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# REPORT

OF

The Better Management of Aided Anglo-  
Hindustani Institutions Committee.

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# REPORT

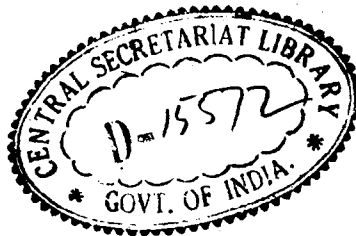
OF

## The Better Management of Aided Anglo-Hindustani Institutions Committee.

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## INTRODUCTORY

In 1937 the Government appointed a committee under the Chairmanship of Mr. J. C. Powell-Price, M.A., I.E.S., to suggest ways and means to improve the management of private institutions. It submitted its report in 1940 but owing to the intervention of the Second World War, most of its recommendations could not be given effect to.

The second world war depleted our schools of a large number of teachers who could easily get more lucrative temporary jobs. At the same time there was a fresh wave of enthusiasm for opening a large number of secondary schools to be financed by the men made rich by the war. The War had upset the economic balance of the country and with the index of prices rising three to four times, the teachers had to face a period of acute economic distress as their salaries had remained stationary. The complaints against the management of schools, which could not meet the crisis, also increased. The discontent among teachers is a thing which no Government can regard with equanimity, for disgruntled teachers can hardly be expected to give the right type of education to the growing generation of citizens in a free democracy. The Congress Government, therefore, soon after the assumption of office in 1946, appointed a Committee to enquire into the conditions of the private institutions with the following terms of reference :

“To enquire into the short-comings of the present working and administration of Non-Government aided Anglo-Hindustani institutions, to suggest ways and means of their removal and putting the management of these institutions on a more efficient footing and in particular to consider the question how the managing committees should be constituted, what their powers and functions should be, and to what extent it is desirable that Government should assume greater control over Managing Committees whose manner of working is obviously harmful to the welfare of the institutions under their care. The Committee should consider if legislation will be required or not to vest greater control in Government over these committees and if legislation is necessary, on what lines broadly it should be undertaken. In making any

general recommendations which it may consider fit and necessary to improve the management of these institutions, the committee should have due regard to considerations of economy."

Soon after the formation of the committee, its Secretary (Thakur Nehpal Singh, B.A. (Oxon), I.E.S.,) issued the following d. o. to the managers and heads of aided secondary institutions in the province :

"You may be aware that a Committee has been formed by the Government with a view to report on the steps that should be taken to improve the management of the Government-aided Anglo-Hindustani institutions. The teaching side is represented in this Committee, by Messrs. Noushah Husain Naqvi, M.A., B. Sc., Lt., Assistant Master, Shia Intermediate College, Lucknow, and Hira Lal Khanna, Principal, B.N.S.D., Intermediate College, Cawnpore. They will no doubt represent the needs of your order with suggestions for improving the condition in such a way that the two ends, of making the lot of the teacher a happy one and of changing the spirit of instruction in a way to make a potent force for rejuvenation of a society suffering from a variety of maladies are secured to the fullest extent. All the same, I shall be glad, if you drew up in summary form your views on the short-comings which this Committee can deal with, along with suggestions for their removal and forward them to me at a very early date at the above address. This will enable the committee to arrive at conclusions, which may better secure the end in view. I may add that the question of salaries is outside the purview of this Committee."

A large number of suggestions were received in response to this letter. In the meantime Mr. Nehpal Singh was appointed Deputy Secretary, Education, and was succeeded by the Present Secretary. On the basis of the suggestions received, he prepared a draft questionnaire which was approved by the Committee with certain changes and additions. The questionnaire was issued to the managers and heads of all the aided Anglo-Hindustani Secondary institutions. The latter were requested to consult their Assistant Masters also. The questionnaire was also issued to all the members of the legislature and to the U.P.S.E.A. A number of copies were sent to this Association for being sent to its branches. For the information of the general public a notification was issued in the press and people interested in answering the questionnaire

were requested to obtain copies from the Secretary. In all over 1,800 copies of the questionnaire were issued. The number of replies received by the Secretary, however, did not exceed 400.

The Committee also decided to take oral evidence and the following ladies and gentlemen were invited to give it :

### **Local Departmental Officers.**

1. Inspector of Schools, S. N. Kichlu, Esq., M.A., LL.B.,  
Inspector of Schools, Lucknow Division.
2. Principal, Training College, R. B. B. N. Jha, B. Sc.,  
L.T., B. Ed.
3. Principal, Jubilee Inter. College, M. S. Mangalik, Esq., M.A.
4. Principal, Women's Training College, Miss Krishna Dasi  
Khanna, M.A.
5. Inspectress of Girls Schools, Mrs. Hamida Banu Faruqui,  
M.Sc., Inspectress of Girls Schools, VII Circle.

### **Managers.**

1. Akhtar Adil Esq., Civil Lines, Drummond Road, Agra.
2. Shakir Ali Esq., Bar-at-Law, Gorakhpur.
3. N. Jordon Esq., Parker High School, Moradabad.
4. Badri Pd. Kacker Esq., M.L.C., Fatehpur.
5. Rai Ram Charan Agarwal, M.L.C., Bari Kothi, Daraganj,  
Allahabad.
6. Mrs. S. K. Rudra, Allahabad.
7. Babu Misri Lal, Advocate, H. B. Inter College, Aligarh.
8. Dr. A. N. Singh, D. Sc., Badshah Bagh, Lucknow.
9. Dr. A. C. Chatterjee, D. Sc., Warden Hewett Hostel,  
Lucknow.
10. B. Mahadeo Prasad Munsarim, Shikohabad.
11. Iqbal Narain Gurtu Esq., Banaras.
12. Captain L. P. Mathur, St. John's College, Agra.

### Teachers and Head Masters.

1. H. S. Jauhari, Assistant Master, K. K. Intermediate College, Lucknow.
2. B. N. Singh Esq., Head Master, Aminabad High School, Lucknow.
3. Shiva Singh Esq., Principal, Jat Inter. Agricultural College, Baraut.
4. K. P. Gaur Esq., Head Master, D. A. V. High School, Banaras.
5. Mrs. Phulwati Shukla, Head Mistress, H. K. Pathshala Inter. College, Sitapur.
6. Miss Banu Ansari, Head Mistress, Muslim Girls School, Kanpur.
7. Mrs. Lakshmi Sharma, Lady Principal, Raghunath Girls College, Meerut.
8. B. P. Mathur Esq., Principal, R. S. Educational Institute, Dayalbagh, Agra.
9. Raghunath Bhattacharya Esq., Bengali Tola High School, Banaras.
10. Ganga Datt Panday, Jeolikot, Naini Tal.
11. Shanti Swarup Agarwal Esq., Head Master, Commercial and Industrial High School, Hapur.
12. J. P. Gupta Esq., M. D. Jain, High School, Agra.
13. Sadguru Sharan Avashthi, B. N. S. D. Inter. College, Kanpur.
14. M. Chhottey Khan, Principal, Mian Sahab, G. I. Inter. College, Gorakhpur.

Of these, the following could not appear before the Committee :—

1. Miss Hamida Banu Faruqui.
2. Akhtar Adil Esq.
3. Shakir Ali Esq.
4. N. Jordon Esq.
5. Babu Misri Lal.

6. Captain L. P. Mathur.
7. K. P. Gaur Esq.
8. Miss Banu Ansari.
9. B. P. Mathur Esq.
10. Satguru Saran Avasthi Esq.
11. Chhotey Khan Esq.

Mr. K. P. Gaur M. A., Head Master, D. A. V., High School, Banaras could not appear before the Committee as his Managar did not allow him to do so. The following ladies and gentlemen were requested to tender oral evidence in place of the absentees.

1. R. B. Suraj Din Bajpai, President, K. K. Inter. College, Lucknow.
2. L. K. Mukerjee Esq., B.Sc., B. Ed., Assistant Master, Q.A.S., Inter. College, Lucknow.
3. Miss Prabhavati Nimbayar, Assistant Mistress, Girls Inter. College, Moradabad.
4. Irshad Ali Esq., Assistant Master, Islamia Inter. College Meerut.

The Committee met at Naini Tal from May 25, 1947 to consider the replies and oral evidence tendered before it and to record its findings. The final meeting to pass the report was held on 28th and 29th October, 1947.

Principal Hira Lal Khanna M. A. of B.N.S.D. College was one of the two representatives of the U. P. S. E. A. but he tendered his resignation in December and ceased attending the meeting of the Committee. The name of his successor was not notified to the Committee until after the Naini Tal meeting, and thus the Committee was deprived of his valuable advice and co-operation during a vital part of its deliberations.

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## Organisation and kinds of Aided Institutions

Under the generic term 'private' institutions of various kinds are lumped together. A small class consists of the institutions owned and managed by the local bodies. The Banaras and Hardwar municipalities own Intermediate Colleges while the Municipal Boards of Lucknow, Kanpur, Bareilly and some other places provide High Schools in their jurisdictions. They are generally managed by the Education Committees of the Boards and the Chairmen of these Committees are mostly ex-officio managers. There are frequent changes in the Committees and managers and the management reflects the general efficiency of the parent boards. These schools have no endowments and no registered Constitutions. Salaries are mostly regularly paid although scales are not always what they should be. So long as a teacher is satisfied with what he gets and does not dabble in local politics and does not offend influential "City fathers", his tenure is reasonably secure.

The largest single group of private institutions consists of denominational institutions. In 1945-46, 33 out of 52 Intermediate Colleges and 77 out of 176 High Schools were denominational in character. The term 'denominational' includes institutions maintained by a creed (*e.g.* Christian, Muslim, Aryasamajist, Jain, Hindu) as well as by a cast (*e.g.* Kayasth, Khattri, Kshatriya, Brahmin). Institutions of the former Category (creed) generally impart some sort of religious instructions. In 1945 there were:—

- 4 Arya Samajist.
- 7 Muslim
- 1 Jain
- 1 Radhaswami
- 3 Hindu
- 2 Christian

Intermediate Colleges. Of the non-sectarian Intermediate Colleges:—

- 1 belonged to Jats.
- 1     ,,     ,, Ahirs.

1	„	„	Marwaris.
2	„	„	Kanyakubj Brahmins.
2	„	„	Bengalies.
1	„	„	Taluqdars.
4	„	„	Kahattriyas.
2	„	„	Agarwalas.
1	„	„	Kayasthas.

This list does not include all the denominational schools. There are many schools founded by a single gentleman who nominated all or almost all trustees belonging to his caste, and the latter limit their choice of members to fill the vacancies to men belonging to the particular caste. Thus although they are not denominational institutions in name, they are so in fact.

A few schools may be termed "family schools". In these the founder paid the entire cost and made a handsome endowment so that it does not require help from the public. The managing Committees of such institutions generally consist of near and distant relations of the founder or their descendants. There may be a sprinkling of one or two outsiders. But their number is too small to be effective.

Lastly comes the large number of general private schools. Most of them came into existence to meet a definite local demand for Secondary education through the efforts of public spirited gentlemen of the locality. They collect funds, occasionally with official help and sympathy, and secure the assistance of the Education Department. Their managing Committees are generally open to all—irrespective of caste or creed. But many of these Committees—especially in larger towns—have lost their vitality and are satisfied with just maintaining their schools. Most of the members take little interest in their work and they are kept going through the efforts of one or two individuals who continue to take interest in the school and who are willing to devote their time and energies for its welfare and advancement.

Rules require that no school can be recognised unless its managing committee has been duly registered under the Act of 1868. Generally, there is a general body consisting of a compara-

tively large number of members and a smaller Committee—the actual managing Committee. The latter is elected by the former for a definite period. In some cases there is no general body and the managing Committee is the sole body and is registered in its own name. In many cases, like the Missions, the managing committees are appointed by the Mission Boards.

There is no uniformity in the constitutions of the managing committees. Their size also is not uniform. Some Committees have as few as half a dozen members while others may have over twenty. Most committees, however, have from 13 to 17 members.

Powers of various officers of the committee also vary. In some the residuary powers vest in the President, while in others he is only an ornament. Most committees have a Secretary as well as a manager, but in many cases both the offices are held by one and the same person. Some institutions find it convenient to entrust the work of the Secretary to the head of the institution. But this is not the general practice. The Education Department deals with the "responsible manager" who is the mouthpiece and sole representative of the managing committee so far as the Department is concerned. He is by far the most important member of the committee and holds the key position.

Many managing committees allow the head of the institution to attend their meetings as an expert adviser or as Secretary to write the proceedings, but he is, except in very rare cases, not a member and has no right to vote.

The managing committees in their composition differ from each other. A very few of them have the commissioner or District Magistrate or Sub-Divisional Officer as their Chairman. But most of them are wholly non-official. In large towns vakils, educationalists *e.g.* college or University Professors, industrialists and businessmen and the elite constitute the membership. In smaller towns zamindars, vakils and businessmen generally predominate. Once a while a retired Government official or some clerk may also be found serving on them.

Finances of these committees also differ from Committee to Committee. A few of them have rich endowments. A Managing

Committee, so long as it is not over-ambitious, has not to worry very much about finding additional funds. But a large number of them have little financial backing. Their reserve funds are seldom enough to yield even an annual income of Rs. 1,000/-. They have to make constant efforts to find funds not only for additions and improvements but also for maintenance. The number of philanthropic people being limited in a locality, the increasing number of institutions have to share their donations with the result that each one now gets smaller amounts from them. The middle classes who generally benefit from these schools contribute but little to their funds as donations and subscriptions and bulk of their income comes from zamindars, industrialists and businessmen, and a small fraction from professional classes.

Duties and powers of the manager or the managing committee are nowhere defined in the Educational code. They exercise what powers are conferred on them by their constitutions or convention. From time to time the Department limits their power as need arises. Formerly the managing committees had absolute power of appointment and dismissal of their teachers. During the last twenty years or so the latter has been seriously limited by the prescription of an agreement between the management and the teacher and the conferment on the latter a right of appeal to an arbitration board. It has been further curtailed by the necessity of requiring prior approval of the Department to the dismissal of a teacher under para 10 of the agreement. In the matter of appointment the Committees powers are practically untouched except for the provision that no near relation of a member of the Committee is to be appointed a teacher.

To the management the most irksome provisions are the financial rules of the Department. Since there is little enthusiasm for charity among the people approachable by the management, it always finds itself short of funds, and it has to show certain amount of contribution. While it is comparatively easy to get funds for building or other similar expenditure of a non-recurring nature, the management is hard put to it to find constant supply of funds for maintenance. There is hardly any school which is not expanding. A middle school wants to become a High School, the latter has ambition to raise itself to the Intermediate status and now there is a race among these last to become degree colleges. Even

if a high school or Intermediate College does not want to improve its status, it has legitimate ambition for expansion. It is not uncommon to find two struggling institutions in a small place to get recognition in Art, Science, Commerce, and Agriculture. The respectability of an institution is commonly judged by the numbers on its rolls, and most of them want to add more sections and therefore require more rooms and equipment. Very few schools feel that they have reached a stage where they should give their attention to consolidation and improvement. All this expansion requires money, and it is to the credit of the managements that they find it. Part of this money is found by the efforts of the Committee and the rest by levying various kinds of fees on the boys. There have been cases, although very few, where even teachers salaries were taxed for the purpose.

In these circumstances even the best of managers sometime feel disheartened. All members do not pull their full weight, and few members share the burden of the manager. Many of them are apathetic, and some of them even put impediments in the smooth working of the managing Committee. Many managing Committees have party factions and sometimes these factions create deadlocks.

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## The Teacher

It is a truism that the school exists for the child. The child's good is the ultimate and sole criterion by which an educational organisation should be judged. And while inspectors, directors, managers play an important part in the administrative machinery, it is the teacher who actually imparts education. The ultimate object of the administrative machinery should be to create circumstances in which an average and reasonably sincere and efficient teacher can discharge his duties efficiently. These circumstances do not include only physical surroundings and equipment and reasonable wages but also mental peace and a sense of security. The former are necessary, but the latter are more important as the very nature of the work of the teacher is intellectual and spiritual, and if his mind and soul should lose their equilibrium it will be physically impossible for him to apply himself wholeheartedly to the responsible, important and delicate task of educating the young. We have therefore to judge our present system of school management by an answer to the simple question: Does the teacher find the conditions in schools reasonably conducive to good work, and does he feel a sense of security? We advisedly look at the question from the teacher's point of view, for it is his feeling and conviction, and not any body else's opinion that would count with the teacher in putting his best in his work.

Before an attempt is made to answer the above question, it would be better if we examine the factors which effect the mental health of the teacher. "Positive mental health" says an American educationalist, "is but the personal aspect of a society in which personal and social values are in right relation to each other and are attainable by every one within limits of his biological capacities". In our present day social order it is not possible to keep 'personal and social values in right relation to each other'. Man meets with frustration on every side. The social values and social facts are at cross purposes and the individual is lost in them. Horney in his "Neurotic Personality of our Times" has lucidly described the contradictory values in American Society. His description is of universal application. He says: "The first contradiction to be mentioned is that between competition and success on the one hand and brotherly love and humility on the other. On the one hand everything is done to spur us to success, which

means that we must be not only assertive but aggressive, able to push others out of our way. On the other hand we are deeply imbued with Christian ideals which declare that it is selfish to want anything for ourselves, that we should be humble, turn the other cheek, be yielding.

“The second contradiction is that between the stimulation of our needs and our factual frustration in satisfying them. For economic reasons needs are constantly being stimulated in our culture by such means as advertisements, “conspicuous consumption”, the ideal of “keeping up with the joneses”. For the great majority, however, the actual fulfilment of the needs is closely restricted. The psychic consequence for the individual is a constant discrepancy between his desires and their fulfilment.

“Another contradiction exists between the alleged freedom of the individual and all his factual limitations. The individual is told by the society that he is free, independent and can decide his life according to his own free-will; “the great game of life” is open to him, and he can get what he wants if he is efficient and energetic. In actual fact, for the majority of people all these possibilities are limited what has been said facetiously of the impossibility of choosing one’s parents can well be extended to life in general choosing and succeeding in an occupation, choosing ways of recreation, choosing a mate. The result for the individual is a wavering between a feeling of boundless power in determining his own fate and a feeling of entire helplessness.”

The teacher, who has had the advantage of western education and is imbued with the ideals of western democracy suffers with the rest of us from all the effects of maladjustment. He has lost faith in ‘Karma’, and his Oriental fatalism..... which had hitherto given a poise and balance to his life has been replaced by the accidental doctrine of “self-determination”. He believes that he is “the master of his soul and captain of his fate.” The democratic ideas preached in our colleges, and universities and elsewhere leave their indelible mark on his mind. He is imbued with doctrines of freedom of speech, freedom of social intercourse and freedom of conviction. Rights and privileges of the individual are over-emphasized though no corresponding notice may be taken of his duties or social adjustment. Higher education gives him

a feeling of intellectual superiority if he does not altogether become an intellectual snob. It is difficult for him to believe that men who are not equally highly educated can have the capacity to guide him. Life of a teacher, cut off from the social intercourse of equals and spent mostly in contact with immature and easily impressionable minds as it is, compels him intellectually to retire into his own mental shell. Consequently he becomes self-opinionated and intolerant of differences of opinions. Thus his very profession is apt to make him an introvert and unless the authorities take good care to provide him with facilities for healthy recreation, it is difficult for him to adjust himself to factual conditions of life.

Teachers have few prospects in life. For nine out of ten teachers there is nothing to look forward to beyond assistant mastership. Rewards almost never, and appreciation only seldom, comes in their way. Most Inspectors and Head Masters consider it their duty only to discover their faults of omission and commission, and they take their good work as a matter of course not meriting any acknowledgment. As a consequence, the teachers develop an attitude of indifference as a sort of protective covering and become in course of time impervious to blame and praise, suggestions and appeals. His mental health is more or less permanently impaired. The fact is bound to be of the greatest concern to the state for such teachers cannot impart the right type of education to the future generation of a country which has recently attained independence and therefore required teachers who are fired with a zeal for the service of the Motherland.

Apart from the frustration caused by general social conditions, there are circumstances, peculiar to the teaching profession which effect the teacher's mental health. The National Education Association of U. S. A. in one of its research bulletins (The Status of Teaching profession) discussed the problem of the maladjustment of the teachers and came to the conclusion that the following factors are responsible for the lack of mental health of teachers :—

1. Overpressure of work.
2. Underpay.
3. Insecurity of tenure.
4. Constant sharing of the burdens of others.



5. Puritanic restrictions on out of school activities.
6. Repressive autocratic administration and supervision.
7. Apathy on the part of general public.
8. Necessary attention to numerous details.
9. Constant association with immature minds.

To these may be added for our country absence of recreational facilities, lack of adequate and satisfactory residence, lack of congenial associates and of teaching equipment, and stuffy, overcrowded, ill-lighted and ill-ventilated class-rooms as additional causes of maladjustments which result in the lowering of efficiency of the teacher.

Conditions in our schools allow the operation of all these causes and the teachers are conscious of them. Sometimes ill-informed people think that teaching is a soft and easy job with little work, short hours, long vacation, and frequent holidays. This criticism is ably answered by L. A. Aveill in his book "Mental Hygiene for the Class-room teacher". He says "the invariable routine of lesson planning, problem construction, motivation of work, judgment of performance, diagnosis of weakness, application of remedial instruction and integration of the various parts of the programme into a coherent and related whole, is a taxing responsibility which every teacher assumed when she becomes the leader of forty odd children." To these must be added the need of "constant, relentless, unremitting concentration throughout the whole day which involves great mental and nervous strain", the multiplicity of necessary tasks like preparation for experiments in science teaching, correction of exercise books etc. which can be done only outside the school hours and lastly the terrible monotony of the work. All these make the work of the school teacher extremely arduous and tiring, and holidays and vacations seldom compensate for them—especially in our province where teachers do not or cannot utilise the vacations in pursuits which might recoup their physical and mental vitality. This is partly due to their economic position but also and largely to the fact that in our country generally people do not know the art of recreation, and have not developed habits of out door life and travel and do not know the value of change. To crown all these disadvantages he feels that he is a lifeless automation moved by others. He has

no say in the curriculum or contents of education, he has to teach the subjects which are given to him without consulting his taste or inclination and he is given the senior or junior classes without his consent. He has not only to teach but has also to follow the methods prescribed by his head, has to correct note-books in the manner ordered by the latter and even the quantity of the written work is generally cut out for him. He has to keep the attendance register, which the average teacher heartily detests, has to attend "compulsory games", has to work as scout-master even though he has no aptitude for scouting, if ordered by the Head Master, and sometimes is even required to help the office in clerical work. He is not consulted, he is not treated as "an intelligent" equal and he has to develop, if he wants to stay in a school, all the qualities of a "Yes" Men. He has not only to please the Head Master but has to court and retain the 'pleasure' of the Manager and of a dozen members. And if the Head and the Manager, unfortunately for him, are not on the best of terms, he is likely to fall between two stools. Or if there are factions and parties in the Managing Committee, he is again, in trouble, for the pleasure of one party generally means displeasure of the other party. And neutral teachers are generally not appreciated by those members whose motto is "those who are not with us are against us". In these circumstances the precariousness of his position always stares him in the face. The net result is that his mind is generally too agitated and unsettled to concentrate on his job and as a consequence the education of the children suffers.

A teacher is an educated man and his standard of living is comparatively high. He has to live in a reasonably decent house in a reasonably respectable locality and has to dress reasonably well. He naturally wants to give his children good education. He has to buy atleast a few books and newspapers and magazines, and wants to get efficient medical service when he or his wife or children fall ill. He wants the help of a servant and also feels the need of recreation. For the higher education of his sons and marriage of his daughters he wants to save some money, for he comes from the strata of society from which most civil servants, professional classes and businessmen come, and generally many of his own relations belong to these classes. He, therefore, has to maintain a certain standard. The salary given to him was never a naud-

some one, but in the post-war period with a catastrophic fall in the purchasing power of rupee, he is about the hardest hit man. Thus to his other worries is added the economic worry which at the present moment, due to high living cost, is the most pressing of all his problems. A teacher has few sources of extra income. He can get, if he is lucky and enterprising, an examinership in the Intermediate Board which may bring him an income of about Rs. 120/- or of the Departmental examinations which is worth less than Rs. 100/-. This, if he gets it at all, lasts for only three years. If he is willing to become a 'hack', he may prepare notes on text-books at the rate of annas two to annas four per printed page. But keys and notes are generally discouraged and the multiplicity of text-books has gone a long way to make this work not worthwhile. The only source of income is private tuition. These are of two types. In one, the teacher goes to the house of the pupil and generally coaches a single pupil. In the other, he allows a number of boys to come to his residence and he holds a sort of miniature school. In the first the rate of fees is comparatively high which depends upon the locality, subject of coaching and the status of the teacher. The latter method is not very much in vogue as after sending the boy to an ordinary school, the guardians are generally not inclined to send him to another and a miniature one. They want personal attention to their children and therefore prefer the services of a private tutor at home exclusively for one boy. Most teachers consider it degrading to go to the house of a boy for the purpose but ordinarily they put their pride in their pocket and for the sake of the money which they need so badly have to undertake private tuitions. These private tuitions have, in the long, demoralising effect on teachers and lower their self-respect. If the rates are low, the teacher has to undertake more than one tuition. The Department allows the maximum of two tuitions of 45 minutes each or one of one and half hours. But mostly this rule is observed in the breach. Most of those who undertake private tuitions neither limit themselves to the period nor to numbers. They generally result in overwork for the teacher, and general lowering of his efficiency in the school. While it is impossible to stop the practice altogether, it is very desirable to keep it within reasonable limits. But this can happen only if the teacher gets a salary which removes his financial worries.

Lack of social recognition is another grievance of the teacher. Many of his class and college fellows—many of whom were no better than himself either at sports or studies who join administrative lines or take up learned professions attain, by nature of their position, greater social standing than himself. He feels that his inferior social position is due solely to his profession. The general attitude of the people towards the teachers was unconsciously expressed in the report of a party given by the Ruler of a leading Indian state when it said—“Everybody from the Dewan to the teacher was invited to the party”. In the bureaucratic as well as in aristocratic hierarchies his position is almost at the bottom of the ladder. He feels that by selecting a nation-building department, he has lost in social position. But this is not a phenomenon peculiar to India—of the modern times. In England and U. S. also teachers have the same grievance against society. Perhaps in other countries they do not feel it so much as in India, because here the teacher till sometimes back, was held in considerable respect and esteem. Memory of their former social position puts their present position in vivid contrast. There is not only discrimination between teachers and men of other professions, but also between teachers and teachers. The highly paid university teachers who live in a style equalling that of the ruling and professional classes are treated as almost equals by the higher strata of society. The secondary school teacher cannot hope to attain same status. If he is teaching the intermediate classes in a University or degree college, he has one social position, but if he teaches the same classes in an Inter. college he has another social position. For the same work in the two sets of institutions his designation, emoluments and social position are different. It is a fact that to-day the secondary school teacher is a social outcaste, and he complains bitterly against this state of affairs. (1) In answer to the question; would you make constructive suggestions for raising the social status of teachers of aided institutions. (2) A majority of the witnesses examined said that teachers status could be raised if their salaries were increased. (3) In a society in which a man's position is judged by the amount of salary that he gets. This is a natural feeling. There were several other suggestions also. Some advocated their nomination to public bodies like local boards, licensing boards, etc. Others suggested that the senior teacher should be given the rank of gazetted officers with

powers to attest certificates and their nomination to the bench of honorary magistrates. Issue of license for possessing fire-arms was another suggestion and one gentleman even suggested that the Hon'ble Minister for Education should invite them to dine with him. A Principal of a Training College was doubtful if mere raising of salary would improve teachers' status. "Character is more important," he said. A Head Master thought if he is treated better by the officials, his status would improve." Mr. J. N. Gurtu ably summarised the position when he told the committee—"The social value can only be judged by the value public puts upon a particular individual. These days the social status is determined by the amount of money that a man has got. In ancient times the teacher was very much more respected, although he was paid much less. The society felt that it is absolutely necessary that his social needs must be met and that is how the Brahmins lived in those days." Until Society puts greater value on education, there is no hope of improving the social status of men engaged in its dissemination. Until that happens, the teacher has to hold his soul in peace and sustain himself through a living faith in the virtue and importance of the cause to which he has dedicated himself.

Puritanic restrictions on out of school activities is another handicap from which the teacher suffers. Different managers have different standards of life for teachers. Smoking, unabstainous, habits love for music may be considered unworthy of teacher. In one instance association with a Kiteflying Club was considered derogatory for a teacher. Added to these handicaps is in some sectarian schools the demand for certain beliefs and habits. Fortunately such cases of restrictions are few in our schools.

Constant association with immature minds is another necessary and unavoidable evil with which the teacher suffers, and in the long run it leaves an indelible mark on his mental make up. Those teachers who do not constantly mix with their equals and exchange views and opinions, lose their capacity to treat others with anything but benevolent indulgence—if they do not actually become intolerant of criticism and difference of opinions. Once they develop this trait, they become unfit for social life. It is, therefore, absolutely necessary that teachers should be provided with healthy recreation where they might rub shoulders with their equals of different walks of life. They should be encouraged

to have some hobbies so that their outlook on life may not become narrow, for narrow minded teacher cannot train children to become tolerant, generous and broad-minded.

To sum up, then, we should remove all those causes which devitalise the teacher and lower his morale. As about 90% of the secondary students study in private schools, the state cannot afford to overlook the conditions in these institutions. In the interest of the good education of children and also in the interest of teachers, it has to assert itself not only because it is the greatest single contributor to the funds of these institutions, but mainly because the ultimate responsibility for guaranteeing satisfactory education to the future citizens is its own. It should, therefore, in our opinion have greater control over the administration of private institutions in such a manner that public spirited citizens may consider it worthwhile to co-operate with it, in ensuring a fair deal to the teacher. The object should be to:—

1. Guarantee security of tenure and continuity of service to reasonably efficient teachers and to infuse in them a sense of security.
  2. Provide them with reasonable amenities.
  3. Improve their service conditions.
  4. Guarantee minimum reasonable wages and prospects.
  5. Give them freedom of action within rule, and
  6. Develop in them a sense of self-respect so that they might shed their inferiority complex.
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## Constitution of the Managing Committee

### (A)

At present there is no uniform approved constitution of the managing committees, or governing bodies of educational institutions. In some cases an association like a Mission Board or an Arya Samaj which has among its various objects educational work also appoints a sub-committee to manage a school or college. The parent body (the Mission Board or Arya Samaj) is a registered body and its sub-committee works according to rules framed by it. In other cases a large general body, formed or created as an association or trust with the sole object of maintaining one or more educational institutions appoints one or more managing committees to manage its institutions. The members of these committees are elected for a definite period by the general body, and have to work according to rules framed by it. The decisions of some of these committees are not final until they are approved by the parent bodies, and the latter have in many cases power to revise, change or reject their decisions. There is yet another type of committee which is registered to run a particular institution and frames its own rules of conduct and is answerable to no superior body.

The Education Department deals with only the managing committees and so far it has not required any particular type of committees. All that it requires is that either the managing committee or the parent body should be duly registered. There is no uniformity either in the rules of business or in the number of powers and duties of their officers.

In some committees the Secretary and Manager is the same person and in others these posts are held by two different people. In some committees emergency powers are vested in the President and in others in the Manager. Some committees are close preserves of a family and if one or two outsiders are taken they are nominated by the committee and are generally either their 'yesmens' or too highly placed people whose names only serve to adorn the list of members and who seldom participate in the deliberations of the Committee. There is no uniformity in their size either. The number of members in the managing Committees range from 5 to 30.

The members are from all walks of life. In larger towns there is a preponderance of professional classes, raises, and businessmen. In small places most of them are high or small zamindars, small businessmen, and educated men of the lower middle classes. There is no qualification for membership beyond a small annual or monthly subscription in most committees. No minimum standard of education is demanded. A committee may have on it from 'a D. Lit' to one who "can read and write Hindi or Urdu." In communal or Sectarian schools, the membership is limited to the community or creed to which the institution belongs. Where a general body elects members for the managing committees, the constitution of the latter reflects the party in power, in the parent body and members who may have no acquaintance with or interest in education sometimes get elected. Teachers have no representation on the managing committee although in some schools assistant masters of sister-institutions if they happen to belong to the sect or community or party to which the school belongs are found as members. This creates considerable bad blood especially when such members try to lord it over the Head Master of the school. The head of the institution is generally called in as adviser but in rare cases is he a full member. Some institutions appoint him the Secretary of the Committee to maintain records and to issue notices.

It is the consensus of opinion of the witnesses as well as of ladies and gentlemen answering the questionnaire that the members as a rule do not take any appreciable interest in the work of committees. Although there are some committees which held 15 to 23 meetings during the session 1945-46, most committees met only two to four or five times. Some committees had to adjourn their meeting four or five times for want of quorum. But attendance is no un-failing index of the interest of the members. A large number of committees suffer from internal dissensions. Few members take interest in the collection of funds. Generally the burden of management and collection of funds falls on the shoulders of one or two members who naturally become more influential. Appointment of teachers is perhaps the only item in which members generally take interest. It is seldom that a selection committee is formed to select and appoint a teacher. Where the Manager or President holds a commanding position, the appointment is left to him. The committee confirms his decision. Instances are known in which the



entire committee has interviewed candidates in committees having factions, the teacher generally feels that he does not get a fair deal and party considerations generally effect their decisions. Generally there is no rule restricting the number of times a person can be elected as manager, and instances are known where the same person has been holding the post for over a couple of decades.

Excepting the donors of their nominees and people who are elected according to rules of the society concerned ; and they may or may not be conversant with problems of education and educational institutions—the committees have no men representing guardians, educationists, teacher or old boys. Some of the members may happen to be guardians of boys or girls reading in the institution, others may similarly happen to be educationist or old boys, but they are not elected as such, and, therefore, the safe-guarding of guardians' interest is not a prominent consideration with them. They are elected or nominated to the committee for other reasons. The teachers of an institution are never members of its committee, although sometime a teacher of a sister institution may be put on it. He does not represent the teachers of the institution concerned, and his presence is often resented by the teachers as inspite of his being a colleague, he lords it over them, and he is not answerable to them.

There are four parties interested in the administration of a school (1) donors or founders, (2) Education Department, (3) guardians, and (4) teachers. Although the Education Department is expected to foot the bill of the school to the extent of 50% of the expenditure it has no voice in the administration of the institution. Its representative—the Inspector of Schools—is only an inspecting and advising officer while there are many managements which listen to his advice, there are others which take no notice of it. Rules and orders are flouted, and the Department has no power to enforce them except by suspending the grant. This is a punishment to teacher who do not get their salaries in full and are then put to considerable inconvenience. In the interest of pupils and teachers, the grant cannot be withheld permanently and the management generally gets away with it. The management is not at all touched. With the rapid increase in the number of schools, many of the new managing committees are manned by inexperienced men whose main qualification is that either they have

heavily subscribed to the funds of the institution or they are friends or relations of such subscribers. In many old committees also, men with real enthusiasm for education are seldom found. Every year the Department has to deal with problems of some trouble in some schools and in many cases the only remedy seems to be to change the management, or to remove a member in general interest. Sometimes party factions in a committee have taken such deep root that it is impossible to mend them. In such cases suppression is indicated. But the Education Department has no powers and has to work on helplessly. Sometimes there are serious charges against a manager or member. But in such cases also, the Education Department can do nothing. The only power it has is the suspension of the grant, but as suggested above this is really no punishment to the management.

The teachers are unanimous in asking for representation on the managing committee. Many Head Masters and Managers are opposed to their representation. Their reasons are; firstly, that the Head Master is or should be there to represent them, secondly if a teacher is there, the Head Master cannot express his frank opinion about teachers and will thus be unable to give correct advice to the Committee; thirdly, the election of representative will create parties among teachers and thus break their solidarity and fourthly, the teachers, being employees on principle, should not be their own employers and sit on equal terms with the latter. If they do, either they have to be yes men, and betray the cause of their constituents or to risk the displeasure of the management by opposing it in matters which adversely effect the interests of the teachers. Lastly, their representation can never be effective as one or utmost two representatives can be allowed. Their presence will give only a false sense of security to the teachers. But on the other hand the insistent and unanimous demand of the teachers cannot be treated lightly. In modern times the old conception of the employer and employee has undergone a radical change, and so far as the highly educated class of teachers of secondary institutions are concerned, they consider themselves co-workers and colleagues of the managers, in the service of education. The only difference is that one is paid and the other is honorary. Mr. W. G. P. Wall the then D. P. I., wrote to an Inspector of Schools "I note that in his letter to you dated October, the 2nd, the mana-

ger has referred to himself as employer and the Principal as employee. This is an entirely wrong attitude, and the Principal is not an employee of the gentleman. In order that the institution should work harmoniously the managing committee should work harmoniously, the managing committee should look upon their staff as equal to themselves in the conduct of any educational institution. But unfortunately this position is not appreciated by a large number of managers. Half the trouble, mistrust and misunderstanding in schools is due to this single cause. The teachers feel that the Head Master is allied more with the management than with them, and they do not feel that he would stand up to plead their cause with the force with which their own representative would do.

The committee appreciated the need of leavening the presenting committees with representatives of interests which are hitherto unrepresented on them. It was recognized that the donors, on account of their present position and past services, should not be reduced to a minority in the committee. But if they have the welfare of the institutions at heart, they should welcome the infusion of new blood in them. The committee was of opinion that the head of the institution should invariably be a full member of the managing committee. His presence was necessary for the guidance of the committee. The committee is also of opinion that the teachers should be represented by a representative chosen by them. It was also felt that Government, educationists and guardians should also have their representative on the committees. The committee examined the various methods of representation and felt that there are insurmountable difficulties in forming constituencies. It was, therefore, decided that Government should nominate three members to each committee in such a way that at least one guardian and one educationist are included among them. The teachers expressed the hope that teachers of sister institutions including Government institutions would not be nominated to the Committee.

The committee is of opinion that a managing committee should not consist of more than 15 members. Six to ten of these should be donors, subscribers, etc., or members of the trust or associations as at present. Of the remaining five three should be nominated by Government and one should be a representative of

the teachers of the institution elected by them. The fifth member should be the head of the institution.

The adoption of this constitution should be a condition of recognition, and wherever necessary, the associations should take steps to amend their constitution within the period to be fixed by Government. The Legal Rememberancer may be consulted regarding the relevant changes in the case of trusts which maintain educational institutions and if he so advises, the Government should undertake legislation to enable the trusts to amend the constitution of their managing committees.

The committee felt that the custom, where it prevails of selecting teachers by the whole managing committee is not satisfactory, as many members are not qualified to interview and interrogate the candidates. The managing committee should appoint a small sub-committee of 3 to 5 members for selecting and interviewing the candidates. This committee should make its report and recommendations to the managing committee which should make the appointments. The committee should base its decision so far as possible on the recommendations of the sub committee.

### (B)

The past experience of the Education Department is that sometimes the managing committees are either torn with internal dissensions or are recalcitrant, and flout departmental rules and orders. When there is no general body they are not answerable to any body, and if a general body does exist and if they can command a majority on it, they are virtually irremovable. Thus they can act without any sense of responsibility. This naturally results in deterioration in the management of the school under their charge. As already stated the only means at the disposal of the Department is suspension of the grant. But this method only harms the teachers and the institution and not the management. The Department has ultimately to pay the grant in the interest of the teachers and the school. Fortunately the number of such educational institution is small. Every year the grants of about half a dozen institutions are suspended but generally restored at the close of the financial year. But the effect of their example is not healthy. Such schools

generally drag on for years giving bad education. The Department should have some power to reform such managing committees. The overwhelming opinion of managers as well as teachers is that such recalcitrant managements should be superseded. Even after the reconstitution of the committees the old members will have a majority on them and it is necessary that the Department should be armed with powers to reform them in the interest of these several hundred of pupils who are receiving education there. It is felt that the very knowledge of the existence of such power should be sufficient to infuse a sense of responsibility in those members who at present lack it. But the power to supersede a committee should not be lightly used. It should be exercised only in unavoidable cases where persuasion fails to improve matters. This power should not be vested in the officers of the Department, but only in the Government.

Sometimes some undesirable members get elected to these committees, and their removal, and not supersession of the entire committee, will be sufficient to improve matters. At present no member, even if dereliction of duty or malpractices are proved against him, can be removed from the membership or managership. Such cases have occurred in the past and the Department felt helpless. The committee, therefore, is of opinion that Government should have power to remove a member of the managing committee for serious dereliction of duty.

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## Complaints against the Management.

The terms of reference require that the Committee is "to enquire into the shortcomings of the present working and administration of non-Government aided Anglo-Hindustani institutions, to suggest ways and means of their removal and putting the management of these institutions on a more efficient footing and in particular to consider the question how the managing committees should be constituted, what their powers, and functions should be, and to what extent it is desirable that Government should assume greater control over managing committees *whose manner of working is obviously harmful to the welfare of the institutions under their care.*"

From the above it is clear that Government is not satisfied with the present position and is of opinion that it is harmful to the welfare of these institutions. In order to ascertain the opinion of those engaged in or connected with Secondary A. H. education on this point the first question of the questionnaire issued by the Committee was framed as follows :—

"Are you satisfied with the present system of management of the aided Anglo-Hindustani Secondary institutions?"

An overwhelming majority of the replies are in the negative, 139 out of 181 heads of institutions and even 55 out of 126 managers have expressed their dissatisfaction with the present system of management. According to a professor who had worked in such institutions, "the system needs radical changes in many directions." The teachers serving in these institutions are so dissatisfied that they were almost unanimous in their demand for the state control of these institutions. All the members of the legislature who replied to the questionnaire expressed their dissatisfaction with the present system of management. In order to understand the view point of teachers the following extracts from the evidence of an assistant master of about 30 years standing and of prominent Head Master of the province may be of interest.

The assistant master said: Teachers have no security of tenure and the reasons are three fold, financial, religious and communal. If there is not enough money with the institution the

first thing the institution does is to shake off the teachers on the top, that is those who are drawing higher salaries. In a communal school there is no place for a teacher of another community. If a teacher of a community to which the school does not belong serves in that institution, he can be labelled as incompetent and undesirable if he unfortunately incurs the displeasure of the management or the Manager. Similarly there is no room for a teacher of different religion than the one which the majority prefers in a particular institution. And these are also my reasons why teachers are declared incompetent, inefficient and undesirable."

The Head Master said: "Teachers have no security of tenure because there is constant interference on the part of the managing committee in the day-to-day administration of the institution, and since the members there are not to promote the cause of education but to meet their own ends, they expect the Head Master or the teachers to help them gaining their objective. If they fail, or if they refuse to fall in line with the managing committee's wishes, they are turned out or reduced."

Supporting the above, a very experienced principal said: "The three reasons (given above by the Assistant Master) are partially responsible for the insecurity of teachers. The real reason is egoism. So long as you are able to please your bosses and pamper to their needs your service is safe. But the moment you begin to show indifference towards them, you are nowhere. In a certain institution which I have served 11 Head Masters were turned out within 10 years and the rate of Assistant Masters turned out was 17 or 18 every year."

The question No. 16 of the questionnaire ran:—"Do teachers have security of tenure in aided institution? If not, what are the reasons of this insecurity?" In reply an M. L. A. who himself was a Head Master in aided institutions for over 20 years says—"No. Nepotism, corruption, partiality of the committees, low salary of teachers and aristocratic actions of the employees." Another M. L. A. says—"No. Favouritism, nepotism and party factions." A third M. L. A. says—"Probably not. The reason generally is the personal whim of the members of the dominant party." Yet another M. L. A. with considerable experience of these institutions says—"No. Party feelings in the Committee."

**An M. L. C.**—A senior leader of the province says—“Security of tenure is exception rather than the rule. The chief reason of insecurity is the selfishness of the management, who wish to replace teachers by those in whom they become interested. At times old teachers are dismissed because it is economical to have a new hand in place of an old one.” A lady M. L. C., however, feels that “except in cases of some institutions generally speaking there is no insecurity of tenure” while another M. L. A. feels that whatever might have been the situation in the past “the security of service has now been secured by the introduction of agreement.” A University professor says “Generally not. The likes and dislikes of managers, cliques in the management and rising salaries of old teachers lead to insecurity.”

It will be interesting and useful to know what managers think about the question. A manager who happens to be an M. L. C. also said in his evidence. “Some-times on account of financial difficulties when a teacher reaches a maximum, a new man is thought to be brought in. Then if he belongs to the opposite party he should be removed.”

Another Head Master was also of opinion that there was no security, but he thought that one of the reasons, which is now automatically disappearing was that up to now teachers were not in great demand and therefore any teacher could be dismissed at the slightest pretext. He added that a strong teacher was generally not liked by the management because there are so many irregularities committed by them that they regard the presence in the school of an honest and strong teacher embarrassing.

Whatever might have been the situation in the pre-war period, the present position is favourable for the teacher. There is dearth of trained teachers and the post-war period has seen a large augmentation of schools. Actually comparatively few teachers are turned out these days but as a Principal, Training College said, “in a private institution the teacher does not have the same feeling of security all the time he works as in a Government School. The feeling of insecurity is there.” An experienced manager who is also a senior professor at a University was also of the same opinion “Security is there” he said “but sense of security is lacking”. Another manager and a lady principal agreed with this opinion.



The Committee after weighing the evidence is of opinion that while there are many managing committees in the province which give fair treatment to teachers, it is nontheless a deplorable fact that there are committees in which the teachers do not get a fair deal and in which the administration is either too partial or too autocratic for self-respecting teachers. Financial irregularities are also committed by a number of committees. In short, the condition of schools under these managing committees is not calculated to attract independent, self respecting and honest teachers so necessary for educating the future citizens of a free India.

To sum up, then, the grievance s of the teachers against the management are the following :—

1. Insecurity of tenure and sense of insecurity. The teacher is supposed to have no stake in the school, and any teacher howsoever long and meritorious service he might have put in, has to leave if he unfortunately incurs the displeasure of the management.
2. Overwork and clerical duties.
3. Lack of opportunities for self-expression and spontaneous work. Too much rigidity.
4. Lack of human touch between the employer and the employee-fault finding inspections and autocratic administration.
5. Low salaries, irregular increments and poor prospects.
6. Lack of cultural amenities and cultural atmosphere.

## Private Tutions And Teachers

The system of private tuition is a relic of the days when there were no public schools and the well-to-do had to engage private tutors for the education of their wards. Later when public schools were established, the habit persisted and the prosperous people considered them necessary. With the increase in the number of subjects in the curriculum, it was found that certain boys had no aptitude for some subjects, and they could not come up to the required standard without special help. In a class-room, the teaching is regulated by the needs of the average and the more intelligent as well as the backward boy suffers. In yet other cases the guardians found that their boys did not attend to their lessons at home, and it was necessary to engage some one to see that the boys 'did' their home work set at the school and learnt their lesson. The teacher in such cases was engaged not so much to coach the boy as to act as a warden. But until about ten or fifteen years back only five to ten per cent pupils had private tutors, and the rest did not feel the need of engaging them. Unfortunately during the last decade the system has increased and now it is very common. All those guardians who can afford to engage a private tutor for their children, do so. The obvious reason is the painful fact that the standard of tuition in schools has now gone down to such an extent that boys feel that they cannot pass an examination unless they get extra help at home. The teaching profession also acknowledges it. Even many Head Masters find it necessary to engage private tutors for their sons, for in their heart of hearts they know that the teaching in their school leaves much to be desired, and if their sons depended on it alone, they might not be able to pass their annual examination.

There are, of course, many *bona fide* cases where a private tutor is necessary. People migrating from other provinces may find that due to difference in courses and standards, some extra help is necessary; or they may find that their wards are not quite up to the mark in the language of this province. Then again, a boy may have missed the lessons for a long period due to illness and he may require extra help to make up the deficiency. Or else a boy may be naturally weak in some subject and might

be requiring individual attention. In all such cases private tuition is not only desirable but necessary.

But these are not the only types of pupils who need private tutors. A large number of girls appear privately at the High School and other examinations. Many guardians do not believe in sending boys to a school until they are ten or twelve. They prefer to educate them at home with the help of private tutors. Some specialist teachers like Art Masters, Music teachers are engaged by men for their wives, sisters and daughters to give them a little cultural education although they are not preparing for any examination. Thus there are certain tuitions which do not concern the pupils of recognized schools.

From the point of view of teachers, however, all these are private tuitions. As a matter of fact, private tutors are so much in demand that teachers of recognized schools cannot meet it. Clerks and college students are engaged in the work to a considerable extent, and in every town there are certain people who earn their living entirely by doing private tuitions.

A private tutor generally goes to the house of the pupil and coaches him for one or two hours. Generally one hour is the time given to a pupil. He is supposed to help the boy in all school subjects, although not infrequently he is employed to help him in one or two specific subjects like English and Mathematics only. The time is either in the morning or in the evening—the latter being generally preferred. Sometimes a teacher undertakes only those tuitions in which the pupils are willing to come to his home. Such teachers not infrequently hold a sort of coaching class in one or two special subjects in which they have reputation. They charge a small fee from each boy. The class is not large in size and so individual attention is given. The teacher earns a tidy sum each month although he charges comparatively only a small amount from each boy.

137 Head Masters are of opinion that the teachers take too many private tuitions. 36 of them, however, think that it is not so. One witness before the committee said that teachers undertake even four to six tuitions, while an experienced Head Master quoted an extreme case in which a teacher had eight tuitions. It is generally admitted that most teachers—especially

those belonging to school sections do undertake tuitions—if they can get any. It may, however, be mentioned that mistresses in girls schools rarely undertake any tuition. Rates of tuitions are not fixed and vary from town to town according to the supply of teachers and their status and qualifications. It ranges from Rs. 5 to Rs. 50 per month for a tuition of an hour each day—holidays excluded.

Most of the witnesses condemned this practice. An Ex-Vice-Chancellor was of opinion that it will be to the advantage of the teachers if they stop the practice. A Deputy Director of Education was of opinion that private tuition cripples the individuality of a boy and is injurious. It was felt that private tuition may in certain cases nullify the effect of school teaching and thus be harmful to the education of a boy. For instance in a school the teachers may be teaching English by Direct Method, but if the private tutor uses translation method at home, the effect of the teaching at school will altogether be nullified. It was also felt that teachers who undertake too many private tuitions lose their efficiency as they cannot bear the strain of double teaching. The practice was also open to other grave abuses. But the witnesses as well as those who answered the questionnaire were almost unanimous in holding that this “drudgery and humiliation” of private tuition was forced on teachers on account of their low salaries. The way to stop the practice lies in giving the teacher a wage which might not compel him to seek private tuition. There will, however, be always some teachers who will undertake private tuitions to add to their income even if it is adequate. Such teachers can be mended only if they develop a sense of dignity of the teaching profession. An Assistant Master witness was of opinion that if doctors were allowed private practice, there was no reason why teachers should not be allowed to undertake private tuitions so long as the school work did not suffer.

The general opinion was that the practice could not altogether be stopped until the standard of teaching at school was improved. So long as it remained what it is to-day, guardians will employ private tutors, and if the school teachers were not available, they would employ clerks and students. The most urgent need at the present moment was to control and regulate

private tuitions. The Education Code permits a teacher to undertake (with the permission of the manager) one tuition of 1½ hours or two tuitions of 45 minutes each. All were agreed on the point that this rule was not stringently enforced. The Committee was of opinion that the rule should be scrupulously enforced and the breach of this rule should be regarded grave insubordination. It was also proposed that if a guardian feels that a private tutor is needed for his ward, he should apply to the Head Master, who should test the boy and should permit it only if he is satisfied that he needs extra help. Usually the class work should be sufficient. It should be part of the school discipline that no boy is to employ a private tutor without Head Master's permission. The delinquents should be punished with expulsion from the school.

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## Unauthorised Fees in Private Institutions.

The question of unauthorised fees in aided Anglo-Hindustani Institutions was referred to the Committee for its opinion and recommendation by Government.

The Education Code has prescribed the following fees for Government Anglo-Hindustani Institutions :—

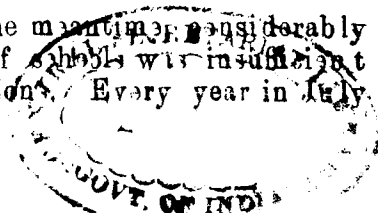
			Rs.	a.	p.
Classes III and IV	...	...	1	0	0 p. m.
Classes IV and V	...	...	2	0	0 p. m.
Classes VI to X	...	...	3	0	0 p. m.
Classes XI and XII	...	...	6	0	0 p. m.

These scales were considered high at the time, and as many private institutions desired to make education as cheap as possible, they were authorised to charge 75 per cent of the scales sanctioned for Government Institutions.

From time to time certain other fees were added such as games fee, mid-day meal fee, pankha fee, medical fee, ink fee. The amount charged were small and all these additional fees were levied for non-tuitional services actually rendered to the pupils by the school.

Until 1931 all Secondary Schools were given grants which they actually earned according to the rules of the Department. Grants for new schools passed through the schedules and were added to the allotment for the purpose. But in 1931 the province had a financial crisis and for many years the allotment for grants to Secondary institutions showed no substantial increase. New schools, however, continued to be started and clamoured for state help. The old institutions had to meet increased expenditure, but their grants were not proportionately increased. Partly due to the apathy of the public which was reluctant to pay towards the maintenance of schools and partly to the inertia of the managements, the schools were faced with recurring deficits.

The demand for education had, in the meantime, considerably increased. In larger towns the number of schools was insufficient to meet the large demand for admissions. Every year in July



there was a scramble for admissions. The managements took advantage of this situation and began to increase the scales of fees. The result was that a large number of institutions began to charge fees at a scale higher than the one prescribed in the Code.

This rise in the scale of fees was intended to meet the recurring expenditure of the institutions. But with the introduction of new subjects like Commerce, compulsory Science, Crafts, Music, etc., the non-recurring expenditure on equipment and buildings was also incurred. Additions to buildings were also necessary for the additional sections which most schools had added to meet the increasing demand for admissions. Funds for this expenditure which was non-recurring in nature should have been collected by the managements. But owing to the ever increasing number of students seeking admission they found it easy to collect it by levying such fees as "Building Fund Fee," "Development Fee," etc.

Once the custom started, a management found it easy to find funds for any plan of development it had in view. The Head Master, who could not easily get funds from their managements for their pet schemes, also utilized this source. Thus magazine fees, Literacy Association fees and the like were introduced.

All fees realised from the pupils should normally be shown in the school account and in the Managers Returns. If the additional fees were thus shown their income would swell and the difference between the income and the expenditure would decrease. As the grant is given according to this difference, provided it is not more than 50 per cent of the expenditure, the Government grant was likely to decrease if this income from additional fees was shown. So, many schools did not show it in the Managers' Returns. In some schools the managements were required to pay a fixed annual sum as their contribution. Some managers showed this income from additional fees as their own contributions. Others used it for only non-recurring expenditure, but claimed Government grant on its strength, because the management must spend half the amount for every item of a non-recurring nature before it can get Government grant for it.

All these fees were unauthorized and Inspectors frequently objected to them and insisted—in some cases unsuccessfully—that if charged, they should be shown in the Managers Returns. Last

year in Lucknow a pupil challenged their legality in a court of law and obtained a decree against the institution.

It was, therefore, considered necessary to review the position and regularize the fees which were necessary. The Director of Public Instruction reported that there were 31 kinds of unauthorized fees charged in various schools. They are :—

- |                           |                               |
|---------------------------|-------------------------------|
| 1. Admission fee.         | 16. Poor fund fee.            |
| 2. Building fund fee.     | 17. Garden fee.               |
| 3. Reading room fee.      | 18. Furniture fee.            |
| 4. Magazine fee.          | 19. Emergency fee.            |
| 5. Commerce fee.          | 20. Cabinet fee.              |
| 6. Biology fee.           | 21. Equipment fee.            |
| 7. Physics fee.           | 22. Literary society fee.     |
| 8. Chemistry fee.         | 23. Weaving fee.              |
| 9. General Science fee.   | 24. Old boys association fee. |
| 10. Boys Association fee. | 25. Guardians subscription.   |
| 11. Manual Training fee.  | 26. General fee.              |
| 12. Miscellaneous fee.    | 27. Agriculture fee.          |
| 13. Punkha fee.           | 28. Common fee.               |
| 14. Literary fee.         | 29. Arya Vidya Sabha fee.     |
| 15. Helping league fee.   | 30. Union fee.                |
| 31. Development fee.      |                               |

This is by no means an exhaustive list. The scales of these fees is also not fixed. They vary from school to school in the same town.

The Committee felt that in the changed circumstances the institutions could not find funds for various additional subjects and activities. It, therefore, decided to authorise the levy of certain additional fees, but their scale was not to be left to the sweet will of the managements. The guardians of pupils are entitled to certain amount of protection against the unreasonable demands of an unreasonable management. The Committee enunciated the principle that additional fees could only be charged for additional services actually rendered. It was also of opinion that



income from such fees should be duly shown in the accounts of the institutions and in the Managers Return. No other fees, whatsoever, except the prescribed tuition fee is to be charged in recognized or aided secondary institutions. This should be a condition of recognition and continuance of the grant-in-aid.

In the opinion of the Committee the following fees, in addition to the prescribed fees, may be charged :—

### All Classes.

1. Admission fee.
- \*2. Ink fee.
- \*3. Punkha fee (where punkhas are actually provided).
- \*4. Medical fee.
- \*5. Examination fee.
- \*6. Refreshment fee (where it is actually provided).
- \*7. Games fee.

### *In Class VII and above.*

1. Reading Room and Library fee.

### *In Classes IX and X only.*

1. General Science fee (from pupils actually offering the subject.)

### *In Class IX and above.*

1. Commerce fee (for typewriter only).

### *In Intremediate Classes.*

1. Magazine fee.
  2. Biology fee ...
  3. Physics fee ...
  4. Chemistry ...
- } From boys actually offering the subject.
- } From boys actually offering the subject.

The Committee further recommends that the Education Department should fix the maximum for each of these fees that may be charged.

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\* These fees are authorised by the Department.

## Transfer Board.

Insecurity of service is the greatest fear of the teachers. Inefficiency and undesirable conduct are not the only grounds on which a teacher loses his employment in private institutions. Sometimes caste or communal considerations also compel a teacher to leave an institution. In certain cases his views—social, political or religious—may be responsible for his removal. In yet other cases his sense of self-respect may not allow him to flatter and please his superiors or he may find their interference in his work too much for his nerves. He may also desire to change his school for domestic reasons or on grounds of health. There may be so many other reasons for his wanting to go to some other place. But in the present circumstances, he cannot leave an institution without breaking the continuity of his service and losing the advantages of such continuity. Here he is at a great disadvantage as compared with his colleagues in Government institutions who are freely and frequently transferred from one place to another—generally to places of their choice and convenience. He has a chance of being posted to his home district, or to a healthy place in the interest of his own or his wife's or children's health. He can get a posting in University Town where he can give his children University education, at a minimum cost. All these advantages are denied to the teacher in private institutions whenever he wants a change, he has to begin afresh—generally at the bottom of his grade in the new school. He may not find a job for months after leaving his old school. It is no wonder therefore that the teachers of private institutions as a class strongly press for the setting up of a machinery for their transfers.

In the present circumstance, however, there are great difficulties in introducing any scheme for the transfer of teachers of private institutions. The managements as a rule are very jealous of their right to appoint teachers and would not countenance any interference with their powers. They feel that after all they have to take work from the teachers and they know best which teacher would suit their needs and their localities. They, naturally, do not want to be saddled with undesirable, quarrelsome or inefficient teachers by a superior authority. There is considerable force in their arguments. But at the same time the committee felt it necessary to give relief to teachers whose

cases for transfers were genuine. It also felt that a teacher may not be able to do his best in a particular locality and a change of environment may bring out the best in him. Such cases are not unknown. There should be an agency to effect transfers, but it should be framed in such a way as to command the confidence of the managers. It was also felt that at this stage transfers on the permanent scale were not possible. But a beginning could be made with a scheme for transfers within a region. It was, therefore, decided that a Regional Transfer Board should be set up in each Region. It should be presided over by the Deputy Director of the Region. It should have representatives of the managers and one of the heads of institutions to be nominated by their respective associations. No application for transfer which is not recommended by the manager concerned shall be entertained. The manager while forwarding the application will give particulars and qualifications of the teacher he requires in place of the applicant. The manager shall accept the decision of the Board. Mutual transfers can be arranged without the intervention of this Board.

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## The Arbitration Board.

There is a general complaint among teachers that the present arbitration committees generally take too long to decide a case. It is well known that justice delayed is justice denied. The teachers who are suspended or dismissed cannot find another job until their cases have been decided and as they lose their source of income, they are put to considerable hardship and inconvenience on account of the delay in the decision of their cases. A teacher is first suspended for months and the managing committee takes some time to decide the case. If he is dismissed, he appeals to the Inspector and asks for arbitration. The Inspector makes an enquiry and submits his report to the Director. This may take from a fortnight to several months. The Director then forms the Arbitration committee for this particular case and sometimes the consent of the members is received after considerable delay. Then a date has to be found which suits all three members. Thus on an average about two years are taken in deciding a case. The teacher, in the meantime, is at the end of his tether. He is thoroughly demoralised. He is over anxious to get the decision—whatever it is so that he might get some work—even though an inferior job—to earn his livelihood.

Thus it is no wonder that there is considerable dissatisfaction in with the present arbitration committees. The committee is, therefore, of opinion that there should be a permanent arbitration board in every Region to be known as the Regional Arbitration Board, presided over by the Deputy Director of the Region. The Provincial School Managers Association and U. P. S. E. A. should each nominate three members for each Board. The nominees of the U. P. S. E. A. should consist of a Principal, a Head Master and an Assistant Master. The Deputy Director shall select one member from each set of nominations, for each or series of arbitrations. In order to expedite the decisions, the Board should meet at least once every three months, and oftener if necessary. The Deputy Director should see that the cases are decided as speedily as possible.

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## Miscellaneous.

*Leave Rules* :—The Committee took note of the dissatisfaction among teachers of aided institutions regarding the present leave rules. The consensus of opinion of the witnesses was in favour of having the same leave rules for them as are in force in Government institutions. The committee agree with this view and the teachers who appeared before it, were also agreeable to it.

*Corporal punishment* :—The question was raised by teacher witnesses before the committee. In the initial stages of the development of our school system, the teachers were free to inflict corporal punishment on boys. It was, however, observed that they made indiscriminate use of the power. Boys were sometimes beaten mercilessly for trifling things and the rod was used to replace methodical teaching. This had demoralising effect on boys. The Department, therefore, prohibited the infliction of corporal punishment by Assistant Masters, but Heads of institutions were authorized to inflict it. In 1937, corporal punishment was completely abolished in our schools. Teachers feel that the reaction against corporal punishment has gone to the extreme. Now expulsion is the only punishment which a Head Master can inflict. There are many lapses which do not merit this extreme step, and there is a type which is easily corrected by a few strokes without any lasting injury to his morale. The deterioration of discipline in our schools is also considered at least partially due to the abolition of corporal punishment. The committee is of opinion that the heads of institutions should have power to inflict corporal punishment. The power should, however, be sparingly used by them and only in cases of gross misdemeanour. As an additional safeguard it was decided that every case of corporal punishment should be reported to the District Inspector of Schools.

*Time Table* :—At present the Education Department lays down the number of periods to be allotted to different subjects up to class VIII. This leaves no discretion to the head of the institution for making changes according to local conditions. The introduction of a large number of optional and alternative subjects in the high sections has also created complex problems of time table, and if the heads are not free to frame the time table accord-

ing to their needs, the tuitional work is likely to suffer. Internal administration is the sole responsibility and function of the head of the institution, and any interference with it by any outsider is undesirable. Framing of the time table is an important part of the internal administration. The Committee, therefore, is of opinion that both as a matter of principle as well as on administrative grounds the head should have freedom in framing his time-table according to his requirements.

The Committee also considered various suggestions for the change of hours of the school time. After full consideration of the various view points put before it, it is of opinion that if the present time is disturbed, it would upset the domestic arrangement of most families. In those places, however, where it is possible to change the hours, the heads may be given some latitude in the matter

*Fee Concessions.*—The Committee understands that Government has increased the present rate of fees. It feels that the increase will hit hard the lower group of the middle classes for whom Secondary Education is absolutely necessary. If they are not given any relief, the boys will have to sacrifice some of their essential requirements in order to pay the increased fee. It is, therefore, of opinion that the percentage of free-ships and half free-ships should be increased to give the much needed relief to boys of this class without touching those who can more easily pay enhanced fees.

*Block Grants.*—At present the grant-in-aid for the year is not communicated to the manager till five or six months after the commencement of the financial year for which it is meant. The management undertakes certain commitments on the strength of its proposals, and after five or six months it finds that its grant has not been increased to meet the additional commitments. Moreover, it does not know the details of the increased grant, *i.e.*, for which of the proposed new items it has been increased, or if it is decreased it is equally ignorant of the reasons for the cut. The result is that the management cannot make a long term programme as it is not sure of the amount of grant during the next year. The committee is of opinion that in order to enable the managers to make long term arrangements and stabilize their

finances, the system of block grant should be introduced, so they may be certain of the amount that they would get during the next three years. This will go a long way to remove any legitimate grievances of the managers, besides decreasing such unnecessary annual work in the offices of the Director of Education and District Inspectors of Schools.

*Character Rolls.*—At present all schools do not maintain character roll of teachers, lecturers and librarians. Even where they are maintained, they are sometimes not in the prescribed form. In the absence of a character roll, the teacher finds himself at a great disadvantage if he is superseded or a charge of incompetence or inefficiency is brought against him after some years of service. The Management also finds itself at a disadvantage in bringing home such a charge against an old teacher. It is, therefore, necessary that character rolls of all teachers, lecturers, and librarians should be regularly maintained in schools in the form attached to this report. The adverse entries should be communicated to the person concerned. The entries should refer not only to his work but to his general conduct as well. They should be made by the head of the institutions, and the manager may also record his remarks if he so desires. These entries should be made by the head of the institutions, and the manager may also record his remarks if he so desires. These entries should be made at the end of the school year, but casual entries can be made at any time. The character rolls should be kept under the custody of the heads of institutions.

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## **Recommendations.**

### **1.**

The Committee is of opinion that generally the Managing Committees as at present constituted are unsatisfactory as many of them have factions and they have usually failed to give a sense of security to teachers.

Pandit Raj Nath Kunzru and Babu Beni Prasad Agarwala  
dissenting.

### **2.**

The Committee is of opinion that teachers should have a right of representation on the Managing Committee. Only one teacher should represent the teachers on it. Where there is a compulsory levy on members, the teachers association should pay it. It is further of opinion that the head of the institution should be ex-officio member with a vote. When a question affecting the head or the representative teacher is discussed, he or she shall withdraw. The teacher representative will be selected by rotation according to seniority in service. He shall have option to decline the membership on the Committee when the next senior teacher will be selected. His term shall be for one year.

Babu Beni Prasad Agarwala and Pandit Raj Nath Kunzru did not agree to the right of representation of teachers on the Managing Committee and of right of vote being given to the head of the institutions.

Mr. Naqvi wanted atleast two representatives of Assistant Masters on the Managing Committee.

### **3.**

Resolved that the Managing Committee should consist of not more than 15 members. The Government shall nominate three members to the Committee, even if it consists of less than 15 members. They will not be liable to pay compulsory levy if it is imposed on members.

Mr. Agarwala and Pandit Kunzru dissented.



## 4.

It was resolved by majority that Government shall have power to remove any member of the Managing Committee for (valid reasons) serious dereliction of duty.

## 5.

It was resolved by majority of votes that Government shall have power to supersede a Managing Committee for persistent and serious dereliction of duty.

## 6.

The Managing Committee shall appoint a small sub-committee of 3 to 5 members to select and appoint teachers. The Head of the institution to be the ex-officio adviser.

## 7.

The Committee recommends that tuition fee in the A. H. institutions should be suitably increased. Authorized fees and extra fees should only be charged for services rendered. No unauthorised fees should be charged.

- e.g.
1. Admission fee
  2. Ink fee
  3. Reading Room and Library fee (from class VII upwards)
  4. Magazine fee (in Inter Classes only)
  5. Commerce fee (for typewriter only)
  6. Biology fee
  7. Physics
  8. Chemistry
  9. General science or science (from IX class)
  10. Pankha fees (where it is actually provided)
  11. Games
  12. Medical fees
  13. Refreshment fee
  14. Examination fee
- } In Inter Classes

The Department should fix the maximum for each of these fees that can be charged.

## 8.

Resolved that in every region there should be a standing Regional Arbitration Board which should consist of the following :

- (1) The Regional D. D., President
- (2) One Representative of the Managers.
- (3) A Representation of the Teachers.

The Provincial School Managers' Association and U.P.S.E.A. shall each nominate three members for each regional board. The U.P.S.E.A. shall include one Principal, one Head Master and one Teacher among its panel. The D.D. shall select one member from each category for each or a series of arbitrations. The Board shall meet atleast once every quarter and if necessary, oftener to dispose off pending cases as speedily as possible. Pending fresh nominations by the respective associations, the D.D. shall select members out of the existing panels. The D.D. shall ask the Associations concerned to nominate their representatives for every calender year in good time.

No changes are necessary in paras 7 and 10 of the agreement.

Para 12 of the agreement appears to be redundant.

## 9.

Resolved that leave rules which apply to teachers in Government institutes should also apply to teachers in private schools.

The Manager should be permitted to make provision for leave arrangement in the managers return.

## 10.

Resolved that if a teacher is proved to have contravened the rule regarding private tuitions his conduct would be considered to be amounting to insubordination under clause 7 of the agreement. The Head of the institution in consultation with the Manager may in special cases permit a teacher to undertake more than two tuitions.

Character roll of Asstt. Masters, Lecturers, Librarians shall be maintained on the prescribed form. Yearly entries must be made in it by the head of the institution on the teachers work in the institution and also on general conduct. The Manager may also record his remarks. Adverse entries shall be communicated to the teachers concerned within a month of making of entry. The character roll shall be kept under the custody of the head of the institution. Casual entries may be made at any time.

11.

### **Secretary to draft a form.**

*Transfer Board.*—There shall be a transfer board for transfer of teachers within a region. It shall consist of

- (1) The D.D. of the Region.
- (2) Two representatives of the managers.
- (3) One representative of the heads of institutions.

They shall be nominated by their respective associations. No applications shall be entertained without recommendation of the manager who shall communicate his requirements for the substitute. Mutual transfer can be arranged without reference to the Board.

12.

The Committee recommends that the head of an institution may be authorised to inflict corporal punishment for gross misdemeanour under report to the District Inspector.

13.

The Committee recommends that heads of institutions should be given greater latitude in framing time table and fixing school hours.

14.

Committee recommends that in case the rate of fees is increased, percentages of freeships and half freeships in institutions may also be increased.

15.

The Committee recommends that the system of block grants for three years should be introduced, as the managers experience considerable difficulty under the present system of yearly fixation of grants.

Mr. B. P. Agarwala raised the question of representation of managers on the Inter Board and other educational bodies. The Chairman ruled that the question was beyond the scope of the Committee.

16.

The Committee recommends that the Legal Remembrancer should be consulted regarding the necessity of legislation regarding the changes in the Trust deeds and registered constitutions.

Sd. M. MAHFUZUR RAHMAN.

30-10-47

Sd. RAGHUKUL TILAK,

*Chairman.*

Sd. R. S. SINHA.

30-10-47.

1. Sd. NAUSHAH HUSAIN NAQVI.

2. Sd. K. P. GAUR.

I do not agree with the report and its recommendations and agree with the note of dissent submitted by Pt. Raj Nath Kunzru.

Sd. MOHD. ASRAR AHMAD,

30-12-47.

Sd. S. N. CHATURVEDI,

*Secretary.*

30-10-47.

I do not agree with the report and its recommendations and shall put in my detailed note of dissent.

Sd. RAJ NATH KUNZRU.

30-10-47.

*Extract taken from the letter, dated November 17, 1947, from Babu Beni Prasad Agarwala, member of the better Management Committee.*

I have no objection to sign the report and you may consider this letter as my consent and signature for the report. As regards the minute of dissent, I would like to associate myself with Ptandi Raj Nath Kunzru in the matter of the minute of the same which when he sends you a copy, you may also take it on my behalf.

SD. BENI PRASAD AGARWALA.

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## Draft of Character Roll of Teachers.

*Confidential* :—Annual Report on the work and conduct of the members of the teaching staff of aided Anglo-Hindustani institutions of the United Provinces.

- (1) Name of the institution.
- (2) Name of the teacher in full.
- (3) Father's name.
- (4) Examinations passed with the name of the University, Board, Association, etc., year and division. (This should be kept up-to-date.)
- (5) Record of any certificate of merit or work, awarded by Government, Education Department, or Public Body.
- (6) Special qualifications, if any, *e.g.* scouting, First-aid, Red Cross etc.
- (7) Date and place of birth.
- (8) Religion.
- (9) Permanent residence and address.
- (10) Date of commencement of service in the
  - (a) Department.
  - (b) Present institution.
- (11) Date of confirmation in the present post.
- (12) Details of previous service, with dates.
- (13) Date of (a) joining the Provident Fund scheme in the first recognised institution.
  - (b) transfer of the Provident Fund Account to the present institution.
- (14) Present post.
- (15) Scale of pay and pay on March 31, 194...
- (16) Date of execution of the prescribed agreement.

*Signature of the Head of the institution.*

**Date.**

### Report on the work and conduct of the officer.

Name of the teacher .....

Remarks regarding his work and conduct, and also any other remarks of interest:—

Year.	Remarks by the Head of the institution.	Remarks by the President or the Manager of the institution.	Date of communicating adverse remarks if any, or giving warning, if any.
1	2	3	4





## Summary of Answers to Questionnaire

### 1. BY HEADS OF INSTITUTIONS.

Q. 1—28 Heads are satisfied and 139 dissatisfied while two have not sent any reply and the replies of 12 heads doubtful. Causes of dissatisfaction are (i) no definite rules for the guidance of the manager and lack of public-spirited members.

Q. 2—From the replies to question *two* it appears that the 57 Heads feel that people of the locality are satisfied with Managing Committee while 83 Heads speak otherwise. Two have given blank replies and 39 replies are doubtful.

Public is not interested in denominational institutions.

Q. 3 (i)—45 Heads opine that the members take interest in the Committee, but few with a sense of public service. If they take interest at all it is in matters of appointment of teachers, promotion and admission of students at the time of their own election and in giving freeship or half-freeship to students. Generally the Manager has to take interest till it does not affect their pockets. 70 Answers denote that members do not take interest, other replies are either blank or doubtful.

Q. 3 (ii)—30 Heads write that the members collect funds for institutions, though the number of such members is rare, mostly the manager is interested in it. If they take interest collectively it is only at the time of the foundation of the institution. Some schools collect funds through teachers.

Managers' contribution is shown by the increased pay of teachers.

98 Heads are of opinion that members do not collect funds.

65 Answers are either blank or doubtful.

Q. 3 (iii).—48 Answers show that the members try to improve the facilities for providing better education, provided it does not cost them anything and does not involve much exertion on their part.

93 Heads say that the members do not try to improve the facilities ; for they are incapable and uneducated.

42 Replies are blank or no replies.

Q. 4 (i) (a).—57 Heads express that guardians are represented in the Managing Committee and 108 say that they are not represented. In some institutions there is no uniform practice. If they get representation not so by virtue of being manager's men but accidentally get representation.

Q. 4 (ii) (b).—104 Heads say that donors are represented and 48 heads say they are not represented. Those, who receive representation are mostly managers' own men.

Q. 4 (c) (i).—21 Replies show that the teachers get representation while 1:5 show that they are not represented. In many cases the Heads represent the teachers.

Q. 4 (ii).—In 53 cases heads are not the members of the Managing Committee. In 19 cases heads are members but in different capacities.

(i) They are ex-officio members having no right to vote exclusively.

(ii) They represent teachers.

(iii) They only write proceedings of the Committee with no definite voice.

(iv) In some cases they act as Secretaries, Joint Secretaries and Assistant Secretaries.

(v) In one instance he is a member because he is the founder of the institution.

Q. 5 (i).—77<sup>a</sup>—Yes—harmonious working will continue.

35 are of opinion that harmony depends upon the new element and the manner in which they are elected.

44—either do not answer the question or are against any change.

26—give a negative reply.

Q. 5 (ii).—The following interests are suggested for representation in the Committee.

- (i) Donors—with definite minimum donation (generally Rs. 1,000 suggested).
- (ii) Teachers.
- (iii) Guardians (either by the teachers or U. P. S. E. A.).
- (iv) Old boys.
- (v) Local educationists.

Some suggest representation of legal and medical profession, merchant, Chambers, etc.

Q. 5 (iii).—Election or nomination :—Three methods suggested :—

- (i) Nomination by the Department under each category.
- (ii) Co-optation by the Managing Committee.
- (iii) Election by each constituency to be formed and members to pay subscription to qualify for voting.

Q. 6.—65 in favour of communal representation.

110 not in favour of communal representation.

8 are either doubtful or blank.

Suggestions :—

- (i) District Magistrate to act as an arbitrator to avoid party factions as there is possibility of party intrigues in communal representation.
- (ii) Men of sound education of any community, provided they are donors.
- (iii) No denominational institutions.
- (iv) One member of the community be included.
- (v) Guardians particularly those who finance.

Q. 7 (i).—Yes 146 No. 30 Blank or doubtful 7.

(ii).—Yes 154 No. 20    "   "   "    9.

(iii).—Yes 149 No. 29   "   "   "    5.

(iv).—Yes 171 No. 6    "   "   "    6.

Suggestions :—

- (i) Commissioner.
- (ii) District Magistrate.
- (iii) S. D. O.

- (iv) Tahsildar.
- (v) Sub-Inspector.
- (vi) Civil Surgeon.
- (vii) Judicial Officer.
- (viii) Engineer.
- (ix) School Medical Officer.
- (x) Doctors.
- (xi) Local M. L. As and Local M. L. Cs.
- (xii) Women.
- (xiii) Scheduled Castes.
- (xiv) Representation of District Board and Municipal Board.
- (xv) Ex-Head Master.
- (xvi) Old boys.
- (xvii) Trade and Commerce.
- (xviii) A person who can improve finances.
- (xix) Spiritual interests.
- (xx) U. P. S. E. A. (Local Branch).
- (xxi) One representative of students.

Q. 8.—Suggestions :—

- (1) V. F. passed.
- (2) Matric or High School.
- (3) Intermediate.
- (4) Graduate.
- (5) M. A.

Relaxation in case of donors.

Some suggest that no educational qualifications are necessary.

- Q. 9 (i).—87 want that the Managers and Presidents should be graduates but some want relaxation in case of Presidents.
- (ii).—54 No educational qualifications.
- (iii).—16 High School.

(iv).—Highest examination of the institution.

(v).—20 want some qualifications but do not suggest any particular one, or they want *ex-officio* Presidents and Managers.

Q. 10.—Changing of M. C's. constitution :—

(i) 30 by Government orders.

(ii) 69 by legislation.

(iii) 29 new registration.

(iv) 10 Self-determination

{	Constitution passed by $\frac{2}{3}$ rd majority.
	Constitution passed by $\frac{3}{4}$ th majority.

(v) 4 Legal advice to be sought.

(vi) Institutions under Government supervision through I. O. S. or Central Managing Committee.

Q. 11.—Suggestions :—

(i) Education Tax (Re. -/2/- per rupee) profits of Mills and factories.

Guardians. Heavy taxes on business concerns.

Centres of entertainments. Taxation over Rs. 600 per annum.

Taxation on every revenue payer, income-tax pay, death duty, tax on all Insurance Companies.

Compulsory taxation over Rs. 3,00 per year.

(ii) Government to finance. Income-tax to be increased on those whose income is more than Rs. 1,000.

(iii) Free from the members. More contribution from donors.

(iv) Municipal Boards and District Boards to contribute.

(v) Raising fee. System of freeship to be stopped.

(vi) Electors or members of the General Body to Rs. 5 each.

(vii) Income from publication of books.

(viii) Extra-admission fee of Rs. 5.

(ix) Tax on agricultural income.

- (x) Holding of musical and dance consorts.
- (xi) Some tax on students besides fee.
- (xii) Imposition of Development fee.
- (xiii) Waqf income.
- (xiv) Rate of membership to be fixed by the Department not less than Rs. 12 annually.
- (xv) Tuition fee to be graded according to income.
- (xvi) Some industries may be introduced in the schools on business lines as Ayurvedic Laboratory, etc.
- (xvii) All banks and factories of the locality to contribute towards institutions.
- (xviii) Dharmada should be taken off from business-men.

Q. 12.—*Increase in present scale of pay:—*

124 in favour of increased fee.

52 oppose any increase.

2 advise to increase according to capacity.

1 free upto middle standard.

3 no reply.

Q. 13.—97 Dissolution or supersession under State Control.

11 Fresh elections.

Suggestions :—

- (i) Strict measures to be taken as withdrawal of recognition, suspension of grant-in-aid.
- (ii) More interference from Government.
- (iii) New M. Cs. to be elected by the General Body.
- (iv) D. M. or I. O. S. to manage the institutions or even H. M. in co-operation with members of staff.
- (v) D. P. I. to nominate members in consultation with.
- (vi) Representatives of guardians, donors, teachers who may ensure better management and raising of finances.
- (vii) Trouble creators to be removed.
- (viii) Overhauling by I. O. S.
- (ix) Provincialisation of institutions.

Q. 14 (i).—120 replies show that Aided Schools are better than Government Schools.

(ii) 41 replies show that they are worse than Government Schools.

(iii) 15 ——— ——— No difference between them.

(iv) 6 ——— ——— No reply.

Suggestions :—

(i) Stern warning.

(ii) Punishment according to immensity of fault, stoppage of promotion, degradation, transfer, fines, dismissal (to be dealt with the terms of agreement.)

Q. 15 (iii).—I. O. S., Headmaster Panchayat Assessors and Board or arbitrators to decide punishment.

The following should be in Board of Arbitrations.

(i) I. O. S.

(ii) Two representatives of the teachers' Association.

(iii) Two representatives of M. C.

(iv) One officer of Judicial Service.

(v) Government to provide them with jobs in other departments.

(vi) Increase in salary to attract better and more responsible men.

(vii) 3 months notice to mend himself.

(viii) Proper selection. Only capable teachers to be appointed.

(ix) Incompetent teachers should be given such subjects which they may teach efficiently.

(x) A refresher course training.

Q. 16.—35 answers mean that there is security of service.

138 say no security.

5 blank.

Reasons of insecurity :—

- (i) Incompetence of management.
- (ii) High-handedness, party politics, a divided house.
- (iii) Limited resources, new men's appointment at a lower pay.
- (iv) Step-motherly treatment of the Department.
- (v) Such teachers who hold independent views.
- (vi) Members are selfish.
- (vii) Communal considerations and refusal to do private work of manager.

(a).—39 Yes.

142 No and others either blank or doubtful.

Q. 17 (b).—11 Suggestions for 36 periods per week.

94	„	„	30	„	„	„
2	„	„	32	„	„	„
66	„	„	24	„	„	„
2	„	„	28	„	„	„
8	„	„	21	„	„	„

(c).—Suggestions :—

- (i) Increase in fee.
- (ii) More Government grants.
- (iii) Manager's contribution.
- (iv) Taxation.
- (v) Leave to be given to teachers without pay.
- (vi) Rs. 3 annually to be charged from the guardians.

Q. 18.—111 State that the salaries are paid regularly and on due date.

70 State that the salaries are distributed irregularly.

48 Deductions from salaries.

132 No deduction from salaries.

Q. 19.—137 Answers hold that the teachers undertake too many tuitions.



36 Answers hold that the teachers do not undertake too many tuitions.

Suggestions :—

- (i) 10% increase in salary and disallowing private tuitions.
- (ii) Raising moral standard and dignity of the teaching staff.
- (iii) By strictness, and drastic measures.
- (iv) Heads should be approached by guardians.
- (v) Coaching classes to be started.
- (vi) Heads to be authorised to cancel unauthorised tuitions.
- (vii) Guardians to approach managers and not teachers directly.
- (viii) Teachers should be allowed more than two tuitions.
- (ix) Tuition by I. O. S's. permission.
- (x) Legal prohibition.

Q. 20.—72 satisfactory.

102 unsatisfactory.

Suggestions :—

- (i) Leave rules of Government servant to apply.
- (ii) 15 days medical leave on full pay every year.  
15 days P. leave on full pay every year.  
One months' P. L. on  $\frac{1}{2}$  pay every year.
- (iii) Study leave if one has served for at least 3 years in the institution.
- (iv) Marriage leave.
- (v) Death leave.
- (vi) One months' P. L. on full pay and 3 months maternity leave.
- (vii) Casual leave to accumulate for 3 years, if not availed of.
- (viii) A teacher must enjoy a fortnights' earned leave every year.

Q. 21.—157 in favour of representation in M. C.  
21 against the proposal.

Suggestions :—

- (i) Due representation can make their voice effective.
- (ii) Such members will be tools in hands of some influential members, a source of trouble to the Heads.
- (iii) Teachers will fall in intrigues.
- (iv) Discipline will be affected, teaching to suffer.
- (v) Create friction between H. M. and staff.
- (vi) Their representation will have a great psychological effect.
- (vii) They will not be able to make their voice effective.
- (viii) If the powers of the managing committee are curtailed, the voice of the teachers may be effective.
  - (ix) Something is better than nothing.
  - (x) If the co. is reasonable their voice effective.
  - (xi) One out of ten teachers.
  - (xii) Teachers' representation in the General body.
  - (xiii) Half and half share in M. C.
  - (xiv) They will be able to expose high-handedness of the Managing Co.

Q. 22.—123 assert that the teachers take part in party politics, etc.  
60 deny that the teachers take part in party politics, etc.

Suggestions for stopping teachers' direct or indirect part in the elections of Co.

- (i) It should be treated an offence.
- (ii) Their representation in M. C.
- (iii) Removing all local teachers and also those who are relations of Managing Co's. members.
- (iv) In some cases teachers are forced.
- (v) Raising moral standard and self-respect of teachers.
- (vi) Teachers should not be appointed without H. M's. consent.

(vii) Security of tenure will remove this evil.

(viii) If impartial attitude taken by M. C.

- Q. 23—(i) Improving the teacher's lot and security of service.
- (ii) Uniformity of rules to be maintained throughout the province.
- (iii) Suspension and dismissal to be taken away from M. C.
- (iv) No penalty without previous approval of I. O. S.
- (v) H. M. responsible for the discharge of his duties to the Education Minister.
- (vi) High Court should be final court for appeals.
- (vii) All teachers to be Government servants.
- (viii) After confirmation services should not be disposed off by a simple notice.
- (ix) Regular increment.
- (x) Teacher to be dismissed by a resolution by  $\frac{2}{3}$ rd of votes.
- (xi) P. F. -/2/- by teacher, -/1/- by M. C. and -/1/- by Government.
- (xii) Payment of overtime work.
- (xiii) Retirement bonus. One month's salary per year of service.
- (xiv) No permanent teachers' services to be terminated on grounds of financial stringency or inefficiency, after 5 years' service.
- (xv) Pay must be disbursed upto 4th of every month.
- (xvi) Manager to be penalised for his fault.
- (xvii) Scheme of Life Insurance from P. F.

Q. 24.—Yes 142. No. 36. Blank 5.

Suggestions :—

- (1) Provincialisation of Aided Schools under a new Board and transfer to be effected by Divisional Inspectors' order, on mutual agreement.

- (2) Teachers desiring their transfer to apply to D. P. I. Difference in salaries to be adjusted in grant-in-aid  $8\frac{1}{2}$  by M. C. T. A. to be borne by Government. M.Cs. of both institutions  $\frac{1}{2}$  and  $\frac{1}{2}$ .
- (3) Regular grades and a Central Board to control all schools.
- (4) Transfer on D. P. I's. order but on recommendation of I. O. S. Uniformity of pay.
- (5) A board consisting of Managers and Heads in each division. Teachers getting same salary to be transferred.
- (6) Transfer only in beginning of the session. Provincial Board of control.
- (7) If teacher is transferred on some charge or desires his transfer he has to bear T. A. otherwise the receiving institution.
- (8) Institutions to be classified in A. B. C. D. according to their standing and finances, and transfers to be confined from A to A and B to B, etc. Salaries can be adjusted by I. O. S. by deducting or increasing grant-in-aid.
- (9) Government to pay T. A.
- (10) A Teachers' Exchange Bureau to be set up on the lines of Labour Exchange.
- (11) T. A. to be borne by the party that wants transfer.
- (12) Transfers to be effected only in summer vacation.
- (13) A kind of U. P. Board of Aided Institutions to be set up to appoint and transfer teachers.
- (14) A Provincial Teachers welfare Officer.

Q. 25.—60 are in favour of the fact that the existing machinery satisfactory.

88 not satisfactory.

Suggestions :—

- (1) I. O. S. as President of the Arbitration Board.

- (2) Tribunal.
  - (a) a member of M.C.
  - (b) a representative of teacher.
  - (c) Department Officer.
- (3) District Judge to approve M. C's, decision.
- (4) Tribunal-D. P. I., eminent educationalists and District Judge.
- (5) Grant-in-aid to be suspended.
- (6) The time-limit for settling disputes should be fixed.

Q. 26.—Dropped (Timing).

Q. 27.—Suggestions :—

- (1) Teachers' pay equal to an Executive Officer.
- (2) Security of service.
- (3) Prohibition of tuition.
- (4) Parity with Government servants.
- (5) Preferential treatment of Government.
- (6) Service punishment for bad conduct.
- (7) Teachers should be allowed hands in public affairs of the locality, *e.g.* District Board, Municipality, Local Bodies, Police Enquiries.
- (8) Award of executive powers.
- (9) They should be nominated as Honorary Magistrates Advisors or Honorary Magistrates.
- (10) They should be invited in Government functions.
- (11) Cultural amenities.
- (12) Award of good books and financial aid for travelling to increase knowledge.
- (13) Meetings with guardians at least once a month.
- (14) Representation in all Sub-Committees appointed by Government.
- (15) Purity of character.
- (16) Inclusion of teachers in Gaon Panchayat.

- (17) Honest and sincere teacher.
- (18) Provision of residential quarters, a kind of colony for teachers.
- (19) A teacher should be considered a Guru and all the ceremonies of his pupils to be performed through his assistance.
- (20) Teachers' children to be given free education.

## B

**Answers received from the Management.**

Q. I.	Yes	70
	No	52
Q. II.	Yes	108
Q. III. (a)	87	Yes
	33	No
(b)	56	Yes
	63	No
Q. III. (c)	83	Yes
	36	No
Q. IV.	Guardians in M. C.	
(a)	74	Yes
	42	No
(b)	Donors.	
	93	Yes
	22	No
(c)	Teachers.	
	41	Yes
	73	No
	Headmaster.	
	66	Yes
	52	No

Q. V	35	Yes
	58	No
	3	Doubtful
	17	Vague
	14	No Reply

Suggestion :—

- (1) No new element welcome.
- (2) I. O. S. District Magistrate, teachers.
- (3) Educational Officer, Donors, Guardians.
- (4) Merchants, Ex-students, Education Experts
- (5) By General Body.

Q. VI.	Yes	51
	No	63

Suggestions :—No denominational institutions to exist.

Q. VII. (a) (i) Education Department. :—		
	63	Yes
	54	No
	11	Blank
(ii) Guardians :—		
	86	Yes
	24	No
(iii) Teachers :—		
	46	Yes
	60	No
(iv) Educationists :—		
	86	Yes
	24	No
(b)	93	Yes
	20	No

Suggestions for other representations :—

- (1) Health.
- (2) Depressed class.
- (3) Teachers.
- (4) M. L. As.
- (5) Voca. and Tech.
- (6) Boys.
- (7) Engineer.
- (8) Lady Doctor.
- (9) District Magistrate.
- (10) Old Boys.
- (11) Local Boards.
- (12) Philanthrophists.
- (13) Industries.
- (14) National leaders.
- (15) Managers of other institutions.
- (16) Rich persons.

Q. VIII.— Suggestions :—

- (1) Literate guardians.
- (2) Qualified medical men.
- (3) Elected by trustees.
- (4) All elements to be represented.
- (5) No caste domination.
- (6) Lawyers to be excluded.
- (7) District Inspectors.
- (8) Public spirited men.
- (9) Doctors and Engineers.
- (10) No more than eleven but in no case more than 15.
- (11) Donors minimum Rs. 500.
- (12) Holding High social status.



Regarding qualifications :—

- (i) Graduate.
- (ii) No qualifications.
- (iii) Higher than the institution.
- (iv) Trained Graduates.
- (v) High School.
- (vi) Administrative experience.
- 5—Experienced men.
- 45—Graduate (1 trained graduate).
- 2—Higher than the highest class of the institution.
- 1—Inter.
- 10—Matriculate.
- 28—No qualifications.
- 20—No reply.

Q. 10.—56 Change in constitution.

10 By legislation.

Q. 11.—(i) Graded fee according to guardians income.

- (ii) Education cess on business and any income over Rs. 1,000.
- (iii) Special grants-in-aid.
- (iv) Percentage of tax of local boards to be diverted.
- (v) Annual income above Rs. 5,000 to pay double fee.
- (vi) Extra-contribution from guardians.
- (vii) Tax on publication and books.
- (viii) Art and craft on business lines to be introduced.
- (ix) Out-turn of technical branch.
- (x) Landed endowments.
- (xi) Special tax by state.
- (xii) Manufacture of articles (decorative, etc.)
- (xiii) Waqf income.
- (xiv) Tax on Revenue and Income.
- (xv) Cess on local market.

Q. 12.—Scale of fee :—

59 Yes fee to be increased.

59 No, fee not to be increased.

Q. 13.—Suggestions :—

(1) New members to be elected.

(2) Committee to be abolished, stop grant, withdraw recognition.

(3) I. O. S. and D. P. I. to warn the management.

(4) Suspension and taking over by Government.

(5) Appoint a Government nominee in the Committee.

(6) Transfer management to others.

Q. 14.—47 As good as Government institutions.

54 Better than Government institutions.

13 No good.

Q. 15.—Suggestions :—

(1) According to provision in agreement form.

(2) Warning.

(3) As in Government service.

(4) A personal log book.

(5) Should be removed.

(6) Increment in pay.

(7) Refer to joint committee teachers and Managers.

(8) Training in refresher course.

(9) Tribunal to enquire (appointed by Government).

(10) Stopping increment.

(11) Teaching diploma to be taken of.

(12) Replacement.

(13) Transfer.

(14) Managing Committee to deal.

Q. 16.—74 Yes.

48 No.

Suggestion :—Too many bosses.

Q. 17 (a).—59 Yes.

58 No.

(b)—24 pds. per week (10) yes).

36/48 pds. per week (13½ yes).

30 „ „ „ (44 yes).

12 „ „ „ (2 yes).

33 „ „ „ (5 yes).

8 „ „ „ (1 yes).

35 „ „ „ (2 yes).

27 „ „ „ (3 yes).

25 „ „ „ (2 yes).

48 „ „ „ (1 yes).

42 „ „ „ (1 yes).

(c) *Meeting of increasing cost* :—

Suggestions :—

(i) Grant and fee (increased).

(ii) Combined classes.

(iii) State and management.

(iv) Deductions.

Q. 18 (a).—59 Yes.

20 No.

(b).—9 Yes.

110 No.

Q. 19.—55 Yes.

60 No.

Suggestion :—Better salary.

Q. 20.—78 Yes.

23 No.

## Suggestions :—

(i) Casual leave to accumulate, furlough, P. L. full pay preparatory leave, more casual leave (20 days) and not to be included in holidays.

Q. 21.—Yes 73.

No 43.

Q. 22 (a).—Yes 46.

No 69.

(b).—21 Yes.

70 No.

Q. 23.— Yes 11.

No 57.

## Suggestions :—

6 months notice.

Insurance from P. F.

No arbitration.

Government interference.

Probation period to be extended.

More power to management.

No resignation in middle of session.

Pay to be regular.

Q. 24 (a).—52 Yes.

61 No.

(b).—Suggestions—for transfer and bearing T. A.

(1) Government.

(2) Central Board.

(3) T. A. to be borne by teachers.

(4) Managements grant to be adjusted.

(5) Schools.

(6) Uniform salary.

(7) Board of managers.

Q. 25.—73 Yes.

29 No.

Suggestions :—

- (i) Transfer.
- (ii) Judicial Officer.
- (iii) District Education Commission.
- (iv) Speedy disposal.

Q. 26.—73 Yes.

23 No.

Suggestions :—

- (1) Unnecessary religious festivals to be minimised.
- (2) Vacations to be increased up to 15th July.
- (3) Rainy vacations for villages.
- (4) Shift system.
- (5) Morning 2½ hours, evening 2 hours.
- (6) Abolition of summer vacations.
- (7) Leave it to manager.

Q. 27.—Suggestions :—

- (1) Remove disparity.
- (2) High pay.
- (3) Minister and D. P. I. to dine with them.
- (4) Less difference of salary between D. P. I. and Primary school teacher.
- (5) First class men. Allowed to take part in public life. Preferential Treatment by Government.
- (6) Residential quarters.
- (7) Better Providend Fund.
- (8) Recognition in public functions.
- (9) Head Master a Gazetted Officer.
- (10) Licence to keep arms.
- (11) Stop tuitions.
- (12) Leadership in social life,

- (13) Children's Education free.
- (14) Teachers to be status of Government Gazetted Officers.
- (15) Brotherly help.

Q. 28.—Findings and complaints :—

- (1) Slow and delay in settlement.
- (2) Too many checks through I. O. S.
- (3) Red Tapism and lethargy.
- (4) Grants not proportionate to expenditure.
- (5) Government not approving all expenses.
- (6) Unimaginative Government.
- (7) Government's apathy.
- (8) No inspection for years.
- (9) Dilatory and evasive replies.
- (10) Grant-in-aid rules unfair.
- (11) Block system to be introduced.
- (12) Undue favour to teachers.
- (13) Destructive criticism.
- (14) Difficulty in recognition.
- (15) Direct approach to D. P. I.
- (16) Dictatorial attitude of I. O. S.
- (17) Unnecessary correspondence.

Q. 29.	Yes	20
	No	84
	Doubtful	12

In one case building is charged.

Q. 30. Managers contribution :—

- (1) 7:9
- (2) Nil
- (3) 1/4
- (4) 50/60
- (5) 10%

- (6) 1/15
- (7) 1/3
- (8) More than Government grant (Rs. 3,000.)
- (9) 1/40
- (10) 5:7
- (11) 1/5
- (12) 5/9

Q. 31	(a) 89	Yes
	22	No
(b)	30	Yes
	82	No
(c)	25	Yes
	77	No
(d)	53	Yes
	47	No

- (i) No till state takes control.
- (ii) Desirable but not practicable.

Q. 32.—*Suggestions for Improvement* :—

- (1) Decent pay and quarters for the staff.
- (2) Government grant-in-aid  $\frac{2}{3}$  (ii) 5% (iii) more in grant-in-aid.
- (3) Clear defined power, same salary, District Arbitration Board.
- (4) No emigration during the session.
- (5) State control.
- (6) A conference of heads and managers.
- (7) Members of the Committee should be highly qualified educationally.

- (8) Parent-Teachers association.
- (9) More training colleges, double shifts.
- (10) Education tax.
- (11) Better Providend Fund and Insurance from Providend Fund.
- (12) Heads to be free from accounts work and to be changed (every five years).
- (13) More clerks and teachers.
- (14) Government and non-Government to have one standard in everything.
- (15) Elections before Judicial Officers.
- (16) District Education Council, Central pool of training teachers.
- (17) Bills to be passed after expenditure is incurred.
- (18) Institutions on Co-operative basis as in Bombay Presidency.
- (19) Model rules for M. C. mutual transfers.
- (20) Liberal leave rules.
- (21) More Government supervisor.
- (22) Members of M. C. to be highly established.
- (23) Teachers to be promoted to High Executive posts.
- (24) Government institutions to be abolished.
- (25) Maternity leave.
- (26) Special consideration for Girls Schools.
- (27) Teachers representation in local public affairs.
- (28) Members to pay Rs. 100 a year, and  $\frac{1}{2}$  lb. milk to students.
- (29) No. of students to be 25.



## **Note of dissent by M/s. Gaur and Naqvi.**

### **We sign the report subject to the following dissent.**

1. The question of qualification of the manager was raised in the Committee but no resolution is found in the conclusions. The manager of an institution which imparts knowledge must be a man suitable to carry on his duties properly. Most of the managers do not understand the working of an educational institution and its implications. Some even cannot sign their names. We would press that the manager should at least possess so much qualification which would suit the status of the institution. To be concrete the manager of a High School should have passed at least the Intermediate Examination, that of an Inter College at least a graduate. The manager of a Middle School at least a matriculate.

2. In view of the above and also that the manager has no opportunity to know the work of a teacher his remark in the Character Roll as envisaged in the Resolution 10 is unnecessary and inadvisable.

N. H. NAQVI.

30/10/47.

K. P. GAUR.

30/10/47.

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## **Note of Dissent**

BY PANDIT RAJ NATH KUNZRU.

To begin with, the framing of the terms of reference was far from happy, because the main issue had been practically prejudged and the mind of the Government disclosed on matters which were to be inquired into by the Committee. This was hardly desirable as it naturally had the effect of influencing the decision of the Committee.

Another difficulty was that necessary care was not taken to appoint such an official as Secretary to the Committee as had an open mind and was prepared to view matters in a judicial way free from any bias. If this were done the report would have been fair and balanced and broad in its outlook.

If prices had risen and the salaries of teachers had remained stationary, surely the blame or the responsibility did not entirely rest with the managements. It was the result of the unwise and short sighted policy of the Government and its officers that the relief to which the teachers were entitled could not be given to them. The latest instance is furnished by the report of the non-Government aided Anglo-Vernacular Institutions Enquiry Committee published in 1940. In the grade of the teachers recommended by the Committee every care was taken to keep down the expenditure and therewith Government Grant-in-aid. In fact this has been the fundamental policy of Government for many decades and most of the present-day drawbacks of aided institutions are attributable to this policy. It is unfortunate that our present Government also has not kept clear of this legacy in-as-much-as it has limited the resources of aided institutions by curtailing the powers of the management to increase their income and by laying down that it will pay additional grant only to the extent of 25% of the enhanced salaries of teachers. The disastrous result of this policy is obvious and must very soon be felt. The economic requirements of the teacher and proper estimation of his market value formed no part for the consideration of the Anglo-Vernacular Institutions Enquiry Committee, nor did these matters receive any consideration at the hands of the Government. Some years ago the salaries of the teachers in aided schools were subjected to cuts, like those of Government servants, when there was an economic depres-

sion in the province. But, correspondingly when prices rose and dearness allowances were granted to all Government servants without exception, no consideration was shown to teachers working in aided institutions in spite of their repeated demands and representations. Any attempt to raise their salaries and enhance the tuition fees was invariably turned down by the Education Department. The discontent among the teachers, was, therefore, very natural but by no means could the responsibility for the crisis be fastened on the managements of aided institutions. The unavoidable dearness allowance paid to the ministerial staff is also conveniently still left out of account by the Department of Education. The fact of the matter is that want of sympathy and vision on the part of officers of the Education Department has been solely responsible for the discontent and disabilities of the teachers, who, as they have to deal direct with the managements, unjustly and sometimes ignorantly blame the managements for their sufferings. The Education Department to its relief finds the managements of aided institutions a convenient scapegoat to evade its own responsibilities.

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### **Organisation and kinds of aided institutions.**

No impartial observer can agree to the unwarranted and disparaging remarks made in the report against the managements of aided institutions. Prejudice and propaganda cannot conceal facts. The statements made are rambling and contradictory. They are based not on any tested evidence but on wish and the criticism offered is to all appearance a clumsy effort to support the unfortunately worded terms of reference in which as I have stated above, the issue involved has been predetermined. To arrive at correct conclusions it was necessary that certain selected institutions should have been visited, against which there were complaints or which in their turn had grievances against officers of the Department of Education and due enquiries made on the spot. This was not done. It is admitted in the report that the Committees have to make constant efforts to find funds not only for additions and improvements but also for maintenance. It is also admitted that "the number of philanthropic people being limited in a locality the increasing number of institutions have to share their

donations with the result that each one now gets a smaller amount from them," and that "the middle classes who generally benefit from these schools contribute but little to their funds as donations and subscriptions and the bulk of the income comes from zamindars, industrialists, businessmen and a small fraction of money from professional classes." There are further important admissions that "while it is comparatively easy to get funds for building or other similar expenditure of a non-recurring nature, the management is hard put to it to find constant supply of funds for maintenance" and that "it is to the credit of the managements that they find it (money)" for expansion. Yet a finding has been recorded that reserve funds seldom yield an income of Rs. 1,000 and that therefore the managing bodies do not do their duties and deserve to be condemned. The serious handicaps of the managements are admitted yet they are asked to perform a miracle. It is not known if the institutions, which do possess endowments are in any manner treated better than others by Government or the Department of Education. It has been taken for granted that Government on their part equitably discharge their responsibilities. It has been most uncharitably assumed that private agencies start institutions for mere personal glorification and aggrandizement and not with the philanthropic motive of rendering public service for the promotion of education. It has also been assumed that the non-recurring expenditure involved in establishing and running an institution is a very small part compared to other expenditure and that Government always pay their full share of contribution towards non-recurring expenditure." The fact of the matter, however, is that if the compiled figures were available it could be easily shown that Government contribute a very small share towards non-recurring expenditure, the bulk of which has always to be found by the managements with great labour and sacrifice. The total amount invested by private agencies in our province must amount to a few crores and without this investment education could not expand as much as it has done at present. In Agra alone, during the last two years only, not less than 5 or 6 lakhs must have been invested for establishing new educational institutions, while large sums were invested before in other educational institutions. In 1891-92 there were 80 High Schools in our province and about half of them were non-Government Schools. In 1938-39 Government High

Schools numbered only 48, and non-Government High Schools, excluding Municipal and European Schools, 161. In 1916-17 there were 23 Girls' High schools and all of them were non-Government Schools. In 1938-39 their number rose to 37 and only one of them was a Government School. All these institutions could not grow without a sincere urge on the part of private agencies concerned to help the advancement of education and without substantial financial assistance from the public. Any independent and impartial critic will readily concede that this is a solid achievement on the part of private managements and that on this account they are entitled to every support and encouragement from all quarters. But unfortunately in the arguments which have been employed in the report there is little logic and the proverbial story of the lion and the lamb has been fully illustrated. This is not fair and can never carry conviction. As was brought out in the evidence which was tendered before the Committee the managements are not in any way doing less in the matter of securing private assistance for educational institutions than managements of schools in more advanced countries like England are able to do while the financial assistance of Government is very much less. The difference only lies in the fact that whereas in other countries the work of the managements is mentioned with appreciation and they are treated with due sympathies and consideration. In our province they are constantly thought fit only to be criticised and chided.

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### The Teacher.

The chapter on the teacher may read as a good story but has little substance or arguments in it. When it is admitted that in England and U. S. A. also teachers have the same grievances against society which they have here, the point that is tried to be made out against managers loses all its force. It is admitted that the various ills from which a teacher suffers are inherent in the profession, as is asserted by an American educationalist who has been quoted. They are common to all teachers of all nationalities and of all institutions, whether Government or non-Government. The allegations which have been made against Managers for ill treating teachers are not supported by any fact,

evidence or record. A few cases of indiscretion on the part of certain individual managers cannot have universal application. There are known cases in which Government servants have been illegally removed in haste and subsequently reinstated by courts of law. This will not warrant any argument that Government servants have no security of tenure. The teachers may sometimes not have a sense of security, but they actually have full security of tenure at least since the system of agreements has been enforced. In fact it is admitted in the report in chapter II that the Managing Committees have very little power of dismissing or punishing the teachers. It is said in the report that "formerly the Managing Committees had absolute power of appointment and dismissal of their teachers. During the last 20 years or so the latter has been seriously limited by the prescription of an agreement between the management and the teacher and the conferment on the latter of a right of appeal to an arbitration board. It has been further curtailed by the necessity of requiring prior approval of the Department to the dismissal of a teacher under para 10 of the agreement." After the enforcement of the agreements the question of security of tenure does not arise at all. In fact the agreements are one sided and it has become impossible to deal with them even when they are positively delinquent. It is true that certain quarters prefer to indulge in vague general accusations against management on this point, but they are unable to substantiate their allegations. They cannot cite facts and figures. In fact in the course of evidence it was definitely enquired by one of the representatives of the managements as to how many teachers had been removed from service against their terms of agreement during the last 5 years. But no information could be furnished and the inquirer was asked not to press his inquiry. The reply would have easily shown that there was little substance in the charge. Unless it is substantiated by proper facts and figures it has no value.

With regard to the sense of security it cannot be created unless the intervention of the Inspector in the matter of action under agreements is removed. So long as the teachers have to look for help to a third party like the Inspector the matter can never be solved and an atmosphere of back-biting and intrigue to the detriment of discipline and prestige of the Head Master and the managements will prevail. It is unfair that managements

should have to offer regular explanations to the Inspector before being able to take necessary disciplinary action in proper cases. The Universities impose no such restriction and rightly lay down that all questions relating to breach of prescribed agreements should go direct before the University Tribunal without any previous intervention or investigation by any other agency. This is the only right form and must be adopted in the case of school agreements which should be amended. The Inspector's intervention and enquiry is a very potent source of irritation and mischief. Police or judicial work should be no part of his duty. The fact is that Universities repose due confidence in the managements while unreasoned absence of it is the distinguishing feature of the policy pursued by Inspectors of Schools. There are a number of Committees in the Province which manage degree colleges as well as High Schools. They are considered quite efficient and trustworthy so far as the degree colleges are concerned but the moment they deal with High Schools they become inefficient, untrustworthy and unreliable. The reason is not far to seek. The Universities deal with them in a democratic manner and also appoint democratic boards of inspection to report on their work and efficiency whereas the department of education deals with them in a bureaucratic manner and expects them to be its blind "yes men" and abjectly surrender to its behests. Matters are sure to improve considerably if the department of education also develops democratic ways of dealing with the managements of institutions and only makes the system of inspection democratic at least in the case of High Schools and Intermediate Colleges so that a panel and not an individual may be entrusted with the task of reporting on an institution. If these changes are introduced most of the present complaints against managements which are more imaginary than real will automatically disappear and instead of the present tension peace will reign. The Inspectors not only in the case of teachers as has been admitted in the report but also in the case of management "consider it their duty to discover the faults of omission and commission and they take their good work as a matter of course not meriting any acknowledgment." The result is that the managements become disgusted and lose their ardour and the joy of their work.

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### **Constitution of the Managing Committee.**

There is hardly any need for a uniform stereo-typed Constitution of the managements. In the degree colleges also there is rightly no such constitution desired. In connection with the appointment of Universities Grant-Committee due assurance has been offered to the Universities and the Managing Committees of the degree colleges that their autonomy shall not be interfered with. Thus the autonomy of the Managing Committees which manage both degree Colleges and High Schools will remain intact so far as the colleges are concerned but not in relation to the schools. Surely there is no reason for this invidious differentiation and for the Inspectorate to be anxious to have greater control over the aided schools and their managing bodies than that which is exercised by the affiliating Universities over their affiliated colleges and their governing bodies. The various types of Managing Committees described in the report control the degree colleges as well. Their members are also of the same type and they also take as great or as little interest in the institutions as do the members of the Managing Committees of Schools. In their case also the decisions of the Managing Committees are also not final without approval by the parent body and the latter has every authority to revise, change or reject their decisions. There are no educational qualifications prescribed for members of governing bodies of affiliated colleges and their representatives in the Universities. One may be only literate to be a member of a very important body like the legislature. In fact in the centre as well as in the provinces the ministers and their parliamentary secretaries including those who control the education department are not required to possess any educational qualifications. Only if they are literate they are entitled to hold these responsible jobs. The stunt therefore, of insisting on members of the Managing Committees of Schools, which are a very less important concern to possess high educational qualifications requires to be explained specially when it is a patently known fact that the differences of the Inspectorate with educated members and office bearers of the committees are more acutely pronounced than with others. The explanation may be found in the significant statement in the report. "The Inspector of Schools is only an inspecting and advising officer while there are many managements which listen to his advice, there are others



which take no notice of it. Rules and orders are flouted." The Inspector thinks too much of his position and his authority. He does not like to hold a constitutional position and wants the most autocratic authority. He wants that his word should be treated as law and like a true bureaucrat he does not tolerate any honest difference. Even if his advice may not be consistent with rules and the interest of an institution it must be obeyed without question. It is not necessary that all Inspectors should interpret the rules in the same manner and their policies may be uniform. They vary with the change in the personnel, and the management is expected meekly to submit to be tossed one way or the other at their mere sweet will. The fact is that unless the Inspectorate is reformed and reorganised little improvement can be expected. In order to justify a preconceived conclusion all sorts of conceivable arguments have been advanced to paint the managements as black as possible. If they bring or donate money it is asserted that the object is sinister. Because the members are from all walks of life" it is a sin for the Managing Committees of Schools although universally it is considered meritorious for all democratic institutions. If the members are of influence or high academic attainments, this also must be condemned. In the case of more important offices of ministers and members of legislatures it is not necessary that previous schooling and training may be received to qualify people for the offices but if one has to be a member of the Managing Committee of a School controlled by a highly specialised and important officer like the Inspector, one must obtain a certificate from the Director of Education that he has studied and knows the problems of education. It is a highly ridiculous proposition especially when it was admitted in their evidence by experienced headmasters that all that was required from a member of a Managing Committee was sturdy common sense. A very unnatural complaint has been added to the inexhaustible list of grievances against Managing bodies that where a general body elects members to a Managing Committee "the constitution of the latter reflects the party in power." This happens in all democracies. All political and other parties and Governments are run on this basis. There seems hardly any point in the objection, and the insinuation made only shows lack of imagination on the part of the Inspectorate which has to be very seriously considered by Government. It is said that the committees should have on them educationists and repre-

representatives of guardians, but if they are there already, their association with the managing bodies makes them unfit and undesirable. These elements have to be introduced from outside, although this may disrupt the harmony of the committees. Where elections and committees are concerned there are bound to be differences and frictions and no organisations, howsoever well they may be organised, can be free from them. The introduction of three nominated members will in no way improve matters. Nominated members have been found to be a potent source of mischief in District and Municipal Boards and cannot prove otherwise in the committees of schools. Nowhere in any committee, society or organisation, are all people equally active and interested in the discharge of their duties, but it cannot be denied that like members of other bodies there are some members of Managing Committees who devote their time and attention to the work of the institutions. The nominees of Government can never be expected to evince an equally keen interest. They will owe their loyalty to none and there is nothing to ensure that they will be interested in the institution. It is not unlikely that for want of sufficiently qualified men or to satisfy ambitious Government may have to appoint the same person on a number of committees in a locality. In this case, he will be still less interested in any institution. Denominational institutions have been condemned but there is no guarantee that the persons nominated by Government will not belong only to a certain political party. This political infiltration into the Managing Committees will be disastrous. It will give them as much as a denominational character as any evil that is supported to raise in the case of denominational institutions. There is no indication as to what kind of people Government will be expected to nominate; whether the nominees will be educationists or representatives of guardians and communities. Who is an educationist is difficult to define and has not been defined. Such nominees are sure to boss over other members of the committee. The presence of teachers and heads of other institutions on this ground in the committee is objected to, in sympathy with the feelings of teachers and heads of institutions. The sentiments and practical difficulties of the committee should similarly be taken into account in the matter of introduction of outside elements in the committee. The adoption of nominations will make the smooth working of the com-

mittees more difficult and it is feared that any desire on the part of Government to control the day to day work of the institutions would ultimately lead to the discouragement of people, who will have sufficient sense of self-respect or who on grounds of patriotism or philanthropy would like to work for the development of education. The prescribed cure will prove worse than the disease itself. The nominees will be exploited by interested parties and their functions will be reduced more to that of advocates of interests than of impartial judges. The proposal of nominations is ill conceived and is most emphatically opposed in the larger interests of the institutions concerned.

There is no valid analogy between the statutory bodies of District and Municipal Boards and the Managing Committees of educational institutions which are constituted trusts. The powers of regulation, supervision and control of these trusts like all other trusts should rightly continue to be exercised as at present by the Civil Courts. In no case should the Government have any authority to deal with them by its executive orders. This will never inspire public confidence and will be a very reactionary and retrograde step. The executive Government should not have any authority to remove and suspend the committees which were never constituted by it or any bodies created by it. There are valuable trust properties attached to the institutions and it will constitute a very grievous wrong if Government may have the power to vary their terms and constitution and put on them its nominees or remove or suspend the managements or their members. Constitutionally this is simply inconceivable and the suggestion betrays colossal lack of imagination and appreciation of the very grave constitutional impropriety involved in it. On this analogy it may become possible for Government to assume control of all trusts of all kinds and even direct their funds and property in any manner and to any object that Government may autocratically choose. Obviously this cannot even be imagined in any civilised and constitutionally organised country. In fact the anxiety to build a case against the Managing Committees has led to the mark being overshot. In the whole chapter there is not mentioned one single good point in favour of the managements. In desperate anxiety to find favour for the revolutionary suggestions which have been made rather vindictively, the managements and the managers have been shown

as the worst criminals going. This is prejudice and propaganda in exelsis and all this is in face of a clear verdict that aided institutions are at least as good as Government institutions as the replies to question 14 will show. It is not clear how the formation of selection committees for making appointments in ordinary schools will help matters when the committees are so dishonest and devoid of all sense of responsibility as they have been represented to be in the report. The decisions will evidently be subject to ratification by the committee and if the committee are really so demoralised there is nothing to stop them from turning down the sub-committee's proposal and appointing a man of their own choice. The Lucknow University lately turned down the recommendation of its Selection Committee. The disappointed candidates will canvass on various grounds and can succeed against the Selection Committee. It presupposes that appointments are always made after interviews. They are generally made in March, April or July. It may be difficult to get for interview teachers serving in other schools. The candidates will be unable to bear their travelling expenses and the Managing Committees will seldom be able to find the same.

The heads of institutions may be on the committees but there are serious difficulties, which have been mentioned in the report, in the introduction of teachers. The position of the heads of institutions will become very difficult. They will not be able to express themselves fully and will have to recognise the superior position of the teacher on the committee. It will introduce and encourage trade unionism, which thanks to the policy of the education department, is fast growing among the teachers. The teachers will not represent their own views but those of their confederates and associations. This was clear from the statements of some of the teachers who gave oral evidence. Some of them had hardly been in an institution in this province for more than 20 or 21 months but claimed to know more about the institutions and the deficiency of the managements than those who had been much longer there. They left no stone unturned in painting them black. Of course substantiation of facts was lacking. There was actually little in their personal knowledge. They could express themselves better than others and were obviously prepared by their confederates and organisations to say certain things.

### **Complaints against the Managements.**

The terms of reference as has been pointed out in the beginning of this note are not fair. The issues involved have been pre-judged and pre-determined. In fact they left hardly any room for an independent enquiry and if a finding is based on them as has been done the objection stands proved.

The main burden of the complaint is that there is insecurity of tenure. How this is possible in face of the one-sided agreements which are in force has not been explained nor have any facts or figures been quoted. A general accusation incapable of substantiation is asked to be accepted on trust. Surely no claim can be established in this manner. The correct position has been stated by a lady M. L. C. and another M. L. A. who have been cited that the security of tenure has now been secured by the introduction of agreement.

It is admitted that there is a demand that the institutions should be taken over by Government. This demand is not confined to the employees of educational institutions but is also made by employees of various other public bodies. The demand is dictated by self interest for it is clear that these institutions and public bodies have limited resources and cannot pay as much as Government may pay if it takes them up. Mr. Nehpal Singh clearly says in his note that the proposition is absurd and it is not possible for Government to assume the responsibility of all aided institutions. The demand is no indication or proof of the fact that there is inherently something wrong with the aided institutions as has been tried to be made out.

It is agreed that "the real reason is egoism." The question arises on whose part. The difficulty is that the Inspectorate is growing more and more egoistic. It is unable to adjust itself to changed times and circumstances when brute authority from any quarter can no longer be tolerated, and it still loves to be the monarch of all it surveys. At present authority rests on the goodwill and confidence of the people concerned secured by tact, sympathy, fair play and justice. This he considers a weakness. There exists one very great danger. The policy of divide and rule has been introduced in the educational institutions as was done in the political field and an unfortunate feeling is being actively fanned

amongst the teachers through the wrong policy of the department of education that their interests are not identical with those of the managements and the evil effect of this is being felt more and more pronounced. This is fraught with serious danger and the sooner this is stopped the better will it be for all parties concerned and for the cause of education itself. In some cases actual complaints have been made that on the active incitement of the Inspectorate the school staff have flouted the authority of manager and refused to comply with their legitimate and *bona fide* orders. This is not based on any imagination but there are concrete instances.

Whatever the personal experience of the Secretary of the Committee may have been, to whom credit is due that he has not concealed his feelings of hostility against managements, the most solid fact is there that in face of the present agreements frequent change of staff is impossible. It would have been fairer if the secretary with all his views formed and his engrained bias based on his past and out of date experience had only tendered evidence and not accepted his office. Whatever the M. L. C. who has been quoted may have said, a teacher cannot be removed capriciously for financial or party reasons.

1. To sum up there is actually no insecurity of tenure any more.
2. The teachers do the same amount and kind of work that they do in Government Schools. In all institutions including Government School they cannot avoid clerical duties.
3. Very few will be able to appreciate the complaint mentioned in this head. It is difficult to decipher what the statement means.
4. For fault finding inspection and autocratic administration it is the Inspector who is responsible. It has been admitted in the report that points of merit he omits while he is always fond of criticising his work.
5. Compared with Government institutions and in consonance with the policy of Government to keep down the expenditure and therefore the grant, low salaries were inevitable. Government always gave very low grants and it is wrong to say that Government shares half the cost. If only it did this the lot of the teachers and the institutions would be very much better.

6. Whatever the expression may mean, there is hardly any difference in cultural amenities and cultural atmosphere in aided and Government institutions. The expression has no doubt a very formidable pose but it is not clear if it refers to any tangible commodity anywhere.

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### **Private Tuition and Teachers.**

The whole question seems to have been begged and it appears to have been admitted in a way that it will be almost impossible to control private tuitions of teachers.

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### **Unauthorised Fees in Private Institutions.**

As far as is known in civilised countries there is nothing known as "unauthorised fees" in educational institutions. This is a term which has been invented to justify the unjustifiable interference which is sought to be made in the legitimate discretion of the managements. In all countries only the minima are laid down and the maxima are left to be determined at the discretion of the managements according to their circumstances and needs. The whole income is of course expected to be accounted for. This was the only right course for adoption here also but unfortunately it is considered a weakness of administration to repose confidence in and trust the discretion of the managements as is done in other countries. Not all the fees enumerated in the report are charged by all institutions. The same charges are known by different names in different institutions and as an experienced Inspector rightly remarked he saw nothing wrong in this. The cost of education had increased and will further increase and unless there is elasticity in the resources of the institutions or the Government undertake to find the difference between income and expenditure, the institutions will never be able to shoulder their responsibilities. This will give rise to complaints and the responsibility will be unjustly fastened on the managements. The right course was to let the fees charged continue to be charged and it was at one time felt that the committee was of this opinion but unfortunately it seems that certain influences prevailed against it. The limitations

which are thoughtlessly suggested to be imposed are sure to prove embarrassing to Government itself before long. The music and optional subjects fee should be charged. The various extra fees should be charged in all classes. The use of the term "for services rendered" in connection with extra fees may only cause complications and raise needless controversies. It should be dropped.

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### **Transfer Board.**

Very strong exception is taken to the opening remarks which are not justified by actual facts. They are purely the result of wishful thinking and the outcome of an unhealthy anxiety to run-down the managements. It is emphatically repeated once more that ever since the introduction of the agreements which are all in favour of the teacher only, there has been no insecurity of service.

How the board will usefully function and be able to help the teachers to retain in cases of transfer, their continuity of service and the advantages of such continuity it is difficult to understand especially when Government have lately introduced an unjust but mandatory rule that a teacher shall be appointed in the lowest scale of his grade. Such rule does not exist in Universities and degree colleges and it is wondered if it is a concrete expression of the solicitude of the department of education for the trodden teachers of aided institutions.

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### **The Arbitration Board.**

No comments are needed.

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### **Miscellaneous.**

With regard to block grants they can be helpful only if unlike the present they are assessed on a liberal basis with due sympathy and with proper regard of the growing needs of the institutions. Otherwise they will prove a greater source of embarrassment.

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NOTE:—The report is significantly silent with regard to the important matter referred to in question 15, and thus betrays its partisan spirit; which is regrettable.



### Recommendations.

I. A very cursory glance of the report will conclusively show that it characteristically lacks balance like the Inspector's inspection report. There is no mention of the difficulties and troubles of the managements nor has any one point in their favour been mentioned, except, only casually. It has been taken for granted not only that they have no grievances but also that they can have no grievances. Quite significantly no notice has been taken of question 28, and the scathing replies to it. They were found inconvenient because they did not support the terms of reference. The gravamen of the charge, after all the mountain having been in labour, is that the managements do not give security of tenure to the teachers. This charge in fact is the only charge, which is repeated ad nauseum in the whole report in a desperate effort to magnify it beyond all proportion. There are no figures to show how many teachers were removed during a definite period and on what grounds and if such figures could be compiled, it is certain they will not support the charge. The conclusion which has been arrived at is wholly unwarranted and cannot be supported. As has been stated elsewhere there are Committees which manage both degree colleges and schools and there are no complaints against them so far as the former are concerned, yet they are charged with all possible defects in relation to the latter. How this happens has to be justified. There are on the managements notable personalities like Dr. H. N. Kunzru, Pandit Iqbal Narain Gurtu, Dr. Brajendra Swarop and many others whom any institution will feel proud to possess. Yet when they have to deal with the Inspectors of Schools they become undesirables only fit to be taught their duties and responsibilities in their special class. All this needs an explanation. It is not far to seek. It is due to a scramble bordering on lust for power on the part of the Inspectorate. It is impatient with the managements. If they point to flaws and inequities in its reports and suggestions it feels hurt and sore. The Inspector expects blind faith in and tacit obedience to his orders. He hates to be a constitutional friend and adviser of the managements like the universities and wants to have all the powers in himself, so that the managements are reduced to dead machines which may only move to his orders. Such bureaucratic notions are out of date and must injure the educational

institutions and the sacred cause of education. It is the Inspectorate which stands in need of immediate and radical reforms. It must be reorganised at once for the interest of the advancement of education. The departmental officers must be made to feel that they are not high and big officials but responsible friends, guides, and advisers of managements, who are by no means their inferiors or subordinates but their equals and co-operators in the field of education for the mere love of their work. Recrimination accompanied by calculated propaganda has always been considered a convenient handmaid to repression and suppression but this has never secured any justification or success for any acts of repression and suppression. In the sacred field of education the consequences may be still more harmful. The methods of administration which the education department wants to employ by the use of force are out of date and place. They have to create an atmosphere of good will and understanding to find that most of their complaints disappear like vapour in the air. No organisation can be considered perfect and as such the constitution of the Managing Committees may also not be perfect but there is nothing fundamentally wrong with it. As has been unequivocally admitted the conclusion has been based not on any independent finding but on the wordings of the terms of reference, in which as has been pointed out the Government and in fact the department of education, have prejudged and predetermined the issue in reference and disclosed their mind, as such it cannot carry any weight with it. The Inspector has become too much fond of authority and instances can be cited in which he has unduly tried to interfere with the discretions of head-masters also in disciplinary matters in which his orders were not open to any revision or appeal. In one case a headmaster was gratuitously told that his enquiry was not satisfactory and that he should have not "expelled" but "removed" a particular boy. It may be noted that the educational code knows only the term "expelled" and not "removed". Fortunately the headmaster did not submit to the tyranny but he did on this account incur displeasure. He may have been considered guilty of flouting of superior authority also. The recommendation therefore is that the Inspectorate should be reformed, reorganised and democratised, that it should not seek larger control over institutions than the universities assume over degree colleges, that the system of control and inspection should be changed and democratised so that no

individual Inspectors but panels of Inspectors, which should include experienced non-officials, should inspect and report on the efficiency of the institutions especially where High Schools and Intermediate Colleges are concerned and that as in the case of degree colleges the autonomy of the aided institutions should be respected in the interest of peace, harmony, efficiency and justice.

II. The difficulty with regard to the teachers' representation has been pointed out in this note and also mentioned in the report. The heads of institutions will be the first to feel the unpleasant consequences of such a step. In their evidence the teachers did not spare them from their flings. Along with the managements they had a good share of contumely also at their hands. Indications are not wanting of a demand that representation to teachers as one unit is not enough but that it should be granted to them according to the class to which they belong, so that C. T's, non-C. T's, L. T's and non -L. T's, Maulvis and Pandits may have separate representations and also that it may be according to the subjects taught by them. The committees do not deal with educational problems and as such the teachers may not fit in. Moreover the strength of ministerial staff in double section institutions is not by any means negligible and on the analogy of teachers their demand also for representation will be irresistible.

III. The autonomy of the Managing committee should be respected. They are trusts and some of them have valuable trust properties. Some of the properties are vested by donors' registered deeds of trusts, as in the cases of the Kayastha Pathshala, Allahabad, Shia College, Lucknow, and Balwant Rajput College, Agra. There are many other such trusts. Also very valuable properties have been assigned by the donors. The introduction of three outsiders by nomination to these bodies is neither necessary nor possible. If the trusts are not working properly the remedy is an action under Section 92 of the Civil Procedure Code and not the illegal introduction of outsiders into the committees of the trusts. In the eye of law they may be considered interlopers. Moreover as has been explained nominated members cannot derive any special sanctity or superiority from the mere fact of their nomination. They will create intrigues and complications as has been proved in the case of district and municipal boards and more often than not become partisans and advocates of vested

interests. The result will be that the peace of the committees which they are enjoying at present will be robbed for no fault of theirs. The recommendation which has been made is therefore ludicrous. It will immensely worsen matters and bring no advantage whatsoever.

IV & V. Government should have no authority to interfere in the suggested manner with the autonomy of these bodies, which are trusts and have acquired and accumulated valuable trust properties. If a trust is not functioning properly the only valid and legal course open is to challenge it according to law in the judge's court and obtain a verdict of mismanagement against it. The suggested short cut is practically an admission that no such case can be established. In fairness the matter should have stopped here but unfortunately there is an anxiety to get round the law and the serious implications of such an unconstitutional step appear to be no concern. On this analogy it might be argued that Government should have executive authority to assume control over all trusts and their properties in any manner it thinks fit, obviously this will be an unacceptable proposition. Equally unacceptable should be the present recommendation which is ill-conceived and ill-advised. The suggested course will shake public confidence and scare away self-respecting workers and also dry up all public charity.

VI. This recommendation, as has been pointed out, is of little practical value.

VII. As has been explained, in advanced and civilised countries the term unauthorised fees is hardly known. It is an invention here. The fact that extra fees are considered advisable to be levied is a vindication of the managements, who introduced them. The words "should only be charged for services rendered" practically make the recommendation nugatory and introduced needless complications and leave room open for unnecessary controversy. They should be expunged. All fees should be chargeable in all classes. Fee for music should be allowed to be charged. In a vital matter like finances there should be no room for any thoughtless prejudice. Without due elasticity of finances the institutions cannot grow and be prosperous and undue check on elasticity will prove baneful. The committee which published its report in 1940 had clearly kept this important point in view.

The question of breach of agreement should be a matter for settlement direct between the managements and the Arbitration Boards and the Inspectors should have nothing to do with it. At no stage should his intervention or consultation be necessary and the agreements should be amended accordingly.

VII, IX & X. No comments are required.

XI. As has been pointed out they are not likely to prove useful.

XV. Block grants should not be illiberal as at present. To be helpful they should be calculated on a more liberal basis with due regard to the growth of the institutions, otherwise they will prove more embarrassing.

XVI. In no case should any legislation be thought of which may high-handedly and unjustly violate the sanctity of the trusts and the trust deeds. It will shake public confidence and create nervousness amongst donors. There is also no valid reason for this unusual and unconstitutional step.

It may be added in the end that the report was considered in undue haste. The last meeting of the committee was held at Nainital on 29th May, 1947. It was understood that sufficient time of about a month would be allowed to the members after its despatch before it would be taken up for consideration. This was not done. The report was received on 23rd October, 1947, and taken up for consideration on 28th October, 1947. A protest was not helpful. The chairman, it is believed, was a member of the committee by virtue of his office. Before the date on which the report was taken up for consideration he had resigned and relinquished his office, yet he attended the meetings on 28th and 29th October, 1947, and presided over them. It is doubtful if in these circumstances the report was constitutionally considered and passed.

(Sd.) RAJ NATH KUNZRU,

*Manager, Victoria High School, Agra.*

Dated :—Dec. 1, 1947.