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Scott II-27—53,004—4-11-46.

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E & P H. **(1947) Department.**

MS **SERIES.**

G.O. NO. MS.2015 Education

Dated 16th September 1947

Pt 7-198
Pt 7-104

[Despatch Abstract.]

Elementary Schools - Aided - Taking over by the Government or by Panchayats - Papers recorded.

Back Papers.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.
Memo	22670	B2/46-2	dt 23.12.46				
G.O.	2302	Edn	30-11-46				

Further Papers.

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

Copy of Govt. Memorandum No. 10957 cl/46-7 Edn. dated 22-4-46.

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Sub: Aided Elementary schools--Teaching grants Separate grants to managers for upkeep of school buildings etc.

Ref: From the D.P.I. No.1800 B/45 dated 2-10-45 and 30-1-46.

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The Govt. accept in principle the proposal of the D.P.I. that the entire assessed grant for aided ely. schools may be disbursed to teachers as salaries, and that in addition a separate grant may be paid to managers for the upkeep of school buildings, equipment contingencies, etc. managements levying fees not being eligible for the grant.

2. The Government however, consider that before taking a decision they should have more definite data as to the financial effect of the proposal than those given in the Director's letters. They also consider, on the question of a separate grant for upkeep for buildings equipment, contingencies etc. that instead of pegging it at 20% or any other percentage, of the assessed grant, the arrangement should be that the Director should lay down a scale of standard requirements, and a maximum amount as for each school with reference to that scale, actual payments however to be made to each school only in accordance ~~xxxx~~ to the degree to which it conforms to the standard requirements at the same time as it is recognised that a total payment of about 20% of the assessed grant at its existing level would appropriately be the maximum commitment that can be undertaken in respect of the existing schools over this separate grant, these arrangements will have to be made in such a way that the whole cost may approximate to 20 per cent of the latest figure of assessed grant. Until the standardisation is completed, however the arrangement may be merely to make disbursments in such a manner that the total will not exceed 20% of the assessed grant at its latest level now. The D.P.I. is requested to proceed on this basis and then work out the cost of the entire proposal (on both sets of grants) and to submit a report to Govt.

3. In paragraph 4 of the letter dated 2-10-1945, the Director has referred to the question of the state taking over the management of elementary schools as likely to come up before the Govt. sooner or later. The Govt. consider that ~~that question~~ the question may specifically be taken up now in relation to compulsory education--i.e. whether, as and when compulsion is introduced the State should not take over, the aided schools, in the areas concerned. Besides the general grounds indicated by the D.P.I. in para 4 of his letter referred to, the fact that under the post-war scheme of enhancement of salaries the bulk of the cost in respect of aided ely. schools would fall on Govt. and the fact that under the proposals referred to in para 1 and 2 above the assessed teaching grants would be given to the teachers themselves and a separate grant given to managements for maintenance, etc constitute, prima facie, further justification for a consideration of the question on these lines. The arrangement might be confined to the first 3 types of schools mentioned in paragraph 2 of the D.P.I's letter. There is likely to be some extra cost to Govt. in regard to maintenance (rent for bldgs. etc.) and perhaps also by way of increase of administrative staff, but such cost is likely to be such a small proportion of the total cost as to make it justifiable to hold that this factor will be outweighed by the obvious advantages of the States taking over the institutions.

I/B CF

4. As an alternative to the State taking over the aided schools, it has been suggested that the question whether aided elementary schools may not be transferred to Panchayats, similarly as and when compulsion is introduced, may very well be considered particularly in view of the orientation in respect of Panchayats under the new Panchayats Act. That might save Govt. the element of extra cost referred to in para 3 above. The Panchayats will work as decentralised units, each in charge of only a very few schools and the arrangement will therefore be comparatively free (in the degree if not in kind) from the types of defect usually attendant on [illegible] management of schools. If Govt. meet the entire salary of teachers and half the cost of

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maintenance, besides the usual half cost for buildings and equipment when occasion arises, it should not be beyond the resources of the new Panchayats to meet the balance of costs. These terms should constitute sufficient inducement to Panchayats as the terms are more advantageous than the existing scheme of aid which in respect of new schools, follows the scheme of grant to private aided schools. There would also be the advantage of having the local representative body associated with the management of the school. Any likely defects in administration can be safeguarded against by suitable provision for appeals to departmental officers against orders of punishment etc. The arrangement would be confined to that first 3 types of schools mentioned in para 2 of the D.P.I's letter and would be given effect to of course only if the Panchayats are agreeable; where they are not agreeable the State will have to take over under the proposal referred to in para 3 above.

5. The Director is requested to examine the questions raised in paragraph 3 and 4 above independently of the proposal in paragraph 1 and 2 above and to make a report to Govt. in due course with an estimate of cost.

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C.F. 30.

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EDUCATION DEPARTMENT.

Received .... 19 . Registered .... 19 .

Subject.

21452

ELEMENTARY EDUCATION - Position of Panchayat schools under the Revised Panchayat Act:

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Enclosures.
No. ....
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Spare copies ....

R.C. No. 3792-B.1/46

Station MADRAS, Dated the 14th March 1947.

From (Name) DR. S.R.U. SAVOOR, M.A., D.Sc., I.E.S.,

(Designation) DIRECTOR OF PUBLIC INSTRUCTION, MADRAS.

To The Secretary to the Government of Madras,

EDUCATION AND PUBLIC HEALTH Department.

Sir,

REF:- Government Memorandum No.10957-C.1/46-1
Education, dated 22nd April 1946.

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pp. 25-28 of ①
Copy on pages 1-2 ante
LFI

p 13 C/F ①

1. In paragraph 3 of the above Memorandum Government have suggested that the first three type of schools enumerated in my letter RC.No.1800-B/45 dated 2nd October 1945 may be taken over by the State. I personally feel that at this stage it would not be expedient to take over these schools from the private managements for reasons of finance, efficiency and denominational claims.

2. We have at present about 17,000 aided elementary schools. If the number of schools falling under the three categories referred to above is roughly taken at about 10,600, the net cost on the present staff alone will be Rs.1,65,00,000/-. The expenditure will be really much more when better qualified teachers and a larger number

P.T.O

of teachers are employed in these schools. Deducting the grants to be paid at the new rates of teaching grants, the extra cost to Government will be about Rs.70 lakhs. The Government have now decided to give up even feeding scheme on account of financial stringency. All large building schemes have been held in abeyance and even the allotment under compulsion has been cut down in the present budget. Under these circumstances it is a point for consideration whether Government would venture on a scheme which would cost them about 70 lakhs additional expenditure on staff alone.

3 In addition to staff, we have also to consider the question of buildings and equipment. Many of the schools under aided managements are held in rented buildings which are thoroughly unsuitable for school purposes. Many of them are held in portions of the manager's residential buildings. If the state were to take over these schools, it will not be possible to get suitable rented buildings and it is doubtful if Government will have sufficient funds to construct new buildings. If buildings were to be provided roughly at a cost of Rs.5,000/- each though it is doubtful if any suitable building may be constructed at this low figure, the amount required for building 5,000 schools will be Rs.2½ crores. Under the compulsory scheme we have allowed a full grant of subsidy of Rs.1,000/- for each shed. These sheds will be all useless in a year or two so that money spent by Government will be a sheer waste. I feel that the present financial position of Government will not permit the launching of a gigantic scheme of construction of school buildings for aided schools.

4 There will be considerable expenditure under equipment also. Expenditure on controlling agency has also to be considered.

5 Apart from the question of finance at this stage, we have got to consider whether State management of elementary schools will lead to better efficiency. It has been the experience of the department that well conducted aided schools are always far more efficient than Government controlled schools. The District board teachers in elementary schools who should be more contented than aided school teachers, generally do more unsatisfactory work because they are sure of their pay etc., whereas the pay and tenure of service of aided school teachers are uncertain and they are punished by the manager or by the department for slackness. Except in the case of bad managers, the teachers in aided elementary schools try to do better work than in Panchayat and labour schools. If all the aided schools is out of the way places are taken over by Government, we cannot provide an agency to exercise regular control over the working of these schools. The annual inspection and a couple of visits per year will be all that we can provide for and this will be quite insufficient for maintaining proper control over the work and conduct of teachers.

6 Aided schools are under various managements and a large number of them are managed by Christians and other Missionaries. These schools have been running for several decades and it would not be fair to take over these schools without satisfactory reasons. As pointed out in my letter RC.No.1800B/45 dated 7th October 1945 many of the managers both Mission and Non-Mission are running the schools on the grant received from Government. But this has been a system which has been permitted to go on for several years and it would not be fair to take over thee schools without giving them a chance

to say whether they are willing to make a fair contribution towards the expenses of the school. There is no doubt that single-teachers schools should go but in the case of Committee managed schools or Mission-managed schools, many of whom had contributed money towards the expenditure of school there is no reason why Government should not give them a time limit within which they would make provision for making a better contribution towards the working of the school. Government have now accepted the principle that teachers should be paid monthly and that the grant given towards the teachers' salaries should go only to the teachers, the share which the management should get being limited to 15 percent of the assessed grant. In addition to the expenditure which the managements may have to meet on salaries higher than the rates prescribed by Government for grants, managements have to meet expenditure on maintenance of buildings and half expenditure on new construction and equipment when they apply and get the other half of expenditure as Government grant. So it cannot be said that the schools are running only at Government expense. If the Government feel that a management should contribute a larger share if they want the control of the school, they should specify definitely what is required of these managements. I personally feel that in the case of aided elementary schools, the difference between the scales of pay to the local board school teachers now prescribed and the new scales of grant now prescribed should be met by the management from its own funds. This will automatically weed out all the managements which have been running schools for their own profit. In the case of committee management and Mission Management, the schools have not been running for a profit though in a large number of cases these management have not put in an adequate share towards the expenses of the school or on the staff. Thus Committee managed and mission managed schools should be given an option to accept new regulations which might be prescribed in future as regards the contribution which they should make towards the expenses of the school if they wish to enjoy the privileges of running the schools.

7 I understand that denominational schools are allowed to be continued in scotland and that the entire expenditure on the staff is met by Government or the local authority concerned. In scotland there are Catholic, Presbyterian and Anglican schools and all the three denominations are allowed to continue under their own management. The expenditure on buildings and equipment is met equally by the management and by the local authority or Government concerned. In this country denominational claims are fairly strong and however much the state may like to free itself from them it is not desirable that we should sweep denominational claims by one stroke of the pen, which would result in a great amount of confusion and recrimination as happened in Travancore. So long as departmental syllabuses and departmental rules are followed in regard to courses of studies and in regard to the requirements under accommodation, equipment, playground, etc., there is no reason why good managements under private Committees or under the various Christian or non-Christian missions should not be allowed to take their part in the development of education in this country.

8 Under the circumstances discussed above I feel that it is neither practical nor desirable at this stage to take over a large number of aided schools under State management as such a step would result neither in economy nor in efficiency. As suggested above rules may be framed to provide for private aided managements to continue under specific conditions. These conditions should ensure adequate salaries to teachers and adequate funds for the proper maintenance of schools under them. These conditions cannot be fulfilled by penniless single managers who have hitherto been striving to eke out a small profit by runnin

II.

The following table shows how Panchayats stand in the picture now.

BOYS.

Management.	Number of schools. 1939-40	Number of schools. 1944-45.*	Number of pupils. 1939-40	Number of pupils. 1944-45*	Number of teachers. 1939-40	Number of teachers. 1944-45*
Government	1610	1542	80610	94048	2415	2737
District Boards.	13444	13505	983014	1080709	39258	38230
Municipal Councils.	985	946	158163	153936		
Panchayats.	1463	1372	72401	69673		
Private agencies	18820	15856	1292222	1269771	47786	41869
Grand Total	36322	33221	2586410	2668137	89459	82836

GIRLS.

Management.	Number of schools. 1939-40	Number of schools. 1944-45.*	Number of pupils. 1939-40	Number of pupils. 1944-45*	Number of teachers. 1939-40	Number of teachers. 1944-45*
Government	48	41	5393	5343	384	454
District Boards	2494	2158	182880	177507	8173	9365
Municipal Councils.	441	454	66918	69854		
Panchayats	8	8	574	574		
Private agencies.	1483	1533	155323	176290	9790	12777
Grand Total	4474	4194	411088	429668	18347	22596
	40796	37415	2997498	3097705	107806	105432

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*the year for which figures are available in the Secretariat.

III.

The general background at present:

On principle, the State is the best agency for running Elementary schools, but, it is the costliest also.

State responsibility can be maintained, however without state management of schools ~~[illegible]~~ through control and through financing, Local boards in the Province have been considered to be better than elsewhere; and aided agencies are in ~~more~~ some quarters considered to be ~~better than~~ 'educationally' efficient; and hence (apart from the question of finance) it was decided to continue these agencies.

IV.

Financial Implications of State Management:

1. If the State were to take over all Elementary schools from private managements, the extra cost would roughly be Rs.82 lakhs

2. If the State were to take over all Local Board Elementary Schools, the extra cost would be Rs.89 lakhs, on the assumption

that the proceeds of the existing local taxation would be made available to Government and the existing 'subsidies' made by Government are ~~reallowed~~ reckoned in.

3. If the State were to take over both the sets, the extra cost would be Rs.171 lakhs.

4. The figures relate to the schools and staff as they now exist.

5. But as it has been accepted that the **extra** cost of the scheme of compulsion (worked now through local bodies - but the agency would be immaterial) should be borne on Provincial finances (question of revised salaries, however, is under special consideration and is to go before the Standing Finance Committee) it would not make a difference for the future, except to the extent of the difference between local body scales of pay and the Government scales, ~~as~~ whether expansion is through local board schools or schools run by Government itself.

V.

Panchayats an alternative to State-management on the one hand and to existing managements on the other.

A - As replacing District Boards.

1.(a) Advantages: Establishing a closer touch between the community and the school.

Play of personal factors and of factions and intrigues will be on a much smaller scale.

(b)(1) Disadvantages: Likelihood, however of the above factors operating in a more intense fashion; and ~~to~~

(2) difficulty of personnel making it likely that local opinions brought to bear on the ~~institution~~ institutions may not be 'informed'.

(c) Reply to 'disadvantages'

Safeguards: Re (b)(1) above: Allotment of teachers in shape of 'panel' to be made by a superior authority from a common register and formal appointment to be made by a sub-committee of panchayat(~~e.g.~~ & Collector regarding ministerial ~~xtaff~~ service); smaller punishments to be imposed by Sub-Committee; heavier punishment only by the superior authority which may be either 'Panchayat' or 'Educational': in former case, in consultation with the latter); for transfers, similarly, such superior authority to be empowered; a Taluk normally to be the unit for transfers; appeals to be disposed of also by such authority; process of 'allotment' may be so regulated as to secure the communal rotation rule.

Re:(b)(2): that is a general problem in regard to Panchayat Orientation - and the answer, as generally should be that we must be prepared to overlook it and rely on actual experience to bring about an improvement.

2. Costs: If all local board schools are transferred to Panchayats, the staff should of course be paid at present local board rates. That will be an answer to the argument that Panchayat schools will be badly staffed because they are badly paid.

That will be feasible if the proceeds of the Education Cess and of the subsidies and grants now given by Government are apportioned to the various schools. A suitable formula will have to be devised for this. (The point that only Panchayats which have schools now will benefit, cannot be helped. But from the ~~[illegible]~~ apportionment, the amount relating to the Educational establishment in the District Board (including D.B.E.O) should be excluded and this amount should be adjustable to the credit of the Government who will take over that establishment, under the 'superior authority' referred to in previous para.

In such a case: (1) the extra cost to Government should be only the difference between the District Board scales of pay and Government scales of pay, of the establishment last referred to - which should not be considerable, and

(2) the extra cost to the Panchayats will only represent the difference, if any, represented on the District Board budgets by contributions from the general fund to the Elementary Education Fund when the latter has not been adequate; but this, particularly spread out among the Panchayats, should not be an appreciable burden on each Panchayat.

The existing method of supervision and inspection by the Education Department would remain unaltered; the extra administrative work would stand provided for as indicated above by the transfer of the District Board's Educational establishment to the appropriate Government authority.

B. - As replacing aided agencies:

1.(a) Advantages: (1) Same as (1) under the section relating to replacement of District Board management.

(2) Better than leaving teachers subject to the vagaries of individual (usually low-level) managements in the matter of appointments, removal, discipline etc.

(3) Securing better remuneration - as it is postulated that payment by Panchayats should be at local board rates.

(b) Disadvantages: (1) Similar to that in (1) under the previous section.

(2) - as in (2) in previous section.

(3) Loss of elasticity in methods of running schools.

(6) Reply to 'disadvantages': Regarding (1) & (2), same as re: (1) & (2) in the previous section.

Regarding 3, the advantage of aided schools is over-rated, at least in respect of 80 to 90% of the schools.

2. Costs:- (a) To Government: If Government pay only the teaching grant (and equipment and building grants as occasion arises) which they now pay to aided schools, there will be no extra cost to Government and in fact there will be a saving of the extra 15% paid to managements as incidental charges (rent and contingencies) if it is insisted on that the Panchayats should bear this. As against this 'saving', however, will have to be set off the cost of setting up the establishment under the superior authority referred to in the previous section - as there will be no question here of a transfer of it from the District Board; these may probably square up.

(b) To Panchayats: They will have to bear the incidental charges referred to above and the difference between local board ~~vvvxxx~~ scales of pay of teachers and the grants made by Government as for aided schools. This is likely to be appreciable but should not be beyond the capacity of Panchayats particularly after their resources are generally increased after the new arrangements.

3. Some Complications: Transfers of aided schools to Panchayats voluntarily should not offer any difficulty; but if we are thinking of compulsory transfer we may be up against the problem of denominational schools. Better leave ~~vvvv~~ it voluntary for the time being. It is likely that as a result of the recent direction that managements should contribute Rs.5/- towards the salaries ~~xxxx~~ of teachers a considerable number of aided schools might fall in; that would give a suitable opportunity for Panchayats to step in; this aspect may be watched.

C. If Panchayats take over both District Board Schools and Aided Schools:

1. This has to be considered as a problem for all the Panchayats taken as a whole: for each Panchayat, taken separately, is not likely, generally, to take on both types.

2. The total extra costs, to Government and the Panchayats (all together), will be the total of those worked out under the sections: the establishment under Government contemplated under the second section will still be necessary (besides that under the first) because of the additional number of schools and teachers to be dealt with by it.

D. New Schools:

~~1.~~ The foregoing discussions have been mainly with reference to existing schools. Irrespective of the question whether Panchayats should take over such schools, there is no reason why new schools should not be allowed to be started by Panchayats - if the advantages of management by them are conceded.

(a) In the normal course: When they start schools in the usual way in school-less areas the terms may be grants as for private aided agencies. Panchayats to pay teachers at present local board rates; their ability to do that and bear the other costs of maintenance to be examined in each case before sanction is given. The important point is that Government would not have a greater commitment than if a private aided school were started (in fact less by the 15% grant for 'managerial expenses': the set-off against cost of Government establishment would
until) not arise) ~~which~~ very large number of such schools is started all over) and the teachers would be better paid than by a private aided agency.

(b) Schools opened under the compulsion scheme:

If the general advantages of Panchayat management are conceded, in places where new schools have to be opened when working out the scheme of compulsion it is appropriate that they should be opened by Panchayats - under the same financial arrangements as indicated above, which would entail in fact less expense to Government (in the case of new schools) than the present formula under which the entire extra cost is given as subsidy to the District Board.

E. Joint management by Panchayats:

In any scheme in which Panchayats are brought in it is likely that from the point of view of economic size more than one Panchayat will have to share a common school. Provision will have to be made such as would enable administrative and financial arrangements to be made ~~mutually~~ jointly by the Panchayats concerned.

F. Falling-in. Private-aided managements have recently been directed to pay Rs.5/- themselves to each teacher to make up a minimum of 30/- and 40/- respectively for Higher Elementary and Secondary teachers. When they fail to do this it is likely we will have to think of putting them under other managements. Panchayats may very well be permitted to take over such schools as they fall in after a verification of their financial resources. The position will be the same as indicated under 'New schools - in the normal course' above.

VI.

Summing up: 1. The Central Advisory Board while making no pointed comment on private-aided agencies, castigated management by local bodies and suggested resumption by Government of all educational powers from local bodies except where those are functioning efficiently. By local bodies they obviously meant bodies like district boards and not bodies like Panchayats. Going by the 'exception' referred to above, and by the assumption that with the ample powers of control and intervention vested in the Government and the D.P.I. the functioning of local bodies (District Board) was on the whole not unsatisfactory it was decided by the Post War Reconstruction Sub-committee here and agreed to by Government, that all the existing agencies (District Boards as well as private aided) should continue to be utilised here and Government should step in only when other agencies were not available. Panchayats, however, ~~have~~ were not specifically considered at all.

2. If State-management is ruled out, on account of cost primarily, Panchayats can very well be thought of as an alternative to either District Board management, or private-aided management or both.

3. As in theory and in conditions of work District Board management approximates more closely to Government management, and in view of the general assessment of the working of District Boards referred to above, it may not be expedient to replace them by another type of local body (the Panchayat) wholesale.

4. There is a stronger case for replacing private aided agencies by Panchayats. If this, as a wholesale process, is considered inexpedient, there is still a strong case for such replacement in areas coming under compulsion as and when they so come. If even this, as being something of a wholesale process, is considered inexpedient, there is a strong case for permitting Panchayats (a) to open new schools (i) in school-less areas in the normal course and (ii) in connection with the introduction of compulsion and (b) to take over such schools as may 'fall in' in consequence of the managements being unable to find from their own resources the amount necessary to make up the minimum for teachers' salaries now insisted on by Government. The terms that are assumed in this set of suggestions are that

Government will give the Panchayats the same scale of teaching grants, and the same scale of building and equipment grants as occasion arises, as they now pay to private aided management; that the Panchayats should pay to teachers the scale of salaries prescribed for District Boards, and incur the expenses of management, and that they will have the resources to meet these expenses.

M.V.Subramanian,
Secretary to Government.
2-7-47.

Education & P.H.Deptt.(C1)

Sub: Elementary Schools--Aided -Taking over management
by the State or by Panchayats.

Ref: From the D.P.I. No. 3792 B.1/46 dated 14-3-1947.

pp 3-6 Cf

In the letter on pages 3-6 Cf. the D.P.I has offered his remarks on the proposals contained in paragraphs 3 and 4 of the Memo on pages 1-2 cf. The D.P.I. considers that it would not be expedient to take over ~~the~~ aided elementary schools under the management of the State or to transfer them to the control of panchayats. He, however, suggests that specific conditions as indicated in paragraph 6 of his letter ~~will~~ may be imposed for aided ele.schools and that if and when the mangements do not comply with these conditions, ~~then~~ the question of Govt. taking over the schools and running ~~it~~ them themselves or transferring them to the management of panchayats may be considered.

pp25-28 of ①

para 1 p 3 cf and paras 8 to 10 on pages 5-6 cf

pp 4-5 cf

para 10 on p 6 cf

pp25-28 of ①

In the Memo the question raised was whether the State ~~may~~ might take over the management of aided elementary schools in areas ~~whether~~ where compulsory elementary education was introduced as and when it is introduced and not simultaneously throughout the province, or all at once as was done in Travancore. While the Director has not offered any specific remarks on this point he appears to ~~be~~ proceed~~ed~~ on assumption that ~~the~~ State control will take place in all places at the same time. The idea, ~~has~~ as already pointed out, is to take over the schools gradually along with the introduction of the scheme of the compulsory elementary educatio Further this is also to be limited to the 3 types of school referred to ~~by~~ in the Director's letter of 2nd October 1945. The proposal will ~~expected~~ exclude~~d~~ managements of schools who pay their teachers higher scales of salaries than the rates of grant given by Govt. Hence it will be open to efficient managements to continue to run their schools.

The D.P.I. has missed this aspect – his [illegible] as a comment on the final picture that will emerge at some stage or other is Govt. that has validity.

p 13 of ①

At the time when the Memo was issued, the idea was to grant uniform scales of pay for teachers in schools ~~and~~ under all managements and to pay full grants to aided managements on account of the increased expenditure. The extra cost on account of the State taking over the manage of aided ele.school was, therefore, expected to be very little, which

which could ~~be~~ easily be outweighed and justified by the advantages of ~~the~~ State control. Please see the notes at K on p. 42 of 'I'. ~~However~~, the Govt. have since decided to sanction different scales of pay to teachers in Govt, Local Bodies and private schools as shown below:-

	Government	Local Bodies	Aided
Secy.Grade teachers	Rs. 40-85	35-65	25-35 35-45
Higher Ele.Grade teacher.	Rs. 25-45	25-40	20-25 — 25-30
Lower Ele.Grade teachers.	Rs. 20-35	20-30	15 — 18

// This does make a considerable difference to the whole case.

[illegible] the notes

If the State is to takeover aided elementary schools they will have to give~~n~~ to teachers in such schools the scales of pay sanctioned ~~by~~ for teachers in Govt.Schools and consequently the cost of running the schools will be considerably high.

The H.M.(Education) has suggested a further revision of the scales of pay of aided ele.school teachers and the matter is under consideration. It is ~~further~~ however doubtful whether the scales of pay adopted for teachers in Govt. schools will be introduced for those in aided ele.schools.

orders sanctioned in G.O. No. 1154 5-6-47 B

As for the suggestion of Panchayats taking over the aided ele.schools it may be stated that the new Panchayat Act has not yet come into force and as pointed out by the Director it may be too early to say how far the Panchayats will function properly in future under the new Act. The question of introducing a 'Village Republic Bill' in the place of the proposed Panchayat Bill is under consideration in the Food Department.

In the circumstances it is for consideration whether the proposals made in the Memo referred to above will be ~~pursued~~ pursued. Perhaps the Director may be ~~asked~~ asked to submit proposals for revising the conditions under ~~the~~ which ~~in~~ aided ele.schools may be run as proposed in paragraph 6 of his letter.

ref

OSM 16/4/47 S

Please see below.

Our views vis a vis Panchayats, we do not share those of the D.P.I. at 'L' at p. 6 of [illegible] see 'T' at [illegible] 1/27. Our views [illegible] to be [illegible] along the consequences of the general decision about uniform salaries referred to above, the proposal [illegible] Panchayats, has also given up now.

K on p. 6 of LF

LF

I do not share the general views of the D.P.I. on the question of the State or the Panchayats taking over management; but, for the reasons

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Z | indicated at 'A' & 'B' at p. 2 are, I agree that the question may be dropped for the present.

As to 'R' & 'M' at pp. 5-6 of — these raise the same issues as the 'warning' which the Cabinet Sub. Committee for Revision of Salaries proposed at one stage (p. 3 of the L.F.) 88. The discussions on this are at 'K' at p. 6 248 of the L.F., 'M' at [illegible] 44-45 of the L.F. & at item 3 at p. 11 25 of the L.F. The Cabinet Sub Committee's proposal in that ~~shape~~ shape was finally dropped. For these reasons, I consider there is no point in pursuing the present proposals at 'R' & 'M' at p. 6 either; but they may be accepted to the extent indicated at 'T' at p. 5 of — viz. after a survey of the resources of each district is made, such boards as are found to have sufficient resources should be compelled to pay the basic scales ~~and~~ or to make such contribution to it as may be found appropriate in each case.

removed

G.O. No. 1037 Edn 17-5-47

M

L.A. & Fin: may see before circulation.

[illegible]/4/47

LOCAL ADMINISTRATION DEPT. 20 APR 47 14381 SECRETARIAT

Edn. u.o. 21452 C1/47-1 24.4.47. (with L.F.)

L.A.
J:
Fin:

L. A. Dept

In connection with the drafting of a new Bill for village Panchayats H.M.(L.A.) has expressed himself against panchayats running schools. He has even suggested that such of the existing schools

E III

as are run by panchayats should be taken over by the Govt.

In this file E&PH. do not propose to pursue the question of entrusting the management of aided schools to panchayats as an alternative to Govt. taking over them. No remarks are called for on it as it is in accordance with Hm's wishes. E&PH. may be requested to circulate the case to Hm (LA) also. The file may be passed on to Fin. Wo.

Σ on p3 ante

29/4/47

30/4/47

30/4

~~Sec.~~

~~E&PH~~. Fin. Dp 30/4/47

Finance E III

The ~~proposals considered~~ questions raised for consideration in the file are LAW.O. No 14381-18M / 30-4-47

(1) whether ~~As~~ as and when compulsory elementary education is introduced, the state should not take over the aided elementary schools

or (2) in the alternative whether the aided elementary schools may not be transferred to Panchayats as and when compulsory elementary education is introduced. The remarks of the D.P.I on the above proposals are on pp 3-6 C.F. Please see the notes of E&PH and L.A on pp 1-4 above.

Asst. Secretary to Government
26366
1 MAY 1947
Finance Department

Recd on 3/5

185 N1

2. Proposal (1) above: The D.P.I is of the opinion that it is neither practicable nor desirable at this stage to take over a large number of aided schools under state management as such a step would result neither in economy nor in efficiency: E&PH do not agree with the general views of the D.P.I on the above proposal on pp 3-5 CF

C1 19

but propose to drop the proposal for the present in view of the considerations at 'A' and 'B' on p2 above viz heavy cost involved in paying the teachers at Govt. rates. E&PH, Secretary, however, suggests that a survey of the resources of each school be made; that such schools as are found to have sufficient resources should be compelled to pay the revised scales or to make such contribution ~~to the school~~ as may be found appropriate in each case. The above suggestion of E&PH Secretary may be agreed to in principle in this dept. It will not result in any extra cost to Govt.

A

3. Proposal (2) on p4 above: The D.P.I is against this proposal - please see para 10, p 6 CF. E&PH also propose to give up the proposal - vide 'B' & '2' on pp 2-3 above. No remarks are called for.

4. The case may be returned to E&PH

Asst. Secretary to Government
10 MAY 1947
39806
Education and Public Health Dept.

Fin. U.O. 26366 E III / 9-5-47.

3.5.47

8.5.47

9/5

E-PH.

Education and P.H. (C.1.) Department.

The questions raised for consideration in this file are the following:-

1. Whether as and when compulsory elementary education is introduced, the State should not take over the aided elementary schools; or,

P.T.O.

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in the alternative;

2) whether the aided elementary schools may not be transferred to Panchayats as and when compulsory elementary education is introduced.

Proposal (1) above:-

The D.P.I. is of the opinion that it is neither practicable nor desirable at this stage to take over a large number of aided schools under state management as such a step would result neither in economy nor in efficiency. Though this department do not agree with the general views of the Director, yet, in

this dept agrees that the qn. may be dropped for the present.

view of the heavy cost involved in the proposal. Please see ~~[illegible]~~ A on page 2 ante. It has however been suggested by this department that a survey of the resources of each school should be made and that such schools as are found to have sufficient resources should be compelled to pay the revised scales or to make such contribution as may be found appropriate in each case. Finance have agreed to this suggestion in principle.

para 1 p3 cf
and paras 8 & 10 on pages 5-6 cf

Z on p3 ante

M on p3 ante

Compulsion has already been introduced vide para (ii) of G.O. 1154 Edn 5-6-47
24-6-47

A on p5 ante

Proposal (2) above:-

The Director is against the proposal. In view of the consideration at 'B' on page 2 ante, this department also propose to give up the proposal. The L.A. and Finance departments have no remarks to offer.

Y on p1 cf

pp 3-5 ante

The file may now be circulated to H.M.(Edn.), H.M.(L.A.) and H.M.(Finance).

Thro' B2 Sec.
18/6/47

18.6.47.
18/6/47

24-6-47
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S

P.T.O

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~~E.&P.H. Deptt.~~

H.M.: 2-3 are [illegible] main issues [illegible] the present [illegible] how are the Panchayats or the provincial [illegible] contemplated in 1/17 [illegible] drafts. I have considered the problem on different lines and have expressed my views in the Memorandum referred to here
pp 17-19 cf

The Secretary since prepared a memorandum on the question of using Panchayats as an agency in elementary ~~school~~ education. Copies of the memorandum were circulated to H.M.(Education), H.M.(L.A.), H.M.(Fin.), and H.M.(P.W.) for discussion in connection with the proposed new Village Panchayat Bill. After discussing the pros and cons of the proposal, the Secretary summarised the position as follows:- ".

" ~~Summing up~~: The Central Advisory Board while making no pointed comment on private-aided agencies, castigated management by local bodies and suggested resumption by Government of all educational powers from local bodies except where those are functioning efficiently. By local bodies they obviously meant bodies like district boards and not bodies like Panchayats. Going by the 'exception' referred to above, and by the assumption that with the ample powers of control and intervention vested in the Government and the D.P.I. the functioning of local bodies (Dt.Bd) was on the whole not unsatisfactory, it was decided by the Post War Reconstruction Sub-Committee here and agreed to by Government, that all the existing agencies (District Boards, as well as private aided) should continue to be utilised here and Government should step in only when other agencies were not available. Panchayats, however, were not specifically considered at all.

2. If State-management is ruled out, on account of cost primarily, Panchayats can very well be thought of as an alternative to either District Board management, or private-aided management or both.

3. As in theory and in conditions of work District Board management approximates more closely to Government management, and in view of the general assessment of the working of District Boards referred to above, it may not be expedient to replace them by another type of local body (the Panchayat) wholesale.

4. There is a stronger case for replacing private aided agencies by Panchayats. If this, as a wholesale process, is considered inexpedient, there is still a strong case for such replacement in areas coming under compulsion ~~and~~ as and when they so come. If even this, as being something of a wholesale process, is considered inexpedient, there is a strong case for permitting Panchayats (a) to open new schools (i) in school-less areas in the normal course and (ii) in connection with the introduction of compulsion and (b) to take over such schools as may 'fall in' in consequence of the managements being unable to find from their own resources the amount necessary to make up the minimum for teachers' salaries now insisted on by Government. The terms that are

P.T.O.

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assumed in this set of suggestions are that Government will give the Panchayats the same scale of teaching grants, and the same scale of building and equipment grants as occasion arises, as they now pay to private aided management; that the Panchayats should pay the teachers the scale of salaries prescribed for District Boards and incur the expenses of management, and that they will have the resources to meet these expenses."

It is not known what decision was arrived at in the matter by the Hon'ble Ministers. For orders whether the file may be circulated to H.M's mentioned above.

JRM
18/7/47 S

I submitted the Memorandum in Rationalisation of the discussion I had with the [illegible] [illegible] [illegible] consideration of the Panchayat Bill. I expect the question will be considered in the context.

No action [illegible] necessary on the points on 'T' at p:6 in view of the [illegible] [illegible] (see [illegible]) [illegible] [illegible] managements paying Rs 5/- from their own funds. [illegible] [illegible] [illegible] [illegible] [illegible]

[H M (Edn) returned the copy of the memorandum sent to him without any comment) on 27.7.47

M

[illegible]
22/7

LA
Gr.

Edn u.o. 21452-C1/47
22/7/47

LOCAL ADMINISTRATION DEPT.
25572
22 JUL 47
SECRETARIAT, MADRAS

(This Dept. last saw this file on pp. 3-4 ante). LA dept (Spl)

The E&PH dept notes on pp 5-8 ante may be perused and the file passed on to Finance dept u.o.

PM
25/7/47

NS
25.7.47

[illegible]
25.7.47

Sp.S

[illegible]
26/7

[illegible]
26.7.47

Fin.

Fin. (E. III)

LA u.o. no. 25572-1Spl
26.7.47

ASST. SECRETARY TO GOVT.
44934 E III
28 JUL 1947
FINANCE DEPARTMENT

Fin. u.o.
44934 E III
30.7.47.

Previous Fin. note on pp. 4-5 above and the notes following may be perused and the case returned to E.P.H.

[illegible]
29.7.47

ASST. SECRETARY TO GOVERNMENT
61793
30 JUL 1947
EDUCATION AND PUBLIC HEALTH DEPT.

E. & P.H. (C.1.)Dept.

The notes on pp 5-6 ante summarises the proposals in this file.

In view of the note of the Secretary on page 8 ante, no further action seems necessary on the proposals. It may, however, be pointed out that in connection with the question of finding alternative managements for such aided elementary schools as may be closed where the managements are unable to pay the extra Rs. 5/- to teachers in their schools from their own funds, H.M. (Edn.) suggested that local bodies might take up the management of such schools and it is being dealt with separately in the L.A. Department. ~~Please see the notes at pp 1-4 n.f. of linked file II.~~

separate file

The file may be circulated to H.M. (Edn.), H.M. (L.A.) and H.M. (Finance).

JRM
26/8/47 S

[illegible]

BSA
28/8/47

H.M. (Edn.)
H.M. (L.A.)
H.M. (Fin.)

B.G.A
3.9

[illegible] 6/9

SECRETARY, EDN. AND P.H. DEPT.
10 SEP 1947
GOVERNMENT OF MADRAS

10

Edn. H

The papers may now be filed with the G.O. No. 1495 Edn. dt 31.7.46 at ①

22
16/9

10.9.47.

May be recorded

13/9/47

13/9/47

Elementary Schools

Aided – Taking over by the Govt or by Panchayats – Papers recorded.

G.O. Ms. 2015 Edn. dt 16.9.47

Rout

Edn. H. Dept [B2]

11

Notice

Please put up all previous papers containing discussions & decisions on the question of the State taking over Ele Schools [illegible] here [illegible] [illegible].

6/5/47

The question whether ele schools under Local bodies should be taken over by Govt was considered twice in the past:- In 1936, the D.P.I reported that the administration of ele schools by Local bodies was not satisfactory and suggested certain measures for improving the administration. In that ~~connected~~ connection, the question was raised whether these schools might not be taken over by Govt – Please see the notes on pp ~~79-84~~ 81-88 & para 1 on p128 of G.O. No 2458 Edn Dated 2.11.39. On account of considerable additional expenditure the Govt finally decided ~~one~~ that management of Dist Bd Schools should remain with ~~them~~ Dt Board, but that stringent rules might be framed to remedy the abuses ~~dedicated~~ detected in ~~these~~ the administration of schools ~~maintained~~ by Dist Bds.

(u)

1889 (v)

2. The committee appointed by the Central Advisory Board ~~of~~ Education in 1944 to examine the administrative changes and readjustments that would be necessary among the various bodies concerned, with the

12 2

primary and secondary stages of education ~~in~~ implementing the Post War plan, suggested that Govt should ~~appeal to~~ assume full ~~Administration~~ administrative and ~~and Finance Depts respectively~~ financial responsibility for all stages of school education. The committee gave latitude to Govt to utilise such of the Local ~~bodies~~ Govt bodies ~~institutions which are efficient~~ as can be relied upon in the spread of education. The point was considered in the notes on pp 6-8 of note file to G.O. no 2302 Edn Dt 30.11.46. A reply was sent to the Govt of India that this Govt had decided to utilise Local bodies and Aided agencies for the spread of ele education. That Govt was also informed ~~that~~ of the props control ~~of~~ which this Govt ~~over the~~ were exercising ~~over~~ ~~upon~~ by Administration of schools by Local bodies and private agencies by ~~statutory~~ means of rules or orders as the case may be.

X on p 70 of Report in (X)

(X)

p 15 of (X)

3. In connection with the proposals to ~~raise the rate of~~ revise the system of teaching grants for Aided ele schools so as to enable the managers to disburse to the teachers the full grant assessed on their behalf ~~and~~ of teachers to make the managements eligible for a separate grant for the maintenance of ele schools, the Director suggested that Aided ele schools ~~may~~ might also be taken over by Govt, especially as the ~~entire~~ expenditure on these schools was ~~is~~ practically being met from Provincial funds. This suggestion was considered and the view was recorded ~~as~~ that as an alternative to Govt taking over these schools these may be transferred to Panchayats. The Director did not favour this suggestion and the question is under

3 13

examination separately. Even though this proposal has no direct bearing on the points raised by the Secy. in his note above, mention is made about the proposal in this note with a view to Govt considering the position of Aided ele schools in case they decide to take over ~~all~~ schools under Local bodies ~~and~~ under other managements.

16.6.47

20-6-47

S 4/7/47.

Please put up file [illegible]

The file is submitted linked.

25/6/47

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