

Law (192 /) Department.
Cronaka

Ordinary SERIES.

G.O. No.

82

DATED

18-1-21

INDEXED

[Despatch Abstract.]

Legislative Council meeting ---August 17th, 1920 --Notes regarding
 Resolution of ---R e c o r d e d.

Siva Rao Hon'ble Mr. P. ---Board of secondary and Intermediate
 Education---establishment of --

BACK PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

Resolⁿ XXVII

NOTES.

X X VII 3

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

[For the meeting of the 17th August 1920]

[SUBJECT.—*Appointment of a Board of Secondary and Intermediate Examination.*]

The Hon'ble Mr. P. SIVA RAO :—

XXVII. This Council recommends to His Excellency the Governor in Council that a Board of Secondary and Intermediate Examination may be established in this Province on the lines recommended by the report of the Calcutta University Commission.

HOME (EDUCATION) DEPARTMENT.

One of the proposals of the Calcutta University Commission is that intermediate education should no longer form a part of University education and that this should be recognized by placing institutions which impart secondary education together with their recognition, inspection, the examination of their pupils, etc., under the control of a Board of Secondary and Intermediate Education, which should exercise the same functions in the matter of high schools. The intermediate colleges, as contemplated by the Commission, would prepare students not merely for admission to the University but also for entry into various professions and careers. The Board would conduct two examinations, one of which would be regarded as the completion of the high school course, the other as the completion of the intermediate course and the qualification for admission to University courses. The Board itself would consist of from fifteen to eighteen members and would have attached to it certain committees dealing with special classes of institutions. Its functions would be the framing of the curriculum, the conduct of the two examinations just mentioned, the recognition of institutions as high schools and intermediate colleges, the giving of advice to Government, the maintenance of an inspecting staff, the distribution of grants, the maintenance and control of high schools and intermediate colleges financed from provincial revenues, etc. The work of the Board would be co-ordinated with that of the department, the Director being an ex-officio member of the Board and a Secretary to Government. Among other proposals of the Commission are the transfer of teachers in these institutions from the service of Government to the service of the Board and the formation of a special corps of western-trained teachers.

2. The proposals of the Commission are dealt with in the letter from the Government of India to the Government of Bengal, No. 1184, dated the 25th October 1919—pages 2—4 of G.O. No. 316, Home (Education), dated 12th March 1920, and the following criticisms have been made therein :—

(i) *The functions of the Board.*—The first suggestion which has been made is that the functions which the Commission would assign to the Board will prove extremely onerous and will throw upon that body an excessive responsibility. It is pointed out that provincial funds contribute considerably to the upkeep of Government institutions to the subsidies given by way of grant-in-aid to aided institutions, to the system of scholarships, the inspecting staff, etc. These financial obligations on the part of the Government are likely to be increased by realization of the improvements in secondary and intermediate education which are advocated by the Commission. Doubt has, therefore, been expressed whether it would either be possible or desirable to saddle the Board with full executive and administrative functions. The Board may frame the curricula, conduct the examinations, recognize institutions, administer its own funds, and, so far as those funds permit, maintain an inspecting staff. It is, however, considered doubtful whether, in view of its responsibility for the proper utilization of public money, the local Government should divest itself to the degree contemplated by the Commission of its powers in the matter of the maintenance of

institutions financed largely from provincial revenues, the control of their staff, the maintenance of an inspecting staff and the task of inspection, the distribution of grants and other similar executive functions. The view has been put forward that while the budget estimate of at least the greater part of the requirements of secondary and intermediate education may, as suggested in paragraph 37 of Chapter XXXI of the Commission's Report, be framed by the Board, the actual disbursement of the money by the Board may give rise to practical difficulties; and that even if those difficulties can be surmounted, it is necessary that Government should maintain a staff of Inspectors, who would report as to the proper utilization of public funds, the assignment of a due share to the education of Mussalmans and other matters contemplated in that paragraph. While the report contemplates the transfer of inspection of schools to the Board it is apparent that paragraph 96 of Chapter XXXI renders it doubtful to what extent the Commission anticipated the disappearance of the staff of Government Inspectors even eventually, and it is clear that the maintenance of inspecting officers in the Department of Public Instruction was contemplated for the present. At the same time there will be no objection to the maintenance by the Board, so far as funds permit, of some inspecting staff of a subsidiary nature or for special purposes.

(ii) *Recognition of institution.*—While it is allowed that normally recognition would be by the Board, it is possible that acute differences of opinion regarding the eligibility for recognition of an institution may from time to time arise between the Board and the Department of Public Instruction. It has been suggested that in such a case an appeal should lie to the appropriate authority of Government, i.e., to the Governor in Council if this stage of education is classed as a 'reserved' subject under the Reforms Scheme, or to the Minister if it is classed as a 'transferred' subject. It is urged that in doubtful or controversial cases Government may properly claim the ultimate decision in view of the financial responsibility which it undertakes not merely for publicly managed or aided schools but also for the proper organization of secondary and intermediate education as a whole, and that so long as Government shoulders these responsibilities, it is unable to contemplate, without some power of intervention, the general lowering of the whole standard of attainment or discipline which may result from the injudicious recognition of institutions even if these derive no direct subsidy from the public revenues.

(iii) *Composition of the Board.*—While this is a matter essentially for decision by such local Governments as choose to adopt the Commission's proposals, doubt has been thrown upon the propriety of including the Director of Public Instruction among the members of the Board and it has been suggested that his place be taken by a Deputy Director. It has been emphasized that the Secretary to the Board should be a whole-time salaried officer appointed by Government, and that whatever composition may be selected the representation of different communities and of the teaching profession must be fully safeguarded.

(iv) *Divisional Boards.*—In paragraph 27 of Chapter XXXI the Commission have suggested the constitution of Divisional Boards. The opinion has been put forward that these Boards might wield something more than purely advisory functions and that, as a desirable measure of decentralization, the powers of recognition and possibly to some extent of examination, etc., might be devolved from the Central Board to bodies of this nature. At the same time it is realized that if any such arrangement were adopted means would have to be taken for securing a certain amount of uniformity of standard either through the right of appeal by the Department of Public Instruction to the Board of Secondary and Intermediate Education or by some other suitable means.

(v) *The Department of Public Instruction.*—The view has been put forward that the Commission, in describing the impossibility of dealing with the situation through the existing machinery and the consequent necessity for setting up a new body

to deal with secondary and intermediate education, has overlooked the alternative of strengthening the Department of Public Instruction so as to enable it to cope in an adequate manner with the great number of institutions existent in Bengal in the condition of many of which has been painted by the Commission in deplorable colours. In this connexion the Government of Bengal will no doubt consider the Commission's recommendation to make the Director of Public Instruction a Secretary to Government and such strengthening of the department as this change in the Director's functions and the new outlook on secondary and intermediate education would involve.

3. In their resolution No. 99, dated 27th January 1920 [paragraph 17 on page 7 of G.O. No. 230, Home (Education), dated 21st February 1920], the Government of India have left it to local Governments to take such action as they think fit regarding the recommendation of the Commission in regard to the constitution of a Board for secondary and intermediate education. It will be seen from the letter of the Government of Bengal, No. 117, dated 17th January 1920 [page 5 of G.O. No. 316, Home (Education), dated 12th March 1920], that that Government is in favour of the creation of such a Board subject, however, to certain modifications in points of detail.

4. At the meeting of the Legislative Council held on the 20th November 1920, the Hon'ble Mr. P. Siva Rao moved a resolution recommending the appointment of a committee to consider and report on the recommendations of the Calcutta University Commission [page 4 of G.O. No. 77, Home (Education), dated 16th January 1920]. In the course of his speech on the resolution, he specially referred to the desirability of taking early action on the recommendation of the Commission in regard to the separation of intermediate from collegiate education and the placing of it, together with secondary education, under a Board of Secondary and Intermediate Education consisting of from fifteen to eighteen members with power to appoint advisory and other committees including outside members. His Excellency the Governor explained to the Council that the Senate of the Madras University had appointed several sub-committees to consider the recommendations of the Commission and that the Government would await the reports of these sub-committees before taking any further action. The matter has not advanced any further since then and the question of taking action as proposed in the resolution will have to be deferred till the University and the Government have definitely decided to remove intermediate education from the control of the University.

5. The file may be sent to the Director of Public Instruction u.o. for remarks.
S.K.—1-8-20. N.K.—2-8-20.

C. RAMANUJA ACHARIYAR—2-8-20.

R. RAMACHANDRA RAO—3-8-20.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

The Calcutta University Commission did not recommend the establishment of a Board of Secondary and Intermediate examination. It recommended the establishment of a Board of Secondary and Intermediate education. One of the powers which the Board would assume was to conduct the two secondary school examinations, the first approximately corresponding to the present matriculation and the second corresponding to the present intermediate standard, subject to the proviso that the Universities should in each case have the power to determine what forms of the intermediate college examination they would accept, and under what conditions, as qualifying for admission to their courses in various faculties. The resolution has apparently been admitted, but in view of the above I should have advised that it should not be admitted for discussion had it been referred to me.

I do not know whether the Honourable Additional Member will move for the appointment of a Board of Secondary and Intermediate *examination* or for the appointment of a Board of Secondary and Intermediate *education*. If he moves for the former the Board can have no voice in the matter of the Intermediate examination without legislation in the Council of the Governor-General since the Intermediate examination is conducted by the University of Madras which has statutory existence under Government of India legislation. The Board of Secondary examination is already in existence in the Secondary School-leaving Certificate Board which is composed of a number of officials and non-officials and on which the University has the right of nomination subject to acceptance by Government.

If the President of the Council permits discussion on the formation of a Board of Secondary and Intermediate education it can be pointed out to the Honourable mover that meetings of the sub-committee of the committee of the Senate which discussed this matter were held on Friday, December 12th, 1919, and on March the 4th, 1920, that this sub-committee arrived at certain conclusions which will shortly be taken up for consideration by the committee of the Senate. The sub-committee recommended *inter alia* the constitution of a Board of Control of Secondary and Intermediate education although full details of the control were not worked out. The formal report of the committee of the Senate should, I submit, be awaited before Government commit themselves to an expression of opinion upon this matter.

If, however, Government desire to have the question of the formation of a Board of Secondary and Intermediate education discussed so far as this Presidency is concerned on its merits I am prepared to do so now although I consider it desirable to await the report of the sub-committee of the Senate.

R. LITTLEHAILLES—8-8-20.

Home (Education) Department.

The resolution has been admitted.

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

N.H. 9-8-20.

C.H. 9-8-20.

M.H. 9-8-20.

A copy of these notes to be printed at once.

I shall want relevant volumes of the Sadler report.

L.H. 10-8-20.

25-120
Vol. 12 (part up)

5

X

Extract from the Proceedings of an Adjourned Meeting of the Council of the Governor of Fort St. George assembled for the purpose of making Laws and Regulations under the provisions of the Act of Parliament, 5 & 6 Geo. V, Ch. 61.

The Council re-assembled at the Victoria Buildings, Egmore, at 11 a.m. on Thursday, the 19th day of August 1920.

RESOLUTION *RE* ESTABLISHMENT OF A BOARD OF SECONDARY AND INTERMEDIATE EXAMINATION.

The Hon'ble Mr. P. SIVA RAO:—"Your Excellency, I have the honour to move the following resolution:—

'XXVII. This Council recommends to His Excellency the Governor in Council that a Board of Secondary and Intermediate Examination may be established in this province on the lines recommended by the Report of the Calcutta University Commission.'

"The Honourable Members of this Council are aware that the Government of India appointed a Commission to enquire into the conditions of University education, primarily in Bengal, and they are also aware that the Commission after an elaborate enquiry submitted a voluminous report. They are printed in four or five volumes, and this resolution deals with one of their recommendations. No doubt their inquiries were primarily intended to apply only to the province of Bengal. But most of their findings are applicable to other provinces as well because the conditions that prevail in this Presidency are very similar to the conditions prevailing in Bengal. Some time ago I moved a resolution in this Council that the Government might be pleased to appoint a committee to consider how far the recommendations of this Commission might be adopted in this province. Then the Government were pleased to reply to me that already a committee of the Senate had been appointed and had been sitting for the purpose. Your Excellency was pleased to state in your capacity as Chancellor of the University that you would take care to see that the report of the committee was expedited and that as soon as the report was received, immediate action would be taken. In answer to one of my interpellations at this meeting I gather that the committee has submitted no findings as yet to Government as regards the recommendations of the Calcutta University Commission. I may draw the attention of the Members of this Council to those recommendations. They say:—'We therefore recommend that there should be established a Board of Secondary and Intermediate Education, to consist of from fifteen to eighteen members, with power to appoint advisory and other committees including outside members.' The powers of the Board proposed by them are: '(a) to define the various curricula to be followed in high schools and intermediate colleges; (b) to conduct the two secondary school examinations described above subject to the proviso that the universities should in each case have the power to determine what forms of the intermediate college examination they would accept, and under what conditions, as qualifying for admission to their courses in various faculties; (c) to grant, after inspection, formal recognition to high schools and intermediate colleges as qualified to present candidates for high school or the intermediate college examinations, and as adequately organized and equipped places of instruction; (d) to advise Government as to the needs of these grades of education, and as to the best modes of extending the available funds for these purposes.'

"I need not go into the merits of these recommendations. It is sufficient for me to say that this Commission was presided over by such a high educational authority as Doctor Sadler. I would also like to mention the fact that it was only after mature thought and inspection they had arrived at these recommendations.

The Hon'ble Mr. L. DAVENSON:—"Your Excellency, may I, with Your Excellency's permission, rise to inform the Honourable Member precisely what the facts are in regard to the inquiries of the Committee of the Senate. I think this may save him the trouble of going into the merits of the subject. I said in answer to his supplementary question to question No. 66 that if the object of his inquiry was to ascertain exactly what is the position in regard to this question of the establishment of a Board of Intermediate and Secondary Education, then I should prefer to answer the inquiry when this resolution came to be discussed. The Vice-Chancellor has very kindly furnished me with precise information on the subject which shows that the report of the sub-committee dealing with this particular issue is already in print but has not yet been considered by the general committee of the Senate. Well, Sir, our position is

6
RESOLUTION RE ESTABLISHMENT OF A BOARD OF SECONDARY
AND INTERMEDIATE EXAMINATION.

(Mr. Davidson ; Mr. Siva Rao.) [19TH AUGUST 1920.]

exactly that stated by Your Excellency in November last when the question in issue was whether or not a committee should be appointed for the examination of the Sadler Commission's Report. Your Excellency then pointed out that it would be a mistake to duplicate the machinery and that so far as your Government were concerned they would certainly prefer to adopt the obvious course of awaiting the reports of the sub-committees of the Senate. The position remains the same, and I venture to suggest to the Honourable Member that any discussion of the merits of the subject would in these circumstances be futile."

The Hon'ble Mr. P. Siva Rao :—"I beg to withdraw my resolution."

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

F. J. RICHARDS,
Acting Secretary to Govt., L. & M. (Legislative) Dept.

7
The resolution was

p. 6 ante withdrawn after discussion.

The papers may be

CAUTION
DESPATCHED
24/11/21
18/11/21

copy to L.C.

(extra copy of L.C.
Proceedings)

Order Received
mis 14825/181
21
18/11/21

18/11/21

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

} 192 .
sd 19/1/21

READ AGAIN G.O. No. _____ DATED _____
 192

CURRENT No. _____

ENCLOSURES TO C. No. _____

ORDER OF GOVERNMENT A A A A A A A

LETTER OF _____

STATEMENT WITH DITTO.

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

N.B.—
 A = Copy in full.
 B = Not to be copied.
 P = Copy abstract only.
 Q = Copy heading only.