

Government of Madras
LAW (EDUCATION) DEPARTMENT

G.O. No. 757, 1st May 1926

Subsidy--Opening of new elementary schools--Sanctioned.

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Government of Madras
LAW (EDUCATION) DEPARTMENT

G.O. No. 757, 1st May 1926

Subsidy—Opening of new elementary schools—Sanctioned.

Order—No. 757, Law (Education), dated 1st May 1926.

The Government sanction the distribution of subsidies to the local boards mentioned in Annexure I to these proceedings to enable them to open new elementary schools for boys in villages with a population of 500 and over now unprovided with schools. The total number of schools to be opened is 566 and the annual cost of their maintenance is Rs. 1,62,744. A sum of Rs. 100 will also be provided for the equipment of each school.

2. The presidents of the local boards are requested to take steps for the opening of the schools on the 1st July 1926. The location of the schools should be settled in consultation with the District Educational Officers and the Presidents of the District Educational Councils, concerned.

3. The presidents of the local boards and the departmental inspecting officers should, wherever possible, endeavour to obtain from the villagers houses free of rent for the location of the schools. Charges on the equipment of schools should be kept as low as possible.

4. The Government are also pleased to sanction the distribution of grants to District Educational Councils to enable them to pay grants-in-aid to 642 new schools to be opened in schoolless centres as shown in Annexure II to these proceedings. The schools may be opened on 1st July 1926. Provision is made for a teaching grant at the rate of Rs. 84 per annum for each school. A sum of Rs. 80 will be given towards the initial equipment of each of the new schools. The Director of Public Instruction is requested to intimate to the Presidents of District Educational Councils concerned the names of centres in which the aided schools may be opened. The new schools may be admitted to aid supplementally.

5. The Accountant-General is requested to arrange for the payment to the local bodies and the District Educational Councils mentioned in Annexures I and II to these proceedings of the amounts specified against them in the last columns of the annexures. The presidents should present the necessary bills at the treasury for obtaining payment or adjustment of the amounts sanctioned. The annual subsidy to the local boards on account of these schools is subject to the condition that the full number of schools specified in column 2 of Annexure I is opened. The amounts paid should be credited to the Elementary Education Funds of the boards concerned.

6. The expenditure will be met from the sources indicated below :—

Rupees 1,08,496 from the provision of Rs. 18,85,000 in the current year's civil budget estimate under "31 C—(c) Education—Primary—Grants to local bodies for primary education—(i) Local bodies—Grants-in-aid—Educational—Voted—Recurring—Teaching."

Rupees 56,600 from the provision of Rs. 80,600 under "31 C—(c) Education—Primary—Grants to local bodies for primary education—(i) Local bodies—Grants-in-aid—General—Voted—Non-recurring—Equipment."

Rupees 35,952 from the provision of Rs. 38,28,100 under "31 C—(c) Education—Primary—Grants to local bodies for primary education—District Educational Councils—Grants-in-aid—Educational—Voted—Recurring—Teaching."

Rupees 51,360 from the provision of Rs. 58,400 under "31 C—(c) Education—Primary—Grants to local bodies for primary education—District Educational Councils—Grants-in-aid—General—Voted—Non-recurring—Equipment."

(By order of the Government, Ministry of Education)

V. T. KRISHNAMA ACHARIYAR,
Secretary to Government.

To the Director of Public Instruction.
" Accountant-General, through Finance Department.
" Presidents of Taluk Boards concerned.
" Presidents of District Educational Councils concerned.
" Presidents of District Boards concerned.
" Examiner of Local Fund Accounts.
" Finance Department.
" Local Self-Government Department.
Copy to the Registrar-General of Panchayats.

[Annexure

ANNEXURE I.

Name of local board.	Number of schools proposed to be opened.	Pay of teachers at Rs. 19 per mensem for 75 per cent of teachers who will be trained and at Rs. 15 per mensem for the rest who will be untrained.	Rent at Rs. 4 per mensem and contingencies at Rs. 2 per mensem for each school.	Total annual cost [i.e., columns (3) and (4)].	Cost of maintenance in the current year for 8 months from 1st July 1926.	Cost of equipment at Rs. 100 per school.	Total amount to be paid in the current year [i.e., columns (6) and (7)].
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Taluk Boards—		RS.	RS.	RS.	RS.	RS.	RS.
Vellore	9	1,956	648	2,604	1,736	900	2,636
Chidambaram	4	864	288	1,152	768	400	1,168
Cuddalore	13	2,772	936	3,708	2,472	1,300	3,772
Tindivanam	13	2,772	936	3,708	2,472	1,300	3,772
Vridhachalam	4	864	288	1,152	768	400	1,168
Chingleput	76	16,416	5,472	21,888	14,592	7,600	22,192
Tiruvallur	18	3,864	1,296	5,160	3,440	1,800	5,240
Chittoor	24	5,184	1,728	6,912	4,608	2,400	7,008
Madanapalli	79	17,100	5,688	22,788	15,192	7,900	23,092
Rajahmundry	5	1,044	360	1,404	936	500	1,436
Kasaragode	2	408	144	552	368	200	568
Usilampatti	5	1,044	360	1,404	936	500	1,436
Melur	1	180	72	252	168	100	268
Dindigul	8	1,728	576	2,304	1,536	800	2,336
District Board—							
Malabar (Wynad)	2	408	144	552	368	200	568
Taluk Boards—							
Ponnani	53	11,460	3,816	15,276	10,184	5,300	15,484
Calicut (including Kurumbanad).	24	5,184	1,728	6,912	4,608	2,400	7,008
Sankari	90	19,464	6,480	25,944	17,296	9,000	26,296
Lalgudi	1	180	72	252	168	100	268
Karur	4	864	288	1,152	768	400	1,168
Udayarpalayam	1	180	72	252	168	100	268
Vizagapatam	2	636	216	852	568	300	868
Gooty (Tadpatri taluk)	7	1,500	504	2,004	1,336	700	2,036
Tirukkoyilur	44	9,504	3,168	12,672	8,448	4,400	12,848
Berhampur	4	864	288	1,152	768	400	1,168
Coondapoor	4	1,272	432	1,704	1,136	600	1,736
Mangalore	4	864	288	1,152	768	400	1,168
Ramnad	23	5,004	1,656	6,660	4,440	2,300	6,740
Narasaropet	1	180	72	252	168	100	268
Gobichettipalayam	34	7,868	2,448	9,816	6,544	3,400	9,944
Bezawada	4	864	288	1,152	768	400	1,168
Total	566	1,21,992	40,752	1,62,744	1,08,496	56,600	1,65,096

ANNEXURE II.

Name of District Educational Council.	Number of schools for which grants are sanctioned.	Teaching grant at Rs. 7 per mensem for 8 months from 1st July 1926.	Equipment grant at Rs. 80 per school.	Total.
(1)	(2)	(3)	(4)	(5)
Anantapur	9	RS. 504	RS. 720	RS. 1,224
Arcoot (North)	45	2,520	3,600	6,120
Do. (South)	21	1,176	1,680	2,856
Bellary	25	1,400	2,000	3,400
Chingleput	49	2,744	3,920	6,664
Chittoor	8	448	640	1,088
Coimbatore	46	2,576	3,680	6,256
Cuddapah	15	840	1,200	2,040
Ganjam	36	2,016	2,880	4,896
Godavari (East)	7	392	560	952
Guntur	8	448	640	1,088
Kanara (South)	8	448	640	1,088
Kistna	11	616	880	1,496
Kurnool	10	560	800	1,360
Madura	4	224	320	544
Malabar	3	168	240	408
Malabar	145	8,120	11,600	19,720
Nellore	41	2,296	3,280	5,576
Ramnad	11	616	880	1,496
Salem	15	840	1,200	2,040
Tanjore	50	2,800	4,000	6,800
Tinnevely	17	952	1,360	2,312
Trichinopoly	25	1,400	2,000	3,400
Vizagapatam	33	1,848	2,640	4,488
Total	642	35,952	51,360	87,312

Government of Madras

LAW (EDUCATION) DEPARTMENT

Memo. No. 3241/A-1, 27th August 1925

Expansion of elementary education through aided agencies.

Memorandum—No. 3241/A-1, Law (Education), dated 27th August 1925.

The Elementary Education Conference held at Ootacamund in May 1923 made the following recommendations:—

(1) With a view to the gradual expansion of elementary education in rural areas, each village with a population of 500 inhabitants and over should be provided with a school.

(2) Indigenous schools should be developed and made eligible for aid, and the new schools to be started should ordinarily be aided schools, and, when it is not possible to start aided schools in some villages, local bodies shall take steps to start their schools in such places.

2. Local bodies have been endeavouring to make as great an advance as possible in the matter as the limited resources at their disposal would allow. Eighty-four taluk boards in the Presidency out of 129 have obtained the sanction of Government to levy the education tax in the areas under their jurisdiction. Even with the additional funds thus made available, the taluk boards in question are unable to open schools in all villages with a population of 500 and over, unprovided with schools. The existing rates of teaching grants have not so far induced private managers to open aided elementary schools in the numerous schoolless centres.

In the meanwhile in order to prevent delay in expansion, the Government sanctioned during the last and current years special subsidies to 74 of the taluk boards levying the education cess to enable them to open 1,856 schools in the areas under their jurisdiction. The Legislative Council has also voted funds for the opening of 452 additional Board schools in the areas of such taluk boards. According to the survey recently conducted, there still remain 647 villages with a population of 500 and over unprovided with a recognized elementary school in the areas of taluk boards which levy the education tax. In the areas of taluk boards not levying the tax, there are 1,327 villages similarly circumstanced. Thus the case of 1,974 villages demands immediate consideration.

3. In the hope of stimulating and encouraging activity among aided agencies, the Government have now resolved to enhance the rates of teaching grants for elementary schools in some respects, and a supplemental demand for funds required for the purpose has just been passed by the Legislative Council. The enhanced rates are shown below:—

Grades.	Present rates.	Revised rates.
	RS.	RS.
Trained teachers of the secondary grade	180	180
Untrained teachers of the secondary grade	96	120
Trained teachers of the higher elementary grade	96	120
Untrained teachers of the higher elementary grade	72	84
Trained teachers of the lower elementary grade	84	84
Untrained teachers of the lower elementary grade	48	60

The Director of Public Instruction reports that much cannot at present be expected from Christian mission agencies in this direction and that, in spite of the announcement of the proposal to increase the rates of teaching grants and the attempts of the inspecting officers and headmasters of training schools at persuading ex-students in quest of employment to start elementary schools, the schools likely to be

started by private bodies will supply the needs of only a sixth of the schoolless centres in the rural tract. It is stated that private agencies are forthcoming to open aided elementary schools in 378 villages in tax-levying areas and in 191 villages in non-tax levying areas or in all 569 villages. Orders will shortly be issued allotting funds for the opening of aided schools in 478 of these villages. The question of providing funds for schools in the remaining 91 villages will be considered next year. Leaving aside 91 villages the needs of which the Director of Public Instruction considers can be met by the transfer of the existing board schools, there will still be left 1,314 villages to be provided for.

4. The Government are anxious to see that these centres are provided with schools, without perpetuating the system of paying special subsidies to local bodies for opening board schools which was adopted as a temporary expedient in the last two years. For, apart from other considerations, it is admittedly more economical to secure expansion by means of aided agencies than through local bodies. The cost of a board elementary school is estimated at Rs. 300 per annum, while the average rate of grant to be paid to an aided elementary school with a single teacher would be Rs. 84 per annum. The recommendation of the Elementary Education Conference that the new schools to be started should ordinarily be aided schools had obviously for its reason the relatively high cost of board elementary schools. It is therefore very desirable that all possible efforts should be made to stimulate the opening of aided elementary schools and this should be recognized as the primary means of securing expansion.

5. From the statement received with the Director's letter No. 1484-B, dated 9th July 1925, it is observed that, in the districts of Chittoor, Coimbatore, Nellore and the Nilgiris, not a single elementary school is proposed to be opened through private agency, and that the number of aided elementary schools proposed to be opened in the remaining districts is meagre, except in the districts of Ganjam, Malabar, Tanjore and Tinnevely. The percentage of male pupils in secondary schools to the male population is above the average of the Presidency in the districts of Gōdāvari, Kistna, Chingleput, Trichinopoly, Madura and South Kanara. A very large number of young men who have studied at least from the III form to the VI form of a secondary school must remain without professional employment in the above mentioned and in other districts. The future teacher-manager might be found from among such students. Proper and systematic inquiries must bring to notice the existence, in or near the villages in which schools are needed, of sufficiently educated young men willing to open aided schools in them. Young men who have a small property in or near the villages or who can count on other means of livelihood in addition to their income from the schools will be preferable; they will find that grants-in-aid at the enhanced rates to be sanctioned shortly, supplemented by school fees usually obtainable in cash or kind from villagers, represent a sufficient additional income to enable them to run efficient schools in or near their own villages. In the case of such persons the question of training is not a serious problem, as their qualifications would be higher than that of elementary trained teachers generally. If the efforts to induce such persons to open schools in their own villages are successful, the question of unemployment amongst this section of the educated, which is now serious, will be, to some extent, solved. There is also the important consideration that a teacher drawn from a class which has a definite stake and interest in the village in which a new school is to be opened can be expected to conduct the school with more enthusiasm than an outsider, enter freely into the thoughts and feelings of his illiterate co-villagers and understand their needs and difficulties and make his school the centre of the life of the village.

6. The Government accordingly consider that an effort should be made to do propagandist work among the class of persons referred to above; and the Director of Public Instruction is requested to take steps in this direction and instruct the District Educational Officers to take personal interest in endeavouring to obtain information regarding suitable young men willing to devote themselves to the task of making the spread of elementary education permanent and successful. District Educational Officers should consult the Presidents and members of District Educational Councils. It would also be useful to approach heads of educational institutions with

a view to ascertaining how many students with the qualifications prescribed above and about to leave the school or college would be willing to open schools. The District Educational Officers may be advised to correspond with the Registrar-General of Panchayats who will be in a position to recommend suitable teacher-managers for opening new schools.

7. The Government consider that village panchayats can be of great service in this matter. The panchayats have information about young men of the villages who would be willing to open schools under the conditions stated. They can also become managers of the schools guaranteeing to the teacher a fair salary, they themselves receiving grants and stimulating village contributions. District Educational Officers are requested to forward to the Registrar-General of Panchayats, as early as possible, lists showing the names of the villages (1,314 in number) in which schools remain to be opened so that he may investigate the possibility of initiating such arrangements in as many of them as possible.

8. After making inquiries on these lines indicated above, District Educational Officers should submit to the Director of Public Instruction report showing the villages in which aided agencies are prepared to open schools. It is hoped that these reports will be submitted by the 1st of October, so that the provision required in the budget for 1926-27 on this account may be fixed.

9. It is not intended that any distinction should be made in this respect between local areas which levy the education cess and areas that do not. No portion of the province should be allowed to stagnate, while other portions afford increasing facilities for educational advancement. If efficient aided elementary schools can be opened in villages now served with board elementary schools, the local body concerned should be advised to remove the board school to some other schoolless village where private agencies are not willing to open new elementary schools.

V. T. KRISHNAMA ACHARIYAR,
Secretary to Government.

To the Director of Public Instruction.

Copy to the Registrar-General of Panchayats.

Received

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Registered

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Subject.

Opening of aided elementary schools - provision
to be made in the budget estimate for 1926-27.

R.C. No. 2060-B/25.

Station M a d r a s, Dated the 16th November 1925From (Name) R. Littlehailes, Esquire, M.A.,(Designation) Director of Public Instruction,
Madras.

To The Secretary to the Government of Madras,

Law (Education) Department.
Port Saint George.

Sir.

With reference to para.8 of Government Memo No. 3241-A-1 dated 27-8-1925 I have the honour to state that the District Educational Officers were requested to report the additional school-less centres where aided schools are likely to be opened and they have reported a very large number of centres including some centres which are not shown as school-less in the report on the Elementary Education survey of the District. Therefore the additional aided elementary schools that can be opened have been restricted to those school-less centres which are indicated in the survey report and those centres which do not find ^{place} a/in the survey report have

been excluded. According to this 448 additional ^{aided} elementary schools are likely to be opened in school-less centres with a population of 500 and above shown in the report on the Elementary Education survey of the District. A statement showing the number of aided schools that are likely to be opened is - appended herewith.

2. According to the report on the Elementary Education survey of the Malabar and Ganjam Districts the number of - aided elementary schools that can be opened is 197 and 101 respectively against 90 and 105 previously reported and - referred to in column 2 of G.O.No.1550 Law (Education) dated 4-9-1925. Of these only 60 (Malabar) and 70 schools (Ganjam) have been sanctioned; similarly in the Tanjore District out of 82 centres where aided schools can be opened only 56 have been sanctioned. Therefore provision has to be made as shown below, in addition to the 448 aided schools referred to above.

School-less centres where aided agencies are - available.	No.sanctioned in G.O. No. 1550 Law Edn. D/ 4-9-1925.	No.still to be provided.
Ganjam	101	31
Malabar	197	137
Tanjore	82	26
		194

Ganjam
Malabar
Tanjore

101
197
82

70
60
56

31
137
26
194

3. Therefore the total number of aided elementary schools for which provision has to be made in the Civil Budget Estimate for 1926-27 is 642 (448 plus 194) as shown in the statement.

I have the honour to be,
Sir,
Your most obedient servant,

A Rama Ray
16/11/25

For Director of Public Instruction.

D.H.P. 16-11.

16/11

Opening of aided elementary schools in school-less centres with a population of 500 and above during 1926-1927.

Districts.	No. of schools in the cess levying area.	No. of schools in the non-cess levying area.	Total
Anantapur	9	-	9
Arcot North	1	44	45
Arcot South	21	-	21
Bellary	1	24	25
Chingleput	49	-	49
Chittoor	8	-	8
Coimbatore	16	30	46
Cuddapah	9	6	15
Ganjam	5	-	5 plus 31
Godavari (East)	7	-	7
Guntur	8	-	8
Kanara South	8	-	8
Godavari West	9	2	11
Kistna	2	8	10
Kurnool	4	-	4
Madura	3	-	3
Malabar	8	-	8 plus 137
The Nilgiris		N i l.	
Nellore	-	41	41
Ramnad	4	7	11
Salem	11	4	15
Tanjore	11	13	24 plus 26
Tinnevelly	-	17	17
Trichinopoly	12	13	25
Vizagapatam	5	28	33
Total	211	237	448 plus 194
	379	263	642

A Rama Ray
16/11/25

For Director of Public Instruction.

Expansion of Elementary Education - through the agency of Panchayats -
Government addressed.

3333-1.

Fort St. George

25th September 5.

M.R.Ry.Bai Bahadur N.Gopalaswami Ayyangar Ayl., B.A., B.

Registrar General of Panchayats

LAW (EDUCATION)

According to Government Home Law (Education) 3241-1-1 dated 27.3.33, there will at the end of the current year be 1314 villages with a population of 500 and over unprovided with Elementary schools. Two alternative agencies are contemplated by Government for opening these schools, viz., private teacher-managers and village panchayats - board schools being unduly costly and increase in the number of mission schools being unlikely. Of the two, it hardly needs argument to prove that management by panchayats ought to be much superior to that by a teacher manager.

2. The great defect - and one fraught with serious consequences to the

and quality of the instructions imparted - is a teacher manager's its impermanency. I enclose copy of a letter received from the District Educational Council, Coimbatore R.O.C.No.278/25 dated and my reply thereto. They show that a large number of such go out of existence annually and that the net addition to the total schools is much smaller than is usually supposed. The causes of may are more or less what are indicated in the Coimbatore or, though the smallness of the scale of grants has also something to do with it. Information obtained from other districts proves that the evil exists every where though it differs in degree as between different districts. The existence of the school as an institution being dependent on an individual, the rate of grants being very much below a living wage and the income from fees and gifts being precarious - the school exists only so long as the teacher manager cannot secure an appointment in a board school or shift to another village where conditions are more propitious. The result is that pupils who enter his school cannot be sure of continuous education for even five years. The great fall in strength in classes III to V of Elementary Schools as compared with the strength in classes I and II should be traced in part at least to large numbers of aided schools getting annually closed in this way. The panchayat being a statutory corporation will ensure the permanency of the institution. If a teacher employed by it finds employment elsewhere or dies, the panchayat will promptly find another to take his place and education in the village will not be allowed to suffer.

3. The other notorious defect of a large number of teacher-manager schools is their inefficiency. There is no selection of the teacher by those whose interest it is to see that he is efficient and an inefficient teacher-manager is allowed by the parents to continue in the absence of any one coming forward not merely to teach but to shoulder the responsibilities of accommodation and management. The board schools, besides being very costly, suffer badly from lack of supervision. The advantages of a panchayat school are that the panchayat will not suffer an inefficient teacher to continue indefinitely in its employ. The management being on the spot and being organised on a statutory basis with definite public responsibilities.

responsibilities, the teacher will be under adequate supervision and management of the institution will be the constant care of the representatives of the parents and guardians of the children who go to school. 9

4. I would therefore submit that special encouragement should be given to villages which are prepared to form a panchayat and to open and run a school under its auspices. Government have been advised already that, in fact, private teacher-managers are not forthcoming even with the grants-in-aid as recently revised. I have made detailed inquiries during my tours and am fully convinced that Rs.15 per mensem is about the minimum rate of grant that should be allowed to any teacher. Even this rate will be insufficient inducement to a private teacher-manager as, having to provide a school-house at his own expense and having to find the money out of his own pocket for renewal of, and additions to, equipment and for contingencies, his net receipts from the grant are not likely to exceed Rs.10 per mensem.

5. Government have during the last two years been distributing grants for new single teacher board schools at the rate of Rs.300 for running charges and Rs.100 (non-recurring) for expenditure on initial equipment. The Rs.25 per month (recurring grant) is made up of the following items:-

(i) Pay of teacher		Rs.19
(ii) House rent		4
(iii) Contingencies		2
		Rs.25

6. After careful ~~matrimonial~~ consideration and local inquiry in selected localities, I have decided to apply to Government for sanctioning the following arrangements in the case of panchayat schools:-

(1) The ordinary rate of teaching grant should be Rs.180 per annum, to be ~~set~~ to Rs.210 in the case of untrained S.S.L.C. holders and to Rs.240 in case of trained teachers of the secondary grade.

Even these grants will not cover the whole of the pay of the teacher by a panchayat. Being a public body and interested in securing the services of competent men, panchayats will invariably have to pay a minimum equivalent to that now paid in board schools viz., Rs.17 to 20 per month.

(2) Each panchayat should be given an initial equipment grant of Rs.50.

(3) The panchayat will construct a school-house and maintain it in good condition from year to year or rent a building at its own expense.

(4) The panchayat will find the money for all contingent expenditure - such as books, slates, sweeping charges etc..

(5) If the taluk board levies an Education cess it should be instructed to make over the proceeds of the cess in the village together with the equivalent Government grant to the panchayat for expenditure on the panchayat school. The teaching grant payable under sub para (1) above may in such a case be reduced by the amount of the Government grant payable under section 57 of the Elementary Education Act.

7. The scales of grants proposed in para 6 (1) are not in excess of the amounts which under Rule 2 ^{rules for the teaching grants on behalf of the school} framed under the Elementary Education Act are payable to private aided schools for special reasons. The greater efficiency that is bound to result from the running of panchayat schools and the readiness of village people additionally to tax themselves for elementary education are sufficient justification for the proposed discrimination in favour of those schools.

8. If these proposals are acceptable to Government I think I can, with good chances of success, make an attempt to take over 500 out of the 1514 villages which according to Government Memo No.3241 A-1 dated 27-3-25 have to be provided with schools. The lists, which in para 6 of the above memo District Educational Officers have been ordered to send me, have not yet been received from the great majority of those officers. I am therefore not in a position to make a list of these 500. As soon as lists are received from District Educational Officers I shall investigate each district locally in consultation with the District Educational Officer, my workers and the presidents of the local boards and District Educational Councils concerned and select the villages where panchayat schools may be started. In such of the selected villages as do not contain panchayats already, panchayats will be started as rapidly as possible so that they may be in a position to open the schools at the commencement of the next financial year.

9. The financial effect to Government of these proposals will

work out as follows:—

(1) Non-recurring:—

Rs.30 per schools for equipment for 500 schools — Rs.40,000

(2) Recurring:—

Teaching grant at an average of Rs.180 per teacher
for 500 teachers.... Rs.90,000

Total... 1,30,000

10. There will be some saving to Government in the case of schools in villages where Education cess is either being already levied or will be levied at the request of panchayats during 1926-1927. The amount thus saved will however be required for payment of grants in excess of Rs.180 to the small number of ~~XXXX~~ Secondary School Leaving Certificate ^{holders} (both trained and untrained) who may be employed by panchayats.

11. I estimate the recurring additional burden on panchayats under this arrangement at Rs.50,000.

12. The cost of 500 board schools will be Rs.50,000 under non-recurring expenditure and Rs.1,50,000 under recurring. ~~However~~ The saving to Government by substituting panchayat schools for board schools will be Rs.10,000 under ^{items} non-recurring/and Rs.60,000 under recurring ones.

13. I would in this connection invite the attention of Government to para 28 of the Honble Mr. Moir's note dated 24-1-1924 on the expansion of Elementary Education, wherein he suggested that for running schools every panchayat should be aided by a ^{teaching} grant of Rs.15 per mensem per teacher, a full grant for equipment and half the cost of constructing a suitable building. My proposals are well within these limits.

14. The 500 schools are proposed to be opened as single teacher schools in the first instance. If, after a school is opened, its strength increases and additional teachers are required, Government should undertake to pay for each additional teacher at the same rates as proposed above.

15. It is important that, at least for the first few years after the inception of this scheme, the disbursement of the grants to panchayats should be in my hands, in the same way as it is in the hands of the Labour Commissioner in the case of schools opened under the auspices of his department. The dis-

bursement

disbursement will of course be made in consultation with the local educational officers. The grant sanctioned for panchayat schools should be placed at my disposal early in the year and should be allowed to be paid in instalments in the course of the year so that panchayats whose other resources are slender are not inconvenienced in meeting the monthly demands for expenditure on the school.)

15. I request the favour of early orders on the proposals outlined above. For if they are acceptable and the necessary provision is likely to be made for the purpose in the budget for 1926-1927, a large amount of spade work has to be got through for preparing as many as 500 villages for opening panchayat schools on these terms from the commencement of the next financial year.

Registrar General.

T.T.P.25-4-25.

The aim of our Council is to give Elementary Education to each boy and girl in our District.. To get at that aim, not only we have to increase the number of schools in our District Steadily, but also we have to secure permanency to the schools which are already in existence. Unfortunately our District lacks much in such permanency in schools especially in rural areas, as will be seen from the following figures;

	No. of Schools. closed.	No. of Schools newly opened.
1921-22	162	182
1922-23	174	155
1923-24	128	188
1924-25	166	161

The reasons for such impermanency of schools are many fold. The low rate of grants-in-aid awarded to the teacher never satisfies his necessities of life. The competition of Taluk Board Schools, where fees are merely nominal, deprives the poor aided school teacher of his higher rate of fees, which a town teacher gets; the old system of paying the teacher in kind has gone out of vogue with the advent of modern ideas. The periodical presents have also disappeared. These reasons along with many other petty causes stand in the way of a poor teacher-manager from continuing his school permanently in one place. As long as a rich man keeps a teacher paying for the sake of the education of his children, the school continues. And as soon as the education of his children is stopped, the poor teacher gets no more support and he has necessarily to shift himself to another patronising village. The ~~exist~~ existence of such a system of unsteady schools, which depends upon such hand to mouth teacher-managers would never improve the position of Elementary Education in rural parts. Remedies ought to be sought to give permanency to aided schools in the villages.

In March 1922 I moved a resolution in this council that educational sub committee should be established in this District to supervise the working of the schools, for holding prize distributions etc., I hoped that such committee if formed would do a lot of good to the cause of education. But practically very little was the success. The co-operation of the Local Bodies also was very little in the matter. While I was discussing about this matter with the Registrar General of Panchayats, he suggested to me that we would succeed in ensuring permanency to the rural schools if we transfer the control of the schools from the hands of the teacher-manager to the Panchayat

Panchayat

~~Panchayat~~

Panchayat which could be established in each village. In such a case the Panchayat will be a permanent body under whose control the teacher has to work as an employee, who though can change as he likes yet would not affect the permanency of the school.

.....

Copy of letter No.4596-1 dated 25-9-25 from the Registrar General of Panchayats to the President District Educational Council, Coimbatore.

Your R.O.C.278/25 dated 17-7-25.

.....

The figures given in your circular should be an eye-opener not only to members of your council but to educational officers in the district.

2. That the policy of expansion of Elementary Education on existing lines should over a period of 4 years have resulted in a net addition of only 56 schools and that so many as 630 schools should have gone out of existence in that period prove beyond doubt that there is something faulty about the machinery on which we depend for expansion at present.

3. There can be no doubt that if the tax-payer's money is to be put to the best use possible, grants-in-aid of Elementary schools should not be made to institutions as to whose permanency there is no ~~reasonable~~ reasonable guarantee. I am glad you have drawn the attention of the members of your council to the desirability of creating panchayats with a view to ensure such permanency.

4. I would suggest your following up your letter under reference with intensive concrete work with a view to attain the object we have in view.

5. There are two directions in which I would advise you to proceed, viz.,

- (a) to bring about the transfer of non-mission aided schools from the management of ephemeral, irresponsible teacher-managers to that of Village Panchayats.
- (b) to create panchayats in every village not now provided with a school and to make them start a school.

6. As regards (a) I would suggest the following procedure:-

- (i) Make a list of non-mission aided schools in non-municipal and non-union areas with information as to the villages they serve.

- (ii) Divide these villages among your members and ask them to visit each

15 9 15
village, to send up proposals in the prescribed form for the constitution of a ~~pan~~ panchayat for the village and after the panchayat is constituted to effect a formal transfer of the local school from the teacher-manager to the panchayat.

(iii) I believe, under the rules under the Elementary Education Act, your council has the discretion to raise the amount of grant by a sum not exceeding 50% for special reasons. It would help matters if you make it known that a panchayat managed school will be entitled, other things being equal, to the benefit of this concession in preference to a private managed school.

(iv) Each of your members should be asked to send you a fortnightly progress report of the work done by him in this behalf.

7. As regards (b), the Educational survey of your district should put you in possession of the list of villages with a population of not less than 500 which are not served by a school at present. The villages in that list may be similarly distributed among your members and proposals for constituting panchayats called for ~~pan~~ primarily for the purpose of starting and moving an Elementary school. In the case of schools to be newly opened, the same concession of an enhanced rate of grant may be promised, if your council sees no objection, to panchayat schools.

8. I send herewith a few copies of the Act and the rules ~~xx~~ thereunder and 50 forms of the questionnaire in which the report for the constitution of panchayats has to be submitted. More will be sent, if required.

9. Please let me know the action you take in respect of this matter at your earliest convenience.

~~Sub~~ Expansion of Elementary Education - Funds to be provided in the Budget Estimate for 1926-27.

The ~~xxxx~~ Elementary Education Conference held at Ootacamund in 1923 passed the following resolutions :

- (i) ~~Resolved~~ that with a view to the gradual expansion of elementary education in rural areas each village with a population of 500 ~~inhabitants~~ ^{be provided} inhabitants and over should have a school.
- (ii) ~~Resolved~~ that the programme of starting schools in villages with a population of 500 and over should be worked out within three years ^{and} of the opening of schools in the other villages should be carried out in ten years.

These recommendations were examined by the Government and the conclusion was arrived at that in the case of taluk boards which levy the education cess and which are still unable to open schools in all the villages with a population of 500 and over, special subsidies should be sanctioned by the Government in order to enable them to open schools in all those villages. As regards ^{the} taluk boards which do not levy education tax it has been decided for the present ^{that} the expansion of elementary education should ^{be} carried out through the agency of aided schools.

Taluk Boards which levy Education tax.

2. The Govt. have during the last and the current year distributed grants for the opening of new elementary schools in the areas in the jurisdiction of taluk boards which levy education cess as shown below :-

2/17

No of Schools.			
	Board	Aided	
G.O.No. 1598 dated 16-10-24	825	-	(H)
" 877 " 23-5-25	1,017	-	(J)
" 1550 " 4-9-25.	452	287	(F)
Total : ---	2,294	287	2581

Reports have been received from almost all the taluk boards to which subsidies ~~xx~~ were granted last year for the opening of elementary schools. *(Showing the number of schools actually opened)* these reports it is observed that in the case of the taluk boards mentioned below the number of schools opened ~~xxx~~ fell short of the number actually sanctioned by the Government.

Name of the Taluk Board.	No of Schools sanctioned by the Government.	No. actually opened.	
Cuddalore.	30	28	22
Palladam	28	26	-2
Ghumsur	2	1	-1
Udipi	27	14	
Mangalore	24	18	
Coondapur	17	12	
Kasargod	26	23	
Bundar	6	5	
Koilkuntla	4	1	
Dindigul	30	28	
The Nilgiris District Board.	6	5	
Trichinopoly.	20	10	
Ongole	6	1	
	226	172	

Of the 825 Schools sanctioned in G.O.No. 1598 dated 16th October 1924, ⁵⁴ schools have not yet ~~been~~ opened. It is possible that in the case of some of the taluk boards mentioned above, the reason for not opening the school may be that

3/18/17

that according to the latest statistics available, the number of population centres requiring schools ~~is~~ less than the number reported last year. Where however this is not the case, it seems desirable to take early steps for the opening of the remaining ~~schools~~ ^{Schools}. If the schools are not required in the areas ~~under~~ within the jurisdiction of the taluk boards mentioned above they may be opened in other areas which are in need of schools. It is not known whether full particulars are available on this point in the D.P.I.'s office. If necessary, the Director may consult the District Educational Officers ~~on the point~~.

3. In July last the Director submitted statements showing the number of centres wherein new schools should be opened, in order to provide all villages with a population of 500 and over with schools. From this statement it is observed that so far as taluk boards which levy the education tax are concerned, additional board schools are required in 209 centres as detailed below : --

Vellore	8
Chingleput	76
Tamil Nadu	18
Bapatla	8
Ponnani	10
Sankari	89
Total : ---	209

In addition to the above ~~provision should also~~ ^{it will be possible to open} ~~be made for the opening of~~ ^{aided} schools in 91 centres in ~~the~~ ^{of the} ~~tax-paying areas. Provision will have to be made for this also.~~ Thus if provision is made for a total of 300 additional schools, taluk boards which levy the education-tax will have an elementary school in each centre with a population of 500 and above.

Taluk boards which do not levy the education tax.

4. In the current year grants have been distributed among District Educational Councils to enable them to

teaching grants to 191 new aided elementary schools. According to the statement furnished by the Director, schools are still required in 1105 centres in the areas within the jurisdiction of taluk boards which do not levy the education tax. The Director has reported that board schools are required in all these centres. In Memo.No. 3241-10/27.24 August 1925, the Government have strongly urged the need for the expansion of education through aided agencies and have asked District Educational Officers to submit to the Director of Public Instruction reports showing the ^{which} villages in the aided agencies are prepared to open schools. It is not known whether these reports will be received in time for consideration ^{in connection} with the budget estimates for the next year. From the reports on the intensive educational survey of districts received recently from the D.P.I., it is observed that in some districts the villagers have a decided partiality for board schools and that no great advancement can be expected through private agencies. It is therefore not likely that aided schools will be opened in all the 1105 centres in which schools are required. It may perhaps be assumed that aided schools ~~may~~ will be opened in one-half of these centres ^{and provision may be made for the present} ~~may be provided in the next year's budget for 550 schools.~~ ^{it may perhaps be assumed that one half of the additional} ~~schools (half of 1105 or 550) will be aided schools and provision may be made in the next year's budget for 550 aided schools in these areas.~~

5. (To summarise, as to be ^{provision} ~~provision~~ made in the ~~budget estimate for 1926-27~~ for the following : --

(i). Opening of 209 additional board schools in the areas within the jurisdiction of the taluk boards mentioned in paragraph 3

(ii) 91 aided schools in the areas of taluk

boards which ~~may~~ levy the education tax, ^{and 550 aided} ~~550 aided~~ schools in the areas of taluk boards which do not levy the ~~education~~ tax.

The D.P.I. may be requested to offer his remarks on the above proposals and ^{and} ~~also~~ to advise as to what provision should be made in the next year's budget for the expansion of elementary education ^{so that all villages} ~~with a population of 500 and above may~~ ^{be provided} ~~with schools~~ ¹⁸⁻⁹⁻²⁵ ~~18-9-25~~

V.TK
20-9

D.P.I. u/o

U.O. Reply No. 2128/25
30-9-25

With reference to para 2 of the Secretariat I may state that note/reports were called for from the D.E.Os concerned in regard to the opening of schools sanctioned last year. It is observed from the reports that several taluk boards were not able to open all the schools sanctioned last year on account of want of suitable accommodation. It was only in the case of one taluk board (Ongole Taluk Board) that the population centres requiring schools were found to be less than the number reported last year. This was reported to Government and attention is invited to G.O. No.1027 L.E., dated 18-6-1925. The subsidy payable to this Taluk Board will therefore have to be reduced.

2 The subsidy sanctioned to the Taluk Board, Ghumsur, for the opening of two schools has been permitted to be utilised towards the taking over the management of aided schools in

G.O.No.

A. Cu 3574A

21/9/25

Very urgent

U.O. 3574A-1

21-9-25



A. Cu 374A

21/9/25

* This has already been done

25/9/25



621

G.O.No.363 L.E., dated 5-9-1925. The D.E.O. Madura has reported that the question of the transfer of provision of the two schools in Dindigul Taluk Board to other centres is still under consideration. The Taluk Boards that have not opened the full number of schools sanctioned last year may therefore be requested to take early steps to open the schools during the course of this year, and if the boards fail to utilise the provision this year also the subsidy originally sanctioned to them may be adjusted, while making payments next year.

3 In regard to the number of centres with a population of 500 and above to be still provided with schools, the scrutiny of the survey records of all the districts has now been finished and it is observed that the total number of centres with a population of 500 and above that are in need of schools has considerably increased. According to the lists of school-less centres appended to the district reports, the total number of school-less centres or groups of centres with a population of 500 and above in the rural areas is 4,036 against 3,443 reported in July last. Therefore the figures reported in July and referred to in the Secretariat note need revision. After taking into account the schools sanctioned in G.O.Nos.877 L.E., dated 23-5-25 and 1550 L.E., dated 4-9-25 there would still be 566 school-less centres with a population of 500 and above, in the areas under the jurisdiction of Taluk Boards levying the education cess. A statement showing the number of centres of population under each Taluk Board that has to be provided with board schools is referred to above enclosed herewith. In addition to 566 centres which are to be provided with board schools aided schools are to be opened in 91 of the centres in tax-levying areas. On further reports received from the D.E.Os Ganjam and Malabar, it is observed that the number

of aided

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(T)
(F)

x p 9 infra

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of aided schools that can be opened in Ganjam district is only 101 against 105 originally reported, while in Malabar aided schools can be opened in 127 villages against 90 reported already. Therefore the total number of centres that can be provided with aided schools is 124 (91 plus 33).

4 Taluk Boards which do not levy the education cess.

The total number of school-less centres with a population of 500 and above in non-tax levying areas is estimated at 1456. In the current year sanction has been accorded for the opening of new aided elementary schools in 191 of these centres. Therefore the number of centres to be still provided with schools is 1265 (1456 minus 191). With reference to Government Memo No.3241-1 dated 27-8-1925 the D.E.Os have been asked to investigate the further possibility of opening aided elementary schools in these centres and reports have been received only from 5 D.E.Os and it is observed from their reports that a few more additional aided elementary schools can be opened. On the receipt of the particulars from the D.E.Os a consolidated report can be submitted. With reference to para 7 of Government Memo No.3241-1 dated 27-8-25 the D.E.Os have been requested to forward to the Registrar-General of Panchayats lists showing the names of the villages in which schools still remain to be opened. The Registrar-General may also therefore be consulted in the matter.

5 However, the suggestion made in the Secretariat note that aided schools can be opened in one-half of these centres may be accepted and

provision,

against 1105 originally reported

(U)

(U)

provision may be made in the next year's budget for 632 schools.

6 Provision has to be made for the following and the additional amount required in 1926-27 and in subsequent years is shown below:-

(i) opening of 566 additional board schools in the areas within the jurisdiction of taluk boards levying education cess;

(ii) 124 aided schools in the areas of taluk boards which levy the education tax and 632 aided schools in the areas of taluk boards which do not levy the tax. (The above figures will be liable to revision after the scrutiny of the reports received from the D.E.Os with reference to para 8 of Government Memo No.3241-1 dated 27-8-25).

Cost in 1926-27.

	Recurring for 8 months from 1-7-1925	Non-recurring	Ultimate cost.
(i) Opening of 566 additional board schools--75 percent of the schools at Rs.300 per annum and the remaining at Rs.252 per annum (taluk boards levying cess)	108,688	56,600	163,032
(ii) Opening 756 (124 plus 632) aided elementary schools--teaching grant calculated at Rs.7 per mensem. Equipment grant at Rs.80 each school (Taluk boards not levying cess)	42,336	60,480	64,504
	151,024	117,080	226,536

A detailed statement showing the number of school-less centres in each taluk, the number provided for by the opening of board schools sanctioned in G.O.No.877 L.E., dated 23-5-25, the number of centres where aided schools are likely to be opened and the number of centres where Board schools are required is under preparation and will be printed with the consolidated report on the elementary education survey of the presidency.

Taluk Boards.

1.Vellore	9
2.Chidambaram	4
3.Cuddalore	13
4.Tindivanam	13
5.Vriddhachalam	4
6.Chingleput	76
7.Tiruvallur	18
8.Chittoor	24
9.Madanapalle	79
10.Rajahmundry	5
11.Kasaragode	2
12.Usilampatti	5
13.Melur	1
14.Dindigul	8
15.District Board Malabar (Wynad)	2
16.Ponneri	53
17.Calicut (including Kurumbranad)	24
18.Sankari	90
19.Lalgudi	1
20.Karur	4
21.Udayarpalayam	1
22.Vizagapatam	3
23.Gooty (Tadpatri taluk)	7
24.Tirukkoyilur	44
25.Berhampore	4
26.Coondapur	6
27.Mangalore	4
28.Ramnad	23
29.Narasaraopet	1
30.Gobichettipalayam	34
31.Bezwada	4
Total	566

RAA
30/9/25

The D.P.'s suggestions at 'A' on p.6 ante may be accepted, and the taluk boards concerned requested to take early steps to open the remaining schools in the areas under their jurisdiction. Draft O.M. is submitted for approval.

2. Opening of new elementary schools in the areas of taluk boards levying the education tax.

In the areas of taluk boards levying the education tax, there are still 827 centres with a population of 500 and over unprovided with schools. The D.P.I proposes the opening of board schools in 566 centres and of aided elementary schools in 124 of these centres. The remaining 137 centres will apparently be provided with schools by the transfer of existing Board or aided elementary schools. The cost of opening the new schools is as follows:-

	Cost in 1926-27 Recurring for 8 months from 1-7-1926	Non-recurring	Ultimate cost.
	R.	R.	R.
i) Opening of 566 Board schools-75 percent of the schools at 300 per annum and the remaining at Rs.252 per annum.	1,08,688	56,600	1,63,032
ii) Opening of 124 aided elementary schools--teaching grant calculated at Rs.7 p.m. Equipment grant at Rs.80 per school.	6,944	9,920	10,416
Total	1,15,632	66,520	1,73,448

3 The Director's proposals involve the grant of subsidies to the undermentioned taluk boards for the opening of new schools in excess of 30 as shown below:-

Name of Taluk Board

No. of schools proposed to be opened.

Chingleput	76
Madanapalle	79
Ponnani	53
Sankari	90
Tirukoyilur	44
Gobichettipalayam	34

p 9 under

When subsidies were sanctioned last year for the opening of new schools, it was considered that it might not be possible for a taluk board to open more than 30 schools in a single year, especially when intimation was not given sufficiently early in the year. In G.O.No.1550 dated the 4th September 1925, sanction was accorded to the payment of subsidy for the opening of as many as 35 new schools in the areas of certain taluk boards. Since, in the present case, subsidies can be sanctioned very early in April 1926 i.e., soon after the grant is passed by the Legve. Council, there will be sufficient time for the Board mentioned ~~to open~~ to open, on the 1st July 1926, the full number of schools specified against their names. The Director's proposals to open 566 Board schools and 124 aided elementary schools in the areas of taluk boards levying the education tax may be supported in this department.

4. Opening of aided elementary schools in the areas of taluk boards not levying the education tax.

The number of school-less centres with a population of 500 and above in the areas of taluk boards not levying the education tax is 1265. As private agencies will not be forthcoming to open aided elementary schools in all the centres in question, the D.P.I proposes the opening in 1926-27 of schools under private management only in one-half of the centres i.e., 632 schools. The estimated cost of these schools is as follows:-

*p 21 of notes to
p 1598
18-10-24*

(F)

Cost in 1926-27

Recurring for 8 months from 1-7-1925	Non-recurring	Ultimate cost
--------------------------------------	---------------	---------------

(i) Opening of 632 aided elementary schools-teaching grant calculated at Rs.7 p.m. Equipment grant at Rs.80 per school.

35,392	50560	53,088
--------	-------	--------

The cost has been worked out in accordance

(F)

with the scale approved in G.O.No.1550 dated 4-9-25 may be accepted

5. Opening of panchayat schools in the areas of taluk boards not levying the education tax.

Even if the D.P.I's proposals set out in the preceding paragraph are accepted, there will still be left 633 centres with a population of 500 and over unprovided with schools in the areas of taluk boards not levying the education tax. In his note on the expansion of elementary education, the Hon.Mr.Moir recommended that, in view of the comparatively high cost of Board schools and the ephemeral nature of schools under teacher-managers, steps should be taken to encourage village/panchayats to open schools under their control. The Hon. Member also recommended a grant of Rs.15 p.m. towards the salary of each teacher in the panchayat school, and a proportionate grant towards non-recurring expenditure on buildings and equipment. In accordance with the above recommendations, the Registrar-General has submitted proposals for the opening of 500 panchayat schools in 1926-27. As under

p.11 and 12 of (H)

(2)

28

the Director's proposals now received all the school-less centres in the areas of taluk boards levying the education tax will be provided for, he has agreed to open panchayat schools in the areas of taluk boards which do not levy the education tax. The nature of the aid to be given to each school is detailed in paragraph 6 of his letter dated the 25th September 1925. The cost to Govt of opening 500 panchayat schools in 1926-27 is estimated as follows:-

	Rs
1. Teaching grant at Rs.180 per teacher for 500 teachers.	90,000
2. Equipment grant at Rs.80 per school for 500 schools	40,000
Total	1,30,000

The proposals have been generally accepted in this department, and the remarks of the D.P.I have been invited thereon. A grant of Rs.180 per teacher suggested by the Registrar-General may be sanctioned as a temporary arrangement for a period of 5 years to begin with, and the arrangement may be revised at the end of that period. If it is considered that the number of panchayat schools proposed to be opened viz, 500 is somewhat excessive, provision may be made in 1926-27 for the opening of at least 300 schools. The cost of the 300 schools will be Rs.54,000 recurring and 24,000 non-recurring. As requested by the Registrar-General, the above sum may be placed at his disposal, for disbursement to panchayat schools, with a view to ensure the success of the experiment. A similar arrangement in force in the case of labour schools under the control of the Labour

(In conversation with Secy)

11-3-4-1-2

(X)

(2) - Copy Recd original

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Commissioner.

The total cost of the proposals will be as follows:-

	Cost in 1926-27		
	Recurring for 8 months from 1-7-1925-6	Non-recurring	Ultimate cost
(i) Board schools	1,08,688	56,600	1,63,032
(ii) Aided schools	42,336	60,480	63,504
(iii) Panchayat schools	36,000	24,000	54,000
	1,87,024	1,41,080	2,80,536

The file may be sent to Finance for acceptance of the proposals. 3,28,104

2003724 A.2
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V.T.
12.10

Fin U.O

12 OCT. 1925
DEPARTMENT

36079

Finance, B.E. I.

PART II SCHEME FOR 1926-27.

Provision for expansion of Elementary Education.

Law (Education) propose to bring forward a Part II demand for 1926-27 of Rs.3,28,104 for the opening of new elementary schools as detailed below:

P.T.O.

Number and description of the schools.	Cost in 1926-27.		Ultimate recurring expenditure.
	Recurring.	Non-recurring.	
	Rs.	Rs.	Rs.
A. Areas of Taluk Boards levying Education tax.			
(a) Opening of 566 Board schools--			
Recurring: At the rate of Rs.300 per annum for 75 per cent. of the schools and Rs.252 per annum for the remaining 25 per cent. ..	1,08,688	56,600	1,63,032
In 1926-27 the schools are to be opened from 1-7-26, so that eight months' charges only will be incurred. Cost for eight months is:			
425 X 25 X 8 == 85,000			
141 X 21 X 8 == 23,688			
566 -----	1,08,688		
Cost for 12 months is:			
425 X 25 X 12 == 1,27,500			
141 X 21 X 12 == 35,532			
-----	1,63,032		
Non-recurring:			
at Rs.100 for each school.			
(b) Opening of 124 aided elementary schools:			
Recurring:			
Teaching grant at Rs.7 per mensem.			
Cost for 8 months in 1926-27 is	6,944	9,920	10,416
124 X 7 X 8 ..	6,944		
Cost for 12 months in future years			
124 X 7 X 12			10,416
Non-recurring:			
at Rs.80 for each school			
124 X 80 ..		9,920.	

Number and description of the schools.	Cost in 1926-27.		Ultimate recurring expenditure.
	Recurring.	Non-recurring.	
	Rs.	Rs.	Rs.
B. Areas of Taluk Boards not levying Education tax.			
c) Opening of 632 aided elementary schools:			
Recurring:--Teaching grant at Rs.7 per mensem:			
Cost for 8 months in 1926-27:			
632 X 7 X 8 ..	35,392		
Cost for 12 months in future years:			
632 X 7 X 12 ..			53,088
Non-recurring:--at Rs.80 for each school:			
632 X 80 ==	50,560		
(d) Opening of 300 Panchayat Schools:			
Recurring:--At the rate of Rs.180 per annum:			
Cost for 8 months ==	36,000		
Cost for 12 months ==	54,000		
Non-recurring:--At Rs.80 for each school:			
300 X 80 ==	24,000		
TOTAL ..	1,87,024	1,41,080	2,80,536
			= 3,28,104

2. Item (a):--From a comparison of the figures in columns (2) and (3) in the annexure to G.O. 1678, Law (Education), dated 28-9-1925, it is observed that the various taluk boards have ordinarily been able to open the number of schools which they were expected to open with the aid of the subsidies granted to them in

32

G.O. 1598, Law (Education), dated 16-10-24.

Finance need not therefore object to the proposal in (a) being placed before the Finance Committee.

3. Item (b):--From the closing portion of paragraph 3 of D.P.I.'s note on pages 6-7 ante, it is observed that the number 124 is based on definite reports received from the District Educational officers to the effect, that private agencies are prepared to open such number of schools. But in para 6 (ii) of his note on page 8 ante, the D.P.I. says that the number is liable to revision after the scrutiny of the reports received from District Educational Officers with reference to para 8 of Memo. 3241 A-1, dated 27-8-25. It may therefore be suggested to Law

(Education) that a definite figure should be obtained from the D.P.I. before the proposal in (b) is placed before the Finance Committee.

4. Item (c):--The figure 632 herein adopted is based on mere guess. The D.P.I. says that he has received reports only from five District Educational Officers and that he will submit a consolidated report on receipt of the particulars from all the District Educational Officers.

Law (Education) will therefore have to obtain definite particulars from the D.P.I. in this case also, before the proposal is placed before the Finance Committee.

5. Item (d):--Law (Education) propose to utilise the agency of Panchayats for the opening of new elementary schools. The utilisation of the services of Panchayats for the purpose was

+ page 15 ante

Page 16 ante

Page 7 ante

Page 16 ante

Page 11-12 of fly 'n'

④ This is the rate suggested by the Hon' Finance Member on page 12 of note fly 'n'.

Page 13 ante

Portions marked on pages 4 and 5 of fly ②

Dist.

cf. pgs 336 and 337 of C.A.E. for 1925-26.

33

25

contemplated in para 28 of the present Hon'ble Finance Member's note dated 24-1-24 on expansion of elementary education. The only difference from a financial point of view between an aided and a Panchayat school is that in the case of the former, a teaching grant of Rs.7 per mensem only is being allowed, while in the case of the latter a contribution of Rs.15 per mensem is proposed to be paid towards the salary of the teacher, as a temporary arrangement for ~~the next~~ five years for the present, the question of altering the rate being considered thereafter. Submitted that this department may agree to the proposal being placed before the Finance Committee.

6. The Registrar-General of Panchayats has stated that he will select the villages where panchayat schools may be started and that in such of the selected villages as do not contain -- panchayats already, panchayats will be started as rapidly as possible, so that they may be in a position to start the schools at the commencement of 1926-27. He further says that it is important that at least for the first few years after the inception of the scheme, the disbursement of the grant to Panchayats should be in his hands in the same way as it is in the hands of the Labour Commissioner in the case of schools opened under the auspices of his department. It is understood that this proposal is under separate consideration and will be referred to Finance in due course. In the case of the schools under the Supervision of the Labour department, the charges are provided in the Labour Commissioner's budget. If a similar procedure is to be followed in this case, the charges to be incurred by the

Registrar-General of Panchayats in connection with the opening of new Panchayat schools should be debited to the head to which the charges on account of Registrar-General of Panchayats is debited, viz., '22. C.a. General Administration - Civil Secretariats - Registrar-General of Panchayats and Inspector of Municipal Councils.' Law (Education) will also have to settle the necessary administrative details connected with the scheme of opening Panchayat schools under the direction of the Registrar-General of Panchayats, in order to ensure that there is no overlapping of jurisdiction or duplication of work.

Page 12
CBE.

CM
27.10.25

We can't have schools charged against the Secretariat. They must go into the Education Budget. Proposal (a) & (b) are ready for the Finance Committee. Further information is wanted in respect of (b) & (c).

28/10/25

Law



28/10/25
J. In 4158A
29/10

The Finance Deptth has accepted the suggestion of this Deptth that provision should be included in the next year's budget (Part II) for the opening of 566 board schools in the tax-paying areas and 300 Panchayat schools in the non-tax paying areas.

It regards the proposal to include provision for the opening of 124 aided elementary schools in tax-paying areas and 832 aided schools in non-tax paying areas, the Finance Deptth ask for definite information as to the number of schools required, on the reports submitted by the D.E.C. with reference to para 8 of memo no. 3241 A-19 27.8.25. The D.E.C. may be asked to issue telegraphic to the D.E.C. to submit these reports by 1.10.25. The D.P.D. may be asked to send telegraphic reminders to such of the D.E.C. as have not yet sent in their replies and to send up to Govt. proposals for the opening of schools in the districts for which reports have been received before that date. The following telephonic message is for approval: -

T.M

From Sec^y to Govt Law Deptth
To D.P.D.

Ref: para 6 (iii) of your a.o. reply

no. 2128 B/25 d 30.9.25 re: provision for the

Issue & then
submit to D.E.C.
29/10

29/10

29/10

opening of new aided ^{elementary} schools in the ~~part of~~ ^{the next year's budget}.

Please send telegraphic reminders to such of the D.E.C.s as have not yet submitted reports with reference to para 8 of memorandum no. 3241 A-12, 27.8.25 and send up proposals ^{definitely} by 15th November 1925 stating the number of schools for which provision should be ^{made} ~~included~~ in the next year's budget, ^{only} ~~in respect of~~ those districts for which reports are received before that date need to be taken into account.

3. With reference to the Finance Secretary's note on p. 19 ante, it is submitted that the necessary provision for grants to paanchayat schools may, as in the case of grants to paanchayat libraries, be included in the education budget and placed at the disposal of the Registrar Genl. of Paanchayats for disbursement in accordance with the principles approved by Govt. that may be laid down by Govt.

of G.O. no. 1595 Lx 2-9-25 (I)

2P
100 ps
M.H.
31/10/25
V.T.K.
2.11
Put up on the 8th again
V.T.K.
2.11

Submitted (No reply has been received from the D.P.D. It is due only on the 15th instant)

2P
100 ps
M.H.
31/10/25
V.T.K.
8/11

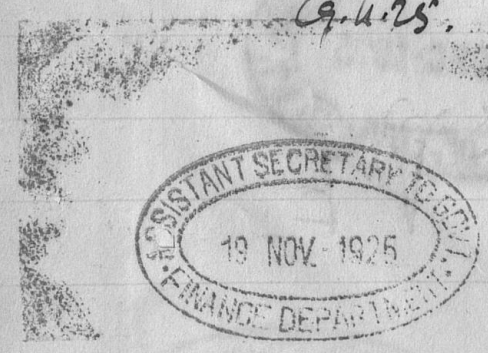
Law (Est), Dept.

The D.P.D. now definitely reports that provision is required in the next year's budget for the opening of aided ^{elementary} schools in 642 centres with a population of 500 and above (both in the tax-levying as well as non-tax levying areas). The total cost of the proposals in this file will ^{then} be as shown below:-

Nature of Schools	Cost in 1926-27		Balance Cost Rs
	Recurring for 8 months from 1.7.25 Rs	Non-recurring Rs	
(1) Board Schools (566)	1,08,688	56,600	1,63,032
(2) Aided Schools (642)	35,952	51,360	53,928
(3) Paanchayat Schools (300)	36,000	24,000	54,000
	1,80,640	1,31,960	2,70,960

2. The Finance Dept. has already accepted items (1) & (3) above. The remarks of that Dept. may be invited w.o. in respect of item (2) above.

Law (Est), no. 3574 A.2 AD
17/11/25
19.11.25
V.T.K.
19.11



19.11.25
V.T.K.
19.11
Fin U.O.
Finance (B.E. I)

Serial No. 41281 P.E.I.
19.11.25

* Item (b) on p. 15 ante
% Item (c) on p. 16 ante

[Previous Finance notes on pages 14-19 ante]
Against a total of (124 + 632 =) 756 aided elementary schools which Law (Est) originally ~~understood~~ thought as practicable to open in 1926-27, they now say, after obtaining a report from

he D.P.I., that it would be possible to open only 642 schools. They have accordingly cut down the Part II demand for 1926-27 from Rs 3,28,104 to Rs 3,12,600. Subd that this dept. may agree to the revised proposal being placed before the Finance Committee as a Part II Scheme for 1926-27. Law (Edn) may be requested to prepare a draft note for the Finance Committee.

CM
19.11.25

20.11.25

Law (Edn)

Fin no 41281-1 PR
20-11

Law (Edn) Dept

Draft note for the Finance Committee Subd for approval. It may be sent to Finance. A/c for embodying their note.

1/25
2/25
10/25

1.12.25 V.TK
2.12

Fin U.O

Finance dept.

The following may be the note by the Finance dept :-

The proposals may be placed before the Finance Committee as a Part II Scheme for 1926-27.

CM
3.12.25

Law

31.12.25

Fin no 42686 PR
2-12-25
2 DEC 1925
Fin no 42686
3-12-25

SECRETARY TO GOVT. OF INDIA
21 NOV 1925
LAW DEPARTMENT

Recd 23/11
Law edn 3576 A-
2.12.25
461 A
21/11/25
V.E

ZE 4621 A
4.12.25 -

Submitted

V.TK
4.12
M2 (on submission)
C4
2M
4/12/25

10/12/25

Please send note at once to Finance & then submit to Dept

Noted

38 25
LAW (EDUCATION) DEPARTMENT.

Note for the Finance Committee.

Part II Schemes -
1926-27.

Subject:- Opening of new elementary schools.

Proposals of the Director of Public Instruction.

The scrutiny of the reports on the Elementary Education survey of all districts in the Presidency has been completed, and the centres in each taluk which are unprovided with schools have been noted. District Educational Officers report that, in the areas of taluk boards which levy the education tax, private agencies are forthcoming to open aided elementary schools in 379 school-less centres with a population of 500 and above. Excluding these centres and the centres which can be provided by the transfer of existing schools, the number of school-less centres with a population of 500 and above which have to be provided with Board elementary schools in the areas of taluk boards levying the education tax is 566.

In the areas of taluk boards not levying the education tax the total number of school-less centres with a population of 500 and above is 1265. According to the reports of District Educational Officers, the number of centres wherein aided elementary schools can be opened through private agencies in 1926-27 is 263.

Provision may be made in the Budget Estimate for 1926-27 for the opening in all of 566 Board schools and 642 aided elementary schools.

Proposals of the Registrar-General of Panchayats.

Even if all the new schools recommended by the Director of Public Instruction are opened, there will still be 1002 school-less centres with a population of 500 and above in the areas of taluk boards not levying the education tax. In view of the poor response from private agencies to the appeals made to them to open schools in school-less centres and of the relatively high cost of Board schools, the Registrar-General

41/26
2430

proposes to open 500 schools through the agency of Village Panchayats in 1926-27. His proposals are detailed in the extract from his letter given in the annexure. The cost of opening 500 panchayat schools is estimated at:-

1. Recurring

Teaching grant at an average of
Rs.180 per teacher for 500
teachers.

Rs. 90,000

2. Non-recurring.

Rs. 80 per school for equipment

Rs. 40,000

Total ..

Rs.1,30,000

Note by the Law (Education) Department.

Opening of board elementary schools in the areas of taluk boards which levy the education tax.

The Elementary Education Conference held at Ootacamund in 1923 recommended that, with a view to the gradual expansion of elementary education in rural areas, each village with a population of 500 inhabitants and over should be provided with a school. The Madras Elementary Education Act, 1920, empowers local bodies to levy an education tax for raising additional funds for the expansion of elementary education. So far, 88 taluk boards in the presidency have availed themselves of the power of additional taxation and have been opening new schools with the funds at their disposal. Even with the proceeds of the education tax and the equivalent Government contribution payable under section 37 of the Act, many of them have not found it possible to open the schools required in all the populous centres in their areas. The Government accordingly sanctioned the payment in 1924-25 and in the current official year, to taluk boards levying the education tax of subsidies over and above the statutory contribution payable under section 37 to enable them to open schools in villages with a population of 500 and above. The number of board schools opened and the amount of subsidy

sanctioned

sanctioned from provincial funds are given below:-

Year.	No. of board schools opened.	Amount of recurring subsidy.	Non-recurring subsidy for equipment.
1924-25.	825	238,092	80,500
1925-26	1469	421,980	1,46,900
Total	2294	660,072	2,27,400

Excluding the centres which can be served by the transfer of existing schools or by the opening of aided elementary schools, there are still 566 centres with a population of 500 and over, still unprovided with schools, in the areas of taluk boards levying the education tax. With a view to carry out the programme laid down by the Education Conference, provision may be made in the Budget estimate for 1926-27 for the grant of subsidies to the above taluk boards to enable them to open 566 board schools in centres without schools in the areas under their jurisdiction.

2. Opening of aided elementary schools under private management.

The Elementary Education Conference held in 1923 also recommended that indigenous schools should be developed and made eligible for aid and that the new schools to be started should ordinarily be aided elementary schools. With a view to encourage private agencies to open new schools in school-less centres, the rates of teaching grants were raised in September last, at an extra cost of Rs. 4.3 lakhs. District Educational Officers were also instructed to take special steps to induce private managers and students who have passed out of secondary schools to open schools in school-less centres. In the current official year special grants were placed at the disposal of District Educational Councils to enable them to admit to aid 478 elementary schools to be newly opened by private managers in centres with a population of 500 and over. The recurring grant for each school was fixed at 84 per annum and the non-recurring grant for equipment at Rs. 80.

District Educational Officers report that private agencies are forthcoming to open in 1926-27 aided elementary schools only in 642 school-less centres with a population of 500 and over (379 centres being in the areas of taluk boards which levy the education tax and the remaining 263 in the areas of taluk boards which do not levy the tax) As recommended by the Director of Public Instruction additional grants may be placed at the disposal of Dt.Edl. Councils to enable them to admit to aid 642 new elementary schools in 1926-27.

3. Opening of new schools through the agency of Village Panchayats.

The proposals of the Registrar-General for the opening of panchayat schools in school-less centres may be generally accepted. It will, however, be sufficient if provision is made in the next year for the opening of 300 panchayat schools instead of for 500 schools as recommended by the Registrar-General. The grant of Rs. 180 per teacher, suggested by the Registrar-General, may be sanctioned, as a temporary arrangement for a period of five years ~~more~~ to begin with, and the arrangement may be revised at the end of that period. The provision for the payment of grants to panchayat schools may be included in the 'Education' budget and placed at the disposal of the Registrar-General of Panchayats for disbursement in accordance with the principles that may be laid down by Government.

The total cost of the proposals will be as shown below:-

Nature of schools.	Cost in 1926-27.		Ultimate cost.
	Recurring for 8 months from 1st July 25.	Non-recurring.	
--	Rs.	Rs.	Rs.
Board schools. (566)	1,08,688	56,600	1,63,032
Aided schools (642)	35,952	51,360	53,928
Panchayat schools.(300)	36,000	24,000	54,000
	1,80,640	131,960	2,70,960

5.

64/29
21 33

5. The amount required in the Budget for 1926-27 is Rs. 3,12,600 which may be provided under the following heads:-

"31 C(c) Education -Primary -Grants to local bodies for primary education-grants-in-aid -voted-recurring Teaching.

Local Boards	...	1,08,688
Panchayats.		36,000

31 C(c) Education-primary-Grants to local bodies for primary education-grants-in-aid-general-voted-non-recurring-equipment.

Local boards.	...	56,600
Panchayats.	...	24,000

31 C(c) Education-Primary-Grants to local bodies for primary education District Educational Councils.

Teaching	...	35,952
Equipment	...	51,360

Total Rs. 3,12,600

V.T.Krishnama Achariyar

Note by the Finance Department. 2-12-25.

The proposals may be placed before the Finance Committee as a Part II scheme for 1926-27.

G.T.Boag
3-12-25.

45
28 30 34

ANNEXURE.

Extract from the letter from the Registrar General of Panchayats No.5833-1, dated 25th September 1925.

x

x

x

3. The advantages of a panchayat school are that the panchayat will not suffer an inefficient teacher to continue indefinitely in its employ. The management being on the spot and being organised on a statutory basis with a definite public responsibility, the teacher will be under adequate supervision, and the management of the institution will be the constant care of the representatives of the parents and guardians of the children who go to school.

4. I would therefore submit that special encouragement should be given to villages which are prepared to form a panchayat and to open and run a school under its auspices.

5. Government have, during the last 3 years been distributing grants for new single teacher board schools at the rate of Rs.300/- for running charges and Rs.100/- (non-recurring) for expenditure on initial equipment. The Rs.25/- a month (recurring grant) is made up of the following items:-

Pay of teacher	Rs. 19/-
House rent. ..	4/-
Contingencies.	2

Total	Rs.25/-

6. After careful consideration and local enquiry in selected localities, I have decided to apply to Government for sanctioning the following arrangements in the case of panchayat schools:-

(1) The ordinary rate of teaching grant should be Rs.180/- per annum, to be raised to Rs.210/- in the case of untrained S.S.L.C. holders and to Rs.240/- in the case of trained teachers of the secondary grade.

Even these grants will not cover the whole of the pay of the teacher employed by a panchayat. Being a public body and interested in securing the services of competent men, panchayats will invariably have to pay a minimum salary equivalent to that now paid in board schools, viz. Rs. 17-20/- per mensem.

(2) Each panchayat should be given an initial equipment grant of Rs. 80/-.

(3) The panchayat will construct a school-house and maintain it in good condition from year to year or rent a building at its own expense.

(4) The panchayat will find the money for all contingent expenditure - such as books, slates sweeping charges etc.

(5) If the taluk board levies an education cess it should be instructed to make over the proceeds of the cess in the village together with the equivalent Government grant to the panchayat for expenditure on the panchayat schools. The teaching grant payable under sub-para. (1) above may, in such a case, be reduced by the amount of the Government grant payable under Section 37 of the Elementary Education Act.

7. The scales of grants proposed above are not in excess of the amount which under the rules for teaching grants on behalf of elementary schools framed under the Elementary Education Act are payable to private aided schools for special reasons. The greater efficiency that is bound to result from the running of panchayat schools and the readiness of village people additionally to tax themselves for elementary education are sufficient justification for the proposed discrimination in favour of these schools.

8. If the above proposals are acceptable to Government I think I can, with good chances of success,

make

30/47 36

make an attempt to take over 500 out of the total number of villages yet to be provided with schools. x x x
I shall investigate each district locally in consultation with the District Educational Officer, my workers and the Presidents of Local Boards and District Educational Councils concerned and select the villages where panchayat schools may be started. In such of the select villages as do not contain panchayats already, panchayats will be started as rapidly as possible, so that they may be in a position to open the schools at the commencement of the next financial year.

9. The financial effect to Government of these proposals will work out as follows:-

(1) Non-recurring

Rs.80/- per school for equipment for 500 schools; Rs.40,000/-

(2) Recurring

Teaching grant at an average of Rs.180/- per teacher for 500 teachers.

Rs.90,000/-

Total:- Rs.1,30,000

There will be some savings to Government in the case of schools in villages where education cess²⁵ either being already levied or will be levied at the request of panchayats during 1926-27. The amount thus saved will however be required for payment of grants in excess of Rs.180/- to the small number of secondary S.S.L.C. holders (both trained and untrained) who may be employed by panchayats.

11. I estimate the recurring additional burden on panchayats under this arrangements at Rs.50,000/-.

12. The cost of 500 board schools will be Rs.50,000/- expenditure and Rs.1,50,000 under recurring. under non-recurring. The saving to Government by substituting

ting

31 48 33 37

substituting panchayat schools for board schools will be Rs.10,000/- under non-recurring items and Rs.60,000/- ~~under~~ under recurring items.

13. I would, in this connection invite the attention of Government to paragraph 28 of the Hon'ble Mr. Moir's note dated 24th January 1924 on the expansion of elementary education wherein he suggested that, for running schools, every panchayat should be aided by a teaching grant of Rs.15/- per mensem per teacher a full grant for equipment, and half the cost of constructing a school building. My proposals are well within these limits.

14. The 500 schools are proposed to be opened as single teacher schools in the first instance. If after a school is opened, its strength increases and additional teachers are required, Government should undertake to pay for each additional teacher at the same rates as proposed above.

15. It is important that at least for the first few years after the inception of this scheme the disbursement to panchayats should be in my hands in the same way as it is in the hands of the Labour Commissioner in the case of schools opened under the auspices of his department. The disbursement will, of course, be made in consultation with local educational officers. The grant sanctioned for panchayat schools should be placed at my disposal early in the year and should be allowed to be paid in instalments in the course of the year so that panchayats whose other resources are slender are not inconvenienced in meeting the monthly demands for expenditure in the school.

Extract from the proceedings of the Finance Committee

Department	Item No.	Description of the scheme.	Ultimate cost		Cost in 1926-27	
			Recur- ring.	Non recur- ring.	Re - curring	Non re- curring
			Rs	Rs	Rs	Rs

17. Opening of new element-
ary schools

3238
 2,70,960 1,31,960 1,80,640 1,31,960

*This question
arises only if the
full amount is
not to be found*

Note. The Committee considered that if the full amount could not be found reductions should be made in the provision for New Board schools which are the most expensive agency.

(The Finance Committee has recommended that this should be treated as a Class II Scheme)

is those that are very urgent necessary

Law (Ed), Dept

Submitted for perusal

ADP
18/1/26
MM
18/1/26

AL
9.1.26
5

A1



10918

Very urgent.

Law (Ld) No 3574 A-4
10.4 - 96

39 50 23
Law (Ld) Dept

Two drafts are submitted for approval
(one relating to the opening of board and aided
School and the other relating to Panchayat Schools)
as I may be sent to L.S.G. for perusal
before issue.

8/4/26
Sg

1074

5

V.T.

10-4

L.S.G.

L.S.G.

The drafts may be perused
and returned to Law (Ld).

2 As regards draft II regarding
Panchayat schools it may be noted
that under Sec 16 of the Madras V.P.
Act, 1920, the Dt Bd or M Bd concerned
will have to authorize the Panchayats
with their consent, to establish
and maintain elementary schools
before the Panchayats can exercise
this function. The R.G. will no
doubt see that this authorization
is duly made wherever necessary.

3 Law (Ld) may be requested

28-6-26

2. The presidents of the local boards are requested to take steps for the opening of the schools on the 1st July 1926. The location of the schools should be settled in consultation with the D.E.C. and the P.D.E.C. concerned.

3. The Presidents of the local

boards and the departmental inspecting officers should wherever possible, endeavour to obtain from the villagers houses free of rent for the location of the schools. Charges on the equipment of schools should be kept as low as possible.

4. The Government are also pleased to sanction the distribution of grants to D.E.Cs. to enable them to pay grants-in-aid to 642 new schools to be opened in schoolless centres as shown in Annexure II to these proceedings. The schools may be opened on 1st July 1926. ^{is} Provision/ made for a teaching grant/ of ^{at the rate} Rs 84 per annum for each school. A sum of Rs 80/- will be given towards the initial equipment of each of the new schools. The

D.P.I. is requested to intimate to the P.D.E.Cs. concerned the names of centres ^{which} ~~where~~ in the aided schools may be opened. The new schools may be admitted to aid supplementally.

5. The A.G. is requested to arrange for the payment to the local bodies and the D.E.Cs. mentioned in Annexures I and II to these proceedings ^{of} the amounts specified against them in the last columns of the annexures. The Presidents should present the necessary bills at the treasury for obtaining payment or adjustment of the amounts sanctioned. The ^{amount subject to} ~~grant in~~ the ^(on account of these schools) ~~grant~~ of local boards is subject to the condition that the full number of schools specified in column 2 of Annexure I ~~are~~ is opened. The amounts paid ~~to them~~ ^{to the E.E. Funds of the boards concerned} ~~contributions to the E.E. Funds and should be credited thereto.~~

6. The expenditure will be met from the sources indicated below:-
Rs 1,08,496 from the provision of Rs 18,85,000 ^{in the current year's C.B.E.} under "31-c (c)-Edn -

-Primary-grants to local bodies for primary education.-

-(i) Local bodies - Grants-in-aid-Educational-Voted -Recurring-Teaching"

Rs 56,600 from the provision of Rs 80,600 under "31 c-(c)-Education - Primary -Grants to local bodies for primary education

(i) Local bodies - Grants-in-aid-General-voted-non-recurring - Equipment."

Rs 35,952 from the provision of Rs 38,28,100 under "31-c(c)-Edun-Pri- mary-Grants to local bodies for primry education-D.E.Cs.- Grants in-aid-Educational - Voted - recurring - Teaching."

Rs 51360 from the provision of Rs 58,400 under "31-c-(c)-Edn-Primary- Grants to local bodies for primary education - D.E.Cs. - Grants-in-aid - General - voted - Non-recurring -Equipment."

To

The D.P.I. ✓

" A.G. through Finance ✓

" P.T.Bs. concerned ✓

" P.D.E.Cs. ✓

" P.D.Bs. ✓

" Exr. of L.F.Accts. ✓

" Finance ✓

" L.S.G. ✓

Copy to the Rg. of Panchayats.

DESPATCHED
9222 MAY 1926

Annexure T

Name of local board	No of schools proposed to be opened	Pay of teachers at Rs 19/- p.m. for 15 p.c. grades who will be trained at Rs 15/- p.m. for the rest & no. will be untrained	Rent at Rs 4/- p.m. & Contingencies at Rs 2/- p.m. for each school	Total annual cost [Rs (3) & (4)]	Cost of training teachers in the current year for 8 months from 1-7-26	Cost of equip. needed at Rs 100/- per school	Total amount to be paid in the current year [Rs (5) & (6) & (7)]
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
K.B. Villore	9	1,956	848	2,804	1,736	900	2,636
Ch. Daubaram	4	864	288	1,152	768	400	1,168
Cuddalore	13	2,772	936	3,708	2,472	1,300	3,772
Leidivaram	13	2,772	936	3,708	2,472	1,300	3,772
Kridhakulam	4	864	288	1,152	768	400	1,168
Chingleput	76	16,416	5,472	21,888	14,592	7,600	22,192
Siruvallur	18	3,864	1,296	5,160	3,440	1,800	5,240
Chittoor	24	5,184	1,728	6,912	4,608	2,400	7,008
Madanapalle	79	17,100 16,474	5,688 360	22,788 14,004	15,192 4,800	7,900 500	23,092 400
Rajchandr	5	1,044	360	1,404	936	500	1,436
Kannagode	2	408	144	552	368	200	568
Silampatti	5	1,044	360	1,404	936	500	1,436
Melur	1	180	72	252	168	100	268
Diudipul	8	1,728	576	2,304	1,536	800	2,336
D.B. Melabar (W. Mad.)	2	408	144	552	368	200	568
K.B. Ponnani	53	11,460	3,816	15,276	10,184	5,300	15,484
Calicut (C. Claring Ku. Kumbaram)	24	5,184	1,728	6,912	4,608	2,400	7,008
Sankari	790	19,464	6,480	25,944	17,296	9,000	26,296
Lalgudi	1	180	72	252	168	100	268
Karur	4	864	288	1,152	768	400	1,168
Edyarpalayam	1	180	72	252	168	100	268
Vizagapatam	3	636	216	852	568	300	868
Egork (Paisati taluk)	7	1,500	504	2,004	1,336	700	2,036
Sirukbojiler	44	9,504	3,168	12,672	8,448	4,400	12,848
Berhampore	4	864	288	1,152	768	400	1,168

Cont.

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
K. B. Coondapur	6	1272	432	1704	1136	600	1736
Mangalore	4	864	288	1152	768	400	1168
Ramnad	23	5004	1656	6660	4440	2300	6740
Narasaraipet	1	180	72	252	168	100	268
Ellichetty	34	7368	2448	9816	6544	3400	9944
Bezawada	4	864	288	1152	768	400	1168
Total	566	121992	40752	162744	108496	56600	165096

Annexure II

Name of D.S.C.	No. of Schools for which Grants are sanctioned	Teaching Grant at Rs. 75 per month for 1-726	Equipment Grant at Rs. 80 per school	Total
(1)	(2)	(3)	(4)	(5)
Arautapur	9	504	720	1224
Arer North	45	2520	3600	6120
do South	21	1176	1680	2856
Bellary	25	1400	2000	3400
Chingapur	49	2744	3920	6664
Chittoor	8	448	640	1088
Coimbatore	46	2576	3680	6256
Cuddapur	15	840	1200	2040
Gajjara	36	2016	2880	4896
Gadavari (East)	7	392	560	952
Guntur	8	448	640	1088
Kanara (South)	8	448	640	1088
Gadavari (West)	11	616	880	1496
Kistur	10	560	800	1360
Kurnool	4	224	320	544
Madura	3	168	240	408
Malabar	145	8120	11600	19720
Mellore	41	2276	3280	5556
Ramnad	11	616	880	1496
Salem	15	840	1200	2040
Tanjore	50	2800	4000	6800
Tirunelveli	17	952	1360	2312
Tiruchirappalli	25	1400	2000	3400
Vizagapatam	33	1848	2640	4488
Total	642	35952	51360	87312



DEPARTMENT.

Received 192 . Registered 192

Subject.

Expansion of Elementary Education - through the agency of Panchayat
Government addressed.

ENCLOSURES.

No.

No. 5833-1.

Spare copies

Station Fort St. George, Dated the 25th September

From (Name) M.R. Ry. Rai Bahadur N. Gopalaswami Ayyangar Ayl., B.A., B.

(Designation) Registrar General of Panchayats

To The Secretary to the Government of Madras,

LAW (EDUCATION) Department.

Sir,

According to Government Memo Law (Education) 3241-A-1 dated 27-8-25, there will at the end of the current year be 1314 villages with a population of 500 and over unprovided with Elementary schools. Two alternative agencies are contemplated by Government for opening these schools, viz. private teacher-managers and village panchayats - board schools being unduly costly and increase in the number of mission schools being unlikely. Of the two, it hardly needs argument to prove that management by panchayats ought to be much superior to that by a teacher manager.

2. The great defect - and one fraught with serious consequences to the

-2-

effects and quality of the instruction imparted - ~~if~~ a teacher managed school is its impermanency. I enclose copy of a letter received from the President District Educational Council, Coimbatore E.O.C.No.279/25 dated 17-7-1925 and my reply thereto. They show that a large number of such schools go out of existence annually and that the net addition to the total number of schools is much smaller than is usually supposed. The causes of this impermanency are more or less what are indicated in the Coimbatore President's letter, though the smallness of the scale of grants has also something to do with it. Information obtained from other districts proves that the evil exists every where though it differs in degree as between different districts. The existence of the school as an institution being dependent on an individual, the rate of grants being very much below a living wage and the income from fees and ~~its~~ gifts being precarious - the school exists only so long as the teacher manager cannot secure an appointment in a board school or shift to another village where conditions are more propitious. The result is that pupils who enter his school cannot be sure of continuous education for even five years. The great fall in strength in classes III to V of Elementary Schools as compared with the strength in classes I and II should be traced in part at least to large numbers of aided schools getting annually closed in this way. The panchayat being a statutory corporation will ensure the permanency of the institution. If a teacher employed by it finds employment elsewhere or dies, the panchayat will promptly find another to take his place and education in the village will not be allowed to suffer.

3. The other notorious defect of a large number of teacher-manager schools is their inefficiency. There is no selection of the teacher by those whose interest it is to see that he is efficient and an inefficient teacher-manager is allowed by the parents to continue in the absence of anybody else coming forward not merely to teach but to shoulder the responsibilities of accommodation and management. The board schools, besides being very costly, suffer badly from lack of supervision. The advantages of a panchayat school are that the panchayat will not suffer an inefficient teacher to continue indefinitely in its employ. The management being on the spot and being organised on a statutory basis with definite public responsibilities,

bilities,

responsibilities, the teacher will be under adequate supervision and the management of the institution will be the constant care of the representatives of the parents and guardians of the children who go to school.

4. I would therefore submit that special encouragement should be given to villages which are prepared to form a panchayat and to open and run a school under its auspices. Government have been advised already that in many districts, private teacher-managers are not forthcoming even with the grants-in-aid as recently revised. I have made detailed inquiries during my tours and am fully convinced that Rs.15 per mensem is about the minimum rate of grant that should be allowed to any teacher. Even this rate will be insufficient inducement to a private teacher-manager as, having to provide a school-house at his own expense and having to find the money out of his own pocket for renewals of, and additions to, equipment and for contingencies his net receipts from the grant are not likely to exceed Rs.10 per mensem.

5. Government have during the last two years been distributing grants for new single teacher board schools at the rate of Rs.300 for running charges and Rs.100 (non-recurring) for expenditure on initial equipment. The Rs.25 per month (recurring grant) is made up of the following items:-

(i) Pay of teacher		Rs.19
(ii) House rent		4
(iii) Contingencies		2

		Rs.25

6. After careful ~~examination~~ consideration and local inquiry in selected localities, I have decided to apply to Government for sanctioning the following arrangements in the case of panchayat schools:-

(1) The ordinary rate of teaching grant should be Rs.180 per annum, to be raised to Rs.210 in the case of untrained S.S.L.C. holders and to Rs.240 in the case of trained teachers of the secondary grade.

Even these grants will not cover the whole of the pay of the teacher employed by a panchayat. Being a public body and interested in securing the services of competent men, panchayats will invariably have to pay a minimum salary equivalent to that now paid in board schools viz., Rs.17 to 20 per month.

effects and quality of the instruction imparted - as a teacher managed school is its responsibility. I enclose copy of a letter received from the President District Educational Council, Coimbatore N.O. 528/25 dated 17-7-1925 and my reply thereto. They show that a large number of such schools go out of existence annually and that the net addition to the total number of schools is much smaller than is usually supposed. The causes of this inadequacy are more or less what are indicated in the Coimbatore President's letter, though the smallness of the scale of grants has also something to do with it. Information obtained from other districts proves that the evil exists everywhere though it differs in degree as between different districts. The existence of the school as an institution being dependent on an individual, the rate of grant being very much below a living wage and the income from fees and gifts being precarious - the school exists only so long as the teacher manager cannot secure an appointment in a board school or shift to another village where conditions are more propitious. The result is that pupils who enter his school cannot be sure of continuing education for even five years. The great fall in strength in classes II to V of Elementary Schools as compared with the strength in classes I and II should be traced in part at least to large numbers of aided schools getting annually closed in this way. The panchayat being a statutory corporation will ensure the permanency of the institution. If a teacher employed by it finds employment elsewhere or dies, the panchayat will promptly find another to take his place and education in the village will not be allowed to suffer. 3. The other notorious defect of a large number of teacher-managers schools is their inefficiency. There is no selection of the teacher by those whose interest it is to see that he is efficient and an inefficient teacher-manager is allowed by the parents to continue in the absence of any body else coming forward not much more to teach but to shoulder the responsibilities of accommodation and management. The board schools besides being very costly suffer badly from lack of supervision. The advantages of a panchayat school are that the panchayat will not suffer an inefficient teacher to continue indefinitely in its employ. The management being on the spot and being organized on a statutory basis with definite public responsibilities.

responsibilities, the teacher will be under adequate supervision and the management of the institution will be the constant care of the representatives of the parents and guardians of the children who go to school. I would therefore submit that special encouragement should be given

to villages which are prepared to form a panchayat and to open and run a school under its auspices. Government have been advised already that in many districts, private teacher-managers are not forthcoming even with the grants-in-aid as recently revised. I have made detailed inquiries during my tours and am fully convinced that Rs.15 per mensem is about the minimum rate of grant that should be allowed to any teacher. Even this rate will be insufficient inducement to a private teacher-manager as, having to provide a school-house at his own expense and having to find the money out of his own pocket for renewals of, and additions to, equipment and for contingencies his net receipts from the grant are not likely to exceed Rs.10 per mensem.

5. Government have during the last two years been distributing grants for new single teacher board schools at the rate of Rs.300 for running charges and Rs.100 (non-recurring) for expenditure on initial equipment. The Rs.25 per month (recurring grant) is made up of the following items:-

Rs.12		(i) Pay of teacher
4		(ii) House rent
2		(iii) Contingencies
Rs.25		

6. After careful consideration and local inquiry in selected localities, I have decided to apply to Government for sanctioning the following arrangements in the case of panchayat schools:-

(1) The ordinary rate of teaching grant should be Rs.150 per annum, to be raised to Rs.210 in the case of untrained S.B.L.C. holders and to Rs.240 in the case of trained teachers of the secondary grade.

Even these grants will not cover the whole of the pay of the teacher employed by a panchayat. Being a public body and interested in securing the services of competent men, panchayats will invariably have to pay a minimum salary equivalent to that now paid in board schools viz., Rs.15 to 20 per month.

(2) Each panchayat should be given an initial equipment grant of Rs.80.

(3) The panchayat will construct a school-house and maintain it in good condition from year to year or rent a building at its own expense.

(4) The panchayat will find the money for all contingent expenditure - such as books, slates, sweeping charges etc.,

(5) If the taluk board levies an Education cess it should be instructed to make over the proceeds of the cess in the village together with the equivalent Government grant to the panchayat for expenditure on the panchayat school. The teaching grant payable under sub para (1) above may in such a case be reduced by the amount of the Government grant payable under section 37 of the Elementary Education Act.

7. The scales of grants proposed in para 6 (1) are not in excess of the amounts which under Rule 2 of the rules for teaching grants on behalf of Government framed under the Elementary Education Act are payable to private aided schools for special reasons. The greater efficiency that is bound to result from the running of panchayat schools and the readiness of village people additionally to tax themselves for elementary education are sufficient justification for the proposed discrimination in favour of those schools.

8. If these proposals are acceptable to Government I think I can, with good chances of success, make an attempt to take over 500 out of the 1314 villages which according to Government Memo No.3241 A-1 dated 27-8-25 have to be provided with schools. The lists, which in para 6 of the above memo, District Educational Officers have been ordered to send me, have not yet been received from the great majority of those officers. I am therefore not in a position to make a list of these 500. As soon as lists are received from District Educational Officers I shall investigate each district locally in consultation with the District Educational Officer, my workers and the presidents of the local boards and District Educational Councils concerned and select the villages where panchayat schools may be started. In such of the selected villages as do not contain panchayats already, panchayats will be started as rapidly as possible so that they may be in a position to open the schools at the commencement of the next financial year.

9. The financial effect to Government of these proposals will

63 42/48

work out as follows:-

(1) Non-recurring:-

Rs.80 per school for equipment for 500 schools --- Rs.40,000

(2) Recurring:-

Teaching grant at an average of Rs.180 per teacher
for 500 teachers.... Rs.90,000

Total... 1,30,000

10. There will be some saving to Government in the case of schools in villages where Education cess is either being already levied or will be levied at the request of panchayats during 1926-1927. The amount thus saved will however be required for payment of grants in excess of Rs.180 to the small number of ~~Senior~~ Secondary School Leaving Certificate ^{holders} (both trained and untrained) who may be employed by panchayats.

11. I estimate the recurring additional burden on panchayats under this arrangement at Rs.50,000.

12. The cost of 500 board schools will be Rs.50,000 under non-recurring expenditure and Rs.1,50,000 under recurring. ~~There~~ The saving to Government by substituting panchayat schools for board schools will be Rs.10,000 under items non-recurring/and Rs.60,000 under recurring ones.

13. I would in this connection invite the attention of Government to para 28 of the Hon'ble Mr. Moir's note dated 24-1-1924 on the expansion of Elementary Education wherein he suggested that for running schools every panchayat should be aided by a grant of Rs.15 per mensem per teacher, a full grant for equipment and half the cost of constructing a suitable building. My proposals are well within these limits.

14. The 500 schools are proposed to be opened as single teacher schools in the first instance. If, after a school is opened, its strength increases and additional teachers are required, Government should undertake to pay for each additional teacher at the same rates as proposed above.

15. It is important that at least for the first few years after the inception of this scheme, the disbursement of the grants to panchayats should be in my hands, in the same way as it is in the hands of the Labour Commissioner in the case of schools opened under the auspices of his department. The dis-

bursement

disbursement will of course be made in consultation with the local educational officers. The grant sanctioned for panchayat schools should be placed at my disposal early in the year and should be allowed to be paid in instalments in the course of the year so that panchayats whose other resources are slender are not inconvenienced in meeting the monthly demands for expenditure on the school.

16. I request the favour of early orders on the proposals outlined above. For if they are acceptable and the necessary provision is likely to be made for the purpose in the budget for 1926-1927 a large amount of spade work has to be got through for preparing as many as 500 villages for opening panchayat schools on these terms from the commencement of the next financial year.

K. P. S. S. S.
Registrar General.

T.T.P.25-9-25.

work out as follows:-
(1) Non-teaching:-

Rs.80 per school for equipment for 500 schools - Rs.40,000

(2) Teaching:-

Teaching grant at an average of Rs.150 per teacher for 500 teachers..... Rs.75,000

Total..... 1,15,000

10. There will be some saving to Government in the case of schools in villages where education was in either being already started or will be started at the request of panchayats during 1926-1927. The amount time saved will however be required for payment of grants in excess of Rs.150 to the small number of ~~existing~~ secondary schools having Government (both trained and untrained) who may be employed by panchayats.

11. I estimate the recurring additional burden on panchayats under this arrangement at Rs.50,000.
12. The cost of 500 board schools will be Rs.50,000 under non-teaching expenditure and Rs.1,50,000 under recurring. ~~There is~~ The saving to Government by substituting panchayat schools for board schools will be Rs.10,000 under non-teaching and Rs.60,000 under recurring ones.

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15. It is important that at least for the first few years after the inception of this scheme the disbursement of the grants to panchayats should be in my hands in the same way as it is in the hands of the District Commissioner in the case of schools opened under the auspices of his department. The disbursement

The aim of our Council is to give Elementary Education to each boy and girl in our District.. To get at that aim, not only we have to increase the number of schools in our District Steadily, but also we have to secure permanency to the schools which are already in existence. Unfortunately our District lacks much in such permanency in schools especially in rural areas, as will be seen from the following figures;

	No. of Schools. closed.	No. of Schools newly opened.
1921-22	162	182
1922-23	174	155
1923-24	128	188
1924-25	166	161

The reasons for such impermanency of schools are many fold. The low rate of grants-in-aid awarded to the teacher never satisfies his necessities of life. The competition of Taluk Board Schools, where fees are merely nominal, deprives the poor aided school teacher of his higher rate of fees, which a town teacher gets; the old system of paying the teacher in kind has gone out of vogue with the advent of modern ideas. The periodical presents have also disappeared. These reasons along with many other petty causes stand in the way of a poor teacher-manager from continuing his school permanently in one place. As long as a rich man keeps a teacher paying for the sake of the education of his children, the school continues. And as soon as the education of his children is stopped, the poor teacher gets no more support and he has necessarily to shift himself to another patronising village. The ~~existi~~ existence of such a system of unsteady schools, which depends upon such hand to mouth teacher-managers would never improve the position of Elementary Education in rural parts. Remedies ought to be sought to give permanency to aided schools in the villages.

In March 1922 I moved a resolution in this council that educational sub committee/should be established in this District to supervise the working of the schools, for holding prize distributions etc., I hoped that such committee/if formed would do a lot of good to the cause of education. But practically very little was the success. The co-operation of the Local Bodies also was very little in the matter. While I was discussing about this matter with the Registrar General of Panchayats, he suggested to me that we would succeed in ensuing permanency to the rural schools if we transfer the control of the schools from the hands of the teacher-manager to the Panchayat

Panchayat

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above. For if they are acceptable and the necessary provision is likely to
be made for the purpose in the budget for 1926-1927 a large amount of work
will have to be got through for preparing as many as 500 villages for opening
Panchayat schools on these terms from the commencement of the next financial
year.

Registrar General.

17.7.25-25-25

Copy of letter No. R.O.C.278/25 dated 17-7-25 from the Registrar General, District Educational Council, Coimbatore to the Registrar General of Panchayats.

The aim of our Council is to give Elementary Education to each boy and girl in our District. We get at that aim, not only we have to increase the number of schools in our District steadily, but also we have to secure permanency to the schools which are already in existence. Unfortunately our District lacks much in such permanency in schools especially in rural areas, as will be seen from the following figures:

No. of Schools newly opened.	No. of Schools closed.	
182	182	1921-22
185	174	1922-23
188	182	1923-24
181	185	1924-25

The reasons for such impermanency of schools are many fold. The low rate of grants-in-aid awarded to the teacher never satisfies his necessities of life. The competition of Taluk Board Schools, where fees are merely nominal, deprives the poor aided school teacher of his higher rate of fees, which a town teacher gets; the old system of paying the teacher in kind has gone out of vogue with the advent of modern ideas. The periodical payments have also disappeared. These reasons along with many other petty causes stand in the way of a poor teacher-manager from continuing in his school permanently in one place. As long as a rich man keeps a teacher paying for the sake of the education of his children, the school continues. And as soon as the education of his children is stopped, the poor teacher gets no more support and he has necessarily to shift himself to another patronising village. The ~~present~~ existence of such a system of ~~unsteady~~ schools, which depends upon such hand to mouth teacher-managers would never improve the position of Elementary Education in rural parts. Remedies ought to be sought to give permanency to aided schools in the villages.

In March 1925 I moved a resolution in this Council that educational sub-committee should be established in this District to supervise the working of the schools, for holding wise discussions etc., I hoped that such committee if formed would do a lot of good to the cause of education. But practically very little was the success. The co-operation of the local bodies also was very little in the matter. While I was discussing about this matter with the Registrar General of Panchayats, he suggested to me that we would succeed in ensuring permanency to the rural schools if we transfer the control of the schools from the hands of the teacher-manager to the Panchayat

Panchayat which could be established in each village. In such a case the Panchayat will be a permanent body under whose control the teacher has to work as an employee, who though can change as he likes yet would not affect the permanency of the school.

Copy of letter No.4596-1 dated 25-8-25 from the Registrar General of Panchayats to the President District Educational Council, Coimbatore.

Your R.O.C.278/25 dated 17-7-25.

The figures given in your circular should be an eye-opener not only to members of your council but to educational officers in the district.

2. That the policy of expansion of Elementary Education on existing lines should over a period of 4 years have resulted in a net addition of only 56 schools and that so many as 630 schools should have gone out of existence in that period prove beyond doubt that there is something faulty about the machinery on which we depend for expansion at present.

3. There can be no doubt that if the tax-payer's money is to be put to the best use possible, grants-in-aid of Elementary schools should not be made to institutions as to whose permanency there is no ~~reasonable~~ reasonable guarantee. I am glad you have drawn the attention of the members of your council to the desirability of creating panchayats with a view to ensure such permanency.

4. I would suggest your following up your letter under reference with intensive concrete work with a view to attain the object we have in view.

5. There are two directions in which I would advise you to proceed, viz.,

(a) to bring about the transfer of non-mission aided schools from the management of ephemeral, irresponsible teacher-managers to that of Village Panchayats.

(b) to create panchayats in every village not now provided with a school and to make them start a school.

6. As regards (a) I would suggest the following procedure:-

- (i) Make a list of non-mission aided schools in non-municipal and non-union areas with information as to the villages they serve.
- (ii) Divide these villages among your members and ask them to visit each

panchayat which could be established in each village. In such a case the panchayat will be a permanent body under whose control the teacher has to work as an employee, who though can change as he likes yet would not affect the permanency of the school.

Copy of letter No. 4586-I dated 25-3-25 from the District Registrar, Coimbatore to the President District Educational Council, Coimbatore.

Your D.O. No. 258/25 dated 17-7-25.

The figures given in your circular should be an eye-opener not only to members of your council but to educational officers in the district.

2. That the policy of expansion of elementary education on existing lines should over a period of 4 years have resulted in a net addition of only 50 schools and that so many as 630 schools should have gone out of existence in that period prove beyond doubt that there is something faulty about the machinery on which we depend for expansion at present.

3. There can be no doubt that if the tax-payer's money is to be put to the best use possible, grants-in-aid of elementary schools should not be made to institutions as to whose permanency there is no reasonable guarantee. I am glad you have drawn the attention of the members of your council to the desirability of creating panchayats with a view to ensure such permanency.

4. I would suggest your following up your letter under reference with intensive concrete work with a view to attain the object we have in view.

5. There are two directions in which I would advise you to proceed.

Also..

(a) to bring about the transfer of non-mission aided schools from the management of sponsors, to responsible teachers, managers to that of village panchayats.

(b) to create panchayats in every village not now provided with a school and to make them start a school.

6. As regards (a) I would suggest the following procedure:-

(i) Make a list of non-mission aided schools in non-municipal and non-

union areas with information as to the villages they serve.

(ii) Divide these villages among your members and ask them to visit each

3 67 1852
village, to send up proposals in the prescribed form for the constitution of a panchayat for the village and after the panchayat is constituted to effect a formal transfer of the local school from the teacher-manager to the panchayat.

(iii) I believe, under the rules under the Elementary Education Act, your council has the discretion to raise the amount of grant by a sum not exceeding 50% for special reasons. It would help matters if you make it known that a panchayat managed school will be entitled, other things being equal, to the benefit of this concession in preference to a private managed school.

(iv) Each of your members should be asked to send you a fortnightly progress report of the work done by him in this behalf.

7. As regards (b), the Educational survey of your district should put you in possession of the list of villages with a population of not less than 500 which are not served by a school at present. The villages in that list may be similarly distributed among your members and proposals for constituting panchayats called for primarily for the purpose of starting and moving an Elementary school. In the case of schools to be newly opened, the same concession of an enhanced rate of grant may be promised, if your council sees no objection, to panchayat schools.

8. I send herewith a few copies of the Act and the rules thereunder and 50 forms of the questionnaire in which the report for the constitution of panchayats has to be submitted. More will be sent, if required.

9. Please let me know the action you take in respect of this matter at your earliest convenience.



EXTRACT FROM PART II OF THE BUDGET ESTIMATE FOR
1926-1927
of the
THE REGISTRAR GENERAL OF PANCHAYATS & INSPECTOR OF LOCAL
BODIES.

Proposals for
26-27.

Details.

Amount.
26-27
Rs

Total.
Rs

Remarks.

31.C.c.Education- Primary-Grants to local
bodies for primary education.

1. Local Bodies.

Grants-in-aid
Educational-
Voted-Recurring.

Teaching--Panchayat Schools.

90,000
----- 90,000

Vide letter

No.5833-1/
25-9-25

-do-Non-recurring

Equipment--Panchayat schools.

40,000
----- 40,000

to
Law
(Education)

Total--Grants-in-aid -Panchayat schools.. 1,30,000

Department

A.D. Mails *un*
To Registrar General

To The Secretary to Govt, Law (Education) Department.

.....

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9. Please let me know the action you take in respect of this matter

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Elementary school. In the case of schools to be newly opened, the same con-

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(iv) Each of your members should be asked to send you a fortnightly pro-

benefit of this concession in preference to a private managed school.

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Council has the discretion to raise the amount of grant by a sum not exceeding

(iii) I believe, under the rules under the Elementary Education Act, your

a formal transfer of the local school from the teacher-manager to the Panchayat

the Panchayat for the village and after the Panchayat is constituted to elect

village, to send up proposals in the prescribed form for the constitution of a

The Registrar-General submits proposals for the opening in 1926-27 of 500 elementary schools under the control of village panchayats in school-less centres in the presidency. In para 6 of his letter, he states the conditions under which such schools can be opened. They are reproduced below:-

- (1) The ordinary rate of teaching grant should be Rs.180 per annum to be raised to Rs.210 in the case of untrained S.S.I.C holders and to Rs.240 in the case of trained teachers of the secondary grade.
- (2) Each panchayat should be given an initial equipment grant of Rs.80
- (3) The panchayat will construct a school-house and maintain it in good condition from year to year or rent a building at its own expense.
- (4) The panchayat will find the money for all contingent expenditure--such as books, slates, sweeping charges etc.
- (5) If the taluk board levies an education cess it should be instructed to make over the proceeds of the cess in the village together with the equivalent Govt. grant to the panchayat for expenditure on the panchayat school. The teaching grant payable under sub-para(1) above may, in such a case, be reduced by the amount of the Govt. grant payable under s.37 of the Ely. Edn. Act.

There appears to be no objection to the acceptance of the conditions 2 to 5 above. The amount involved in (5) for a village should be very small.

2. Rate of teaching grants. It has been held that schools opened by village panchayats should be treated as private schools and not as schools under public management. The rates of teaching grants recently sanctioned by Govt for teachers in private elementary schools are

1003/16-6-25

	Per annum
Trained teachers, secondary grade	Rs 180
Untrained ..	120
Trained .. Higher Ely. grade	120
Untrained ..	84
Trained .. Lower Ely. grade	84
Untrained ..	60

The Registrar-General proposes that schools under village panchayats should be accorded special treatment in the matter of teaching grants for the reasons given in paragraphs 3, 4 & 7 of his letter.

The amount of teaching grant proposed for each teacher is Rs.180 as against Rs.84 sanctioned in para 5 of G.O.No.1550 dated 4-9-25. Panchayat schools will cost Government less than board schools and

where they can be established, they may be encouraged as conducing to economy. No doubt the cheapest agency is the private management which receives a lower scale of grant. It is not always possible

to get them. Christian missions have been reported to have reached the end of their resources and they cannot be relied upon for carrying out any expansion. Indigenous missions are yet to come into existence.

Private managers who are willing and able to put forth private funds in maintaining schools to supplement the Govt grants-in-aid paid in respect of them are very few. In view of these conditions, the Panchayat

school is the next best. The statutory basis behind it is a great advantage. It may be stipulated that such a school should be opened only in places where aided agency cannot be secured.

3 The rate of grant proposed may be accepted. In support of his proposal for the payment of special teaching grants to panchayat schools, the Registrar-General refers to the recommendation in

paragraph 28 of Mr. Moir's note where it was recommended that the grant towards the salary of the teacher employed in a panchayat school might be Rs.15 p.m. Though this rate was suggested in respect of grant

Gur aim for the present is to provide all villages with a population of 500 with schools. There are now 1360 nearly required

4 We are not able to get private agencies in all these school-less villages. The only alternative is a board school which is very expensive.

3) Panchayat schools have distinct advantages over board schools:- (a) they will enlist local support and (b) the villagers, as they own the schools, will take interest in their development and see that the boys are kept on as long as possible in the schools. The problem of wastage between the 1st & higher standard will thus be solved.

V. TK

pp 11-12 g L

Very urgent



V. TK

para 14, p 5 CF

Law (Encl) no. 3689 A-1
7.10.25

I shall be obliged if the D.P.I will offer his remarks before the 15th as this is a Part II scheme for 1926-7

V. TK
7.10

to be paid by a local authority, it can be equally applied to a grant payable by Government.

4 This should not however be a permanent measure. The special rate may be applicable only for a definite period, say for five years within which the panchayat should be able to find resources sufficient to enable it to carry on the school with the ordinary rate of grant admissible to a school under private management. This special treatment cannot be claimed by other schools under private management. These grants may be paid through the Registrar-General of panchayats and it will not be necessary to amend the Ely. Edn Act for the purpose. Similar procedure is being adopted in the case of labour schools.

5 It should be laid down as a condition that the amount placed in the hands of the panchayat either from provincial funds or from taluk board funds for Elementary education should not be diverted to other purposes. The Registrar-General should arrange for supervising this.

6 The Registrar-General asks for an assurance that, if additional teachers are required, Govt would pay for each additional teacher, grants at the rates recommended by him. Though no such assurance has been given in the case of board schools opened last year and in the current offl. year, this assurance appears necessary so long as the arrangement in respect of the particular school lasts. The panchayat has limited resources.

7 The file may be sent u.o. to the D.P.I for remarks.

Ca
6.10.25

V. TK
7.10

D.P.I u.o

Though the proposals appear attractive and one may admire the Registrar-General's enthusiasm certain comments appear called for---

(1) by the system proposed there will be introduced a new educational agency which will not be under Departmental control though presumably the schools would be inspected by the inspecting officers of the Department.

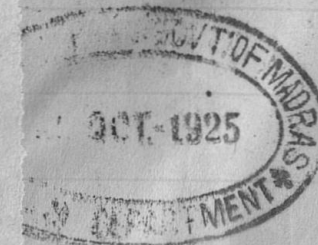
(2) It is perhaps open to doubt whether the construction and maintenance of a school house or the payment of rent and contingencies can be guaranteed. It would seem desirable definitely to settle the proportion of funds which the Panchayats would contribute towards the maintenance of these schools.

(3) It also seems doubtful whether a satisfactory management could be secured all at once for 500 Panchayats.

(4) If the Panchayats are asked to contribute it is a question whether the scheme would be popular or even practicable considering that the Panchayats' schools are to be started only in villages where aided schools are not likely to be started. The latter areas would be very poor and backward and may not be able therefore to raise local income.

(5) The effect on other aided schools and aided agencies has to be considered. If these schools are given special rates of grant the teachers in aided schools in surrounding areas would doubtless try to secure appointment in the Panchayat managed schools with the result that a number of aided schools would be closed. Moreover it is a question whether it would be equitable to treat the Village Panchayat schools on a different footing as regards aid from other aided schools under Mission or private management. It is certain that objection would be raised

and the



+
Grants for manual
labour are paid
by the D.E.C. and not
by the Panchayats.

and the justification for higher rates of grant is efficiency and not type of management.

(6) The suggestion of the Secretariat is that the grants may be paid direct through the Registrar-General. If Panchayat schools are to be treated as schools under private management the disbursements of grants should be made through the D.E.Cs. Under section 24(g) of the Madras Elementary Education Act of 1920 it is one of the statutory duties of the D.E.C. to disburse grants-in-aid to schools under private management. The Act does not contemplate any other agency through which grants are to be disbursed. The case of Labour schools is not parallel as these schools are reckoned as schools under public management as defined in section 3(XII) of the Madras Elementary Education Act. Panchayat schools cannot be treated as schools under public management unless the definitions contained in sub-sections IX and XII of section 3 of the Madras Elementary Education Act are amended. I observe from paragraph 4 of the Secretariat notes that it is stated that it will not be necessary to amend the Elementary Education Act for the purpose and the Secretary appears to share this view. In view of what I have stated above it is for consideration whether this view can be maintained.

I have thus mentioned points that should be considered before the proposals are approved. I have only one further comment to make and that is with regard to the Secretary's remarks on the margin of page 3. It appears to me that he is unduly optimistic in regard to the problem of wastage. I hold that compulsion and compulsion alone will solve this problem. I would in conclusion

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in conclusion suggest that if the points that I have raised are not considered to offer insuperable difficulties in the way of accepting the proposals, it might be desirable to make this new departure on a less ambitious scale. In other words not to aim at opening 500 schools all at once next April but a lesser number so that experience might be gained as to whether management by Panchayats would prove a satisfactory means of extending elementary education.

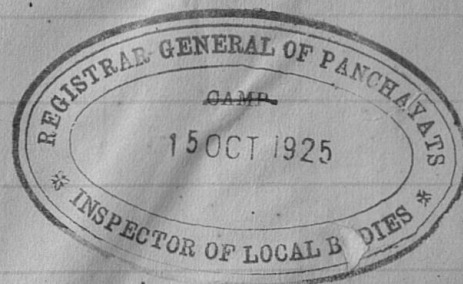
R.A.A.
9/10/25.

Law & Co. Dy. Secy.

Submitted the remarks of the Registrar Genl. Law (ad. no 3689A.2 14.10.25)
~~and with reference~~ of Panchayats may be invited w.o. on the views expressed in the D.P.'s w.o. note above.

AD
13/10/25
V.K.

13.10.25
V.K.
15.10



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Office of the Registrar General of Panchayats. 51

" There is more in my proposals than mere attractiveness. I look upon them as the first step in the proper remodelling of the machinery of universal elementary education, at once efficient and suited to the needs of the people whom such education is intended to benefit. I am aware ~~that~~ that this will be looked upon as an extravagant claim by those who have been working the existing system and, recognising the necessity for converting them to my view of the matter, I have made, what I consider, very modest proposals and have asked that they should be given a fair and sympathetic trial in the coming year. While I am of opinion that the opening of the full number of panchayat schools that I have asked budget provision for could hardly be described as ambitious, I am by no means wedded to the figure 500. It is necessary, however, that, if the experiment is to be given a fair trial, it should be tried in a large number of places with varying conditions. I would, therefore, request that the number of panchayat schools to be opened next year should not be reduced below 300 in any case.

I wish only to offer a few brief remarks on the points raised by the Director of Public Instruction's notes.

Para (1) of the Director of Public Instruction's note:-- Panchayats will no doubt be a new agency and I am willing to concede that, in addition to inspection by inspecting officers, the administration of panchayat schools may submit itself to as much departmental control - whatever the Director of Public Instruction means thereby - as that of board schools.

Para (2) of the Director of Public Instruction's note:-- The payment of the Government grant can be made

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made conditional on the panchayat providing proper school accommodation and the amount needed for contingencies. I have no objection to a rule which fixes the proportion of the expenditure on a school which a panchayat should bear. But this will involve a reconsideration of the existing systems of grant-in-aid - a matter which cannot be gone into in connection with the present budget proposals. The schools will be run by panchayats as managers and there is therefore no question, under my proposals, of asking them to contribute for the maintenance of the schools, as if they are to be maintained by other agency. My scheme asks for a definite rate of Government grant and whatever is required over and above what Government give will be found by the panchayats themselves. That is, panchayats will find not only accommodation and contingent expenditure but also any additional remuneration - in excess of the Government grant - to the teacher. At present, the panchayat's discharge of its obligations under my scheme will be guaranteed by the fact that otherwise it will not obtain the Government grant.

Para (3) of the Director of Public Instruction's note:- A panchayat will be a statutory body and if we succeed in establishing a panchayat in the village where the school is wanted there need be no apprehensions as to its management of a school being more satisfactory than that of the average teacher-manager.

Para (4) of the Director of Public Instruction's note :- There can be no doubt that the establishment of panchayat schools in the school-less centres which lie in out of the way, backward places, will be a difficult and uphill task, but I am hopeful that, if the conditions I have stipulated for are sanctioned in full, the task will be accomplished.

Para (5) of the Director of Public Instruction's note :- Panchayat Schools should be compared not with teacher-manager or even mission schools but with board

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schools. They are in every sense of the expression schools under public management, being institutions for the running of which the statutory local authority constituted for the village makes itself responsible. If the higher rate of grant which the Government now pay for Board Schools as compared with ~~xxx~~ teacher-manager schools, is justified by the test of efficiency, I claim that the same test warrants the discrimination in favour of the panchayat schools as well. I am clear that panchayat schools will certainly be very much more efficient than the average teacher-manager school; they will ~~be~~ not in the long run suffer in comparison with board schools under the majority of taluk boards in the presidency.

Para (6) of the Director of Public Instruction's note:-

I must enter in the first place a respectful protest against panchayat schools being placed on the same footing as schools under private management. My scheme contemplates the possibility of the panchayat levying a local tax, if necessary, for meeting its share of the expenditure on the school. I recognise that the definitions of "local authority" and "public management" in section 3 of the Elementary Education Act necessitate panchayat management ~~unless panchayat~~ being treated as private management unless panchayat schools are treated as managed by Government, through me for instance. But this technical difficulty is due merely to the accident that, when the Elementary Education Act was passed, a panchayat-managed school was not in contemplation. Section 24 (g) is no bar however to panchayats getting their grants for schools from Government through me and without the intervention of the District Educational Council. It only says that one of the duties of the District Educational Council is to disburse grants to schools under private management from funds placed at its disposal by Government. It does not prohibit Government from disbursing grants direct to such schools. I do not wish to be understood as being anxious to oust the District

District Educational Council's connection with panchayat schools altogether. My point is that, until the system takes firm root, panchayats should look to me for these grants; and I shall in any case disburse them only on the recommendation of the local educational officers.



4159C
25/10/25
28.10.25

Law (Co), Dep

The objections raised by the D.P.D. on pp 5-6 ante have all been answered in pp 8-10 ante. On p. 7 ante the D.P.D. suggested that the Scheme should be worked on a less ambitious scale i.e. that the aim should be not to open 500 schools all at once next April but only a smaller number due to the circumstances stated at M on page 8 ante. ^{It is proposed to accept sanction} ~~Sanction may perhaps be accorded~~ to the opening of only 300 schools next year. The Finance Dept. has also accepted the proposal that provision should be included in Part II of the next year's Budget for the opening of 300 panchayat schools. That Dept. may be requested to offer its remarks on the proposal of this Dept. app 2.4 ante. The special feature of the scheme is (1) the higher rate of ^{31/10/25} grants according to the scale suggested by the Reg. General & referred to on page 1 above & (2) the payment of ^{these} grants through the Reg. General instead of through the D.E.Cs. Of course the Reg. Genl. will be instructed to see that the new schools are not started in centres ~~not~~ already served by existing aided schools.

31.10.25

What action is necessary now please?

The file may be sent to Finance for remarks on the merits of the proposal of Reg. Genl. Vide (A) above please
2.11

PRESS SLIP.

~~ORDINARY~~

~~PREFERENCE~~

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6-MAY-1964 Law (85-4)

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Notes.....

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