

Educational (1913) Department.

ORDINARY MS.

G.O., No. 614 Edl.

DATED 30-6-1913.

[Despatch Abstract.]

Legislative Council — Recording office notes
connected with the resolution moved by the
Hon. Mr. A. S. Krishna Rao Pantulu at the
meeting of the — held on the 17th May
1913, regarding the grant of increased
powers to local bodies in respect of
elementary schools.

Resolutions on matters of General Public Interest.

SUBJECT.—No.

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for the meeting of the Legislative

Council to be held on the 16 May 1913.

SUBMITTED that two copies of this Resolution may be forwarded to the
Edn, Sec & Fin Department with reference to No. (1) of the rules regulating
Secretariat procedure in dealing with these Resolutions in the Legislative Council.
That department may be asked to be so good as to report in regard to the admission
of the Resolution at an early date.

2. A copy of the Resolution may also be forwarded to each of the other
departments of the Secretariat for information.

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Leg. No. 1262-1 of 30-4-13

C. 1415 208
1-5-12



To the *Edn* Department

" *Edn* ✓

" *Fin* ✓

Other Departments of the Secretariat

13/5

Resolutions relating to matters

The Hon'ble Mr. A. S. KRISHNA RAO PANTULU

3. This Council recommends that His Excellency the Governor in Council be pleased—

- (a) to give municipalities and local boards larger powers in the management of the elementary institutions under their control ;
- (b) to give them power to determine the extent to which grants-in-aid shall be given to private elementary institutions within their respective areas and to distribute such grants among those institutions ; and
- (c) to render them such additional financial help as may be required for the exercise of those powers.

[Meeting of the 16th May 1913.]

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

S u b j e c t.

Modification of the Educational rules so as to give local boards and municipalities a more effective control in the management of educational institutions.

The Hon'ble Mr. A.S. Krishna Rao Pantulu:-

16. This Council recommends to His Excellency the Governor in Council that the Madras Educational rules be so modified as to give the local boards and municipalities in the Presidency a more effective control in the management of the educational institutions maintained by them.

The Madras Educational Rules prescribe the procedure to be adopted by all educational institutions both under public and private management in regard to such matters as qualifications and number of teachers, courses of studies, proportion of teachers to pupils, admission and withdrawal of pupils, rates of fees to be levied from pupils, &c. Institutions under the management of Government or local ~~boards~~ boards or municipal councils fall under the "public management"; the schools maintained by the local bodies are thus governed by the same rules as those affecting Government institutions.

2. The recognition of elementary schools both under public and private management vests in the Inspector, and that of secondary schools vests in the Director. ~~As~~ As regards fees these should be levied in all colleges and ~~primary~~ secondary.

Rule 1

Rule 9.

Rule 22.

Rule 93.

secondary schools under public management in accordance with ~~xxxx~~ the scale prescribed in the rules, ~~xxxx~~ while in institutions under private management the rates and levy of fees are ~~xxx~~ left to a large extent to the discretion of the managers, although these may be required to levy reasonable fees and will not be permitted to complete improperly by unduly lowering the fees or permitting any method of payment other than that prescribed in the rules.

3. It is not clear in what particular direction the Additional Member desires that the educational rules should be revised so as to give local bodies "a more effective control" over their educational institutions.

Local

4. The rules relating to the management of their schools by local boards are contained in the Local Fund Code. Article 385 provides that "all local fund schools are under the control of the Educational Department and are administered according to the principles of management adopted ~~in~~ for State schools". Under Articles 386 to 388 the sanction of Government is required for the establishment of schools other than elementary schools, and applications in this regard have to be submitted through the Director of Public Instruction after obtaining the opinion of the local educational officers - while the boards may not close or transfer any school without giving three months notice to the Inspector. In the matter of appointing teachers, the presidents of local boards are required under article 125 to consult

Art. 387 has recently been modified so as to allow certain classes of proposals to come up through the Inspector without going also to the D.P.I.

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20.7.15

not done in 1932. had
to do so or keep them
disappointed. cannot make
to spend money to
pay the Inspector
1932 to 1933 only

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Articles 186 to 190 L.P. Code.

consult the Inspector of schools or his assistant. The grant of leave to school masters rests with the president of the local board but in cases of leave not exceeding one month the leave may be granted by the assistant or sub-assistant inspector as the case may be, subject to the formal approval of the President on the submission of a consolidated statement each month.

Under article 414 the president of a local board has also the power to fine, suspend or dismiss teachers of board schools in the same way as any other servant of such board, subject to the provisions of section 42(3) of the Madras Local Boards Act which relates to Government servants whose services have been lent to local boards.

5. In regard however to the administration of the schools themselves it would seem that the Government have generally been guided by the following principles enunciated in the report of the Committee on local self Government:-

"The question of administration must be determined mainly by the agency to be employed in developing the primary education of the people and by the source from which expenditure is to be met. If the agency employed is local, i.e. by schools established and maintained by the district or taluk board, the control should vest in the board concerned, subject ~~to the~~ to the general supervision of the Educational Department" x x x. It is moreover highly desirable that "the inspection of the schools should be carried out not by agents of the boards, but by agents of

para. 237

I doubt the correctness of this
separation. It is probably
the case that in administrative
matters the ^{departmental} control over board
schools is closer than the
Committee contemplates. This
condition is the outcome of
practical growth & presumably
the result of practical experience

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of the State as in England, for by this means
"a sound instructional standard will be best
"maintained, and also the impartial distribu-
"tion of the public funds best assured". The
"interests of both the local tax-payer and of
"the Government will be best served by separating
"entirely the administrative from the inspectional
"work, the former being a proper function of the
"board, the latter of the State in so far as the
"standard and kind of education given to the
"people is matter of general and not merely of
"local importance."

Done
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29/3/13

Municipal.

6. With regard to municipal institutions, it
is submitted that the Madras District Municipali-
ties Act, 1884, and the Municipal Account Code con-
tain a few provisions which restrict the powers of
control exercised by municipal councils and these
are summarized below:-

(a) Section 119 of the Madras District Muni-
cipalities Act, 1884. - The sanction of Government
is required for opening schools where admission
is to be free to any class or classes of the
inhabitants.

(b) Section 121 --do-- - The instruction
to be provided by municipal councils shall be of
such standards as may from time to time be
prescribed by the Governor in Council.

(c) Section 122 (1) of --do-- - Municipal
Councils should levy fees in accordance with
such rates as may from time to time be prescribed
by the Governor in Council, but they may pay the
fees wholly or in part on behalf of any poor
child

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child ^{attending in} elementary ^{school} ~~education~~ (Article 191 of the Municipal Account Code requires that the scale of fees should be fixed by the Council with reference to the Educational Rules and in consultation with the educational authorities.).

(d) Section 122 (2) of --do-- - The ^{proceeds} ~~proceeds~~ of the fees should be expended on schools.

(e) Articles 16 A and 16 B of the Municipal Account Code. - The sanction of Government is necessary for the employment of all permanent establishments and of temporary establishments when the salary exceeds Rs.50 per mensem or the period is in excess of six months (applicable to other than Educational establishments also).

(f) Article 24 of the Code. - Appointments of persons to offices carrying a salary of Rs.100 per mensem or upwards are subject to the sanction of Government and it shall be the duty of the Chairman to consult

(i) the Inspector of Schools before appointing masters to municipal schools and colleges and the assistant inspector of schools before appointing masters to municipal elementary schools when the maximum pay of such masters is less than Rs.50 per mensem, and

(ii) the Director of Public Instruction before making ~~a~~ appointments carrying a maximum salary of Rs.50 and upwards.

(g) Article 25 of the Code. The Chairman has power to fine, reduce, suspend or dismiss a teacher in the same way as any other servant of the Council, subject to an appeal to the Council in all cases and to a second appeal to Government against dismissal of a servant whose appointment requires their (Government's) sanction

(h)

(Verify carefully.
I have no copy of the
Municipal Code in
my/bag/box)

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(h) Article 257 of the Code.-- This article merely prescribes the officers by whom educational bills for salary and contingencies should be signed or countersigned.

7. As already pointed out in paragraph 3 supra it is not clear what particular provisions in the Educational rules the Additional Member wants to be revised. Chapters VI to VIII of these rules contain additional regulations in respect of schools under public management and it is evidently these rules that he has in view. The rules prescribing the number of teachers, the scale of salaries and the rate of fees appear to relate more directly to the control of the managing bodies, but the standards therein laid down are only recommended for general adoption and are subject to variation by the managing bodies in consultation with the ~~Tauhinia~~ Educational authorities. These rules derive force from the provisions of Articles 16 A and 16 B and 191 of the Municipal Account Code and section 122 of the District Municipalities Act.

8. The resolution applies to primary and secondary schools and colleges maintained by local boards and municipal councils. If the Additional Member had stated in what respects the Educational Rules should be modified his request could have been carefully considered, but as it is, Government can only say local boards and municipal councils have at present as much control over their Educational institutions, be they primary or secondary schools or colleges, as it is good for them to exercise.

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x
is managed by Govt.
Local Boards or municipalities.
x
Rules 81, 82, 84
and 99.

His Educational

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Rab. 27.3.13.

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Apparently the Additional Member contemplates relying on the recommendations made by the Decentralization Commission for removing the restrictions on the liberty of action of local bodies in regard to the provision and maintenance of schools. In paragraph 753 of their report they recommended that sub-district boards should have reasonable latitude to settle the school curricula, the extent to which grants in aid might be given, the number of masters to scholars, holidays &c. They also recommended that sub-district boards should have the power of closing schools without the sanction of the Educational Department. The Government of India examined these recommendations in paras. 6 to 8 of their letter No. 18 Educational, dated 3rd January 1910. They were disposed to agree generally in the principle advocated by the Commission that rural boards should have reasonable latitude in the management of schools, but they doubted the expediency of giving them the same power in respect of the school curriculum. To determine the curriculum of primary education, they considered, was essentially the function of the Educational Department. The curriculum as thus determined provided in some cases for alternative standards and optional subjects and when this choice was offered there was, they observed, presumably no objection to its exercise by the local bodies which had the management of schools in its hands, but it would be quite impracticable in any other sense than this to have a local body in every district or sub-district

of para 740.776+777 of the
Report

Page 23 of 81. No. 5965
2.2.11

of para 740.776+777 of the
Report

Page 5 of 81. No. 5965
2.2.11

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sub-district with reasonable latitude to settle the school curricula. These recommendations of the Commission are examined at length in paras. 61 to 75 on pages 30 to 35 of notes with G.O.No.59 Educational, dated 2nd February 1911; and the final conclusions are embodied in paras. 7 and 8 of the letter to the Government of India No.60, dated 2nd February 1911 where it was stated that "in this Presidency rural boards "have already considerable latitude in the management of elementary schools. No curriculum is "prescribed, but under rule 20 of the Madras "Educational rules, the course of studies and "time table must be drawn up in consultation with "the inspecting officer, and the curriculum must "consist of subjects selected from a general "scheme of studies issued by the Educational "Department from time to time. Subject to the "provisions of the Grant-in-aid Code and the "general rules as to the allotments and transfers "rural boards have already power to make grants-in-aid without the sanction of Government or the "Director of Public Instruction, and the functions of the Educational Department in this "respect are limited to making recommendations "for their consideration. A scale of teachers "is suggested as suitable in rule 81 of the Madras "Educational rules, but it is not actually prescribed for adoption. It represents the minimum "considered compatible with efficiency, but in "order to attain to it, large subsidies from "Provincial funds have recently been made to local

boards

boards which in most cases would otherwise have been quite unable to reach the proper standard. No rules have been laid down by the Educational Department in regard to the grant of holidays. On these matters, therefore, the recommendations of the Commission have already been given effect to in this Presidency. Reasonable latitude has already been given to the rural boards, and no further action seems to be required. In particular, the Government in Council desires strongly to emphasize his conviction that the measure of control now exercised in Educational Department over the curricula of elementary schools should not be relaxed. Both in the interest of elementary education itself and on general grounds of policy he considers that it would be a grave mistake to give local boards in this matter an unfettered discretion which they are not qualified properly to exercise.

The next proposal is that sub-district boards should have the power of closing schools without the sanction of the Educational Department. Under article 388 of the Local Fund Code a local board in this Presidency may close any school without the sanction of the Government, provided that at least three months' notice of its intention is given to the Inspector in order that, if necessary, a representation on the subject may be made by the Director of Public Instruction to Government. This safeguard is clearly necessary, and this Government cannot agree to its being abolished."

The administrative powers and duties which

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the inspecting officers of the Educational Department have, in relation to board schools are given in a collection form in section XXIV of the Madras Inspection Code - pages 29 and 30.

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In regard to this resolution Govt can do nothing but "wait and see". It is possible that the debate may bring out some specific suggestions which really need careful examination. If so, consideration may be promised. But it will be necessary to emphasize the ^{small principle} that a measure of Govt control is necessary, not merely because educational progress is more than a merely local concern ~~but also of~~ and expert guidance is essential to secure that such progress follows sound lines, but also because the State which provides the bulk of the funds enabling ~~the State~~ educational reparation.

and he who pays the paper should
"call the tune."

to 2834
The D. & I. party ~~seemingly~~ to
change with the S.

These percentages should be raised to 35, 52, 62 or 35 respectively when it is borne in mind that a 7 per cent increase has to be added to provincial expenditure on account of arrears of grant that were not paid in 1913-14 but in 1914-15.

The above figures refer only to aided Elementary schools for boys. Aided Elementary schools for girls are in a less favourable position and the acceptance of the resolution would mean a slight increase in funds to be met from public sources but I have worked out the figures for girls schools in detail.

At present a well-managed lower Elementary school receives from public funds more than half its net expenditure while a badly managed institution receives less than half its net expenditure. The result of adopting the resolution would be to increase the aid given to the latter and decrease the aid given to the former if their schools gave free education. When this is known the result will be for all well-managed schools to continue to charge fees and for all badly managed institutions to give free education. Such a result cannot be accepted by Educational experts as a sound solution of the Elementary Educational problem of India.

In actual practice no fees at all are charged in teacher-manager schools, the teachers either accepting payment in kind or admitting the pupils free, knowing that the Capitation grant of 8 annas or Re.1 per annum will more than cover the fees that could be charged at standard rates at two lower standards. It is also a more or less common practice for the teacher to accept pupils in the school and then to obtain from the parents just what amount his persistent begging is able

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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 Acts of Parliament, 24 & 25 Vict., C. 67, 55 & 56 Vict., C. 14, and 9 Edw. 7, C. 4.

RESOLUTION No. 14—MODIFICATION OF MADRAS EDUCATIONAL RULES.

The Council re-assembled at the Council Chamber, Fort St. George, at 11 A.M. on Thursday, the 8rd day of April 1913.

PRESENT:

His Excellency the Right Hon'ble JOHN, *Baron Pentland* of Lyth, P.C.,
G.C.I.E., Governor of Madras—*Presiding*.
The Hon'ble Sir JOHN ATKINSON, K.C.S.I.
The Hon'ble Mr. P. S. SIVASWAMI Aiyar, C.S.I., C.I.E.
The Hon'ble Sir HAROLD STUART, K.C.V.O., C.S.I.
The Hon'ble Mr. A. G. CARDEW, C.S.I.
The Hon'ble Surgeon-General W. B. BANNERMAN, I.M.S., M.D., D.Sc., C.S.I.
The Hon'ble Mr. R. B. CLEGG.
The Hon'ble Mr. L. M. WYNCH, C.I.E.
The Hon'ble Mr. A. BUTTERWORTH.
The Hon'ble Mr. N. S. BRODIE.
The Hon'ble Sir ALFRED BOURNE, K.C.I.E., D.Sc., F.R.S.
The Hon'ble Mr. C. A. SMITH, C.I.E.
The Hon'ble Mr. H. E. CLERK.
The Hon'ble Mr. C. R. M. SCHMIDT.
The Hon'ble Mr. L. DAVIDSON, C.S.I.
The Hon'ble Mr. F. H. M. CORBET (*Advocate-General*).
The Hon'ble Mr. H. F. W. GILLMAN.
The Hon'ble Diwan Bahadur L. D. SWAMIKANNU PILLAI Avargal.
The Hon'ble Dr. T. M. NAIR.
The Hon'ble Mr. T. V. SESHAGIRI Aiyar.
The Hon'ble Rao Bahadur B. NARASINHWARA SARMA Garu.
The Hon'ble Mr. M. RAMACHANDRA RAO PANTULU.
The Hon'ble Mr. A. S. KRISHNA RAO PANTULU.
The Hon'ble Mr. P. KESAVA PILLAI.*
The Hon'ble Rao Bahadur A. SUBBARAYALU REDDIYAR Avargal.
The Hon'ble Mr. B. V. NARASINHA Aiyar.
The Hon'ble Mr. K. P. RAMAN MENON.
The Hon'ble Rao Bahadur V. K. RAMANUJACHARIYAR Avargal.
The Hon'ble Mr. K. RAMA Aiyangar.
The Hon'ble Mr. K. R. V. KRISHNA RAO PANTULU.
The Hon'ble Diwan Bahadur V. RAMABHADRA NAYUDU Garu, Zamindar of
Doddappanayakkanur.
The Hon'ble Mr. C. V. S. NARASINHA RAJU.
The Hon'ble Mr. K. CHIDAMBARANATHA MUDALIYAR.*
The Hon'ble Mr. V. KUNHIRAMAN NAYANAR.
The Hon'ble Mr. T. ZAIN-UL-ABIDIN SAHIB, Shifa-ul-Mulk.
The Hon'ble Mr. A. T. G. M. AHMAD TAMBI MAHAKKATAR.
The Hon'ble Mr. A. D. JACKSON.
The Hon'ble Mr. R. M. SAVEGE.*
The Hon'ble Mr. E. F. BARBER.
The Hon'ble Sir FRANCIS SPRING, K.C.I.E.
The Hon'ble Mr. T. RICHMOND.*
The Hon'ble Rao Bahadur P. C. SOMASUNDARA CHETTIYAR Avargal.*
The Hon'ble Mr. V. S. SRINIVASA SASTRI.
The Hon'ble Mr. A. MUIRHEAD, C.I.E.
The Hon'ble Raja Sri MADANA MOHANA SINHA Devu Garu, Zamindar of
Utharakota.

* Did not arrive until after the proceedings had commenced.

13
Modification of Madras Educational Rules.

(Mr. A. S. Krishna Rao Pantulu ; the President.)

MODIFICATION OF MADRAS EDUCATIONAL RULES.

The Hon'ble Mr. A. S. KRISHNA RAO PANTULU :— "I wish to bring to the notice of His Excellency with reference to the next resolution which stands in my name that some of my Honourable colleagues have suggested to me that they require further time for consideration, and if your Excellency has no objection, I should like to have the resolution adjourned to the next meeting, though I do not wish to withdraw the resolution."

His Excellency the PRESIDENT :— "If the Honourable gentleman does not move his resolution, he is entitled to put it at the next meeting."

With the permission of His Excellency the President the consideration of the following resolution of which the Hon'ble Mr. A. S. Krishna Rao Pantulu had given notice was postponed :—

[No. 14.] This Council recommends to His Excellency the Governor in Council that the Madras Educational Rules be so modified as to give the local boards and municipalities in the Presidency a more effective control in the management of the educational institutions maintained by them.

* * * * *
L. DAVIDSON,
Ag. Secretary to Government, Legislative Dept.

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The resolution was however postponed, the ~~add~~ member having stated that some of his colleagues required further time for consideration.

2. Clause (b) of the present resolution requires that power should be given to municipalities and local boards to determine the extent to which grants in aid shall be given to private elementary institutions within their respective areas and to distribute such grants among those institutions. This power was possessed by local bodies before 1909-10 and as to the circumstances in which this power was withdrawn or modified, please see the notes and orders with G.O., No. 800, Educational, dated 2nd December 1908. The ~~situation~~ ^{explained} ~~explained~~ was clearly ^{explained} in para. 244 of the Financial statement of 1909-10 which ran as follows :—

P
p 37 of the final
stat book for 1909-10
"Under the Grant-in-Code teaching grants on behalf of elementary schools are payable from or through local funds and all other grants are payable from Provincial funds. This system is based on the principle that local bodies are primarily responsible for the development of elementary education both in municipal and in rural areas. But as the funds of the local bodies are generally insufficient for the purpose of maintaining their own schools with the standard rate of pay prescribed for elementary school masters and are also generally insufficient for the payment, in addition, of teaching grants on the standard scale to managers of aided elementary schools, the Government supplement the funds of these local bodies with subsidies in aid of elementary education so as to enable them to meet satisfactorily their liabilities in accordance with the provisions of the Code. The allotments for these subsidies have hitherto appeared twice in the accounts - once on the Provincial side and again on the local side. The local body, whether a district board or a municipality, has

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has been merely a channel through which payments were made to aided schools, the grants being recommended by educational inspecting officers and the bills being passed for payment by the president of the taluk board or the chairman of the municipal council concerned. This course caused delay in payment with a consequent rush upon the treasury in the last few days of each year, and frequently led to bills being left unpaid to certain schools for want of sufficient budget provision, and also occasionally to an unequal distribution of the grants to managers of aided elementary schools in different districts. On the one hand for want of funds it was not always possible to make in the local or municipal budgets the full provision recommended by the ^{Director} ~~Director~~ of Public Instruction as likely to be required for payment of teaching grants. On the other, the Director had no precise knowledge of the amount which each local body, having regard to its other requirements, could find for education from its own resources. An investigation into the nett expenditure incurred from local funds on education in the past and an examination of the budget estimate of the local bodies for 1908-9 showed that in the majority of cases the total expenditure incurred from local funds on supervision and the amount of teaching grant paid by local bodies to aided elementary schools were more than covered by the annual subsidies paid to these bodies from Provincial funds. There appeared moreover to be no prospect that in the near future local bodies would be able to meet even a portion of ^{this} ~~the~~ expenditure from their own resources. It was accordingly decided that with effect from 1st April 1909 teaching grants on behalf of aided elementary schools should be payable direct from Provincial funds instead of ^{through} ~~the~~ local bodies as at present."

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With reference to the above paragraph the Hon'ble the Raja of Kollengode spoke as follows at the budget debate

11977 of the
Fin. Stat. for
1909-10.

in April 1909:-

"I see from the memorandum that ^{from} the 1st April 1909 teaching grants on behalf of aided elementary schools should be payable direct from Provincial funds instead of through local bodies as at present. Hitherto the local boards had no voice in the actual distribution of the teaching grants disbursed by Government ^{through} them and the presidents of these boards had nothing more to do than merely sign the bill which often caused delay and inconvenience to the managers. The present step while no doubt removing this delay and inconvenience throws into the back ground the underlying principle of the old system that local bodies are primarily responsible for the development of elementary education both in municipal and in rural areas. What therefore would be better in my opinion is to make these local bodies really responsible for the distribution of the lump provincial grant that may be placed at their disposal. This step will not only remove the inconvenience complained of but will also give these boards a real voice in the efficient management of these elementary schools and will also be in accordance with the spirit of decentralization."

^{chose the following reply from}
The above remarks the Director of Public Instruction ~~replied~~ :-

"It is perhaps more difficult to budget for expenditure on education than under most other heads, as so much of our expenditure is contingent upon the amounts spent by other people. I make this remark in reply to what fell from the Raja of Kollengode with reference to our relations to local bodies in this matter. I say it is very difficult in any case to budget for the amount that we can spend. I have to ^{send} ~~send~~ in the budget in October; it is now April and it will be October or November before I could possibly have any clear idea as to what money I could spend in the way of grants. Of course

11161 of the
Fin. Stat. for
1909-10

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"course the amount to be spent has hitherto been provided from two sources, provincial and local. The local contribution depended upon the financial position of a large number of local bodies. The difficulty of estimating the provincial contribution which was required has always been very great indeed. Formerly moreover the amount paid to local bodies was always considered to be applied to purposes of aid towards their own schools and of aid to the schools under private management. All this complicated matters very much. Your Excellency's Government has endeavoured to simplify the position. That is what the Raja of Kollengode referred to. We are now paying or going to pay a large sum of money in the way of grants direct. The Hon'ble Raja suggests that we have thrown into the back ground the principle that local bodies are primarily responsible for education. I submit that we have not done this. We have merely arranged that the first charge on any money which they can afford shall be to provide for their own school, and if they cannot provide enough themselves we provide the balance and pay all the grants which they have to pay to schools under private management. We still expect them to provide schools and to provide for schools as well as they can and the responsibility for it remains with them, but what they cannot provide we pay as far as funds allow and pay direct. The object of this is that by this way we can apply the provincial funds at any moment to any part of the presidency; whereas if you made over the money to a local board it could not be transferred from one part of the presidency to another, as it becomes property at the disposal of the particular local board." ~~I presume that these large provincial subsidies may be expected gradually to diminish or that the local bodies may provide more and more for the purposes.~~

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council Rep
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"I only wish to point out the fact that two
"changes were recently introduced in the Educational
"Department, one of which ~~xxx~~ is the provincializa-
"tion of the staff of supervisors which was till --
"recently under the control of the local boards, and
"the second is the policy in pursuance of which aid
"has been given to schools direct from Provincial
"Funds, local boards having nothing to do with the
"distribution. It is these two changes which have
"been introduced in recent years that have affected
"the control of local boards in the matter of element-
"ary education to a very large extent. It is not
"necessary for me to weary this Council at considerable
"length by referring to the figures relating to this
"subject; but it will be found useful to state that
"so far as local boards are concerned, the number of
"elementary schools have^s increased from 3,311 in
"1907-08 to 4,173 in 1911-12. Every year there has
"been some increase. The number of aided schools
"in the year 1907-08 was 12,766 whereas in 1908-09
"it was 13,516, in 1909-10 it was 521, in 1910-11
"it was 202 and in 1911-12 there were no aided schools.
"Similarly in the case of municipalities, it will be
"found that the number of schools maintained has been
"steadily increasing. Your Excellency's Government
"will be pleased to see that local boards have been
"doing splendid work in the matter of elementary
"education and it is also evident that they deserve

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"to be entrusted with larger powers in the
"matter of elementary education. But the two
"steps taken in recent years have affected the
"control exercised by local boards on elementary
"education. I place these facts before Your Excel-
"lency's Government for due consideration."

4. Though as observed by the Additional
Member there has been ^agradual decline in the
number and strength of schools aided from local
and municipal funds, there has been a steady
increase in the total number of elementary schools
aided from all public funds - Provincial, Local
and Municipal - as will be seen from the follow-
ing figures:--

	<u>No. of schools.</u>
1908-09	14,521
1909-10	15,081
1910-11	15,675
1911-12	15,946

The addition of these schools to the
already increasing number of institutions under
the direct management of the local bodies will
add considerably to their responsibilities if
efficient control is to be exercised over the
institutions.

5. As regards the question of the
provincialization of the staff of supervisors,
which is apparently considered by the Addi-
tional Member to have contributed to the weaken-
ing of the control of local bodies over ~~elementary~~
elementary ^{education} ~~boards~~, attention is invited to
para. 9 of Letter No. 60, Edl., dated 2nd
February 1911, in which the question was ~~again~~
~~considered~~ ^{then} at the instance of the Royal Commis-
sion on Decentralization. It was ^{then} stated as

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follows:--

"9. x x x After prolonged trial, however, the system was found unsatisfactory, and with the sanction of His Majesty's Secretary of State these supervisors were brought directly under the control of the Educational Department and paid from Provincial funds with effect from the 1st March 1909. The Government of Madras are convinced that it would be a retrograde and undesirable step to revert to the former system, and they consider that the experience gained in this Presidency when these supervisors were employed by the local boards and municipal councils amply supports the view taken by the Government of India as to the grave objections to which the Royal Commission's proposal is open."

6. With no inspecting agency of ^{their} ~~the~~ own, with the difficulty in determining the Provincial allotments for aid for each local area, with the confusion and inconvenience in account keeping, and with an increasing responsibility with reference to their own schools, it seems hardly possible to entrust to local bodies the task of determining the aid to aided schools in their area.

7. The question of financial aid mentioned in clause (c) of the present resolution will depend on the decision to be arrived at in respect of clause (b). If it is not desirable to revert to the old system there would be no question of financial help to local bodies for giving grants to private elementary schools.

(The Lrd on the resolution is linked with this)

BQ
5-7-13
CR
10/5/13

(The Lrd on the resolution is linked with this)

BQ
5-7-13
CR
10/5/13

It is worthy of note that though the changes directed in 1908 with regard to

(i) the disbursement of Provincial grants to private elementary schools, and

(ii) the control of the subordinate inspecting agency

⑨
⑤
were embodied in Government Orders (No. 800 Educational, dated 2nd December 1908) which were laid on the Editor's Table, the innovations gave rise to very little ^{criticism} ~~comment~~ in the budget debate. The office note has quoted the only reference made ⁶ ~~in the matter~~, namely, the comments ~~made~~ of the Rajah of Kollengode ~~about~~ ^{the former} -- matter, but it omits his further remark that "the Provincialization of the agency of supervisors was a very welcome change." The two changes are very closely connected. It is --

obvious that if the efficiency of an institution and its ascertained needs are to regulate the assistance which it receives, the grant -- must be mainly based upon the recommendations of the inspecting officers. In the interests of education there is no doubt that the system in force since ¹⁹⁰⁵ ~~1909~~ is preferable and the Educational Department must urge its continuance. I believe it is only during the last few months that the idea of reverting to the old system has grown up. The matter was casually mentioned in the discussions of the Finance Committee, and the present resolution is doubtless the outcome of a desire to extend the power

Resolution no. 3 by the Hon'ble
Mr. A. S. Krishna Rao Pantulu

It is understood that the admis-
sion of this Resolution is being
dealt with in L + M. Submitted
that L + M may be requested to
be so good as to intimate to
this dept. as soon as orders are
passed in regard to the admission
of the Resolution.

1/2/13
2.5.13.

C.N.
2.5.13

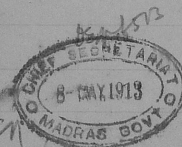
Lmms.

3.5.13. Gmms.

H.E. the Governor has
admitted the resolution.

6.5.13

Final.



File No 3011-1925-12

Lmms 38-1, 2/6
6.5.13

It is understood that the admis-
sion of this Resolution is being
dealt with in L + M. Submitted
that L + M may be requested to
be so good as to intimate to
this dept. as soon as orders are
passed in regard to the admission
of the Resolution.

Handwritten notes and signatures at the bottom of the left page, including a signature that appears to be 'A. S. Krishna Rao'.

Financial Dept.

It is submitted that L. & M. and Educational depts are mainly concerned with the Resolution.

2. Prior to 1st April 1909, teaching grants on behalf of aided elementary schools were paid from Provincial funds through the local bodies concerned. With effect from 1st April 1909, these grants are being paid from Provincial funds direct to the Managers of the aided schools — Vide paras 4 and 5 on page 2-3 of G.O. No 800 Educl & 2.12.08; para 244 on pages 37-38 of Financial statement for 1909-10; Raja of Kolenagode's speech on page 97 and Dr. (now Sir Alfred) Bowdler's reply on page 141 ibid, and the Hon'ble Mr. Krishna Rao Pantulu's ^{Speech} at the budget debate in April last. Even in the case of schools under the control and management of local bodies, Provincial grants are now being paid.

3. The additional member's proposal is practically to revert to ~~the~~ the old system ~~to~~ be. So far as Provincial

Vide paras 1 & 2 on
p. 2 of G.O. 800 Educl
2.12.08 A

pages 521-22 of Finl St. S
George Gazette 3.22.4.13.

para 7 on p. 4 of Letter
No 60 Edl 3.2.2.11 B
and para 143 (para 44)
of Revised Finl Stal.
4.19.13-14. C

(Vide Resoln. CF)

26
27

EDUCATIONAL DEPARTMENT.
NOTES CONNECTED WITH RESOLUTION ON MATTERS OF
GENERAL PUBLIC INTEREST.

[SUBJECT.—*Larger powers to municipalities and local boards in respect of elementary institutions within their respective areas.*]

The Hon'ble Mr. A. S. KRISHNA RAO PANTULU :—

3. This Council recommends that His Excellency the Governor in Council be pleased—

(a) to give municipalities and local boards larger powers in the management of the elementary institutions under their control;

(b) to give them power to determine the extent to which grants-in-aid shall be given to private elementary institutions within their respective areas and to distribute such grants among those institutions; and

(c) to render them such additional financial help as may be required for the exercise of those powers.

Clause (a) of the above resolution somewhat corresponds to Resolution No. 14 which it was proposed by the same Honourable Member to move at the meeting of the Legislative Council held on the 2nd April last. While the present resolution confines itself to elementary schools, the other had general application to all classes of institutions. The notes then prepared in regard to this resolution were as follows :—

The Hon'ble Mr. A. S. KRISHNA RAO PANTULU :—

"14. This Council recommends to His Excellency the Governor in Council that the Madras Educational Rules be so modified as to give the local boards and municipalities in the Presidency a more effective control in the management of the educational institutions maintained by them."

The Madras Educational Rules prescribe the procedure to be adopted by all educational institutions both under public and private management in regard to such matters as qualifications and number of teachers, courses of studies, proportion of teachers to pupils, admission and withdrawal of pupils, rates of fees to be levied from pupils, etc. Institutions under the management of Government or local boards or municipal councils fall under the public management; the schools maintained by the local bodies are thus governed by the same rules as those affecting Government institutions.

2. The recognition of elementary schools both under public and private management vests in the inspector, and that of secondary schools vests in the Director. As regards fees these should be levied in all colleges and secondary schools under public management in accordance with the scale prescribed in the rules, while in institutions under private management the rates and levy of fees are left to a large extent to the discretion of the managers, although these may be required to levy reasonable fees and will not be permitted to compete improperly by unduly lowering the fees or permitting any method of payment other than that prescribed in the rules.

3. It is not clear in what particular direction the Additional Member desires that the educational rules should be revised so as to give local bodies "a more effective control" over their educational institutions.

4. *Local*.—The rules relating to the management of their schools by local boards are contained in the Local Fund Code. Article 385 provides that "all local fund

27 30
"schools are under the control of the Educational Department and are administered according to the principles of management adopted for State schools." Under articles 386 to 388 the sanction of Government is required for the establishment of schools

Article 387 has recently been modified so as to allow certain classes of proposals to come up through the inspector without going also to the Director of Public Instruction.

L. DAVIDSON—28-3-13.

giving three months' notice to the inspector. In the matter of appointing teachers, the presidents of local boards are required under article 125 to consult the inspector of

Articles 186 to 190, Local Fund Code.

leave to schoolmasters rests with the president of the local board, but in cases of leave not exceeding one month the leave may be granted by the assistant or sub-assistant inspector as the case may be subject to the formal approval of the president on the submission of a consolidated statement each month.

Under article 414 the president of a local board has also the power to fine, suspend or dismiss teachers of board schools in the same way as any other servant of such board subject to the provisions of section 42 (3) of the Madras Local Boards Act which relates to Government servants whose services have been lent to local boards.

I doubt the correctness of this generalization. It is probably the case that in administrative matters the departmental control over board schools is closer than the Committee contemplated. This condition is the outcome of gradual growth and presumably the result of practical experience.

L. DAVIDSON—28-3-13.

5. In regard, however, to the administration of the schools themselves, it would seem that the Government have generally been guided by the following principles enunciated in the report of the committee on local self-government:—

"The question of administration must

Paragraph 237 of report.

be determined mainly by the agency to be employed in developing the primary education of the people and by the source from which expenditure is to be met. If the agency employed is local, i.e., by schools established and maintained by the district or taluk board, the control should vest in the board concerned, subject similarly to the general supervision of the Educational Department. . . . It is moreover highly desirable that the inspection of the schools should be carried out not by agents of the boards, but by agents of the State as in England, for by this means a sound instructional standard will be best maintained and also the impartial distribution of the public funds best assured. The interests of both the local tax-payer and of the Government will be best served by separating entirely the administrative from the inspectional work, the former being a proper function of the board, the latter of the State in so far as the standard and kind of education given to the people is matter of general and not merely of local importance."

6. *Municipal*.—With regard to municipal institutions, it is submitted that the Madras District Municipalities Act, 1884, and the Municipal Account Code contain a few provisions which restrict the powers of control exercised by municipal councils and these are summarized below:—

(a) *Section 119 of the Madras District Municipalities Act, 1884*.—The sanction of Government is required for opening schools where admission is to be free to any class or classes of the inhabitants.

(b) *Section 121 of the Madras District Municipalities Act, 1884*.—The instruction to be provided by municipal councils shall be of such standards as may from time to time be prescribed by the Governor in Council.

(c) *Section 122 (1) of the Madras District Municipalities Act, 1884*.—Municipal councils should levy fees in accordance with such rates as may from time to time be prescribed by the Governor in Council, but they may pay the fees wholly or in part on behalf of any poor child attending an elementary school. (Article 191 of the Municipal Account Code requires that the scale of fees should be fixed by the council with reference to the Educational Rules and in consultation with the educational authorities.)

(d) Section 122 (2) of the Madras District Municipalities Act, 1884.—The proceeds of the fees should be expended on schools.

(e) Articles 16-A and 16-B of the Municipal Account Code.—The sanction of Government is necessary for the employment of all permanent establishments and of temporary establishments when the salary exceeds Rs. 50 *per mensem* or the period is in excess of six months (applicable to other than Educational establishments also).

(f) Article 24 of the Code.—Appointments of persons to offices carrying a salary of Rs. 100 *per mensem* or upwards are subject to the sanction of Government and it shall be the duty of the chairman to consult—

(i) the inspector of schools before appointing masters to municipal schools and colleges and the assistant inspector of schools before appointing masters to municipal elementary schools when the maximum pay of such masters is less than Rs. 50 *per mensem*, and

(ii) the Director of Public Instruction before making appointments carrying a maximum salary of Rs. 50 and upwards.

(g) Article 25 of the Code.—The chairman has power to fine, reduce, suspend or dismiss a teacher in the same way as any other servant of the council subject to an appeal to the council in all cases and to a second appeal to Government against dismissal of a servant whose appointment requires their (Government's) sanction.

(h) Article 257 of the Code.—This article merely prescribes the officers by whom educational bills for salary and contingencies should be signed or countersigned.

7. As already pointed out in paragraph 3 *supra* it is not clear what particular provisions in the Educational Rules the Additional Member wants to be revised. Chapters VI to VIII of these rules contain additional regulations in respect of schools

* *I.e.*, managed by Government, local boards or municipalities.

† Rules 81, 82, 84 and 99.

under public * management and it is evidently these rules that he has in view. The rules † prescribing the number of teachers, the scale of salaries and the rate of fees appear to relate more directly to the control of the managing bodies, but the standards therein laid down are only recommended for general adoption and are subject to variation by the managing bodies in consultation with the Educational authorities. These rules derive force from the provisions of articles 16-A and 16-B and 191 of the Municipal Account Code and section 122 of the District Municipalities Act.

8. The resolution applies to primary and secondary schools and colleges maintained by local boards and municipal councils. If the Additional Member has stated in what respects the Educational Rules should be modified, his request could have been carefully considered; but as it is, Government can only say local boards and municipal councils have at present as much control over their educational institutions, be they primary or secondary schools or colleges, as it is good for them to exercise.

N.C.—27-3-13.

K.A.G.—27-3-13.

P. T. THARYAN—27-3-13.

Apparently the Additional Member contemplates relying on the recommendations made by the Decentralization Commission for removing the restrictions on the liberty of action of local bodies in regard to the provision and maintenance of schools. In

Of paragraphs 740, 766 and 777 of the report.

paragraph 753 of their report they recommended that sub-district boards should have reasonable latitude to settle the school curricula, the extent to which grants in aid might be given, the number of masters to scholars, holidays, etc. They also recommended that sub-district boards should have the power of closing schools without the sanction of the Educational

Department. The Government of India examined these recommendations in paragraphs 6 to 8 of their letter No. 1-8,

Pages 3 to 5 of G.O. No. 59, Educational, dated 2nd February 1911. Educational, dated 3rd January 1910. They were disposed to agree generally in the principle advocated by the Commission that rural board should have reasonable

29 32

latitude in the management of schools, but they doubted the expediency of giving them the same power in respect of the school curriculum. To determine the curriculum of primary education, they considered, was essentially the function of the Educational Department. The curriculum as thus determined provided in some cases for alternative standards and optional subjects, and when this choice was offered there was, they observed, presumably no objection to its exercise by the local bodies which had the management of schools in its hands, but it would be quite impracticable in any other sense than this to have a local body in every district or sub-district with reasonable latitude to settle the school curricula. These recommendations of the Commission are examined at length in paragraphs 61 to 75 on pages 30 to 35 of Notes with G.O. No. 59, Educational, dated 2nd February 1911; and the final conclusions are embodied in paragraphs 7 and 8 of the letter to the Government of India, No. 60, dated 2nd February 1911, where it was stated that "in this Presidency rural boards have already considerable latitude in the management of elementary schools. No curriculum is prescribed, but under rule 20 of the Madras Educational Rules, the course of studies and time-table must be drawn up in consultation with the inspecting officer, and the curriculum must consist of subjects selected from a general scheme of studies issued by the Educational Department from time to time. Subject to the provisions of the Grant-in-Aid Code and the general rules as to the allotments and transfers rural boards have already power to make grants-in-aid without the sanction of Government or the Director of Public Instruction, and the functions of the Educational Department in this respect are limited to making recommendations for their consideration. A scale of teachers is suggested as suitable in rule 81 of the Madras Educational Rules, but it is not actually prescribed for adoption. It represents the minimum considered compatible with efficiency, but in order to attain to it, large subsidies from Provincial funds have recently been made to local boards which in most cases would otherwise have been quite unable to reach the proper standard. No rules have been laid down by the Educational Department in regard to the grant of holidays. On these matters, therefore, the recommendations of the Commission have already been given effect to in this Presidency. Reasonable latitude has already been given to the rural boards, and no further action seems to be required. In particular, the Governor in Council desires strongly to emphasize his conviction that the measure of control now exercised in Educational Department over the curricula of elementary schools should not be relaxed. Both in the interest of elementary education itself and on general grounds of policy he considers that it would be a grave mistake to give local boards in this matter an unfettered discretion which they are not qualified properly to exercise."

"The next proposal is that sub-district boards should have the power of closing schools without the sanction of the Educational Department. Under article 388 of the Local Fund Code a local board in this Presidency may close any school without the sanction of the Government, provided that at least three months' notice of its intention is given to the inspector in order that, if necessary, a representation on the subject may be made by the Director of Public Instruction to Government. This safeguard is clearly necessary, and this Government cannot agree to its being abolished."

The administrative powers and duties which the inspecting officers of the Educational Department have in relation to board schools are given in a collective form in section XXIV of the Madras Inspection Code—pages 29 and 30.

T.K.—27-3-13.

C.R.—27-3-13.

In regard to this resolution Government can do nothing but "wait and see." It is possible that the debate may bring out some specific suggestions which really need careful examination. If so, consideration may be promised. But it will be necessary to emphasize the general principle that a measure of Government control is

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necessary not merely because educational progress is more than a merely local concern and expert guidance is essential to secure that such progress follows sound lines, but also because it is the State which provides the bulk of the funds enabling educational expansion, and "he who pays the piper should call the tune."

L. DAVIDSON—23-3-13.

Resolution No. 14 was however postponed, the Additional Member having stated that some of his colleagues required further time for consideration.

2. *Clause (b)* of the present resolution requires that power should be given to municipalities and local boards to determine the extent to which grants-in-aid shall be given to private elementary institutions within their respective areas and to distribute such grants among those institutions. This power was possessed by local bodies before 1909-1910, and as to the circumstances in which this power was withdrawn or modified, please see the notes and orders with G.O. No. 800, Educational, dated 2nd December 1908. The situation was clearly explained in paragraph 244 of the Financial Statement of 1909-1910 which ran as follows:—

"Under the Grant-in-Aid Code, teaching grants on behalf of elementary schools are payable from or through Local funds and all other grants are payable from Provincial funds. This system is based on the principle that local bodies are primarily responsible for the development of elementary education, both in municipal and in rural areas. But as the funds of local bodies are generally insufficient for the purpose of maintaining their own schools with the standard rate of pay prescribed for elementary schoolmasters and are also generally insufficient for the payment, in addition, of teaching grants on the standard scale to managers of aided elementary schools, the Government supplement the funds of these local bodies with subsidies in aid of elementary education, so as to enable them to meet satisfactorily their liabilities in accordance with the provisions of the Code. The allotments for these subsidies have hitherto appeared twice in the accounts—once on the Provincial side and again on the Local side. The local body, whether a district board or a municipality, has been merely a channel through which payments were made to aided schools, the grants being recommended by educational inspecting officers and the bills being passed for payment by the president of the taluk board or the chairman of the municipal council concerned. This course caused delay in payment with a consequent rush upon the treasury in the last few days of each year, and frequently led to bills being left unpaid to certain schools for want of sufficient budget provision, and also occasionally to an unequal distribution of the grants to managers of aided elementary schools in different districts. On the one hand, for want of funds, it was not always possible to make in the local or municipal budgets the full provision recommended by the Director of Public Instruction as likely to be required for payment of teaching grants. On the other, the Director had no precise knowledge of the amount which each local body, having regard to its other requirements, could find for education from its own resources. An investigation into the net expenditure incurred from Local funds on education in the past and an examination of the budget estimates of the local bodies for 1908-1909 showed that in the majority of cases the total expenditure incurred from Local funds on supervision and the amount of teaching grants paid by local bodies to aided elementary schools were more than covered by the annual subsidies paid to these bodies from Provincial funds. There appeared, moreover, to be no prospect that in the near future local bodies would be able to meet even a portion of this expenditure from their own resources. It was accordingly decided that, with effect from the 1st April 1909 teaching grants on behalf of aided elementary schools should be payable direct from Provincial funds instead of through local bodies as at present."

With reference to the above paragraph the Hon'ble the Raja of Kollengode spoke as follows at the budget debate in April 1909:—

"I see from the memorandum that, from the 1st April 1909, teaching grants on behalf of aided elementary schools should be payable direct from Provincial funds instead of through local bodies as at present. Hitherto the local boards had no voice in the actual distribution of the teaching grants disbursed by Government through them and the presidents of these boards had nothing more to do than merely sign the bills which often caused delay and inconvenience to the managers. The present step, while no doubt removing this delay and inconvenience, throws into the background the underlying principle of the old system that local bodies are primarily responsible for the development of elementary education both in municipal and in rural areas. What therefore would be better in my opinion is to make these local bodies really responsible for the distribution of the lump Provincial grant that may be placed at their disposal. This step will not only remove the inconvenience complained of but will also give these boards a real voice in the efficient management of these elementary schools and will also be in accordance with the spirit of decentralization."

only because they
are raising so little
for the improvement

The above remarks elicited the following reply from the Director of Public Instruction :—

"It is perhaps more difficult to budget for expenditure on education than under most other heads, as so much of our expenditure is contingent upon the amounts spent by other people. I make this remark in reply to what fell from the Raja of Kollengode with regard to our relations to local bodies in this matter. I say it is very difficult in any case to budget for the amount that we can spend. I have to send in the budget in October; it is now April, and it will be October or November before I could possibly have any clear idea as to what money I could spend in the way of grants. Of course, the amount to be spent has hitherto been provided from two sources, Provincial and Local. The local contribution depended upon the financial position of a large number of local bodies. The difficulty of estimating the Provincial contribution which was required has always been very great indeed. Formerly, moreover, the amount paid to local bodies was always considered to be applied to purposes of aid towards their own schools, and of aid to the schools under private management. All this complicated matters very much. Your Excellency's Government has endeavoured to simplify the position. That is what the Raja of Kollengode referred to. We are now paying or going to pay a large sum of money in the way of grants direct. The Honourable Raja suggests that we have thrown into the back ground the principle that local bodies are primarily responsible for education. I submit that we have not done this. We have merely arranged that the first charge on any money which they can afford shall be to provide for their own schools, and if they cannot provide enough themselves we provide the balance and pay all the grants which they have to pay to schools under private management. We still expect them to provide schools and to provide for schools as well as they can, and the responsibility for it remains with them, but what they cannot provide we pay as far as funds allow and pay direct. The object of this is that by this way we can apply the Provincial funds at any moment to any part of the presidency; whereas if you made over the money to a local board it could not be transferred from one part of the presidency to another, as it becomes property at the disposal of the particular local board."

In the above circumstances it does not appear desirable to revert to the old system with its attendant drawbacks and inconveniences. In pursuance of the present policy, the number of elementary schools under local bodies is largely increasing and for the maintenance of these, provincial subsidies are being paid. Local bodies will have enough to do with their own schools.

3. In this connection attention is invited to the following speech delivered by the Hon'ble Mr. A. S. Krishna Rao at the budget debate in April last :—

"I only wish to point out the fact that two changes were recently introduced in the Educational Department, one of which is the provincialization of the staff of supervisors which was till recently under the control of the local boards, and the second is the policy in pursuance of which aid has been given to schools direct from Provincial funds, local boards have nothing to do with the distribution. It is these two changes which have been introduced in recent years that has affected the control of local boards in the matter of elementary education to a very large extent. It is not necessary for me to weary this Council at considerable length by referring to the figures relating to this subject; but it will be found useful to state that, so far as local boards are concerned, the number of elementary schools has increased from 3,311 in 1907-08 to 4,173 in 1911-12. Every year there has been some increase. The number of aided schools in the year 1907-08 was 12,766, whereas in 1908-09 it was 13,516, in 1909-10 it was 521, in 1910-11 it was 202 and in 1911-12 there were no aided schools. Similarly, in the case of municipalities, it will be found that the number of schools maintained has been steadily increasing. Your Excellency's Government will be pleased to see that local boards have been doing splendid work in the matter of elementary education, and it is also evident that they deserve to be entrusted with larger powers in the matter of elementary education. But the two steps taken in recent years have affected the control exercised by local boards on elementary education. I place these facts before your Excellency's Government for due consideration."

4. Though as observed by the Additional Member there has been a gradual decline in the number and strength of schools aided from local and municipal funds, there has been a steady increase in the total number of elementary schools aided from all public funds—Provincial, Local and Municipal—as will be seen from the following figures :—

	Number of schools.
1908-09	14,521
1909-10	15,081
1910-11	15,675
1911-12	15,946

32

The addition of these schools to the already increasing number of institutions under the direct management of the local bodies will add considerably to their responsibilities if efficient control is to be exercised over the institutions.

5. As regards the question of the provincialization of the staff of supervisors which is apparently considered by the Additional Member to have contributed to the weakening of the control of local bodies over elementary education, attention is invited to paragraph 9 of letter No. 60, Educational, dated 2nd February 1911, in which the question was considered at the instance of the Royal Commission on Decentralization. It was then stated as follows:—

"After prolonged trial, however, the system was found unsatisfactory, and with the sanction of His Majesty's Secretary of State these supervisors were brought directly under the control of the Educational Department and paid from Provincial funds with effect from the 1st March 1909. The Government of Madras are convinced that it would be a retrograde and undesirable step to revert to the former system, and they consider that the experience gained in this Presidency when these supervisors were employed by the local boards and municipal councils amply supports the view taken by the Government of India as to the grave objections to which the Royal Commission's proposal is open."

6. With no inspecting agency of their own, with the difficulty in determining the Provincial allotments for aid for each local area, with the confusion and inconvenience in account-keeping and with an increasing responsibility with reference to their own schools it seems hardly possible to entrust to local bodies the task of determining the aid to aided schools in their area.

7. The question of financial aid mentioned in clause (c) of the present resolution will depend on the decision to be arrived at in respect of clause (b). If it is not desirable to revert to the old system, there would be no question of financial help to local bodies for giving grants to private elementary schools.

B.G.—10-5-13.

C.R.—10-5-13.

It is worthy of note that though the changes directed in 1908 with regard to—

(i) the disbursement of Provincial grants to private elementary schools, and
(ii) the control of the subordinate inspecting agency
were embodied in Government Orders (No. 744, Educational, dated 5th November 1908, and No. 800, Educational, dated 2nd December 1908) which were laid on the Editors' Table, the innovations gave rise to very little comment in the budget debate. The office-note has quoted the only reference made in the matter, namely, the comments of the Raja of Kollengode about the former matter, but it omits his further remark that the provincialization of the agency of supervisors was a very welcome change. The two changes are very closely connected. It is obvious that if the efficiency of an institution and its ascertained needs are to regulate the assistance which it receives, the grant must be mainly based upon the recommendations of the inspecting officers. In the interests of education there is no doubt that the system in force since 1909 is preferable and the Educational Department must urge its continuance. I believe it is only during the last few months that the idea of reverting to the old system has grown up. The matter was casually mentioned in the discussions of the Finance Committee, and the present resolution is doubtless the outcome of a desire to extend the power and influence of local bodies. As a political experiment there is perhaps something to be said for it; but the transfer of responsibility to local bodies would probably not conduce to the development of popular education on sound lines and as that movement is being financed mainly by Imperial and Provincial funds, direct control of the expenditure from such funds should, it is submitted, at least for the present be retained in the hands of Government.

L. DAVIDSON—10-5-13.

N^o. 1424-1



33
Legislative Department,

Ootacamund,

Dated 18th May 1913. 36

My dear Bourne,

I am to say that you will be placed in charge of the resolution regarding the grant ~~to~~^{of} extended powers to local bodies with respect to elementary education. I enclose a copy of the printed references and note file with the remark that Government desire to oppose clauses ~~(a) & (b)~~ (b) & (c) of the resolution and to answer -- clause (a) by a general expression of desire where possible to give larger powers to local bodies and readiness to consider any specific suggestions.

Yours sincerely,

L. Davidson

To

The Hon'ble Sir Alfred Bourne, K.C.I.E.,
Director of Public Instruction.

N^o. 7.16913
19.5.13

My dear Sir

I return these papers
A.S. 19.5.13



File 11206

11206

Excerpt 6. 34 37

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 Acts of Parliament, 24 & 25 Vict., C. 67, 55 & 56 Vict., C. 14, and 9 Edw. 7, C. 4.

The Council re-assembled at Government House, Ootacamund, at 12 noon on Saturday, the 17th day of May 1913.

PRESENT:

His Excellency the Right Hon'ble JOHN, Baron PENTLAND of Lyth, P.C.,
G.C.I.E., Governor of Madras—*Presiding*.
The Hon'ble Sir JOHN ATKINSON, K.C.S.I.
The Hon'ble Mr. P. S. SIVASWAMI AIYAR, C.S.I., C.I.E.
The Hon'ble Sir HAROLD STUART, K.O.V.O., C.S.I.
The Hon'ble Mr. A. G. CARDEW, C.S.I.
The Hon'ble Mr. W. O. HORNE, C.S.I.
The Hon'ble Surgeon-General W. B. BANNERMAN, I.M.S., M.D., D.Sc., C.S.I.
The Hon'ble Mr. R. B. CLEGG.
The Hon'ble Mr. L. M. WYNCH, C.I.E.
The Hon'ble Mr. A. BUTTERWORTH.
The Hon'ble Mr. N. S. BRODIE.
The Hon'ble Sir ALFRED BOURNE, K.C.I.B., D.Sc., F.R.S.
The Hon'ble Mr. C. A. SMITH, C.I.E.
The Hon'ble Mr. H. E. CLERK.
The Hon'ble Mr. C. R. M. SCHMIDT.
The Hon'ble Mr. L. DAVIDSON, C.S.I.
The Hon'ble Mr. H. F. W. GILLMAN.
The Hon'ble Diwan Bahadur L. D. SWAMIKANNU PILLAI Avargal.
The Hon'ble Dr. T. M. NAIR.
The Hon'ble Mr. T. V. SESHAGIRI AIYAR.
The Hon'ble Rao Bahadur B. NARASINHWARA SAEMA Garu.
The Hon'ble Mr. M. RAMACHANDRA RAO PANTULU.
The Hon'ble Mr. A. S. KRISHNA RAO PANTULU.
The Hon'ble Mr. P. KESAVA PILLAI.
The Hon'ble Mr. B. V. NARASINHA AIYAR.
The Hon'ble Mr. K. P. RAMAN MENON.
The Hon'ble Rao Bahadur V. K. RAMANUJACHARIAR Avargal.
The Hon'ble Mr. K. RAMA AIYANGAR.
The Hon'ble Mr. K. R. V. KRISHNA RAO PANTULU.
The Hon'ble Diwan Bahadur V. RAMABHADRA NAYUDU Garu, Zamindar of Doddappenayakkanur.
The Hon'ble Mr. C. V. S. NARASINHA RAJU.
The Hon'ble Mr. K. CHIDAMBARANATHA MUDALIYAR.
The Hon'ble Mr. V. KUNHIRAMAN NAYANAR.
The Hon'ble Mr. T. ZAIN-UL-ABIDIN SAHIB, Shifa-ul-Mulk.
The Hon'ble Mr. R. M. SAVEGE.
The Hon'ble Mr. E. F. BARBER.
The Hon'ble Sir FRANCIS SPRING, K.C.I.B.
The Hon'ble Mr. V. S. SRINIVASA SASTRI.

(Mr. A. S. Krishna Rao Pantulu.)

INCREASED POWERS TO LOCAL BODIES IN RESPECT OF ELEMENTARY SCHOOLS.

The Hon'ble Mr. A. S. KRISHNA RAO PANTULU :—" May it please your Excellency,—I have the honour to move the following resolution :—

[No 2] This Council recommends that His Excellency the Governor in Council be pleased—

(a) to give municipalities and local boards larger powers in the management of the elementary institutions under their control;

(b) to give them power to determine the extent to which grants-in-aid shall be given to private elementary institutions within their respective areas and to distribute such grants among those institutions; and

(c) to render them such additional financial help as may be required for the exercise of those powers.

" This resolution involves the consideration of some important questions of principle dealing with the powers of local bodies in the Presidency regarding elementary education. Local boards and municipalities in the Presidency as constituted under Acts IV and V of 1884 have as one of the express objects for which they were constituted the diffusion of education. This resolution suggests that the powers of municipalities and local boards regarding elementary education, whether in the case of institutions managed by them or in the case of institutions situated within their area, are not quite adequate; and that the time has come when a further attempt must be made to give them larger powers. As matters stand at present, though these bodies have been dealing with this question for the last 30 years, I have no doubt whatever that the powers possessed by them are more nominal than real. The educational codes and the educational rules worked under the inspecting officers appointed and controlled by the Government have prevented these local bodies from taking as much interest in elementary education as they might or should have done. And it is for this reason and with the object of placing this before the Council that I have ventured to bring forward this resolution. As matters stand at present, chairmen of municipal councils or presidents of local boards have no power even in the case of elementary school masters drawing mostly a salary of eight rupees and very rarely or almost never a salary exceeding Rs. 30 of appointing them independently of the officers of the Educational department. No doubt G.O. No. 461, dated the 11th March 1912, the latest Government Order dealing with the subject, states that they must only consult the assistant inspectors of schools in their divisions before appointing or promoting masters of elementary schools within their jurisdiction. The same Government Order however states that, in the case of all ordinary appointments to be made by municipal chairmen, under Rs. 100, they could do it independently and that in the case of appointments exceeding Rs. 100 they would have to obtain the sanction of the Government.

" Again, in the matter of the starting or the closing of schools, no doubt they have some discretion in the matter; but their discretion is also often controlled by the discretion of the officers of the Educational Department. It may be suggested that mere recommendations on the part of the inspecting officers need not and ought not to weigh with the presidents of the local boards or the chairmen of the municipalities so as to prevent them from exercising their discretion or judgment in a satisfactory manner. I quite appreciate the force of that argument. But when once, according to the Educational Rules, the inspecting officers have a large amount of control over elementary institutions, when as under rule 11 of the Educational Rules, they can even recommend the withdrawal of recognition, on account of the employment in an aided school of any teacher whom after due inquiry they consider unfit to be a teacher, and when they can interfere in various other ways, their recommendation, though literally a recommendation, is considered by some as a mandate, because some are unwilling to face the contingency of an unwholesome friction between themselves and the officers of the Educational Department.

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" There is another point which also deserves consideration. So far as these private schools located within the jurisdiction of these local bodies are concerned, though hitherto aid has been distributed through these bodies, under the recent orders of the Government the local boards especially have been deprived of that privilege. It is suggested that so long as these local bodies merely transmit to the schools concerned the grants-in-aid placed at their disposal, they cannot exercise any effective control and there is therefore no advantage in that power being entrusted to them. It is such restrictions that have prevented these local bodies from exercising a real control over elementary education within their local areas. I may point out that in the year 1906-07 the Government passed an order making the local bodies in the Presidency entirely responsible for elementary education under their control. I also find that the Educational Department practically accepted that principle and even suggested some means of solving difficulties which might arise in giving effect to that policy. This is what is stated regarding it at pages 27 and 28 of the first volume of the Report on Public Instruction in Madras for the quinquennium 1902-03 to 1906-07 : ' An important step was taken in 1905-06 when it was definitely ruled by Government that local boards and municipalities should be immediately responsible for all elementary education within their local areas. This involves not only the maintenance of board schools but the aiding of elementary schools of all kinds, whether for boys or for girls. Two difficulties have occurred in carrying this policy into effect. No local board and not all municipalities have funds adequate to meet the needs of elementary education even on its present basis. They are not required to set apart any fixed percentage of their receipts from cesses and taxes for educational purposes, and though the idea is generally prevalent, not supported as far as I am aware by any official pronouncement, that 15 per cent. is a fair proportion, even this percentage would not in most cases yield an adequate sum. The question is further complicated by the fact that many of the boards maintain secondary schools of their own which are not in many cases self-supporting, and the whole amount available for educational purposes is thus not spent on elementary education. The first of these difficulties has so far been met by subsidizing local boards from Provincial funds. With regard to the second no very definite policy has been settled. In one or two cases the Government have agreed to bear the nett cost of municipal or local fund secondary schools and it is possible that an extension of this system would be the best solution of the difficulty.'

" Therefore, Honourable Members of this Council will see that the policy enunciated in the Government order of 1907 that local boards and municipalities should be immediately responsible for all elementary education within their local areas, meaning thereby, institutions managed by local bodies or institutions aided by them, was accepted by the Department; and the difficulties arising therefrom were also considered and solutions were also suggested. Then it would also be found that at the end of the year 1906-07 the supervisors of schools who were largely helping the spread of elementary education in this Presidency were mostly appointed, with one or two exceptions, by the local boards, though they were working under the instructions of the sub-assistant inspectors of schools. They were also helping the local bodies in carrying on elementary education. This was the state of affairs at the end of the year 1906-07. What changes have taken place within the next quinquennium, I shall presently draw your attention to. Regarding both these points we find there has been a considerable change. In the first place the staff of supervisors has been completely provincialized; and we also find that the system of aiding institutions by local boards has been practically abandoned. Local boards, taluk and district boards, have been forbidden from distributing aid as the educational officers have taken upon themselves the distribution of the aid. Between these two periods, your Excellency's Government is aware that the Decentralization Commission, which inquired into this question and I shall crave your indulgence to refer to their observations regarding these points and I shall have to refer to their observations before I make a few remarks. Having considered this question at considerable length regarding the powers of several rural boards, they make these remarks which apply with greater force in the case of municipalities which are more fortunately situated. This is what they say in paragraph 753 of their report—

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'The local governments make substantial contributions towards the educational expenditure of the boards; but we do not think this a valid argument for taking the practical management out of the hands of these bodies. Evidence has been given that they do not take any real interest in educational matters; and this is not unnatural since they are so closely restricted by departmental rules and provincial educational codes which settle the school curricula, the extent to which the grants-in-aid may be given, the proportion of masters to scholars, holidays, etc., that their management can be little more than nominal. We think that the sub-district boards, which should deal with education, should have reasonable latitude in these matters; that the appointment and promotion of the board school teachers should be in their hands; that they should have discretion in regard to the extent to which they will aid private institutions; and that they should not, as now for instance in the Central Provinces, have to obtain the sanction of the Director of Public Instruction before they can close a school. We think, too, that the boards should be encouraged to maintain their own inspecting staff. If they lack an inspecting agency of their own, they cannot be acquainted with the circumstances of the schools within their jurisdiction, and questions relating to the aid to be given to private schools or to the organization of board schools and the recruitment and promotion of staffs will continue as now to be mainly in the hands of the Educational Department. Most of the educational officers are against such a policy, mainly on the ground that it would lead to loss of efficiency. While realizing that this may be so, we consider that departmental efficiency must here give way to the education of the people in local self-government and that the boards should have the freer hand which we advocate. It is also important that primary education should be adapted to the needs of the people, and this can best be effected by giving local boards direct responsibility for its evolution and management.'

'And they make these remarks regarding municipalities. They say in paragraph 822: 'Our recommendations that rural boards should have the management of their educational institutions applies with still greater force to municipalities; and they too should be relieved from the hard and fast restrictions of the provincial educational codes and departmental rules. The restrictions are calculated to weaken the responsibility of municipalities for educational work, and the evidence in Madras and the two Bengals goes to show that in these Provinces the municipal control over education has hitherto been more apparent than real. Municipal schools like those in rural areas should however be subjected to periodical outside inspection by a Government staff.'

'The two changes which I have already referred to as having been effected within the last quinquennium either regarding the provincialization of supervisors or as regards the taking away from district boards the power of distributing aid run counter to the recommendations of the Decentralization Commission and, as suggested by the Commission, I state in clause (2) of my resolution that not only shall they be in a position to distribute aid but they must have some discretion in regard to the extent to which grants-in-aid ought to be given. If it is a question of mere distribution of aid, as I have already referred to, if what they get from the Government on the one hand they merely transmit with the other hand to aided schools they can have no real control.

'The next point I would like to refer to is whether in the present state of circumstances these local bodies cannot be satisfactorily entrusted with the discharge of these functions. That is the most important point to be considered. In this resolution I confine my attention to elementary education only. With the new policy inaugurated for the wide expansion of elementary education, though on a voluntary basis, with the programme of education set forth whereby 91,901 schools are to be added to the existing elementary schools at no distant future and the number of scholars is also to be doubled, the members of the Educational Department will be pleased to see that it entails very heavy responsibility on their shoulders and they must be only glad if local bodies can be induced to take interest in the management of elementary educational institutions in their respective areas. In addition

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to that circumstance I would point out that local bodies can be useful in the expansion of real elementary education for other reasons. It will be found from the remarks of the Director of Public Instruction in his latest report, paragraph 75, that owing to the disproportionate distribution of pupils in elementary schools to which he refers at considerable length the rise in the number of pupils in the elementary schools cannot have resulted in a proportionate increase of literacy. He discusses this question at some length and tries to find out some means of solving the difficulty. He states later on, 'Of course 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 Madras we can only hope that as the schools are made more efficient, parents will increasingly appreciate the advantages they offer and less frequently remove their children as soon as they can be put to any kind of work.' When we see that even the progress that appears to have been made within the last quinquennium in the matter of elementary education in this Presidency is not sufficient for us to come to the conclusion that there has been a definite advance in literacy, and when we also see that according to the opinion of the Director of Public Instruction some steps have to be taken to see that the persons in the various rural areas should be educated as to the advantages of boys being kept at school for a longer period than only in the infant classes as at present, is it too much for me to suggest that means may be devised and larger powers may be given to local bodies to induce them to take greater interest in the matter of primary education which is dear to us all?

'I may point out also that if I have included clause (b) of this resolution regarding the question of the distribution of the aid, it is because the largest number of elementary schools are aided schools. We find from the figures for 1911-12 that out of a total number of 25,206 elementary schools in the Presidency there are 4,502 schools managed by local bodies and 15,948 aided schools. It is therefore clear that most of the elementary education carried on in this Presidency is through these aided schools; and it also appears from the published reports that the average cost per pupil, so far as these board schools are concerned, during the last year, is Rs. 4-9-3, and so far as municipal schools are concerned it is Rs. 5-13-8. When we come to consider the cost of the pupils so far as the aided schools are concerned—I can only take the figures for schools aided by municipalities last year, as we have not got the figures for local boards—we find there were 49,247 scholars educated at a cost of Rs. 90,846 making an average of less than Rs. 2 per pupil. This makes it clear to every one that the cost of maintaining an aided school is much less than the cost of maintaining a municipal school or a board school. If the policy of expanding education on a very wide basis has to be given effect to as early as possible, it is desirable that private indigenous institutions ought to be encouraged and that they should be aided as the financial responsibility will not then be very great. If the principle which I suggest is accepted, that these local bodies should be responsible for elementary education in their area, it is but necessary that aided schools should be placed more or less under their management, making it possible for local bodies to have discretion in determining aid and in distributing aid. I may point out to your Excellency's Government that, so far as the powers of the appointment and promotion of teachers in elementary schools are concerned, the powers possessed by local bodies in this Presidency fall far behind the powers possessed by similar institutions in the Presidency of Bengal. With your Excellency's permission I will point out that in the Bengal Local Self-Government Act III of 1885, section 62, this is what is stated. 'Subject to any rules made by the Lieutenant-Governor under this Act, every district board shall be charged with and be responsible for the maintenance and management of all primary and middle schools under public management within the district, the construction and repair of all buildings connected therewith, the appointment (subject to the provisions of section 33) of all masters and assistant masters thereof and the payment of the salaries of such masters and assistant masters.'

'Provided that nothing contained in this section shall be held to apply to schools for the education of Europeans and Eurasians.'

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"When we refer to the restrictions contained in section 33, we find that it only refers to the question of sanction required for appointments of Rs. 100 and upwards.

"That is the only restriction which is to be found in section 33; and when we go to the rules framed by the Lieutenant-Governor under section 138, it is clear from the rules that they were given larger powers. The rule applicable is rule 13. This is all that it states :—

'The Board shall notify to the inspectors all schools opened or closed, and all appointments of teachers on Rs. 10 and upwards made by it, stating in each case the educational qualifications of the persons appointed.'

"Honourable Members will be pleased to see that there is an essential difference between the powers conferred under the rules framed by the Bengal Local Self-Government Act and under section 62 of that Act and the rules which apply to such bodies in this Presidency. All that is stated in rule 13 which I read just now is that the board itself should have the full responsibility and power of opening and closing schools or appointing teachers on Rs. 10 and upwards, only making it necessary for it to notify the fact to the officers of the Educational Department for their information. There is a good deal of difference between requiring the local bodies to furnish information and requiring them to consult, as a matter of obligation, and not as a matter of convenience, the officers of the Educational Department. I am aware that local board presidents and municipal chairmen will often find it exceedingly useful to consult the officers of the Educational Department and I am not suggesting that these local bodies should not consult the Educational Department. I only object to its being stated that it is obligatory on them to do so, without making it optional. It is clear that several inspecting officers are also members of various taluk boards and district boards in the Presidency and whenever educational committees have been appointed, some of these educational officers have also been appointed members of these educational committees. While they are on these bodies they will no doubt, as members of these bodies, be in a position to give useful advice and useful information whenever such advice or information is really sought for. Therefore, I submit that there is absolutely no reason for restricting the discretion of the taluk board and district board presidents and municipal chairmen in these matters.

"There is only one other point and I shall close. It is this. It may be urged, as it has been urged so long and so often, that these local bodies have not been taking sufficient interest in matters of education and that they cannot be safely entrusted with the additional powers and privileges I ask for in this resolution. That is the only point which I think I need reply to after my previous remarks. The answer to that question is simple. It is only when local bodies have been invested with real powers and real responsibilities that they can be called upon to show whether they have exercised these powers and responsibilities in a proper manner or not. So long as you do not invest them with real powers and responsibilities, so long as their control over educational institutions is more nominal than real, so long as their authority only extends to voting supplies and sanctioning expenditure and acting upon recommendations of the Educational Department, you cannot expect them to do much more than what they have done hitherto. I may close my remarks, instead of saying anything more of my own, by quoting from the famous resolution on local self-government issued on 18th May 1882 in the time of Lord Ripon :—

'If it be said that the experiments hitherto made in this direction have not been encouraging, the Governor-General in Council must avow his belief that the principle has not as yet been, in any general or satisfactory fashion, fully and fairly tried. There is reason to fear that previous attempts at local self-government have been too often over-riden and practically crushed by direct, though well-meant, official interference. In the few cases where real responsibility has been thrown upon local bodies and real power entrusted to them the results have been very gratifying. There is even now a vast amount of assistance rendered to the

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'administration by honorary magistrates, members of municipal corporations and other committees, and there is no antecedent improbability in the theory that if non-official auxiliary agency were more thoroughly organized and more fully trusted, there would be a speedy and marked improvement not only in its amount but in its efficiency.'

"With these remarks I commend this resolution for the acceptance of this Council."

The Hon'ble Mr. P. Kesava Pillai seconded the resolution.

The Hon'ble Sir ALFRED BOURNE :—"Your Excellency,—your Excellency's Government, it must be obvious I think to every body, desire and have always desired to give to local bodies larger powers; and they have always been ready to consider any specific suggestions. But in a case like this it is necessary in the first place that we should examine what powers these local bodies already have. The Hon'ble mover has told us that they have not sufficient power to induce them to take a real interest in the matter; and he has quoted, as the matters which would induce them to take a real interest, some very characteristic routine matters, questions of appointments of teachers and promotions. I need not go into details; but that was the keynote of his speech. That is what the local bodies want to have more power with regard to. The discretion as to where the schools should be started—that is a matter in which the boards at present, if they would only give us suggestions, have discretion; and we should be only too willing to accept their suggestions. Thirdly the Hon'ble mover quoted rule 11 of the Madras Educational Rules, in my point of view a most curious selection; for in the first place it refers to schools generally and not to schools under public management, and what that rule says is, 'The Inspector may refuse or withdraw recognition on account of the employment in a school of any teacher whom he after due inquiry considers unfit to be a teacher.' That is what the local boards and the managers of schools complain of! When the inspector, our best authority, has found a teacher unfit after due inquiry, he has power to withdraw recognition from the school unless the teacher is removed. Really after that, I think it is hardly necessary to take any other arguments; but I should like to point out, Sir, that we do endeavour and have always endeavoured to give as much power to the boards in the management of their schools as possible. What we tell our inspecting officers is this: the board schools are under the control of inspecting officers only in the sense that they are inspected and reported on by them; that they have to be consulted in the matter of the appointment of teachers; correspondence passes through them, but the entire responsibility for the management of such schools and for their maintenance in good condition rests with the boards themselves. That is what we tell them. If they do not carry out our instructions, of course we are willing to come down upon them. It seems that in this matter in the Department of Education, as in the other departments, we are always met by the difficulty in checking the vagaries of our subordinates. That seemed to be the great argument with regard to the jamabandi resolution. The difficulty was to check the vagaries of the subordinates of the Government. So it is here. We urge our inspecting officers to visit chairmen of municipal councils and presidents of local boards and keep them thoroughly informed as to the condition of the schools and to take their orders if necessary. Of course, so long as the boards have no inspecting officers of their own, there are certain matters, which I call routine matters that we undertake to do for them, but subject always to the control of the president. For instance we give small powers to our officers to grant casual leave, short leave; but has been found convenient for our officers to put power in the hands there are rules restricting this. Our rules always aim at putting power in the hands of the local boards to restrict this matter if they like. There is not the slightest doubt, I should think, if there was a real request in the matter, I need only ask your Excellency's Government to withdraw this power from our officers and make it incumbent upon the presidents of the boards to grant this leave actually. We have really taken up this routine business at the request of the boards. In the same way holidays are settled by the boards. We only step in to restrict the number of holidays. Surely there is no objection to that. There is no reason for their giving more holidays than we give in Government schools. As regards accounts

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we undertake to check them, and undertake to furnish the president with remarks if necessary. It is for the president to take action if he wishes. With regard to the budget, the Educational Department makes suggestions, of course. But I think if the Honourable Member will look through this list of suggestions, he will find they have always been in the direction of pressing local bodies to spend more money upon education. We have never actually gone so far as to ask them to take it away from medical and sanitary measures. But somehow or other we have pressed them to spend more upon education, if they could find the money. Now these, I say, are more or less routine matters of administration, in which I venture to assert that we are endeavouring to help the boards. The board still remains—if the board or the committee of the members of the board would like to take up the matter—the manager of the school, and it is exactly in the same position as the manager of an aided school, so far as real education is concerned. If we can only get educational sub-committees of the board to take up these matters, we do not interfere with regard to the real educational problem. As regards the curriculum, what should be taught and how it should be taught, we offer the most modest recommendations. We leave it to the manager to decide what subjects should be really taught. We recommend certain subjects. We say that it is desirable that instruction should be given in the vernacular. Surely nobody here will object to that recommendation. Space and number work, general knowledge, drawing, recitation with appropriate *routines*, and, I suppose for mission schools, a selection of suitable songs and hymns—and we simply say it is desirable that these subjects should be taken up together with some physical exercise. We add that instruction may be given in English, Geography, Civics, Indian History, Nature Study and Elementary Science and one other second vernacular. But it is open to the managers—that includes local boards—to introduce any subject other than those we actually suggest. We wish the managers, in this case, committees of local bodies and boards, to help us in the introduction of such subjects as agriculture, hygiene, and sanitary science,—subjects in the nature of commercial subjects or something of that sort. We simply give a list of these subjects. In certain aided schools, say, for instance, a school managed by one of the active missionary bodies, we find the manager coming down and devoting a certain amount of time to helping the teachers and making suggestions to them and getting the school to take up various subjects. That is the most important part, that is the educational part of the management: and as I say in that matter we do not at all interfere. Of course, it is very difficult, I know, to ask busy men to devote their time to this business; but I take it that that is what the members of the school boards at home do. In a philanthropic spirit they devote a large amount of their time to such objects. That is the sort of thing which is beginning in this Presidency. I know many cases in which local boards have appointed educational sub-committees; they are beginning to do such work; and I am sure that the Department, and I am equally sure that your Excellency's Government also, will welcome their co-operation. I say that there is plenty for the boards to do in these respects. Their schools used to be few in number, but within recent years they have rapidly increased. I said some time ago that 1,700 schools would be opened during last year. I have got all the returns in now from all the districts except Malabar. These returns come to 1,705 and I guess in Malabar there will be 85. That will make it 1,790. These are all extra board schools. If the boards will only help us in looking after these schools as to what they should teach, in making suggestions and helping the teachers, looking in from time to time and giving constructive help, they will be doing an enormous amount for the education of the country. Of course, every good manager—and I have no doubt that boards will learn to be good managers—will remember that what the teacher requires is help and advice and not mere interference. That I have no doubt the educational committees will be able to give. These are the matters in which the boards should help us. Such matters as the abolition of the restrictions that are at present placed with regard to the appointment of teachers and their promotions and interference where the inspecting officer has declared a teacher to be unfit seem to me, as I say, matters of routine administration and not the real management of the school.

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"The second portion of the Honourable Member's resolution is to change our present system in regard to grants to aided schools. Our present system recognizes a principle—the principle is to be found in the Grant-in-Aid Code—on which grants on behalf of elementary schools situated within municipalities and in areas where the Madras Local Boards Act is in operation are payable from local funds. In the old days they used to be paid from local funds; but as local funds came to be used more and more for schools managed by these bodies, local funds were entirely absorbed in that way. So they are aided by local funds only if such funds are available. That is the change that was brought in; otherwise they would have to be paid from Provincial funds. The Honourable Member suggests that we should change this system and actually hand over lump sums to the boards and the municipalities allowing them to distribute the money which they do not provide. I think, Sir, I need not go into this matter at great length. Your Excellency's Government does not intend to introduce any such change at present. One great difficulty, of course, would be in regard to inspection. The Honourable mover has told us that in the old days boards and municipalities had an inspecting agency; but I never heard in those old days a single good word in favour of that inspecting agency. Everybody abused the poor supervisor in those days and we used to abuse him and we disagreed with him. And the boards and municipalities used to abuse him also. No doubt he was a very low-paid official having no prospects of promotion, no chance of becoming a sub-assistant inspector. I do not think the service attracted good men. All I can say is that, since the change, we are very hopeful that the agency is improving. They are certainly now getting better pay and they have better chances of promotion. But even supposing that the local bodies had a good officer, a good supervisor as their inspector, supposing he gives an opinion with regard to a school, and we disagree with him, what is to happen? I should think you would get back to the old trouble as to this sort of dual criticism and dual control. I can quite understand the Honourable Member's looking forward to the time when the boards will have the whole of the control of education within their areas. Then they would want not only the supervisor controlled by us, but they would want the complete inspecting staff for the whole area. That is, I think, a consummation which we may well look forward to. But I very much doubt whether any Honourable Member would really wish to see that started just at present. It seems to me that, just at present, whenever anything goes wrong, the local board is put aside, the local authority is put aside, and the Government is asked to do something. I have only got to turn to the agenda paper to-day to question No. 13. The Hon'ble Mr. Kesava Pillai is asking why certain district boards are paying these poor schoolmasters so irregularly. I sympathize with the schoolmasters; but he has to come to the Government and ask them to interfere. The system that is now proposed would be to put the whole matter in the hands of the local boards. Then there would be no question of the Government interfering. They must divest themselves of responsibility, once they make it over fully to other bodies. I am afraid that any time is over. But the conclusion I have come to is that so far as these grants are concerned, we should certainly not change the system at present. I may just say that nobody has found any fault with the new system excepting at the first budget meeting after the change of the system when the Honourable the Raja of Kollengode referred to the matter; and he seemed to appreciate all that we had done, except in so far as we had thrown into the background the principle of the old system that the local boards were responsible. I say we did not throw it into the background. We only said that if they had not got the funds we would step in and give the funds. The principle was that if they had the funds they should spend them; and I certainly look forward in this country to a time when they will raise these funds locally. They will, of course, get help from the Provincial funds; but they will raise a certain proportion of the funds locally and have full control and a full inspecting agency in their own areas. Then of course the central Educational Department would be more or less like the Board of Education at home, simply controlling education generally. But until it is possible to do something like that, I do not think that merely shifting this grant payment would be of much use. After all paying the grants is a part of the business only. It is no good to give

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power to the boards to distribute the money, unless they had full power to grant recognition, refuse recognition, to look after the schools throughout the area, to get them inspected not only by the lowest grade of inspectors, the supervisors, but by higher grade inspectors, and to form a full opinion in regard to them. With these words I oppose the resolution."

The Hon'ble Mr. P. KESAVA PILLAI:—"Your Excellency, one word of explanation with regard to the remarks made by the Hon'ble Sir Alfred Bourne. In my question I wanted to make it clear to the Government that because these pay bills are prepared by the Educational Department, the supervisors and others consolidate the bills and they pass through the superior officer, the assistant inspector, they come so late to the taluk boards and the district boards. Most of these elementary school-masters are paid by the taluk boards; and hence the delay occurs. It is not due to the laxity of supervision or any neglect on the part of the local boards, but it is due to the fact that these bills have to travel through so many channels before they reach the taluk board president who is to sign the bills. Hence the delay. The taluk boards are not to be blamed."

The Hon'ble Sir ALFRED BOURNE:—"If the taluk boards were to make a complaint about it, the thing would doubtless be done properly."

The resolution was put and lost.

* * * *

W. FRANCIS,

Ag. Secretary to Government, Legislative Dept.

Ed! Dept

No action has to be taken in regard to the resolution of the Hon'ble Mr. A.S. Krishna Rao which was put to the meeting and lost. The papers maybe recorded. Spare copies of notes on the resolution are available which may be required be furnished to Legt Dept. A draft order is submitted for approval.

Mp 35+43 8/11/13

+ Mp 26 532 8/11/13

Ygr. H.

AB
28.6.13

30/6/13

4,800-7-1-13

Edl DEPARTMENT.

READ AGAIN G.O. No., dated 191

" " "

191

C. No. 1415, From the _____, No. _____, dated _____, 19__

[illegible][illegible]

ORDER

misc

No. 614 of 1913, dated 30.6.1913

Recorded

$\frac{118}{28.6.13}$
 $\frac{12}{29.6.13}$

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When given for copying
 When copied
 When examined
 When signed

191

HEAD ASSES G.O., No. , DATED

CURRENT No.

ENCLOSURES TO C. No.

ORDER OF GOVERNMENT.

A A A A A A A

LETTERS OF GOVERNMENT.

STATEMENT WITH DETAIL.

PAPERS NOT SIGNED UP, BEING WANT FOR DEBATE
 IN ORIGINAL.

V.S.-

A = Copy in full
 B = Not to be copied.
 P = Copy abstract only.