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Edn. of P.H.

(1946) Department.

Ms. SERIES.

G.O. No. 1435

From (9)

1435

Dated 22.4.46

over and over

[Despatch Abstract.]

Elementary Education - Compulsory - Appointment of attendance
Officers - Proposals - Deferred.

Back Papers:

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

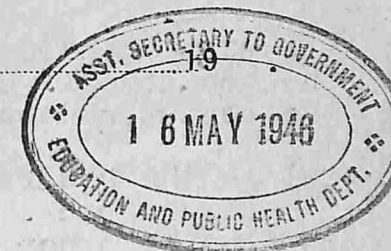
Further Papers.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.
Ms	1331	Edn	24/6/47				

Education DEPARTMENT.

C.F. 30.

Received 19 Registered



Subject.

Elementary Education--Compulsory--Appointment of Attendance Officers--Proposals--Submitted.

26193

Reference:- G.O.No. 2196-Education dated 27.12.1945.

ENCLOSURES.

No.

R.C. No. 4398-B/45.

Spare copies

Station Madras, Dated the 13th May 1946

From (Name) G.L. LOBO ESQ., B.A. (Hons.), (Cantab.),

(Designation) DEPUTY DIRECTOR OF PUBLIC INSTRUCTION
(In Charge)

To The Secretary to the Government of Madras,

Education and Public Health Department.
Fort St. George, Madras.

Sir,

I have the honour to submit herewith proposals for the appointment of Attendance Officers in connection with the working of the compulsory elementary education introduced in rural areas during 1945-46.

2. During 1945-46 compulsory elementary education has been introduced in 434 centres in the province. I consider that a special staff called Attendance Officers are necessary to enforce the scheme of compulsion effectively and to supervise the work relating to the supply of midday meals to poor pupils in elementary schools in compulsory areas. For all the 434 centres I consider that the appointment of 113 officers is necessary. The number of centres in each district wherein compulsory elementary education has been introduced and the number of Attendance officers required for each district is given in the annexure. The number for each district has been fixed with reference to the number of schools in each compulsory area, the number of centres wherein compulsion has been introduced in each district and the distance from one compulsory area to another. Additional officers will no doubt be necessary when the new centres of compulsion are introduced in 1946-47. Proposals for the appointment of additional officers for those centres will be submitted in due course.

P.T.O.

3. It is proposed to entrust the following work to the Attendance Officer in the compulsory areas:--

1. He will see to the correct maintenance of the census registers in each school. He will help and guide the teachers in taking the census and supervise their work in this regard.
2. He will be the President of the Attendance Committees in the compulsory area. He will have to check the defaulters lists and do all other work connected with the enforcement of compulsion that may be assigned by the department.
3. He will visit all the schools in his area frequently, note the attendance of pupils at schools with a view to taking steps to secure better attendance, check the registers and generally take such steps as will remedy the defects recommended at the time of the annual inspection of the Deputy Inspector.
4. He will visit the parents or guardians of absentees or of pupils of schoolage to be brought under instruction and persuade them to send their children to school.
5. He will work in co-operation with and secure the help of the members of the Attendance Committees.
6. He will pay surprise visit to the feeding centres in his area as frequently as possible so as to check the number of pupils fed each day and the quality and quantity of the meals supplied.
7. He will do any other work connected with compulsion and the provision of midday meals as might be entrusted to him by the department. The duties of Attendance Officers will be added to or reduced in due course as we gain experience in the working of the scheme and in the adaptability of these officers to local conditions. They will work directly under the control of the District Educational Officer.

4. I am of opinion that in the interests of efficiency and integrity it is very desirable to have only experienced Senior Deputy Inspector of Schools for the posts of Attendance officers. But from a practical point of view it is not possible to do so. As it is, we have got really very few efficient Deputy Inspectors and it is not desirable to remove them from inspection work and post them as Attendance Officers. Secondly, the large number of attendance officers that will be required will mean the depletion of the ranks of the Deputy Inspectors and School Assistants and the recruitment of raw men with L.T. qualifications. As it is, schools find it difficult to get qualified trained graduates for work in secondary schools and if L.Ts. are employed for these 113 posts, the dearth of trained graduates for secondary and training schools will be much greater than it is now. Recommendations have also been made to Government for the opening of at least 100 additional training classes and this will require 100 additional L.Ts. Taking all these points into consideration, I suggest that attendance officers may be selected from the cadre of Junior Deputy Inspectors, experienced secondary grade teachers with atleast 10 years service and upper division clerks and head clerks of the District Educational Officers and Inspectresses and in colleges (in the scale of Rs. 50-70). Lower division clerks of this department with 10 years service may also be selected. Secondary grade teachers and lower division clerks promoted as attendance officers must pass the Deputy Inspector's Test - Part I within one year and the Account Test within 2 years from the date of their appointment as attendance officers. I recommend that they may be given a scale of Rs. 50-5/2-70 with a fixed Travelling Allowance of Rs. 15/- per mensem. They need not have a separate office. What little clerical work they have to do can be attended to by themselves. The attendance officer will no doubt require a peon who might be sanctioned with a fixed Travelling Allowance of Rs. 5/-. I consider that this fixed Travelling Allowance suggested might be sufficient for the present. As the jurisdictions will become smaller on account of the increase in the number of centres, the allowance to the Attendance Officer can be reduced after about 2 years to a cycle allowance.

5. The Taluk Deputy Inspectors may be made to draw the pay and allowance of the attendance officers and their peons and disburse them each month. Any forms and service stamps which may be required by the attendance officers may also be supplied by the taluk Deputy Inspector.

6. I request Government to sanction the scheme with effect from 1st June 1946.

7. The cost on account of the scheme will be Rs. 1,77,832/- per annum as shown below:-

Ultimate Cost:

113 Attendance Officers - Pay 50-5/2-70 (60-4-100-5-120)	62 4/9 x 113 x 12	Rs. 84,675/-
113 Attendance Officers - Dearness allowance	113 x 18 x 12	24,408/-
113 Attendance Officers - Fixed Travelling Allowance	113 x 15 x 12	20,340/-
113 Peons - Pay Rs. 12 - 17 per mensem	113 x 14.7 x 12	19,933/-
113 Peons - Dearness allowance	113 x 16 x 12	21,696/-
113 peons - Fixed Travelling Allowance	113 x 5 x 12	6,780/-
Total	..	Rs. 1,77,832/-

The immediate cost of the scheme is Rs. 1,17,972/- as shown below:

Pay Of Attendance Officers ..	113 x 50 x 9	..	Rs. 50,850/-
Dearness allowance of Attendance Officers ..	113 x 18 x 9	..	18,306/-
Fixed Travelling Allowance of Attendance Officers. ..	113 x 15 x 9	..	15,255/-
Pay of Peons ..	113 x 12 x 9	..	12,204/-
Dearness allowance of peons..	113 x 16 x 9	..	16,272/-
Fixed Travelling Allowance ..	113 x 5 x 9	..	5,085/-
Total	..	Rs. 1,17,972/-	

Deputy Director of Public Instruction
(in Charge)

Annexure.

District.	No. of centres where compulsion has been introduced	No. of Attendance Officers required
Vizagapatam North	23	2
Vizagapatam South		3
East Godavari	15	3
West Godavari	13	3
Kistna	16	3
Guntur	67	9
Kurnool	9	4
Bellary	6	2
Anantapur	8	4
Cuddapah	14	5
Bellore	17	6
Chingleput	14	5
North Arcot	8	4
Chittoor	31	8
South Arcot	23	8
Tanjore	18	6
Trichinopoly	21	4
Madura	8	4
Ramnad	9	4
Tinnevely	9	4
Coimbatore & The Nilgiris	24	4
Salem	31	6
Malabar North		4
Malabar South	27	4
South Kanara	23	4
Total	434	113

Deputy Director of Public Instruction
(In Charge.)

5 E & P.H. (B.2.) Department.

Ele. Education--Compulsory--Appointment of attendance Officers--Proposals--deferred.

From the D.P.I. Rc. No. 4398 B/45 dated 13-5-46.

G.O.Ms. No. 1435 (Edn) dated 24.7.46

The Government consider that it will be premature to employ a large staff of attendance officers to supervise the scheme of compulsory elementary education and supply of mid-day meals. The proposals submitted by Director with his letter read above should be deferred for the present.

To the D.P.I. Madras.

C.26193. From the D.P.I. RC.No.4398.B-45 dated 13-5-46.

ARRANGEMENTS for the supervision of compulsory education and supply of midday meals - Appointment of attendance officers.

The D.P.I. has suggested that a special staff of Attendance Officers should be employed for enforcing the provision of compulsory elementary education and the supply of midday meals to poor children, in areas where elementary education has been made compulsory. The number of attendance officers contemplated is of the order of 113. Although the Director has not now provided for any clerical establishment for the attendance officer, he will no doubt put up proposals in due course for at least one clerk for each officer. The addl. expre. (immediate and ultimate) involved on the basis of the average cost of the posts has been worked out on page 3 c.f.

2. The question was considered in the past. The D.P.I. recommended that supervisors should be employed for supervising the work relating to compulsory education and supply of midday meals at the rate of one supervisor for five centres. A month later he modified his view and said that he would carry on without any addl. staff and would apply for addl. staff if necy. No application was however made.

3. The question should primarily be discussed with reference to the functions which it is proposed to assign to the Attendance Officers and the necessity for a separate staff for the discharge of those functions. The nature of the work to be entrusted to these officers ~~are~~ outlined on p. 2 c.f.

4. In the scheme of the existing rules most of the functions devolved on attendance committees constituted for the compulsory areas. Under the rules referred to, the Senior Deputy Inspector or a Junior Dy. Inspector is the President ex-officio of the Attendance Committee. Generally speaking each Revenue taluk has a Deputy Inspector (senior) and is assisted by one or more Deputy Inspectors (Junior) according to the number of schools in the taluk. On the scale in which compulsory education has been introduced, each taluk has generally two or three centres of compulsion and there are also

in his letter of 28.7.46, 17.3.45

A m 11.57-82

for 1035 or 12.7.45

para 5, 1.6.46

letter of 28.7.46, 1.5.45

only under section 44 of the Act

taluks in which there is only one centre of compulsion each. It appears that the needs of the case will be met if the Deputy Inspector (Senior) in charge of the taluk range concentrates his attention on these compulsory areas, leaving the inspection of the other schools to his assistants (Deputy Inspector Junior). Where necessary the taluk inspecting staff can be strengthened by the addition of a junior deputy Inspector. In this view the need for such a large staff of attendance officers is not apparent.

5. The D.P.I. may see the case u.o. for remarks.

2
i.b.w.

3/6/46 / D.P.I. (u.o.)

U.O. reply No. 2879-B/44

Office of D.P.I., Madras,
14th June 1946.

As the number of centres to be allotted to each attendance officer is not large, he will not require clerical help. The actual amount of clerical work to be done is on the whole small. The assumption in the Secretariat note that the Director will put up proposals for a clerk for each attendance officer, in due course, is not correct.

In the original proposals submitted to Government for the introduction of compulsory education, provision was made for the appointment of supervisors. The attendance officers now proposed are in the place of supervisors but as regards the actual status and their work there is no difference between supervisors and attendance officers. The latter nomenclature has been used merely because in the report of the Central Advisory Board of Education the term attendance ~~register~~ officer was used. The reason why supervisors or attendance officers were not asked for when the compulsory scheme was actually introduced was because the scheme was started so late and the arrangements made therefor were so imperfect that it was thought it would be a waste of funds to appoint these officers when there was not sufficient work for them to do. Government are aware that the introduction of the feeding



I agree. The D.P.I. may come up for increase of staff in proportion to the increase of compulsory areas.
B.S.W.

84 P.H. 40-26193 B2/46-1
4-6-46.

schemes was delayed as late as December and January and in many cases the scheme was not introduced at all till the end of the official year. The scheme introduced last year has shown the amount of work which is to be got through and the further scheme for the first year of the five-year plan is going to be introduced now with about the same number of centres as in 1945-46. It is not possible to supervise and control the compulsory scheme and the feeding scheme without the appointment of attendance officers.

It is no doubt true that under the existing scheme most of the functions devolve on attendance committees under the presidentship of the Senior Deputy Inspector. It was also recommended to the Government that J.D.I's also might be presidents of the attendance committees. It has now been proposed that when attendance officers are appointed there is no need for Deputy Inspectors and Junior Deputy Inspectors to be presidents of the attendance committees. The actual number of centres in each taluk is not always 2 or 3 as noted in the Secretariat note. With the expansion of the scheme during 1946-47, the actual number of centres in each taluk will be many more than before. The needs of the case cannot be met by the Deputy Inspectors in charge of a taluk. The work of the Deputy Inspector, as it is, is very heavy even with the help given by the Junior Deputy Inspectors attached to his range. It will not be possible for him to pay to the compulsory and feeding scheme that attention which is required to make these schemes a success.

I cannot subscribe to the Secretariat view that the Senior Deputy Inspector may be given further assistance by the appointment of Junior Deputy Inspectors. In a separate reference, I am recommending the abolition of the cadre of Junior Deputy Inspectors. This cadre was introduced as an emergency measure during a period

of financial stringency. The scheme of having Junior Deputy Inspectors has not been a success for various reasons. Instead of appointing Junior Deputy Inspectors in addition to the existing staff all that is asked for is an attendance officer or two for each taluk. There be scarcely any difference between the proposal of the Secretariat of appointing extra Junior Deputy Inspectors and my proposal to appoint attendance officers. It is necessary to have separate officers for the functions which will be allotted to the attendance officers and they will be able to pay their undivided attention to the work involved whereas a S.D.I. or J.D.I. will have his mind and energy divided between his legitimate work as inspecting and his extra work as de facto superintendent of compulsory and feeding schemes. I therefore strongly urge that the proposal put forward for the appointment of attendance officers may be accepted.

S.P.K. Savor.

D. P. I.

25. 4. 46 Dep't

In the circumstances now explained by the D.P.I. in his reply above it is for orders whether the D.P.I.'s proposal for the appointment of attendance officers should be further considered. The Finance Dept. may see for remarks before circulation.

21/6/46

Finance E-III

In 1945-6 the Govt sanctioned a scheme of compulsory elementary education in selected villages in each district. With a view to ensure the regular attendance of children at schools ensuring that children attend schools



32293



351098

Press communique on p. 75 CF 42 30 at (I)

verified from the 2. 4. 46

PP-1-3 CF

See para 2, p. 1 CF

PP 57-58 CF 42 30 10358 12-7-45

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in the areas in which compulsion was introduced, the Govt. also sanctioned a scheme for the free supply of midday meals for poor children. A provision of Rs.20 lakhs was made in the budget for 1945-46 to cover the cost of supply of meals for 1.34 lakhs of children for a period of 8 months. The total number of poor children in the areas in which compulsion was introduced was, however, estimated at 2.03 lakhs. In the current year, it has been proposed to supply free food for all these children and a provision of Rs.47 lakhs has been made. It has also been proposed to extend the areas of compulsory education in each district in the current year. A total provision of Rs.44 lakhs has been made towards the cost of compulsory education. The entire cost of these schemes is met by Government.

The D.P.I. has now submitted a proposal for the appointment of a special staff called Attendance Officers of the rank of Upper Division clerks on Rs.50-5/2-70 to enforce the scheme of compulsion effectively and to supervise the work relating to the free supply of midday meals to poor pupils. According to the D.P.I.'s proposals, 113 Attendance Officers and 113 Peons will be required for the areas in which compulsion was introduced in 1945-46 and the cost to Government will be Rs.1.78 lakhs per annum. (Annex on p. 3 CF)

2. The notes on pp.1-4 above may be perused.

In connection with the original proposals, the D.P.I. suggested in March 1945 the appointment of One supervisor for every 5 centres in which compulsion is introduced. The E.& P.H. Dept. did not then consider that any special staff was necessary as there was already an order of Govt. issued 10 years earlier instructing Revenue department officials to co-operate and to give necessary assistance in the matter of enforcement of compulsory education in villages. But the D.P.I. himself later withdrew his proposal to appoint Supervisors after he discussed the whole scheme with the Adviser. He then observed as follows

"As regards the appointment of Supervisors, it was originally contemplated that the control of the compulsory scheme and of the feeding arrangements were to be vested in Supervisors appointed for the purpose. They were to receive a fixed pay of Rs.70/- with travelling allowance. On further consideration however, I find that with the allotment now given, it is not possible to institute a new agency of Supervisors. Further new men appointed to these posts will not be suitable as they will be lacking in experience and responsibility. I, therefore suggest that in the initial

stages of this experiment, the work intended for the supervisors may be done by the existing Deputy Inspectors themselves. As per figures so far available, the total number of centres selected is about 650. Considering that these are spread over the 24 districts and that each district has got about 8 Deputy Inspectors as well as some Junior Deputy Inspectors, I consider that it may be possible in a majority of cases for the existing Deputy Inspectors to control the working of compulsion and to supervise and check the feeding arrangements. It may, however, happen that in a district where a large number of centres have been selected for instance, the Guntur President has selected over 100 centres additional staff will become necessary for the supervision work. Should such necessity arise, I request that Government may permit me to appoint additional Deputy Inspectors for the purpose of supervision.

3. In the G.O.No.2196, E.& P.H., dated 27-12-45, the Govt. ^{observed} ~~opened~~ that the question of appointing special School Attendance Officers would be examined. Pending the appointment of such officers, the Govt. ordered that officers of the Education department should visit feeding centres frequently and that officers of the Rev., department not below the rank of ^{senior} ~~acting~~ Tahsildars should whenever possible, verify from local enquiries ^{about the arrangements are working} and send reports to D.E.Os and Presidents of Dt.Boards. Collectors of Districts were requested to issue instructions to subordinate officers and the D.P.I. was requested to furnish Collectors with necessary particulars.

Though the D.P.I. has referred to the above G.O. in the abstract of his letter, he has said nothing about the working of the scheme during the last six or seven months it has been in operation. He has said that the appointment of Attendance Officers is necessary and that it is not possible to supervise and control the compulsory scheme and the feeding scheme without the appointment of such special staff. But he has not explained why. There is nothing to show that the present arrangements are not working satisfactorily. It has not even been mentioned whether any defects or difficulties have been brought to his notice and if so what they are and whether any attempts have been made by him or by the ~~D.P.I.~~ D.E.Os and Deputy Inspectors to rectify them. It does not appear that the D.P.I. consulted either the Board of Revenue or Collectors before submitting the present proposal. It would have been helpful if he had ascertained and reported how the two schemes have been working in actual practice; how many children of school ~~age~~ ^{age} are in each area, whether the figure has been checked and found correct, and if not, what difficulty has been experienced in this regard; how many have been attending school regularly; ^{what} ~~what~~ is the percentage of attendance in each area; ~~what is the percentage of attendance~~

Para 5, p.60
CF 980at(I)

x 67 centres
were established
chosen for
Scheme in
1945-46

(T)

Soat (T)

Para 2, p.1CF
and A m.p. 3
1/2/46

10/7

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What are the reasons for absence?; What action has the Committee or the Deputy Inspector of Schools taken in the matter and how far ~~are~~ such actions ^{have been} ~~taken~~ fruitful?

Without knowing the above position, it is not possible to consider the scheme which involves a huge recurring financial liability. For the 434 centres in which compulsion ^{has been} ~~has been~~ introduced ^{in 1945-46} the cost is estimated at Rs. 1.78 lakhs. The estimated cost on this basis when more and more areas are brought under compulsion will be ~~very~~ very large. Therefore, if after a detailed examination of the working of the scheme, it is found that some special staff is really necessary the question as to how best the extra cost can be kept to a bare minimum will have to be considered. There is again the question of personnel available for employment as Supervisory staff. Most Govt. officers are now in short supply of experienced men (mostly on the ministerial side) and it is doubtful whether the D.P.I. can really get an efficient and honest staff from the grades of clerks and Secondary Grade Teachers as he expects. Other alternatives of getting ^{the} work done ~~with~~ will therefore have to be examined, e.g. getting the assistance temporarily of the Food and Procurement department personnel as regards ~~and~~ the supply of midday meals arrangements. There has been a suggestion that a scheme for village upliftment may be introduced. This proposal involves the employment of a large number of Rural Development Officers and if it matures, these men can be usefully employed for both the schemes of compulsory education and free supply of midday food. There is again the scheme for the separation of the Judiciary from the Executive which when given effect ~~to~~ might make it possible for the purely revenue staff to handle this work.

It is premature now to consider the proposal of the D.P.I. for the appointment of Attendance Officers and this department may suggest that the D.P.I. may be asked to closely watch the working of the scheme for a further period of six months at the end of which he may submit his proposals with full details and after consulting the Collectors and Board of Revenue if necessary.

The E.P.H. Dept. may then examine also whether the cost of any special additional staff for this work should not be borne by the Govt. bodies. The D.P.I. should satisfy himself that it is absolutely necessary to let this army of petty...

Rs. 1.78 lakhs
at present

Para 4, p.2CF

There are village
Food Committees
in the districts.

10/7

for establishing
of 500 village
Food Committees
will not materialise
for a long time. See
10/7

AA

low paid officials loose in the rural areas.
 He should have discussed how the existing
 organisation is lacking and furnished the details
 at A' and C 27 ante. Work of this kind is
 really rural uplift work and should be
 achieved by propaganda through non-official
 organisations.

If the seasonal conditions improve,
 the Food Committees and the Food Bulky Office
 will be able to attend to this work. Later on,
 the Pucha ^{Village} Dev. Officers can also be made responsible
 for it. There may immediately be a Dev Comm
 and Pucha & Village Dev. Officers for only one Pucha
 in each District. This may be one of their jobs
 of work.

Finance may therefore suggest that it will
 be premature to launch this rather expensive
 scheme ^{now} and that it may be deferred till
 further investigation on the lines indicated above
 shows that there is no feasible alternative.

W. W.

EPH



In the circumstances
 explained by the Finance Dept. it is for orders whether
 the proposal to appoint attendance officers may
 be deferred for the present. The file may be
 circulated.

to say
 agree with
 Finance
 26.7.46

15.7.46
 15/7/46
 may be deferred
 T.S.A.
 19.7.46
 H.N. (Edm)

A draft order is mtd. for

22/7/46 & 23.7.46



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