

Home (1917) Department.
Education
Ordinary SERIES.

G.O. No. 1002

DATED 1. 8. 17

INDEXED

[Despatch Abstract.]

Legislative Council.

Recording notes connected with the resolution on the subject of the grant of increased powers to local bodies in the control of elementary education proposed by the Hon'ble Mr. K. R. V. Krishna Rao Pantulu to be ^{moved} at the meetings of the _____ held on the 2nd April and the 22nd May 1917.

Resoln XIII

2

(N)

20.11.17

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

[For the meeting of 2nd April 1917.]

[SUBJECT.—Powers to local bodies in the control of elementary education.]

The Hon'ble Mr. K. B. V. KRISHNA RAO Pantulu :—

XIII ~~XIV~~. This Council recommends to His Excellency the Governor in Council that increased powers be given to local boards and municipalities in the control of elementary education in the areas under their jurisdiction,

- (1) in the direction of supervision, management and appointments,
- (2) determination of grants to private elementary schools and rendering them such financial help as may be required for the exercise of these powers.

(3)

(4) 2

HOME (EDUCATION) DEPARTMENT.

A resolution similar in terms to the present one was moved by the Hon'ble Mr. A. S. Krishna Rao at the meeting of the Legislative Council held on the 17th May 1913, and on being put to the vote was lost. (D) (N) (4) 1-17

2. The Government of India have issued a resolution detailing their views on the recommendations of the Decentralization Commission in respect of matters affecting education. Paragraphs 5-9 of that resolution relate to powers of local bodies in respect of primary education and paragraph 11 to inspecting establishments. The question whether increased powers should be conferred on local bodies in the light of the general principles laid down by the Government of India was recently examined by the Director of Public Instruction and both in this department and the Local and Municipal Department and the conclusion so far arrived at is that the existing powers are ample and do not call for revision. The orders of His Excellency and the Honourable Members have yet to be taken on the several points raised. (N) (4) 1-17

3. *Supervision of elementary schools.*—Previous to 1909 each local board and municipal council maintained its own inspecting agency, supervisors of elementary schools. Most of them were men of inferior qualifications. They were also ill-paid and discontented and for want of prospects of promotion often became corrupt. To remedy the evils they were brought under the control of the Educational Department and paid from Provincial funds with effect from the 1st March 1909. The Decentralization Commission recommended that district boards should be encouraged to maintain their own inspecting staff as without such an agency they could not be acquainted with the circumstances of the schools within their jurisdiction. The Government of India in paragraph 6 of their letter Nos. 1-8, dated the 3rd January 1910, opposed the proposal on the ground that while the management of schools should rest with local bodies, the duty of inspection should properly rest with the Educational Department. They also pointed out that the Commission's proposal would duplicate the inspecting agency and thus have the effect of reducing the resources available for such urgent needs as improved school staff, buildings and equipment. This Government in paragraph 9 of their letter No. 60, dated the 2nd February 1911, expressed concurrence in the above view, and added that it would be a retrograde and undesirable step to revert to the former system under (D) (N) (4) 1-17

Ct. para 2 of
letter 29/1/17
20.11.17

Up. No. 744/17
5.11.17

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p. 5 of p. 57
2.2.17
para 3-4 of

which local bodies employed an inspecting staff of their own. The Government of India have in paragraph 11 of their letter No. 873, dated the 19th September 1916, expressed the view that although there would be no objection to the maintenance of a local staff at the expense of local funds, so long as it merely took the place of the existing staff and was subordinated to the Government inspecting agency, the ordinary practice should be that now observed, viz., the retention of the inspecting staff in the pay and under the control of Government.

4. *Management of elementary schools maintained by local bodies.*—Under paragraph 385 of the Local Fund Code all local fund schools are under the direct control of the Educational Department and are administered according to the principles of management adopted for State schools. The relations of inspecting officers towards local boards are defined in chapters XXIII to XXV of the Madras Inspection Code. Inspecting officers are required to render every assistance possible to local boards in matters of educational administration, furnish them with all necessary advice and information, recommend qualified candidates for employment as teachers in board schools, and in all possible ways co-operate with them in the spread of elementary education. It is, however, distinctly provided in paragraph 151 of the Inspection Code that “board schools are under the control of the inspecting officers only in the sense that they are inspected and reported on by them, that the officers have to be consulted in the appointment of teachers and that the 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, and inspecting officers must avoid anything like dictation either to local boards or to teachers serving under such boards.”

The Hon'ble Mr. A. S. Krishna Rao however complained that the advice tendered by inspecting officers very often took the form of a mandate, that very few local bodies had the courage to act contrary to such advice, and that in consequence they evinced very little interest in the fostering of primary education. Sir Alfred Bourne however showed in his speech at the meeting of the Legislative Council held on the 17th May 1913 that the complaints were imaginary and suggested that local bodies should appoint educational sub-committees to foster elementary education within their areas. He also pointed out that the officers of the inspecting staff only assisted the local bodies in the management of their schools as they had no separate inspecting staff of their own.

5. *Appointment of teachers in elementary schools*—(a) *Creation of appointments*—(i) *Local Boards.*—Under article 113-A (7) (i) of the Local Fund Code, the President of a district board may, without the previous sanction of Government entertain new establishments the monthly cost of which does not exceed Rs. 50 or revise an existing establishment in cases in which the extra cost does not exceed Rs. 50 per mensem provided that application for subsequent sanction is made so as to reach Government before the 1st October succeeding the date of the President's order. The President may likewise sanction the transfer of appointments of teachers from one school to another provided (i) that the additional expenditure, if any, does not exceed Rs. 50 per mensem, (ii) that where such transfer does involve any additional expenditure not exceeding Rs. 50 per mensem sanction is sought before the 1st of October following and (iii) that the proposals have the approval of the Inspector or Inspectress of schools. Similar powers may be exercised by the President of a taluk board in cases in which the cost does not exceed Rs. 20. Again under article 387 of the Local Fund Code, in all cases of entertainment of new establishments or the revision of existing establishments in local fund schools, the opinion of the Inspector or Inspectress of schools should invariably be obtained. There are thus two restrictions in the matter of creation of appointments by local boards, viz., (1) the formal sanction of Government has to be obtained in all cases and (2) the educational authorities have to be invariably consulted.

(ii) *Municipal Councils.*—Under article 16-A of the Municipal Account Code, municipal councils are competent to entertain new establishments or revise existing establishments provided (i) that the salaries are within the scale prescribed in the Educational rules, (ii) that necessary provision in this regard exists in the sanctioned budget, and (iii) that educational authorities have been consulted in the case of alterations of establishments involving appointments on a pay exceeding Rs. 20.

The Local and Municipal Department consider that no change is necessary in the existing rules.

(b) *Filling up of appointments.*—(The qualifications of teachers to be employed in primary schools, and their proportion to scholars are laid down in rules 10 and 81 of the Educational rules. The scale laid down in rule 81 is not a rigid one—it is only suggested for adoption wherever possible.)

(i) *Local Boards.*—The President of a district board is himself competent to fill up appointments except where they carry a salary of Rs. 250 per mensem or more—vide article 121 of the Local Fund Code. As the salary of teachers of primary schools is generally between Rs. 8 and Rs. 20, the President has full power in the matter of these appointments. But under article 125 of the Code, Presidents should always consult the educational authorities in making nominations of educational officers. This latter is, however, only an enabling provision and local boards are not bound to accept the advice tendered.

(ii) *Municipal Councils.*—Under article 24 of the Municipal Account Code, the Chairman of a municipal council is himself competent to appoint teachers in elementary schools, as the sanction of Government is required only in cases in which the salary of the appointment is Rs. 100 or above and as the salary of primary school teachers is always less than Rs. 100 per mensem. The Chairman has, however, to consult the educational authorities in all cases before making appointments. This latter provision is only an enabling one and Chairmen are not bound to accept the advice tendered.

6. *Determination of grants to private elementary schools and rendering them such financial help as may be required for the exercise of those powers.*—The grants to be paid to aided elementary schools are determined by Provincial Inspecting officers as local bodies have no inspecting staff of their own. Prior to 1909-10 the grants were paid through local bodies but the system was discontinued for the reasons given in G.O. No. 800, Educational, dated the 2nd December 1908 and all grants from Provincial funds are now paid direct. Local bodies have not enough money to maintain their own schools and practically all the teaching grants to aided institutions are now paid by the Government. Under the old system there was considerable delay in the payment of the grants and the accounts of the local bodies became unduly complicated. Under the existing system of paying grants direct to managers of institutions the Government retain full control of the funds available and can apply them at any time to any part of the Presidency. Such an advantage cannot be secured if the funds are made over to local bodies and become part of their assets.

A suggestion to revert to the old system was made by the Hon'ble Mr. A. S. Krishna Rao in 1913 but was not accepted by the Government.

7. It is for consideration whether for the reasons given above the resolution may be opposed. Orders are requested whether the resolution should be discussed in the Executive Council, whether further information should be called for and who should be in charge of the resolution.

N.K.

Though there is not much likelihood of any drastic suggestions involving large diversions from the existing practice in these matters being accepted by Government, as the whole question is still under consideration and no final decision has yet been

The terms of the resolution are too vague to offer an opinion on.

E.A.H.—25-3-17.

It will be better to wait and hear.

E.A.H.—25-3-17.

come to on the several points raised, it may not be advisable either to oppose the resolution or to commit Government to any opinion on the points. After hearing what the Honourable Additional Member says in support of the resolution, Government may, it is submitted, promise “sympathetic consideration” of the several suggestions for increased powers to local bodies that may be made.

C. RAMANUJA ACHARIYAR—24-3-17.

No doubt any suggestions made by the Honourable Additional Member, that are not prima facie unreasonable, will be sympathetically considered and carefully examined by the Government on their merits. It seems unnecessary at present to adopt any definite attitude towards the resolution.

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Any steps in the direction of increasing the powers of local bodies in respect of the schools run by them will be in accordance with the recommendation of the Decentralisation Commission, which is generally supported by the Government of India, and doubtless with the views of the local bodies themselves. It is recognised that some loss of efficiency may result.

Certain proposals however of the kind referred to have been examined in the Local and Municipal Department which has come to the conclusion that the powers of local bodies are generally sufficient and that no immediate action is required in the direction of enlarging their powers.

The Director of Public Instruction has said in that connection :—

"I think that municipalities and boards require more rather than less help and guidance in the management of schools and colleges."

E. A. HARVEY—25-3-17.

The Director of Public Instruction will take the resolution and I will discuss with him *before* Thursday.

P[ENTLAND]—26-3-17.

To be opposed by the Director of Public Instruction.

P[ENTLAND]—28-3-17

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

The Council re-assembled at the Council Chamber, Fort St. George, at 11 a.m. on Tuesday, the 3rd day of April 1917.

RESOLUTION *RE* POWERS TO LOCAL BODIES IN THE CONTROL OF ELEMENTARY EDUCATION.

The following resolution of which notice had been given by the Hon'ble Mr. K. R. V. Krishna Rao was not moved :—

XIII. This Council recommends to His Excellency the Governor in Council that increased powers be given to local boards and municipalities in the control of elementary education in the areas under their jurisdiction

- (1) in the direction of supervision, management and appointments,
- (2) determination of grants to private elementary schools, and rendering them such financial help as may be required for the exercise of these powers.

R. A. GRAHAM,

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

Resolutions on matters of General Public Interest.

SUBJECT.--No.

XXVII

for the meeting of the Legislative

Council to be held on the 22nd May 1917.

SUBMITTED that two copies of this Resolution may be forwarded to the Home (Gov) & Local and Department with reference to Nos. (1) and (4) of the rules regulating Secretariat procedure in dealing with these Resolutions in the Legislative Council. Orders regarding admission will be communicated in due course.

U.O. No. 115-2 dated 4-5-17
LegorV.T.K.
4-5-17

To

The Home (Education) Department. with Resolution XXVII



8-4-5-17]

LOCAL AND MUNICIPAL (LEGISLATIVE) DEPARTMENT.

Home (Education) and Local and Municipal Departments.

Resolution on matters of general public interest.

The Hon'ble Mr. K. R. V. KRISHNA RAO PANTULU :—

XXVII. This Council recommends to His Excellency the Governor in Council that increased powers be given to local boards and municipalities in the control of elementary education in the areas under their jurisdiction—

- (1) in the direction of supervision, management and appointments;
- (2) determination of grants to private elementary schools; and
- (3) rendering them such financial help as may be required for the exercise of these powers.

[Meeting of the 22nd May 1917]

(2) and (3): No addition to the notes on page 1. *Referring to the same.*

2. On the last occasion it was decided that the Director should oppose the resolution. It is presumed that the same procedure should be followed now.

5-5-17

5-5-17

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The D.P.I. may take the resolution & oppose it, as already ordered on a previous occasion.

Home (Ed4) Dept

The resolution referred to on page 1 supra was not moved at the meeting held on the 2nd. April 1917 and succeeding days. The Additional Member now proposes to move it. The terms of the resolution now proposed ^{exactly} are the same as those of the original one; only clause (2) of the latter has now been split up into clauses (2) and (3). No addition to the notes on page 164 ^{Supra} seems necessary.

2. On the last occasion it was decided that the Director should oppose the resolution. It is presumed that the same procedure should be followed now.

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5.5.17.
AM
45/10

AR
7.5.17
Lm

H.E.

The D.P.I may take the resolution & oppose it, as already ordered on a previous occasion

my
7/5/17

P

8.5.17



The D.P.I may take the resolution & oppose it, as already ordered on a previous occasion

Local and Municipal Dept.

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The Additional member proposed to move the same resolution at the last meeting of the Council, but reserved it for the meeting to be held on the 22nd May. As the resolution was then dealt with in the Home (Education) Department, it is submitted that this may also be now transferred to them.

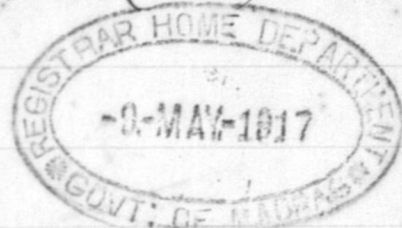
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Pro.
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Home (Edn) u.o



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C.No. 1991 A 58
9.5.17



NOTES.

10 Page 2

For the Registrar

Submitted that the file maybe sent to the
D.P. I. no. with reference to 'A' in page 8 supra

17.5.17

17.5.17

17.5.17

D.P. I. no.

Returned in person by D.P. I. after
legis council meeting

23/5/17



11
10

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

The Council re-assembled at Government House, Ootacamund, at 11 a.m. on Wednesday, the 23rd day of May 1917.

The following is the resolution not moved :—

RESOLUTION *RE* INCREASED POWERS TO LOCAL BODIES IN THE CONTROL OF ELEMENTARY EDUCATION.

'XVIII. This Council recommends to His Excellency the Governor in Council that increased powers be given to local boards and municipalities in the control of elementary education in the areas under their jurisdiction—

- (1) in the direction of supervision, management and appointments;
- (2) determination of grants to private elementary schools; and
- (3) rendering them such financial help as may be required for the exercise of these powers.'

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

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The resolution was not moved at the meeting of the Council. The papers may, it is submitted, be

over
Mex. no 1002 of 1.8.17.

Recorded.

At
31.7.17
Mr 17817

Legislative Council

Recording notes connected with the resolution on the subject of increased powers to local bodies in the control of elementary education proposed by Mr. V. K. V. Krishna Rao at the meetings of the Council on the 2nd April & the 22nd May 1917.

See
28.7.17
111
30/11/17

When given for copying — }
 When copied — } 191 .
 When examined — }
 When signed — }

HAD AGAIN G.O. No. , DATED
 191 .

CURRENT No.

ENCLOSURES TO C. No.

ORDER OF GOVERNMENT

A A A A A A A

OF GOVERNMENT.

STATEMENT WITH DITTO.

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

N.B.—

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

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