.A.—20-3-18.

T.K.—20-3-18.

C. RAMANUJA ACHARIYAR—21-3-18.

L. D. SWAMIKANNU—21-3-18.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

I see no more reason now for granting a committee than on previous occasions and there is the additional reason against that we do not know yet how the Government of India wants the money spent.

J. H. STONE—25-3-18.

HOME (EDUCATION) DEPARTMENT.

The file may now be submitted to His Excellency the Governor for orders. Presumably the Director of Public Instruction will take charge of the resolution.

C.R.—26-3-18.

L.D.S.—26-3-18.

P[ENTLAND]—27-3-18.

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 11 a.m. on Wednesday, the 3rd day of April 1918.

RESOLUTION *RE* SCHOOLS TO BE OPENED WITH THE AID OF THE IMPERIAL GRANT.

The Hon'ble Mr. K. RAMA AYYANGAR:—"Your Excellency, the resolution that I have the honour to move runs as follows:—

'III. This Council recommends to His Excellency the Governor in Council that a committee be appointed to consider and decide upon the schools to be opened with the Imperial grant of 5.50 lakhs and the supervision to be arranged for the efficient working of the schools in the rural areas.'

"Your Excellency, I come now to a resolution where the Government are generally taken aback when a proposal of this sort is placed before the Council—the proposal for the appointment of a committee. For my part, I have been trying to limit propositions of this kind; but under an impression that in a matter of this kind, a committee alone can work efficiently and properly, I have come forward with this resolution. In 1916-17, at the close of that year and the beginning of 1917-18, we had a four lakhs grant for distribution. Before that, after the 16.8 lakhs grant was got by us in two instalments from the Imperial Government for the spread of elementary education and other educational matters, we got Rs. 1.25 lakhs. That was only a small amount and we moved in this Council for that being distributed for the spread of elementary education and we practically got it. But when this four lakhs grant was got, I moved that a committee may be appointed and that the whole question of distribution to these elementary schools in the several areas may be considered by a body which will examine the places where they might be introduced and arrange for the committees or others that might be needed to see that they were efficiently started. In fact, the Government had this four lakhs not appropriated to anything but it was put under reserve and it was said that it could be distributed later on. We find that in the course of 1917-18 it had been distributed in various ways out of which about 1.15 lakhs was taken for the purpose of opening new elementary schools.

RESOLUTION RE SCHOOLS TO BE OPENED WITH THE AID OF THE IMPERIAL GRANT.

(Mr. Rama Ayyangar.)

[3RD APRIL 1918.]

Your Excellency might remember that in the budget for 1917-18, Your Excellency's Government were concerned with the opening of a lot of elementary schools, about 675 in number, with strengthening the staff of the existing schools, adding to the forms in existing schools as also opening higher standards. This was published in December last by G.O. No. 1585, dated 15th December 1917. Provincial funds contributed very largely and we have been expressing our thankfulness to the Government more than once for the large contribution that has been made towards education in the course of the present budget. Before we finished with this, my Lord, we had this additional grant of Rs. 5.50 lakhs, a recurring grant which is expected to be followed by many more grants of the kind according to the announcements made in the Imperial Legislative Council. The Rs. 4 lakhs grant which was given towards the close of 1916-17, it might now be seen, has been put into so many parts that much could not be done in the matter of opening new elementary schools, but that was supplemented by a princely grant this year and of opening new elementary schools, but that was supplemented by a princely grant this year and I find that a recurring grant of Rs. 2.75 lakhs for new schools is given and new schools were opened to the tune of 675 and we find also other improvements have been made. Before I came to this Council, I thought I must make out a clear case if I ask for something like this being done. I sat to work with the figures that were available and I found that we have at present 32,244 schools for boys' elementary schools and 1,748 for girls. Of these 32,244 schools, 28,151 were public elementary schools and 4,093 were private institutions. In the case of the 1,748 girls' schools we had 1,611 public schools and 137 private schools. The total number of villages for the Province is about 54,000, out of which we had nearly 23,000 villages with a population of more than 500 and 31,000 with a population under 500; so that we had 32,244 schools for boys for about 23,000 villages with a population of over 500. It may be that schools exist in some places where you have a population of less than 500, and it may be that many villages with a population over 500 are without schools. In fact, I know, in the Madura district, in and about Madura, there are a number of villages with more than a thousand population without an elementary school. I should have thought, under these circumstances, my Lord, when a proposal was made for expending a recurring grant of about Rs. 2,65,000 in opening new elementary schools, when the proposal was first to start 675 new elementary schools, some principle would have been adopted in ascertaining how we can spread this education broadcast in proportion to the population and the area of the several portions and how work should have been done, so as to see that the backward localities were helped as much as possible. It is not that other localities should be forgotten or should be neglected, but certainly some principle of action should be capable of being discerned in the distribution.

"Therefore, when I examined some of the typical districts,—I took Vizagapatam, Nellore, Bellary, Chingleput, Coimbatore, Tanjore and Ramnad, one for each group,—I wanted to see how matters stood in these districts. I found in the Vizagapatam district with the Agency tracts, there were 1,442 villages with a population of over 500, we had 1,609 schools existing now and there it is proposed to add 43 new institutions. In Nellore, we have 610 villages with a population of over 500, and we have 1,331 elementary schools for boys and there it is proposed to introduce 47 schools more. In Bellary, there are 607 villages of that description, 831 schools existing and 18 schools are proposed to be added. In Chingleput, there are 892 villages of that description and 1,478 schools now exist and it is proposed to add 12 schools. In Coimbatore, there are 999 villages, 1,355 schools and 24 are proposed to be added. In Tanjore, there are 1,484 villages and 2,029 schools exist and 23 are proposed to be added. In Ramnad, there are 765 villages with 1,244 schools and 28 are proposed to be added.

"What I tried to find out from this was that some attention was paid to areas which had lesser education and more schools were sought to be opened there, that principle I cannot see worked out. I thought there was another principle, in some places there might be greater inclination for education and there it might have been easier for opening new schools. I found that that principle does not exist either. I have tried in various other ways to satisfy myself that this has gone on some principle, but I have not been able to come to any conclusion. I find in some districts only a few schools are sought to be opened,—whether a district is very backward or forward. In Tinnevely, very few schools are to be opened and there education is very forward. I only put it for this reason that it will not be possible for a set of officers who have their inspection business also to decide upon the villages which can be best chosen for opening these schools and it used to be said by the Hon'ble Mr. Stone on previous occasions, that there was no difficulty in arriving at conclusions in respect of these matters and that he and his staff were quite sufficient. It is for that reason that I examined these figures whole sale, but I find it does not give any satisfactory conclusion. More than all this, the point that I want to place before this Council is the fact that in the case of most of these schools I refer to, one particular locality, I refer to the Madura district, in the case of schools so opened, no steps have been taken to see that the boys gather about there and remain there for a number of hours and study there, because no sympathy is enlisted of the villagers and no interest is taken by them. The fact that a building is put up, that a teacher is paid is not enough; but he has to go and sit at the house of the father of the boy to prevent him from taking the boy to the plough-ground. There are not other men to advise. If I had taken it upon myself, I would have converted some of the villagers. On going to one or two villages, I found that these schools were shut up, a large portion of the day. My submission in this is this: There is a double work resting with the Government at this stage. We have added considerably to the number of public schools that we have opened and we have considerably added to the inspecting agency; but I do not know, and I would be glad to hear from the Hon'ble Mr. Stone, how many times in the year, an elementary school is visited. I have no doubt that the sub-assistant inspector does not inspect

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more than twice or thrice in the course of a half-year. It is not possible for him to do more; but arrangements must be made to see that what has been done is efficiently worked. The large question that I therefore raise is the question of a proper committee which will have power to add, at each locality, to its strength one or two members and will go round each area, and find out a committee which will work to see that the schools which were opened are worked properly and the inspecting staff should also join and co-operate and see that what has been done is efficiently worked. In the matter of the distribution of this Rs. 5.50 lakhs, the schools to be opened afresh may be determined upon by an officer who, with the help of the people in the locality, would decide upon the localities where they are to be opened. I should also make one more suggestion. There should be a Provincial service man with sufficient energy and capacity to go to these villages and so work the people up to see that these schools opened do thrive very well. He will be one of the committee. My Lord, unless some such work is done at this stage, it will be useless and go on adding to the number of schools; and there is no doubt that before the end of this year you will be adding another 1,000 or 2,000 schools, we must see that the work so far done is done very well and that non-official unpaid people are made to take an interest. There is no use of adding to the inspecting agency. Some system must be devised if this elementary education is to progress and to continue successfully, to enlist the sympathy of proper persons, to see that those schools that have been opened work properly and that the places chosen for new schools are also properly chosen.

"With these words, I beg to submit that the resolution may be accepted."

The Hon'ble Mr. B. VENKATAPATI RAJU:—"Your Excellency, I beg to formally second this resolution."

The Hon'ble Mr. J. H. STONE:—"Your Excellency, I must apologise for being out of the Council Chamber for a few minutes."

"The Honourable Member has divided his resolution into two portions. They may be taken independently. He wishes a committee to be appointed first, to go into the distribution of this Rs. 5.50 lakhs grant and secondly he wishes a committee to be appointed to supervise schools in rural areas."

"I think the Honourable Member has fallen into trifling inaccuracies in regard to his figures. He spoke of the Rs. 4 lakhs grant distributed last year and he mentioned that a sum of Rs. 1.21 lakhs was used out of it for opening new schools. The only inaccuracy is that the sum of Rs. 1.21 lakhs used for opening new schools was not a part of the Rs. 4 lakhs. The Rs. 4 lakhs was not used at all for opening new schools. The Government of India did not intend that it should be so utilized. They wanted it to be used mainly in improving the pay of teachers and those funds are, as a matter of fact, being so utilized. In regard to this sum of Rs. 1.21 lakhs which was given by the Madras Government and not by the Government of India, the Honourable Member criticised the way in which it was distributed. Our custom hitherto, when we have money to make use of, has been to invite local boards to say what their needs are in the way of new elementary schools and distribute the money in accordance with the statement of their needs. The result invariably has been that the needs in any one locality in fact, the needs of each local body are far in excess of the share of the money that might be distributed as the share to that local body. Last year, towards the end, we found ourselves with this Rs. 1.21 lakhs not used and it was thought that somewhat a new plan might be adopted. Instead of asking local boards to tell us their needs, which we knew would be enormously in excess of Rs. 1.21 lakhs, we simply took those requests, which had been made in the course of the year, and they came to a considerable number, for opening new elementary schools, and schools were opened to the extent of these requests. The Rs. 1.21 lakhs were used to pay for these schools for the last two months of the year, the Government undertaking at the same time, that in the budget of this year, there should be money to maintain these new schools during the current year, so that we find in the budget Rs. 4.50 lakhs for the maintenance of new elementary schools, those were schools which were opened on the strength of the Rs. 1.21 lakhs, so that the net result would be a very considerable increase in the number of elementary schools and a very considerable increase in the amount of money spent on them and on their maintenance. The Honourable Member complains that, as a result of this, some taluks have got less and others more; in other words, that the distribution has been inequitable. It so happens that we shall be able to rectify this inequality, which the Government of course recognise, this year, because, we have received this grant of Rs. 5.50 lakhs from the Government of India. In distributing that sum, we shall take into account all the new schools opened with the Rs. 1.21 lakhs of last year, and the Rs. 4½ lakhs of this year, and as I said before, we shall be able to redress any inequality there may be. I do not think that for producing this equality of distribution which the Honourable Member has for years insisted upon, a committee is necessary. Nothing is simpler than to divide the money in proportion to the population or the population's wealth or according to some economic formula for the division of the money. I do not think we could construct a satisfactory economic formula although we could construct some kind of formula. We ask the various local bodies what their needs are and we try to satisfy those needs. A committee cannot meet these needs any more than ourselves; they cannot find money to meet the needs of all local bodies and the difficulty in meeting the needs of local bodies will not be diminished by the existence of this committee. Moreover, the committee, however good it may be, will not have equal knowledge of every locality of this Presidency. They would not be able to say whether village A or village B ought to have more schools. They would take merely population. So could I. Honourable

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Members are well aware that in settling the distribution of schools we consult local bodies and the Education Department do not attempt to do it themselves; the local officers as well as the local bodies are consulted and their recommendations come up to my office from the local bodies and the thing is decided upon after consultation with the local officers. If local bodies cannot find, after consultation with the local officers, where schools are most needed, I think it is quite certain that a committee consisting of gentlemen, however eminent they may be, will not be able to do this.

"The Honourable Member then wants a committee to supervise the efficient working of schools in rural areas. I do not think he mentioned in the course of his speech the local bodies, district boards and taluk boards. He talked of these schools as though they existed in the air and as though they belonged to the sub-assistant inspectors. But these are local funds schools; they are not departmental schools. The local officers are only partly responsible for them. The department does all that it can with its staff of officers to supervise them. But surely these schools belong to local bodies; it is the local bodies that should do the supervision. But he wants an officer to see that the parents of the boys stop taking the boys to plough and to send their children to school instead of to herd cattle. Something of that kind is necessary. There is a great deal too much of children being withdrawn from school when they are far too young. I do not know what a committee in Madras can do in that direction. It is for Honourable Members in this Council and all other gentlemen who are interested in public affairs many of whom are members of local bodies, to stir up local boards and see that some kind of interest is taken in schools. Some of the members of the local boards may undertake some kind of honorary work and look to the attendance of boys at these schools. The schools belong to local bodies and it is the duty of the local bodies to look after these schools, helped so far as we can help them, by the officers of the Education Department.

"Again, the Honourable Member must be aware that even now we are finding the need of a large number of inspecting officers of one grade or another. I quite admit that we have not got enough number of officers even to supervise, so much as departmental supervision could do, the schools already opened; of course, the more schools are spread up and down the country, the more difficulty there will be to find proper supervision. I do not complain of the Honourable Member asking for more supervision but I only suggest that the appointment of a committee in Madras is not likely to help much in that direction."

The Hon'ble Mr. K. RAMA AYYANGAR:—"Your Excellency, as regards the question of formula which the Hon'ble Mr. Stone was talking about, it ought not to be done as a matter of formula in the Director's office. It is, therefore, that I wanted a committee of the sort I referred to; but probably the Hon'ble Mr. Stone was not here when I referred to that committee. I did not want a committee in Madras. I knew the officers who were doing the thing in Madras were not doing it properly after reports were received. I said it ought not to be a committee at Madras. I wanted a committee which would go round the district and I wanted a Provincial Indian Officer also in that committee and I said they should co-opt members in the several districts and go round if necessary to the taluk areas and form suitable committees for the management of these schools and not leave it to the taluk boards, which consist of 13 or 14 members, who find it difficult to find time for going there. For an area of nearly 3,000 square miles, we have 14 members and 200 or 300 schools. I find provision is made in the Civil Budget Estimate at page 124 under the head of Education for 8 inspectors of the Indian Educational Service, 3 inspectors of the Provincial Educational Service, 3 inspectresses of girls' schools, 9 sub-assistant inspectors of the second grade, 20 of the third grade, 29 of the fourth grade, 39 of the fifth grade, 22 probationers and 236 supervisors of elementary education at a cost of Rs. 5,19,000. All that establishment was needed to see that the money spent on education was efficiently utilized. I do not think it would be proper to say with all that establishment that all the schools belong to local bodies and therefore the department have nothing to do with the really efficient working of these schools. The whole expenditure will come to Rs. 200 or 300 lakhs before we finish our elementary schools; if all the schools become schools of the taluk boards and district boards, and if they are to see to their proper management, I do not think we would be embarking upon a proper policy at all. I do not know that this Provincial programme or Imperial programme relating to the spread of elementary education, was ever conceived in that spirit. It may not be possible that these schools will become public schools managed by local bodies. If all the officers are handed over to local bodies, then the schools would be better managed, because these local bodies will give them specific instructions. I am not going to contend for the distribution of Provincial funds. The taluk boards are the bodies that stand between the Government and the people in the matter of giving advice. Even there I know that in the case of some districts the matter is placed before taluk boards or district boards and before the list of places is approved of, it is sent up to Government. In other districts, it is not so. The inspecting officer, the assistant inspector or the sub assistant inspector, recommends the localities, it passes through the hands of the assistant inspector and it goes to the Vice-President and then to the President of the taluk board and then to the president of the district board. I raised this question in one discussion on the local boards and I said that we had complete control over the selection of the schools and I was met by the plea that we had no control except to forward the list of places selected by the inspecting officer. Since then, I have been trying to do some little work in the matter of fighting for control. Very little has been done. The contention that I pray for is to see that these institutions are efficiently managed. The thing ought not to be left to the local boards, because they have

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really no funds to do it at all. The whole thing is in the hands of the Government, the Director of Public Instruction and the Educational Secretary guide and direct the whole state of affairs. The whole distribution is done by the department. I think the matter deserves close consideration. I do not propose at this stage to ask for a change of policy in the control of the establishment, to watch these schools, because that will require considerable thought and attention. But as it is, my Lord, the proper thing to do is to have a committee to go round and actually catch hold of the inspecting officers and familiarize them with the various men and appoint a committee and make them take charge of five or ten schools. They should go to these institutions and make remarks there in the visitors' book. Mere expenditure of money, I do not think, will advance the position any bit. My Lord, the proposition stands there and it cannot be contended that it has been met in any form by the Director of Public Instruction. I have been feeling that, if you are going to spend more money, it would be better that we come to some decision. Thirty-two thousand schools should not be allowed to increase to 60,000 schools before we begin to rectify our affairs and before we know how we are spending the money."

The resolution was then put and lost.

R. A. GRAHAM,
Acting Secretary to Govt., L. & M. (Legislative) Dept.

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An extract of the discussions relating to the resolution has been added to the file. The resolution was lost. No further action is necessary. The notes may therefore be

over no 887
over 27.18

Recorded

29.6.18

17/7/18

L.C.

Recording notes connected with the resolution on the

subject of the appointment of a committee to consider

the schools to be opened

with the help of the Imperial

grant of 5.50 lakhs made

by the Hon. Mr. K. Rama

Changappa at the meeting

of the held on 3.4.18

27/11/18
27/11/18
27/11/18

To be sent (with copy of proceedings)

When given for copying 4/11/18
 When copied 4/11/18
 When examined 4/11/18
 When signed 4/11/18

READ AGAIN 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.

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