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Government of Madras.

EDUCATIONAL DEPARTMENT.

Recd.

Regd.

} 1915.

Enclosures

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✓ G.O. No. 920, 20th August 1915.

20/8/15

Travelling allowance.

Approving, with remarks, the proposal of the Director of Public Instruction to abolish the system of granting fixed — to sub-assistant inspectresses of girls' schools and to allow them instead — under the provisions of the Civil Service Regulations.

BACK PAPERS.

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

FURTHER PAPERS.

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

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GOVERNMENT OF MADRAS.

EDUCATIONAL DEPARTMENT.

READ—the following papers :—

I

Letter—from the Hon'ble Mr. H. S. DUNCAN, M.A., Acting Director of Public Instruction.

To—the Secretary to Government, Educational Department (through the Accountant-General).

Dated—Madras, the 9th July 1915.

No.—Ref. on Cur. 4554 of 1914.

I have the honour to address Government on the subject of travelling allowance of sub-assistant inspectresses of girls' schools.

2. There are three classes of officers in the female inspecting agency at present, viz., inspectresses, assistant inspectresses and sub-assistant inspectresses of girls' schools. The inspectresses, three in number, are treated as first-class officers for purposes of travelling allowances. The three assistant inspectresses, who are gazetted officers, come under the category of second-class officers and are given a daily allowance of Rs. 3 while on tour irrespective of their pay. The sub-assistant inspectresses, who are seven in number, receive a fixed travelling allowance of Rs. 35 per mensem and they are further permitted to benefit by the provisions of article 1045 of the Civil Service Regulations.

3. Prior to August 1910 sub-assistant inspectresses were in receipt of a fixed travelling allowance of Rs. 25 per mensem in addition to travelling allowance under article 1045. On a representation made as regards the inadequacy of the amount to meet their actual travelling expenses, Dr. Bourne recommended to Government that the fixed travelling allowance of Rs. 25 per mensem might be raised to Rs. 50; but on the recommendation of the Local Government, the Government of India increased the allowance to Rs. 35 only per mensem—*vide* G.O. No. 486, Educational, dated 15th August 1910.

4. Representations have now been made to the effect that the increase sanctioned by Government has not materially improved the condition of the sub-assistant inspectresses in the matter of their travelling expenses. Such representations have not, however, been supported by accurate figures as the officers concerned do not appear to have maintained a regular account of their travelling expenses. I consider, however, that a detailed investigation of the expenses of these officers benefits a consideration of their case little since it has been stated that there is a tendency on their part to limit their touring to an amount the cost of which is covered by their allowance. As a result schools are insufficiently inspected and the pioneering work necessary to decide upon the location of new schools is to some extent neglected.

5. The posts of sub-assistant inspectresses are in a majority of cases held by unmarried Anglo-Indians and their position requires that they should be accompanied by a woman servant whenever they go on tour. The travelling expenses of such a servant have to be met from the officers' own pocket. Unlike the male sub-assistant inspectors who are Indians, the sub-assistant inspectresses are obliged to take with them their servants, food and baggage as they do not expect to obtain in the villages the necessaries of life so easily as sub-assistant inspectors can obtain them. Moreover the journeys performed by these officers are longer and more tedious than in the case of officers in charge of boys' schools whose jurisdiction covers a much smaller area and whose ranges are much more compact. Increased expenditure has therefore to be incurred by lady officers who desire to maintain themselves in a position for which they are trained and to which they have been brought up and educated.

6. It is known to Government that when these officers go on tour they have invariably to halt in rest-houses, the rent of which has to be met from their fixed travelling allowance.

7. Though the sub-assistant inspectresses are permitted to draw travelling allowance under article 1045 in addition to fixed travelling allowance, yet in view of the fact that in the majority of cases the roads they have to march through are not served by public conveyances the officers concerned do not get anything appreciable in the shape of mileage and consequently almost all the expenses in connection with road journeys have to be met from their own pocket. Further, since the enhancement of fixed travelling allowance to Rs. 35 in 1910 the number of girls' schools has considerably increased as the result of the subsidy paid to local boards from Provincial and Imperial Revenues, and as the schools newly opened are board schools situated in many cases in out-of-the-way localities journeys thereto involve a considerable amount of road journeying and consequent additional expenditure.

8. It is very difficult to obtain Anglo-Indian ladies of good educational qualifications for the posts of sub-assistant inspectresses partly on account of their inadequate travelling allowances and the disadvantages of constant touring. It may

Mrs. Engler, M.A., L.T.
Miss Carriapett, M.A., L.T.
Miss Mergler, B.A., L.T.
Miss Bennett, B.A., L.T.

not be out of place to mention here that several sub-assistant inspectresses, some of whom are named in the margin, have during the past few years resigned their appointments in the department owing

mainly to the inadequacy of their salary or travelling allowance or both.

9. The duties performed by the sub-assistant inspectresses are exactly the same as those done by assistant inspectresses and the former are in no way subordinate to the latter. On the other hand both the sub-assistant inspectresses and assistant inspectresses are directly subordinate to the inspectresses and there seems therefore little justification for treating them differently in the matter of travelling allowance except on the ground of the illusory superior status occupied by the assistant inspectresses. Though I am not at present prepared to recommend that the sub-assistant inspectresses should be placed on a footing of equality with the assistant inspectresses in regard to travelling allowance yet in view of the fact that the expenses incurred by the sub-assistant inspectresses actually exceed the travelling allowances drawn by them under the existing rules except possibly in those cases in which they limit their touring more than is desirable in the interests of female education, and with a view to attract and retain the services of Anglo-Indian and Indian ladies of good educational qualifications and high moral character, I consider that the existing rules regulating the payment of travelling allowances to these officers require revision. In this connection I solicit the attention of Government to my letter Ref. on Cur. No. 2467 of 1915, dated 26th March 1915, submitting proposals for the reorganization of the female inspecting agency. If the proposals contained therein are approved, the sub-assistant inspectresses will not have such large areas to travel over as at present. But I submit that this fact need not stand in the way of the consideration of the proposals for increasing the travelling allowances of sub-assistant inspectresses, because on the introduction of the scheme referred to above, these officers will be expected to do more touring work in the district or districts under their charge than they do at present. Partly for want of time and partly on account of the tendency on the part of some of the sub-assistant inspectresses to keep down their travelling expenses, frequent applications are being received from the sub-assistant inspectresses for the transfer of the inspection of girls' schools to sub-assistant inspectors of boys' schools in whose ranges the schools are situated. This tendency must be checked since the real advancement in female education in this country can hardly be looked for unless girls' schools are wholly staffed and inspected by women officers.

10. In the light of the remarks contained in the foregoing paragraphs, I beg to suggest that the system of paying fixed travelling allowance to sub-assistant inspectresses be given up altogether and that they be allowed instead travelling allowance under the provisions of the Civil Service Regulations with this exception, viz., that all the officers be granted daily allowance at a uniform rate of Rs. 1-12-0

per diem irrespective of their pay. The assistant and sub-assistant inspectresses correspond to the district assistant inspectors and the travelling allowance now proposed for sub-assistant inspectresses is also similar to that allowed to the district assistant inspectors except in the matter of daily allowance which in the case of the latter varies with their pay.

II

Endorsement No. Edn. 1/7617, dated 16th July 1915.

Forwarded.

2. The sanction of the Government of India is necessary to the proposal to grant daily allowance at Rs. 1-12-0 per diem to all sub-assistant inspectresses of girls' schools in the Madras Presidency irrespective of their pay, in contravention of the rule in article 1063 (ii) of Civil Service Regulations.

3. A permanent monthly travelling allowance of Rs. 35 per mensem was granted to these subordinates in the Government of India No. 816, Home Department (Edn.), dated 5th August 1910, in lieu of all other travelling allowances under the ordinary rules in Civil Service Regulations and there is no audit objection to the former being given up in favour of the latter, should the Local Government consider such a change desirable.

H. B. RAO,
Deputy Accountant-General.

To the Secretary to Government, Educational Department.

Order—No. 920, Educational, dated 20th August 1915.

The Government approve the proposal of the Director of Public Instruction to abolish the system of granting fixed travelling allowance to sub-assistant inspectresses of girls' schools and to allow them instead travelling allowance under the provisions of the Civil Service Regulations. They are not, however, satisfied as to the necessity for granting them daily allowance at the uniform rate of Rs. 1-12-0 per diem proposed by the Director. The sub-assistant inspectresses will draw daily allowance according to the ordinary rules of the Civil Service Regulations.

(True Extract.)

C. G. TODHUNTER,
Acting Secretary to Government.

To the Director of Public Instruction.
" Accountant-General.
" Financial Department.

NOTES CONNECTED WITH G.O. No. 920, EDUCATIONAL, DATED 20TH AUGUST 1915.

[SUBJECT.—Changes in the existing rules regarding the payment of travelling allowance to sub-assistant inspectresses of girls' schools.]

Previous papers :

G.O. 2004-05, Financial,	21st Dec. 1882.	G.O. 380, Educational,	4th July 1910.
" 206-07 "	5th Feb. 1883.	" 486 "	15th Aug. "
" 491 "	28th June 1895.	" 831 "	11th Sept. 1912.
" 478, Educational,	12th July 1905.	" 512 "	4th June 1913.
" 196 "	16th Mar. 1906.	" 1113 "	26th Nov. "
" 35 "	19th Jan. 1909.	" 888 "	27th July 1914.

From the Director of Public Instruction, Madras, Ref. on Cur. No. 4554/14,
dated the 9th July 1915.

EDUCATIONAL DEPARTMENT.

The fixed rate of travelling allowance for the subordinate inspecting agency was adopted in 1883, when the rules of the Civil Service Regulations regarding travelling and daily allowances underwent revision. The revised rules introduced differences in rates according to pay which, among other things, when applied to the inspecting officers, necessitated differential treatment among the same class of officers doing similar duties, and brought in loss, in the matter of daily allowances, to those whose pay was Rs. 100 and less, while profiting unduly those who drew above Rs. 100 as pay; and it was therefore, at the suggestion of the Director, thought necessary to sanction a uniform and fixed rate of travelling allowance of Rs. 25 per mensem for the deputy inspectors (now sub-assistants). The same ruling seems subsequently to have been enforced in the case of the subordinate female inspecting agency also, though in their case the differential treatment was not so pronounced.

G.O. 491, Financial, 28th June 1895.

* When the actual expenses for a duly authorised journey on duty by public conveyance exceed double the permanent allowance for the period occupied in such journey, the difference between such double permanent allowance and the allowances admissible under chapter LIII of the Civil Service Regulations can be drawn in addition to the permanent allowance.

G.O. 478, Educational, 12th July 1905.

In June 1895 the sub-assistant inspectresses like sub-assistant inspectors were allowed the concession referred to in article 1045* of the Civil Service Regulations, under which a portion of the actual expenses incurred in certain specific cases were recoverable.

2. In 1905, the Government of India decided that, for purposes of the travelling allowance rules, all inspectresses, whether of the Indian or

the Provincial Educational Service, should be classified as first-class officers and all female inspecting officers of lower rank than inspectresses, as second-class officers [This decision has been embodied in article 1002 of the Civil Service Regulations.] When this order was communicated to the Director of Public Instruction, he raised the questions whether the intention of the Government of India in issuing the above

Page 2 of G.O. 196, Educational, 16th March 1906.

order was not to place female inspecting officers on a better footing than before and to supersede appendices Nos. 22 and 25 of the Civil Service Regulations, fixing the daily and travelling allowances of certain female inspecting officers of this Presidency, especially as the permanent allowances to the sub-assistant inspectresses meant much less to them than similar allowances to sub-assistant inspectors. The Director was, after consultation with the Accountant-General and the Financial Department, informed in G.O. No. 196, Educational, dated the 16th March 1906, that the orders of the Government of India referred to above did not overrule the provisions in the appendices.

3 In August 1910 the fixed travelling allowance for sub-assistant inspectresses was, with the sanction of the Government of India, raised from Rs. 25 to Rs. 35 per mensem, the main considerations then adduced in favour of the measure being—

(1) the higher travelling expenses of a sub-assistant inspectress as compared with those of a sub-assistant inspector, owing to the larger range of the former extending over two and sometimes to four revenue districts, as against only a portion of a district of the latter, and

(2) the naturally excessive travelling expenses of the sub-assistant inspectresses as ladies, with fewer opportunities of receiving hospitality from friends than male officers.

4. The Director of Public Instruction now suggests that the system of paying fixed allowance to sub-assistant inspectresses be given up and that they be allowed instead travelling allowance under the provisions of the Civil Service Regulations with the exception, viz., that all the officers be granted daily allowance at a uniform rate of Rs. 1-12-0 per diem irrespective of their pay. The arguments advanced in favour of the present proposal are as follows:—

(1) that there is a tendency on the part of sub-assistant inspectresses to limit their touring to an amount the cost of which is covered by their allowance with the results, that schools are insufficiently inspected and the pioneering work necessary to decide upon the location of new schools is to some extent neglected and that frequent applications are received for the transfer of the inspection of girls' schools to boys' ranges—an undesirable impediment to the advancement of female education;

(2) that, being ladies and mostly unmarried Anglo-Indians, they are invariably and quite necessarily accompanied by women servants during tours, whose travelling expenses have to be incurred, and have also to carry with them food and baggage, as they do not expect to obtain the necessaries of life easily in villages, and to halt in rest-houses paying rent;

(3) that their journeys are longer and more tedious than those of sub-assistant inspectors of boys' schools, the jurisdiction being larger;

(4) that the concession already granted of drawing allowance under article 1045 of the Civil Service Regulations is not of much use, as in the majority of cases the roads they have to march through are not served by public conveyances and the officers concerned do not get anything appreciable in the shape of mileage;

(5) that with the subventions recently sanctioned by the Government the number of girls' schools has increased, in many cases the new schools being in out-of-the-way localities;

(6) that, owing to the disadvantages of constant touring and inadequacy of allowances, it is very difficult to obtain and to retain suitable persons for the posts; and

(7) that, as the duties of the sub-assistant inspectresses are the same as those of assistant inspectresses and both these officers correspond to district assistant inspectors, there appears to be little justification for treating the first-mentioned officers differently from the others.

5. Of the above grounds, Nos. (2) and (3) have, as pointed out in paragraph 3 *supra*, already been brought to the notice of the Government and recognized by them;

G.O. 486, Educational, 15th August 1910.

and it was for these reasons that the rate was enhanced from Rs. 25 to Rs. 35 in 1910. The other arguments appear to have some force. The argument, that touring is likely to be prejudicially affected, will, however, apply to all cases in which fixed travelling allowance is given, e.g., sub-assistant inspectors. It is not clear whether

Rule 87 of the Inspection Code.

there are not other means of preventing this. Programmes are previously drawn up and approved by inspectresses.

The only possible means of verifying the statement, that the present allowance is inadequate, viz., the examination of the *actual* expenses incurred by the inspectresses in travelling, seems to be of no avail in the present case, as it is stated that they do not now tour as widely and well as they should. On the last occasion when this question was examined, viz., in 1910, the

Page 2 of G.O. 380, Educational, 4th July 1910.

Director suggested an increase of the allowance to Rs. 50, but it was considered that that was a large jump involving an enhancement by 100 per cent. Information as to the actual expenses of two sub-assistant inspectresses, which was procured then, showed that one incurred on an average a monthly expenditure of Rs. 47 and another Rs. 40. It cannot be said whether these figures were also vitiated

Page 4 of Notes with G.O. 380, Financial, 4th July 1910.

Pages 5 and 6 of G.O. 380, Financial, 4th July 1910.

by the circumstances stated above. Thus there seems to be no *direct* evidence of the inadequacy of the allowance.

As regards the other evidence, there is an all-round complaint that the fixed allowances are not adequate. The *Muhammadan* sub-assistant inspectors, who are in a sense similarly circumstanced as the sub-assistant inspectresses in that they have also larger ranges and who are on that account paid the increased travelling allowance of Rs. 35, requested at the last conference of Inspectors that the rate might either be raised to Rs. 50 or that they might be granted allowances according to the rules of the Civil Service Regulations. The educational officers of the North and South Arcot districts represented to His Excellency during his last tour in those districts that the fixed allowance of Rs. 25 for the *sub-assistant inspectors* was inadequate and that the Civil Service Regulations might be applied to them instead of a permanent rate. While the Director promised to consider the former proposal on receipt of information of correct detailed accounts of their journeys, a formal reference has been

Memo. 827-4, Educational, 9th July 1915.

made to him by the Government in respect of the latter. It may perhaps therefore be generally assumed that the present complaint that the rate of Rs. 35 for sub-assistant inspectresses is inadequate is not invalid.

6. The Director, while admitting that when the contemplated reorganization of the female inspecting agency (involving the addition of sub-assistant inspectresses) is sanctioned, these officers may not have to travel large areas as at present, still holds that they will be expected to do more touring work than in the district or districts under their charge than they do at present. According to the reorganization the total number of sub-assistant inspectresses will be eighteen and each officer will generally have to be in charge of one revenue district, though some may have more than one. It may naturally be expected that the expenses of travelling *within* a district should be somewhat less than that of travelling over more than one district. It is not known whether it is intended compensatingly to increase the minimum period of touring of the officers. Unless it were so, the statement of the Director, that the introduction of the contemplated reorganization will not affect the proposed increase in the rate of allowances, cannot apparently be justified.

7. The next question for consideration is how the scale should be revised. The Director of Public Instruction suggests that the officers may be allowed travelling allowance under the provisions of the Civil Service Regulations with the exception that the daily allowance may be fixed at Rs. 1-12-0 irrespective of the pay. As regards the first part of the proposal, the pay of the sub-assistant inspectresses varies from Rs. 125 to Rs. 175 and according to the classification in article 1002 of the Civil Service Regulations they will all be second-class officers; and the main objection to the application of the rules of the Civil Service Regulations to sub-assistant inspectors, viz., differential treatment within the same class, will not exist in the case of sub-assistant inspectresses.

As regards the daily allowance proposed by the Director of Public Instruction, it is observed that according to the Civil Service Regulations this will vary with the pay from Rs. 1-4-0 to Rs. 1-12-0, while the Director of Public Instruction suggests that it might be fixed at Rs. 1-12-0 (the maximum). No special reasons have been given by the Director for fixing the allowance at this high rate. Apparently it is intended to adopt the system obtaining in regard to assistant inspectresses, who, irrespective of their pay, draw a daily allowance of Rs. 3 (the maximum for second-class officers).

8. It is not possible to work out here the financial effect of adopting the Director's proposal and compare it with the existing rates. There can be no doubt that there will be a considerable increase in expenditure under this head—to what approximate extent it is not stated. Perhaps it may be possible for the inspectresses to work out the cost on an ideal programme for a sub-assistant inspectress of a normal range. If one is obtained, it may be useful. It is for consideration whether it may be called for. If this is deemed unnecessary, the file may be forwarded to Financial for remarks.

9. It may be mentioned that the Government of India are likely to favour any proposal to ameliorate the condition of the female inspecting staff. Attention is invited to the correspondence in G.O. No. 888, Educational, dated the 27th July 1914.

Item 4 in statement II on page 3 of G.O. 888, Educational, 27th July 1914. It was suggested there that even lady teachers of secondary schools of all grades, who belonged to the third class under the travelling allowance rules, should be included in the second class and that a similar concession should be granted to lady clerks accompanying inspectresses or assistant inspectresses on tour. [This Government, however, expressed it as their opinion that it would be sufficient if all teachers drawing not less than a maximum salary of Rs. 50 and all lady clerks on similar pay were included in the second class.]

Paragraph 2 (c) of letter 889, Educational, 27th July 1914.

10. The reorganization of the inspecting agency inclusive of the female section of it is separately under consideration. Those involve the strengthening of the service; and it is a measure contingent on the grant of an Imperial assignment and will have to be sanctioned by the Secretary of State. It does not seem therefore necessary to deal with the present question with that, final orders regarding which may not be expected in the near future.

S.A.—2-8-15.

C.R.—2-8-15.

B | There is certainly a strong case for applying the Civil Service Regulations rates, but I doubt if there is sufficient reason for pressing the proposal for a uniform rate of daily allowance. The case of the officers in question is similar to that of many others in graded appointments. If Financial so desire, an endeavour can be made to work out the probable financial effect with reference to a normal programme of work, but I am not sure that the estimate so arrived at would be of much value.

A

C. G. TODHUNTER—3-8-15.

To the Financial Department.

FINANCIAL DEPARTMENT.

The following statement shows in one view the position of the Educational inspecting agency as regards their pay and allowances:—

	Pay.	Class. (Article 1002, Civil Service Regulations, appendix 18, items 29-30).	Permanent monthly travelling allowance, items 67, 69, 69-A and 70, appendix 22.	Daily allowance. (Article 1063, appendix 25, items 93-94).
Inspectors, Indian Educational Service (Gazetted officers).	Rs. 500-50-1,000 .. (Paragraphs 231 and 232 (a), Manual of Appointments and Allowances of gazetted officers.)	First class ..		Rs. 5
Inspectresses of Schools, Indian Educational Service. (Gazetted officers).	500-20-600 450-10-500 400-10-450 (Paragraph 235 (ii), Manual of Appointments.)	Do. ..		5
Inspectors, Provincial Educational Service. (Gazetted officers).	200, 250, 300, 350, 400, 450, 500, 600, 700 according to grade (Paragraph 244, Manual of Appointments.)	Do. ..		4
Assistant Inspectors, Provincial Educational Service. (Gazetted officers).	Do.	200-500, second class. 600-700, first class.		3
Assistant Inspectresses. (Gazetted officers).	Rs. 250, 200 .. (Paragraph 247, Manual of Appointments, etc.)	Second class ..		3 *
Sub-assistant inspectors.	Rs. 200, 175, 150, 125, 100 (probationers), 75. (Page 12 of notes connected with proposals for strengthening the inspecting agency).	Rs. 100-75, third class. Others— Second class.	Sub-assistant inspectors in hill tracts, Northern Circars .. 50 Nilgiri district, Malabar, South Canara, North Coimbatore .. 37½ And of Muhammadan Schools .. 35 Sub-assistant inspectors other than those mentioned above and those placed in charge of districts as district assistant inspectors .. 25	+ Rs. 200—Rs. 2. + Rs. 175— Rs. 1-12-0. + Rs. 150— Rs. 1-8-0. + Rs. 125— Rs. 1-4-0. + Rs. 100—Rs. 1. + „ 75— Rs. 0-12-0.
Sub-assistant inspectresses.	Rs. 175, 150, 125 (Page 12 of the notes quoted above).	Second class ..	Rs. 35	+ Rs. 175— Rs. 1-12-0. + Rs. 150— Rs. 1-8-0. + Rs. 125— Rs. 1-4-0.

* The Accountant-General's office allow Rs. 3 along with assistant inspectors (authority not traceable).

† If daily allowance were given.

2. Sub-Assistant Inspectors of girls' schools whose jurisdictions extend beyond the limits of a single district, sub-assistant inspectors of Muhammadan schools and the sub-assistant inspector of sanskrit schools are allowed the exchange referred to in article 1045 of the Civil Service Regulations, i.e., to draw, whenever the actual travelling expenses for a duly authorised journey on duty by public conveyance exceed double the amount of the permanent allowance for the period occupied in such journey, the difference between such double permanent allowance and the allowances admissible under Chapter LII (mileage allowances) in addition to the ordinary permanent allowance for such period. G.O. No. 491, Financial, dated the 28th June 1895, does not refer to sub-inspectresses, but "sub-assistant inspectors of girls' schools" has been taken to include sub-inspectresses.

3. With a view to bettering the position of sub-assistant inspectresses of schools, two suggestions are made, viz. :—

(1) That in lieu of the permanent travelling allowance of Rs. 35 per mensem with the concession under article 1045, Civil Service Regulations, they be brought under the ordinary rules of the Civil Service Regulations, and

The Govt. approve the proposal of the D.P.D. to abolish the system of granting fixed travelling allowance to sub-assistant inspectors of girls' schools and to allow them instead travelling allowance under the provisions of the C.A.R. They are not, however, satisfied ^{as to} ~~of~~ the necessity for granting them daily allowance at the uniform rate of Rs 1-12- per diem, as proposed by the Director. The Sub-Assistant

inspectresses will draw
daily allowance according
to the ordinary rules of the C.A.

CA

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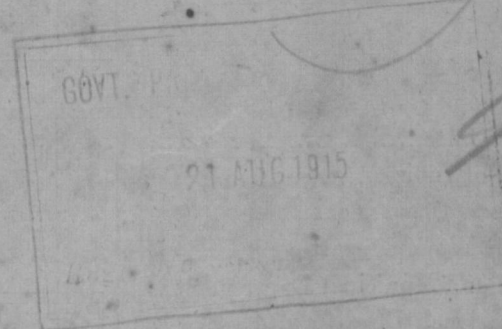
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SPECIAL INSTRUCTIONS.

Travelling allowance.

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