

Home (1917) Department.
Education

ordinary SERIES.

G.O. No. 489

DATED 21-4-17

INDEXED

[Despatch Abstract.]

Delegation of powers.-

Recording notes connected with Resolution No. III regarding the ----- to Inspectors of Schools in regard to the appointment of supervisors moved by the Hon'ble Mr. K. Sadasiva Bhat at the meeting of the Legislative Council held on the 23rd February 1917.

NOTES CONNECTED WITH RESOLUTION ON MATTERS OF GENERAL
PUBLIC INTEREST

[For the meeting of the 6th February 1917.]

SUBJECT.—*Delegation of powers to Inspectors of Schools in regard to the appointment of supervisors.*

The Hon'ble Mr. K. SADASIYA BHAT :—

M ~~It~~ This Council recommends to His Excellency the Governor in Council that the power of appointments of all grades of supervisors in the Educational Department may be delegated to the Inspectors of Circles and a fixed number of these appointments in each grade be allotted to each district according to the area of the district and the number of schools.

HOME (EDUCATION) DEPARTMENT.

There are at present 290 supervisors of elementary schools borne on one *cadre* and divided into three grades as follows :—

									RS.	Number of appointments.
First grade	...	...	...	...	...	...	...	...	50	38
Second	„	...	...	...	...	...	...	...	40	80
Third	„	...	...	...	...	...	...	...	30	172
Total	...	...	...	...	...	...	...	...	290	

Of this number, 50 are employed in training schools, two as supervisors of Sanskrit schools, 14 as supervisors of Muhammadan schools, five as supervisors of Mappilla schools, and 219 as supervisors of boys' schools. Pages 50 to 90 of the list of Educational officers for the quarter ending the 1st October 1916 give the number of supervisors employed in each district. The number varies from 23 in Ganjam to seven in Rāmnād. The Government have recently approved the proposal of the Director of Public Instruction to

G.O. 37, 8th January 1917.

employ temporarily five additional Muhammadan sub-assistant inspectors in place of 14 supervisors of Muhammadan schools.

2. The supervisor's duties are of a pioneering nature. He is entrusted with the duty of starting and organising village schools and he is the connecting link between the department on the one hand and the villagers on the other. He carries out the suggestions made for improvement by his superior officers. In special cases, when relief to the sub-assistant is necessary, he is entrusted with the annual inspection

P.R.—24-1-17.

of schools. A supervisor is considered not so much as a subordinate officer holding a subordinate charge in a defined locality but as a member of the sub-assistant's office, going out to do what executive work is assigned to him by the sub-assistant inspector. It is in consequence of this view of the range and its work as a whole, and not as composed of one or more sub-ranges, each with a supervisor, that, in defining a supervisor's charge, the principle of equalisation of work has not been allowed to over-ride other considerations.

2

Paragraph 19 of the Madras Inspection Code.
P.R.—24—1-17.

their circles supervisors on inspection duty from one sub-range to another. Inspectors
G.O. 40, Financial, 15th January 1915.

are also empowered to grant leave to supervisors up to three months and to appoint substitutes during the period on Rs. 30 per mensem in the last grade.

4. So long as supervisors are borne on one Presidency cadre, the power of appointing them has necessarily to rest with the Director of Public Instruction.
P.R.—24-1-17.

The Additional Member apparently wants the cadre to be split up and a grading introduced for each district. Under the present system there is an equable flow of promotion and qualified men are induced to enter the service. If the Additional Member's suggestion is accepted, the number of appointments in the higher grades in each district will be comparatively few, and as some districts will have more appointments than others, stagnation and resultant discontent may occur in some places and capable men may be disinclined to enter the service. The Additional Member's suggestion cannot in any case be adopted in the case of the supervisors of Sanskrit and Muhammadan schools whose ranges extend over more than one district. Besides,

K in the scheme for the reorganization of the inspecting agency now under consideration, it is proposed to abolish supervisors altogether and no useful purpose will be served by introducing just now a change in the existing system. The resolution may, it is submitted, be opposed.

5. Orders are requested whether the resolution should be discussed in Council, whether further information should be called for, and as to who should be in charge of the resolution.

N.K.—21-1-17.

C. RAMANUJA ACHARIYAR—23-1-17.

For the reasons given at **K** above, no useful purpose will be served by making a change. The Director of Public Instruction can see these papers on return.

P. RAJAGOPALA ACHARIYAR—24-1-17.

I agree. The Director of Public Instruction can take this Resolution.

P[ENTLAND]—25-1-17.

Consider these papers and return.

24/1/17

I agree. The D.P.I. can take this Resolution.

P
25.1.17.

No. 27 of 5-2-17

It seems to me that it is not

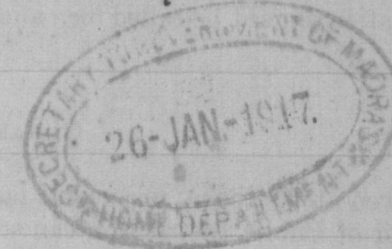
in contemplation

to enlarge the present cadre of supervisors

and that if the system

the Hon Member advocates were applied to the existing cadre and promotion confined to the circles in which they were serving kinship would certainly result.

3. 17.



APD u.s.

① Inform Leg.
② Let the D.P.I. see the papers
ca.
26/1

① separate notes sent 26/1
② duplicate copy sent to the D.P.I. 24/1
Edwen. u.O 145-1
29.1.17



back
from
Shave
6/2

4

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

The Council assembled at the Council Chamber, Fort St. George, at 11 a.m. on Tuesday, the 6th day of February 1917.

RESOLUTION *RE* DELEGATION OF POWERS TO INSPECTORS OF SCHOOLS IN REGARD TO THE APPOINTMENT OF SUPERVISORS.

The Hon'ble Mr. K. SADASIVA BHAT:—"Your Excellency, I beg to move:—

"III. This Council recommends to His Excellency the Governor in Council that the power of appointments of all grades of supervisors in the Educational Department may be delegated to the Inspectors of Circles and a fixed number of these appointments in each grade be allotted to each district according to the area of the district and the number of schools."

"The supervisors' agency was provincialised in 1909. Formerly it comprised separate establishments under the several local bodies and was controlled by the Inspectors of circles. Under the scheme of 1909, this dual control of the local bodies and Inspectors of circles was considered not desirable as tending to inefficiency. The improvement of primary education by affording direct instruction to teachers of elementary schools and the expansion of elementary education by opening up new and efficient schools in the many villages where there were none were considered the immediate and most important work of the department. With these objects, this service of supervisors was regraded into three grades. The new supervisors were to be more effective instructors of teachers of elementary schools, were to move continually in their sub-ranges, hold teachers' meetings, give model lessons, improve the teachers' stock of knowledge both in matter and in method, visit villages where there were no schools, bring the villagers together, work up new schools there, bring private inefficient elementary schools on the aided list, and thus were generally to be the pioneers in the task of extending the benefits of elementary education to every village. They were relieved of their office work and removed from the dual control by making them solely responsible to the department. The local fund supervisors were bodily taken into Government service and they were told that they will not be treated as subordinates of the sub-assistant inspectors but as their equals more or less.

"These changes were distinctly for the better and the supervisors also appear to have entered into the service with confidence and zeal. The reports of the Education Department for the next two years review the work of this new branch of service in appreciative terms showing the number of villages visited, number of schools inspected, new schools opened and new schools brought under aid.

"Unfortunately, however, with these other beneficial changes, the service was also put on a Presidency basis and the powers of appointment, transfer, promotion, supervision, leave, etc., were vested with the Director of Public Instruction at Madras, and, strangely enough, the reports of the Education Department subsequent to these first two years, though closely following the previous reports in arrangement and even in wording, omitted this special paragraph on the work of supervisors, and I find in them no specific reference at all to the work of this most important branch of the educational service.

"As I said above, most of these supervisors were in the local fund service and had put in some years of service there. They were contributors to the Provident fund. Almost all of them were graded in the last grade. If these local fund men had continued in the local fund service they would have got a substantial bonus at the end of their service. Having been drafted into the Government service they got back only the smaller sum they were found entitled to at that time. In the new service they certainly cannot put in a sufficient length of service to be entitled to the full ordinary pensions. And I find that these officers have, while in service, also been labouring under the further disability of not having even acting promotions to higher grades which would come to them in the ordinary course in any other department.

2 RESOLUTION RE DELEGATION OF POWERS TO INSPECTORS OF SCHOOLS
IN REGARD TO THE APPOINTMENT OF SUPERVISORS

(Mr. Sadasiva Bhat; Mr. Stone.)

[6TH FEBRUARY 1917.]

"Your Excellency, this condition of things must have been noticed by some of my Honourable colleagues, but I believe they must have hesitated about bringing up the matter in the shape of a resolution for want of definite statistics. The Hon'ble Mr. Srinivasa Sastriyar asked two questions at a meeting of this Council—one asking for information as to the sanctioned strength, the number of vacancies that remained unfilled for terms under one year and over one year in 1913, 1914 and 1915, and the other for a statement classifying these supervisors according to the mother-tongue or second language at college. The Honourable member was referred to the quarterly lists of Educational officers. With reference to this answer from the Government, I was at some pains attempting to compile the information from the list of 1915 and I must confess that I found it impossible. These lists, though called "Quarterly," have not been published so far as I know for nearly two years.

"Last year, the Hon'ble Mr. K. R. V. Krishna Rao asked what prospects and encouragement existed for these supervisors and elicited the vague general information that men possessing requisite qualifications and if considered deserving may be promoted to higher posts. The Hon'ble Mr. Venkatapati Raju has a few questions even at this meeting and suggests, as it were, a change in the post of Personal Assistant to the Director of Public Instruction every three years. But I do not think that change in itself will go far. The question is whether there is any necessity for putting these petty posts on a Presidency basis and burden the Director of Public Instruction's office with the additional work and responsibility of having to do with these appointments.

"Your Excellency, the districts which I have the privilege to represent in this Council are the ones hardest hit by these Presidency basis arrangements. We are two districts in a corner of this Presidency far from headquarters, each with a distinct vernacular as the medium of instruction in elementary schools. Our peculiar local usages, personal laws, tenures and revenue rules make it bad enough in other departments; but it is most essential that the inspecting officers should have a good knowledge of the vernacular of the teachers and children. As it is in South Canara, the Assistant Inspector and Sub-Inspector of Girls' Schools have not that knowledge. This Council can well imagine the value of inspection of schools and examination of children of our elementary schools with four different grades of inspecting agency none of whom know Canarese, when we have also a Tamil or Telugu gentleman for a supervisor not acquainted with our vernacular."

The Hon'ble Mr. J. H. STONE (*interrupting*):—"Does the honourable gentleman say that there are Tamil and Telugu supervisors in South Canara?"

The Hon'ble Mr. K. SADASIVA BHAT:—"Not now—I did not say that. I say that under the Presidency arrangement it is possible."

The Hon'ble Mr. J. H. STONE:—"Have there ever been supervisors knowing only Tamil and Telugu?"

The Hon'ble Mr. K. SADASIVA BHAT:—"I merely state that in this Presidency arrangement there would be no objection to post a Tamil or a Telugu gentleman to South Canara."

"The latest quarterly list published in this January shows an improvement inasmuch as it has classified these supervisors according to districts. There are in all, excluding Muhammadan schools and 30 appointments of this branch in the training schools, about 279 supervisors in the inspecting line in 23 districts—41 in the first grade, 61 in the second grade and 175 in the third grade. In the ordinary course there ought to have been on the average two appointments in the first grade and three in the second grade in each district. But what is the real state of things?"

'South Arcot—total 12—has 5 in the first grade.

'Tanjore—total 16—also 5 in the first grade.

'Trichinopoly—total 12—has 4 in the first grade."

"While districts with a larger number of supervisors have less—

'Ganjam—total 23—has only 2 in the first grade.

'Malabar— " 17 " 2 "

'Guntur— " 16 " 1 "

'Kistna— " 16 " 1 "

and of 10 supervisors for Kurnool, 11 for North Arcot, 7 for Rāmnād, 8 for Bellary, for Madras, there is no first grade at all.

RESOLUTION RE DELEGATION OF POWERS TO INSPECTORS OF SCHOOLS 3
IN REGARD TO THE APPOINTMENT OF SUPERVISORS

6TH FEBRUARY 1917.]

(Mr. Sadasiva Bhat; Mr. K. R. V. Krishna Rao;
Mr. Stone.)

"Then taking the second grade—

'Salem—total 9—has 5.

'Tinnevely—total 11—has 4.

'Rāmnād and Chittoor have none.

'Gōdāvari and South Canara have but one each."

"The grievance lies not merely in the unequal distribution of higher grades. Of these 41 appointments in the first grade 33 incumbents are on other duty and their places have not been filled up by promoting men in the lower grades to that grade. One place is kept vacant, and the others are, I understand, merely held by the lower grade men without increase of pay. So also with the second grade. Of the 61 places in this grade 35 incumbents are on other duty. One place has been kept vacant and the other 34 places are held by third-grade men. The net result is that all the 30 supervisors in Gōdāvari, South Canara and Rāmnād are in the third grade with none in the first or second, while Malabar which has 17 supervisors has none in the first, and only one in the second and all the rest in the third grade. Guntur, which has 16, has one in the first grade, one in the second grade and fourteen in the third grade. Nineteen out of 23 in Ganjam are in the third grade.

"As I have now shown most of the supervisors are on Rs. 30 and Inspectors even now are empowered to make other appointments of Rs. 30 and under. Why should they be considered incompetent to appoint or transfer only in respect of these posts? I do not know whether the work of maintaining the list of supervisors, ordering appointments, promotion and transfers is in the distribution of work at the office of the Director of Public Instruction in the hands of the Personal Assistant to the Director. If so, the fact affords another argument for me; I understand that this officer is recruited from the 'Assistant Inspectors' grade and my resolution merely requests Government to transfer these duties from the hands of an officer of the Assistant Inspector's grade, stationary in Madras, and who has no occasion to know the supervisors, to a higher class of officers who come in touch with the supervisors' work. After all it is the Inspectors and their assistants who have to get the work out of these supervisors. The Inspector maintains the confidential registers about these and comes in contact often enough with them personally. Supervisors should come to believe that good work brings due promotion. For this purpose a certain number of appointments in each grade should be allotted to each district and placed in the hands of the Inspectors. The present acting men should be confirmed and given their grade promotions.

"So long as these supervisors do not see any prospect of bettering their prospects, so long as they know that the hard-working man is no better off than the indolent one and they have both to rot on Rs. 30, so long as they know that their fates are written in far away Madras, and not by their immediate taskmasters, it is useless in my opinion to expect any great results in the expansion of elementary education. But there are great possibilities in the supervisors' scheme, if we can only galvanise their activities, as they are the real workers in the villages. It is, therefore, that I earnestly commend this resolution to your Excellency in Council for acceptance."

The Hon'ble Mr. K. R. V. KRISHNA RAO PANTULU:—"My Lord, I beg to second this resolution formally."

The Hon'ble Mr. J. H. STONE:—"Your Excellency, the Honourable Member said that supervisors when they were provincialised, as we usually say, were told that they would not be placed under sub-assistants, I do not know what foundation he may have for that statement, I am not aware of any. As I was not the Director of Public Instruction when this provincialisation was effected, I cannot say that I am fully acquainted with the details of it. As I understand it, he wishes a change to be made in the arrangement by which supervisors are appointed, promoted and transferred to cure the grievances of supervisors. I must confess I am not able to see how their grievances could be cured by the change proposed. At all events what I do say is if some gain by it, others would lose. As a matter of fact, the promotion of supervisors has been done so far rather on the basis of qualifications. A number of supervisors were only matriculates and we have recruited in recent years a certain number of graduates who had taken the degree of L.T. It has been thought necessary, in order to encourage the recruitment of more highly-educated

4 RESOLUTION RE DELEGATION OF POWERS TO INSPECTORS OF SCHOOLS IN REGARD TO THE APPOINTMENT OF SUPERVISORS

6TH FEBRUARY 1917.] (Mr. Stone; the President; Mr. Sadasiva Bhat.)

men, to give promotions to these graduates. If we do not get graduates we have to take those that pass the Intermediate and who have taken the second-grade training certificates. I dare say this system has re-acted somewhat unfavourably on supervisors who were taken from the local boards some years ago. I am sure the Government's chief reason for simply opposing this resolution is that the whole question of reorganization of the inspecting agency is now under the consideration of the Government and it is probable that this particular agency of supervisors will disappear. That being so it hardly seems worth while to alter the arrangements which govern their appointment, transfer and promotion.

"Perhaps it is hardly worth while to attempt to discuss what the precise effect would be of giving Inspectors full control over supervisors instead of the Director of Public Instruction having partial control over them. I am sure that we have never, naturally, I think, thought that the supervising agency was one which had to be treated geographically. We never concern ourselves with the point whether Malabar had so many supervisors in the first grade or whether Ganjam had so many. We simply treated the promotions partly doubtless as usual in promoting by seniority and partly, as I said before, by laying considerable stress on the fact of superior qualifications with the intention of getting the recruitment improved. Sir Alfred Bourne's idea was that a time would come when all recruitment of supervisors' places would be from graduates. We are a very long way off that. We have tried to encourage that by giving some encouragement to graduates who join the service as supervisors."

His Excellency the PRESIDENT:—"Does the honourable gentleman wish to divide the Council on the resolution?"

The Hon'ble Mr. K. SADASIYA BHAT:—"The Hon'ble Mr. Stone suggests that the whole service would not be in existence in the reorganization. It may be that this branch may be abolished."

The Hon'ble Mr. J. H. STONE (*interrupting*):—"Perhaps 'absorbed' will be the better word."

The Hon'ble Mr. K. SADASIYA BHAT:—"In the circumstances, I don't see any use in further pressing this resolution and putting it for further discussion. I beg leave to withdraw it."

His Excellency the PRESIDENT:—"I think I may assure the Honourable Member that what has passed in this debate will be borne in mind by the Director of Public Instruction."

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

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

pages 4-7 supra

Copy of an extract from the proceedings of the Legislative Council relating to this resolution has been added to the file. As no further action is necessary, the papers may be

Order no 489 of 21.4.17.
H.M.S.

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To the D.P.D. with
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18.4.17
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19/4/17

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IN THE OF GOVERNMENT.

STATEMENT WITH DITTO.

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